

Subject: Comment on Draft UDO Zoning Map – 820, 826, and 0 Canton Hollow Road (Case No. 7-G-17-RZ)

KnoxPlanning / Advance Knox UDO Project Team,

I am writing to submit a comment on the first-draft UDO zoning map as it applies to property I own on Canton Hollow Road in Knox County, currently addressed as 820, 826, and 0 Canton Hollow Road (Tax Parcels 143KA-008, 009, and 010; originally a combined 3.7-acre tract).

This property was rezoned from A (Agricultural) to PR (Planned Residential) through Case No. 7-G-17-RZ. Knox County Commission approved this rezoning on 8/28/2017, establishing a permitted density of up to 8 dwelling units per acre, consistent with the amended Southwest County Sector Plan designation of MDR (Medium Density Residential) at the time. The Planning Commission case summary for this rezoning is attached for reference.

The direct link between this property's approved density and the Canton Hollow Road improvement plan is well documented in the official record. In a July 10, 2017 email exchange, Cindy Pionke of Knox County Engineering coordinated directly with me and with Kassie Holmes, PE, the CDM Smith Senior Roadway Project Manager for the Canton Hollow Road project, regarding the then-current road design, including turn lanes at the Woody Drive/Canton Hollow intersection, sidewalks, and multi-use path specifications. In that exchange, Ms. Pionke confirmed the design was still being actively revised and stated she would attend the Metropolitan Planning Commission meeting that month specifically to address the Canton Hollow Road project in connection with my rezoning case. This coordination is also reflected in my July 10-11, 2017 letter to a neighboring property owner, which was forwarded to Planning Commission staff and included in the MPC agenda package, explaining that the requested density was justified directly by this new road design. Copies of both this Knox County Engineering correspondence and the neighbor letter are attached.

That road project has since been redesigned and delayed repeatedly — as documented in county and local reporting from 2018 through 2024 — and to my knowledge the design is still not finalized. As a direct result, development on this property has remained on hold for more than 10 years, not due to any change in my intent to develop under the approved zoning, but because of the County's own ongoing revisions to the road infrastructure the approved density was built around. I would ask that this documented history be taken into account, and that this County-driven delay not be treated as a basis for reducing the property's approved development rights under the UDO.

The first-draft UDO zoning map released March 20, 2026 shows this property reclassified to NR-1 (Neighborhood Residential). Based on the draft dimensional standards released alongside the map, NR-1 appears to limit development to a fixed lot size yielding roughly 3 to 4 lots per acre — a significant reduction from the 8 du/ac density that was legislatively approved for this property in 2017.

I am requesting written confirmation of one of the following:

1. That the density and development rights established under Case No. 7-G-17-RZ (up to 8 du/ac under PR zoning) will be carried forward and not reduced by adoption of the UDO; or
2. If reclassification to NR-1 would reduce this property's permitted density below what was legislatively approved in 2017, that this be corrected before the next draft of the zoning map is released, or that this property instead be assigned a zoning district under the UDO that preserves the approved density.

I understand that the zoning map is still in draft form and that a second draft is expected following the July 29, 2026, meeting. I would appreciate having this property specifically reviewed against its 2017 approved zoning before that next iteration is published, and I am glad to provide any additional documentation needed.

Please confirm receipt of this comment and let me know the appropriate next step for resolving it.

Thank you for your time and for the work being done on this process.

Sincerely,

Victor Jernigan

Attachments:

1. Planning Commission Case Summary, File No. 7-G-17-RZ (826 Canton Hollow Rd)
2. July 10, 2017, my correspondence with Knox County Engineering (Cindy Pionke) and CDM Smith (Kassie Holmes) re: Canton Hollow Road design along with my letter of July 10-11, 2017, to neighboring property owner re: Canton Hollow Road rezoning (included in MPC agenda package by Planning staff)

CASE SUMMARY

APPLICATION TYPE: REZONING

SOUTHWEST COUNTY SECTOR PLAN AMENDMENT



File Number: 7-G-17-RZ

Related File Number: 7-C-17-SP

Application Filed: 5/25/2017

Date of Revision:

Applicant: VICTOR JERNIGAN

PROPERTY INFORMATION

General Location: North side Canton Hollow Rd., east of Woody Dr.

Other Parcel Info.:

Tax ID Number: 143 K A 008,009&010

Jurisdiction: County

Size of Tract: 3.7 acres

Accessibility:

GENERAL LAND USE INFORMATION

Existing Land Use: Dwellings

Surrounding Land Use:

Proposed Use: Residential development

Density: 8 du/ac

Sector Plan: Southwest County

Sector Plan Designation: LDR

Growth Policy Plan: Planned Growth Area

Neighborhood Context:

ADDRESS/RIGHT-OF-WAY INFORMATION (where applicable)

Street: 826 Canton Hollow Rd

Location:

Proposed Street Name:

Department-Utility Report:

Reason:

ZONING INFORMATION (where applicable)

Current Zoning: A (Agricultural)

Former Zoning:

Requested Zoning: PR (Planned Residential)

Previous Requests: None noted

Extension of Zone:

History of Zoning:

PLAN INFORMATION (where applicable)

Current Plan Category: LDR (Low Density Residential)

Requested Plan Category: MDR (Medium Density Residential)

SUBDIVISION INFORMATION (where applicable)

Subdivision Name:

No. of Lots Proposed:

No. of Lots Approved: 0

Variances Requested:

S/D Name Change:

OTHER INFORMATION (where applicable)

Other Bus./Ord. Amend.:

PLANNING COMMISSION ACTION AND DISPOSITION

Planner In Charge: Michael Brusseau

Staff Recomm. (Abbr.): RECOMMEND that County Commission APPROVE PR (Planned Residential) zoning at a density of up to 5 du/ac. (Applicant requested 8 du/ac.)

Staff Recomm. (Full): The requested PR zoning and density are not consistent with the current sector plan designation for the property and not compatible with the majority of the surrounding zoning and development pattern.

Comments: REZONING REQUIREMENTS FROM ZONING ORDINANCES (must meet all of these):

THE PROPOSED AMENDMENT SHALL BE NECESSARY BECAUSE OF SUBSTANTIALLY CHANGED OR CHANGING CONDITIONS IN THE AREA AND DISTRICTS AFFECTED, OR IN THE CITY/COUNTY GENERALLY:

1. PR zoning at the recommended density for the subject property will allow reasonable development of the site for attached or detached residential uses, consistent with other detached residential developments along this section of Canton Hollow Rd.
2. The recommended zoning and density are consistent with the current sector plan proposal for the property.
3. The majority of the surrounding development consists of low density residential uses and zoning, consistent with the recommended zoning and density.

THE PROPOSED AMENDMENT SHALL BE CONSISTENT WITH THE INTENT AND PURPOSE OF THE APPLICABLE ZONING ORDINANCE:

1. PR zoning is intended to provide optional methods of land development which encourage more imaginative solutions to environmental design problems. Residential areas thus established would be characterized by a unified building and site development program, open space for recreation and provision for commercial, religious, educational and cultural facilities which are integrated with the total project by unified architectural and open space treatment.
2. Additionally, the zoning states that each development shall be compatible with the surrounding or adjacent zones. Such compatibility shall be determined by the Planning Commission by review of development plans. Staff maintains that PR is the most appropriate zone for this development, if limited to a density of 5 du/ac or less.

THE PROPOSED AMENDMENT SHALL NOT ADVERSELY AFFECT ANY OTHER PART OF THE COUNTY, NOR SHALL ANY DIRECT OR INDIRECT ADVERSE EFFECTS RESULT FROM SUCH AMENDMENT:

1. PR zoning at the recommended density is compatible with surrounding development and should have a minimal impact on adjacent properties.
2. The recommended PR zoning at a density of up to 5 du/ac would allow for a maximum of 18 dwelling units to be proposed for the site. That number of attached units, would add approximately 204 vehicle trips per day to the street system and would add approximately 1 child under the age of 18 to the school system. The applicant's requested PR zoning at a density of up to 8 du/ac would allow for a maximum of 29 dwelling units to be proposed for the site. That number of attached units, would add approximately 314 vehicle trips per day to the street system and would add approximately 2 children under the age of 18 to the school system.
3. PR zoning at the recommended density is compatible with surrounding development and should have a minimal impact on adjacent properties.
5. The approval of the recommended density of 5 du/ac will allow the applicant to submit a development plan with up to 18 dwelling units for MPC's consideration, compared to the 29 units that could be proposed at the applicant's requested density of up to 8 du/ac.
6. The PR zoning district has provisions for preservation of open space and providing recreational amenities as part of the development plan. The applicant will be expected to demonstrate how these provisions are met as part of the required development plan review.
7. Public water and sewer utilities are available to serve the site, and the recommended density is consistent with other zoning and density in the immediate area.

8. Sidewalks will be required on at least one side of new subdivision roads and possibly along Canton Hollow Rd.

THE PROPOSED AMENDMENT SHALL BE CONSISTENT WITH AND NOT IN CONFLICT WITH THE GENERAL PLAN OF KNOXVILLE AND KNOX COUNTY, INCLUDING ANY OF ITS ELEMENTS, MAJOR ROAD PLAN, LAND USE PLAN, COMMUNITY FACILITIES PLAN, AND OTHERS:

1. The Southwest County Sector Plan appropriately proposes low density residential uses for the site, consistent with the recommended PR zoning at a density of up to 5 du/ac. If the applicant's proposed density of up to 8 du/ac is to be considered, the sector plan must be amended to MDR, as requested by the applicant.
2. The site is located within the Planned Growth Area on the Knoxville-Knox County-Farragut Growth Policy Plan map.
3. This recommended zoning and density do not present any apparent conflicts with any other adopted plans.

State law regarding amendments of the general plan (which include Sector Plan amendments) was changed with passage of Public Chapter 1150 by the Tennessee Legislature in 2008. The law now provides for two methods to amend the plan at TCA 13-3-304:

1. The Planning Commission may initiate an amendment by adopting a resolution and certifying the amendment to the Legislative Body. Once approved by majority vote of the Legislative Body, the amendment is operative.
2. The Legislative Body may also initiate an amendment and transmit the amendment to the Planning Commission. Once the Planning Commission has considered the proposed amendment and approved, not approved, or taken no action, the Legislative Body may approve the amendment by majority vote and the amendment is operative.

Action: Approved **Meeting Date:** 7/13/2017

Details of Action: RECOMMEND that County Commission APPROVE PR (Planned Residential) zoning at a density of up to 8 du/ac.

Summary of Action: Recommend the Knox County Commission approve PR (Planned Residential) zoning at a density up to 8 dwelling units per acre

Date of Approval: 7/13/2017 **Date of Denial:** **Postponements:**

Date of Withdrawal: **Withdrawn prior to publication?:** ☐ **Action Appealed?:**

LEGISLATIVE ACTION AND DISPOSITION

Legislative Body: Knox County Commission

Date of Legislative Action: 8/28/2017 **Date of Legislative Action, Second Reading:**

Ordinance Number: **Other Ordinance Number References:**

Disposition of Case: Approved **Disposition of Case, Second Reading:**

If "Other": **If "Other":**

Amendments: **Amendments:**

Date of Legislative Appeal: **Effective Date of Ordinance:**

Supporting Documentation

820, 826, and 0 Canton Hollow Road — Case No. 7-G-17-RZ

The following two exhibits support the accompanying comment letter regarding the Draft Unified Development Ordinance (UDO) zoning map's reclassification of this property to NR-1.

Exhibit 1

July 10, 2017 email correspondence between me, Cindy Pionke (Knox County Engineering), and Kassie Holmes, PE (CDM Smith, Senior Roadway Project Manager), regarding the then-current design of the Canton Hollow Road improvement project, including turn lanes at the Woody Drive / Canton Hollow intersection. In this exchange, Ms. Pionke confirms she would attend the Metropolitan Planning Commission meeting to address the Canton Hollow Road project in connection with this rezoning case.

Exhibit 2

July 10–11, 2017 letter from me to a neighboring property owner, forwarded to Metropolitan Planning Commission staff and included in the official MPC agenda package for Case No. 7-G-17-RZ. The letter explains that the requested rezoning density for my property was justified directly by the Canton Hollow Road design described in Exhibit 1.

Victor Jernigan

July 27, 2026

RE: Canton Hollow Road Plans

From Cindy Pionke [REDACTED]

Date Mon 2017-07-10 8:58 AM

To Holmes, Kathleen C. [REDACTED] Victor Jernigan [REDACTED]

Thank you, Kassie, for the update. I knew we had been making design changes – I just couldn't remember them all.

From: Holmes, Kathleen C. [REDACTED]

Sent: Monday, July 10, 2017 8:43 AM

To: Cindy Pionke; Victor Jernigan

Subject: RE: Canton Hollow Road Plans

Hi Cindy,

The typical section will be 2-11' travel lanes, with the turn lanes added as you noted, and curb and gutter. We will have a 6' sidewalk on the east side throughout the project with no grass-strip, and a 12' multi-use with 2' grass strip on the west side for the majority of the project. There are a couple of locations where the path will be narrowed to 10', and the grass strip possibly eliminated. From Kingston Pike to Admiral Bend Way, there will be 6' sidewalks on both sides of Canton Hollow.

Thanks,
Kassie

Kassie Holmes, PE | Senior Roadway Project Manager | CDM Smith
1100 Marion Street, Suite 300 | Knoxville, TN 37921 | Phone direct: [REDACTED] | [REDACTED] |
cdmsmith.com

From: Cindy Pionke [REDACTED]

Sent: Monday, July 10, 2017 7:50 AM

To: Victor Jernigan [REDACTED]

Cc: Holmes, Kathleen C. [REDACTED]

Subject: RE: Canton Hollow Road Plans

Victor,

The typical cross section should be 2- 10' travel lanes, turn lanes added at Woody/Canton Hollow, a 5' sidewalk on the east side with a 2' grass strip, a 12' multi-use path on the west side and curb and gutter. Kassie can confirm. We did have a 10' multi-use path, but the federal regulations changed to 12'. I think we have been able to do that.

I will check the agenda packet for your rezoning. I will be attending the MPC meeting this month, so I can address our Canton Hollow Road project.

Jim and I are meeting with CDM today to go over details of the public meeting. I hope you intend to attend the public meeting on the 18th.

Cindy

Cindy Pionke, P.E.
Director of Planning and Development
Knox County Department of Engineering and Public Works
205 West Baxter Avenue
Knoxville, TN 37917
[REDACTED] (direct)

From: Victor Jernigan [REDACTED]
Sent: Saturday, July 08, 2017 11:22 AM
To: Cindy Pionke
Subject: Re: Canton Hollow Road Plans

Cindy,

Thanks for the quick reply.

Is it possible to get a simple description of the proposal, such as - significantly improved 2 lane with sidewalks and bike path? I have a rezoning on Canton Hollow at the July 13 MPC meeting and there is no mention of this new \$7M road.

Victor

Sent from my Verizon, Samsung Galaxy smartphone

----- Original message -----

From: Cindy Pionke [REDACTED]
Date: 7/7/17 8:47 PM (GMT-05:00)
To: Victor Jernigan [REDACTED]
Subject: Re: Canton Hollow Road Plans

Public meeting is July 18th from 5 to 7pm at Farragut High School commons area (cafeteria). We post plans after the public meeting.

Sent from my U.S. Cellular® Smartphone

----- Original message -----

From: Victor Jernigan [REDACTED]
Date: 7/7/17 6:33 PM (GMT-05:00)
To: Cindy Pionke [REDACTED]
Subject: Canton Hollow Road Plans

Cindy,

Do you have a website link, or contact information, for the latest version of the new Canton Hollow Road Plans?

Victor Jernigan

[REDACTED]

Re: Canton Hollow Rezoning

From Michael Brusseau [REDACTED]

Date Tue 2017-07-11 10:53 AM

To Victor Jernigan [REDACTED]

Victor,

I sent these emails to MPC members and will include in the agenda package.

Mike

On Mon, Jul 10, 2017 at 12:20 PM, Victor Jernigan [REDACTED] wrote:

Libby,

I am sorry I just missed you when I called this morning. I do want to speak with you about my rezoning request on Canton Hollow Road. Please call me anytime [REDACTED] Below is information which will provide some additional details, until we have the opportunity to speak.

First, I share your concerns about traffic on Canton Hollow Road, as I am also developing the land directly across Canton Hollow from this property. This section of Canton Hollow was to be improved last year as part of the Woody Road intersection improvements. Those plans were tabled and there is now a new design for all of Canton Hollow – from Kingston Pike to the river. There will be a public hearing on this new road plan on July 18th at the Farragut High Commons area. This is a general description about the road improvements from the engineering firm CDM Smith: (my edit is in black for clarity only)

The typical section of Canton Hollow will be 2-11' travel lanes, with the turn lanes added at the Woody Road intersection, and curb and gutter. We will have a 6' sidewalk on the east side throughout the project with no grass-strip, and a 12' multi-use with 2' grass strip on the west side for the majority of the project. There are a couple of locations where the path will be narrowed to 10', and the grass strip possibly eliminated. From Kingston Pike to Admiral Bend Way, there will be 6' sidewalks on both sides of Canton Hollow.

These new road improvements are designed to move Canton Hollow from one of the most dangerous roads in the County, to one of the safest in the County. It is this new plan which is the justification for my request to change the Sector Plan.

Second, the density request is unique and specific to this location. This 3.7 acres is surrounded by the Concord Mobile Home Park on 2 sides, I am involved with the land directly opposite on the west

side of Canton Hollow, and both of the adjoining neighbors support this request. The mobile home park is currently zoned RB. This RB zoning does allow for the immediate grading and construction of up to 12 units per acre with no further oversight by anyone. The zoning I am requesting is for a Planned Residential zone of up to 8 units per acre. Additionally, with the PR zoning I am requesting, any future development plans must be reviewed and approved by MPC Staff and MPC Commission before any development can occur on this 3.7 acres.

Again, please call anytime.

Regards,

Victor Jernigan

[REDACTED]

--

Michael A. Brusseau, AICP, Senior Planner
Knoxville-Knox County Metropolitan Planning Commission
City-County Building, Suite 403
400 Main St.
Knoxville, TN 37902
Phone: (865) 215-2500
Fax: (865) 215-2068
www.knoxmpc.org