



# PLAN AMENDMENT REPORT

▶ **FILE #:** 1-C-24-SP

**AGENDA ITEM #:** 5

**AGENDA DATE:** 1/11/2024

▶ **APPLICANT:** **RANDY GUIGNARD**  
**OWNER(S):** Randy Guignard Cafe International LLC

**TAX ID NUMBER:** 60 I C 002 [View map on KGIS](#)

**JURISDICTION:** Council District 4

**STREET ADDRESS:** 1717 LOVES CREEK RD

▶ **LOCATION:** **West side of Loves Creek Rd, south side of Buffat Mill Rd**

▶ **APPX. SIZE OF TRACT:** **5.38 acres**

**SECTOR PLAN:** Northeast County

**GROWTH POLICY PLAN:** N/A (Within City Limits)

**ACCESSIBILITY:** Access is via Loves Creek Road, a major collector street with a 22-ft pavement width within a 40-ft right-of-way. Access is also via Buffat Mill Road, a major collector street with a 30 to 35-ft pavement width within an 87 to 218-ft right-of-way.

**UTILITIES:** Water Source: Knoxville Utilities Board  
Sewer Source: Knoxville Utilities Board

**WATERSHED:** Loves Creek

▶ **PRESENT PLAN AND ZONING DESIGNATION:** **O (Office), SP (Stream Protection) / RN-4 (General Residential Neighborhood)**

▶ **PROPOSED PLAN DESIGNATION:** **MDR/O (Medium Density Residential/Office), SP (Stream Protection)**

▶ **EXISTING LAND USE:** **Rural Residential**

**EXTENSION OF PLAN DESIGNATION:** No, this is not an extension.

**HISTORY OF REQUESTS:** None noted

**SURROUNDING LAND USE AND PLAN DESIGNATION:**  
North: Agriculture/forestry/vacant land - O (Office)  
South: Agriculture/forestry/vacant land, I-640 right-of-way - PP (Public Parks & Refuges)  
East: Public-quasi public land - PP (Public Parks & Refuges), SP (Stream Protection)  
West: I-640 right-of-way - ROW (Right-of-Way)

**NEIGHBORHOOD CONTEXT** This property is bordered by right-of-way on three sides, one of which is I-640. There are big-box retail properties to the northwest and single-family residential subdivisions to the northeast, southeast and southwest. Loves Creek and Loves Creek Greenway Trail run along the eastern side of the property leading to Spring Place Park to the southeast. This property is also the site of the historic Alfred Buffat homestead.

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**STAFF RECOMMENDATION:**

- ▶ **Approve the MDR (Medium Density Residential) land use classification because it provides a transition of land use intensities and is supported by local residential amenities. The SP (Stream Protection) area would be retained.**

**COMMENTS:**

SECTOR PLAN AMENDMENT REQUIREMENTS FROM GENERAL PLAN (May meet any one of these):

CHANGES OF CONDITIONS WARRANTING AMENDMENT OF THE LAND USE PLAN:

1. This property is located at the edge of the Alice Bell/ Springhill neighborhood, in an area that has experienced significant commercial and single-family residential development. Around 2007, a Walmart was expanded to the northwest where there has been substantial commercial infill development as well. The residential subdivisions of Clear Spring Plantation and Highlands at Clear Spring continue to be developed to the northeast, and the Springhill Villas subdivision is being completed to the south.
2. The subject property is in a more secluded segment of Loves Creek Road, where the wooded Loves Creek Greenway Trail across the street leads to Spring Place Park southeast of the parcel. The property is bordered on three sides by right-of-way, limiting future adjacent development. Interstate 640 runs along the western side with a forest buffer in between. To the north is Buffat Mill Road, and Loves Creek Road forms the eastern edge.
3. The subject property is historically significant as the site of Alfred Buffat's homestead, after whom Buffat Mill Road is named. The home, known as The Maples, was first built in 1867 and is listed on the National Register of Historic Places. Any demolition request is subject to review by the Historic Preservation Planner per Chapter 6, Article II, Section 6-32.105.1.1 of the City Code.
4. Given changes in surrounding development as well as the secluded context and historic integrity of the subject property, staff recommend a land use amendment in the Northeast County Sector Plan from the O (Office) classification to MDR (Medium Density Residential). The MDR designation reflects the property's location as a transition between a large commercial node to the northwest and single-family residential development to the northeast, southeast and southwest. The applicant requested the MDR/O (Medium Density Residential/Office) classification, which permits consideration of office and high-intensity residential zoning like the RN-6 (Multifamily Residential Neighborhood) district. The less intensive MDR designation aligns with the property's current RN-4 (General Residential Neighborhood) district and permits townhouses and small-scale multifamily development through Planning staff or Special Use review by the Planning Commission.

INTRODUCTION OF SIGNIFICANT NEW ROADS OR UTILITIES THAT WERE NOT ANTICIPATED IN THE PLAN AND MAKE DEVELOPMENT MORE FEASIBLE:

1. This property is directly accessible via two major collector streets, and it is a short drive from an on-ramp to Interstate 640. It is also less than a quarter-mile from transit, which will remain in service after the implementation of the Knoxville Area Transit Reimagined network plan in 2024. This transportation infrastructure can support MDR development on this 5.38-acre parcel.
2. This property is in an urbanized area where there is ample utility capacity for more residential development.

AN OBVIOUS OR SIGNIFICANT ERROR OR OMISSION IN THE PLAN:

1. The O land use classification on the site is not necessarily the result of an error in the Northeast County Sector Plan. However, MDR could have been considered here as a buffer between the GC (General Commercial) and O land use designations to the northwest and LDR (Low Density Residential) land uses on all other sides. This property is in an appropriate location for residential development given the recreational amenities of the park and greenway trail, which is planned to be expanded. The property is also walking distance from a major retail hub where there is a bus stop.
2. This property is historically residential, with stream considerations along its west and northeast borders. These conditions are more conducive to the residential districts permitted in the MDR classification. The O land use classification only permits the O (Office) and OP (Office Park) zoning districts, which have no impervious limitations.

TRENDS IN DEVELOPMENT, POPULATION OR TRAFFIC THAT WARRANT RECONSIDERATION OF THE ORIGINAL PLAN PROPOSAL:

1. There have been significant and ongoing residential, commercial and recreational developments over the past 16 years in this area, which warrants consideration of the MDR land use classification on this lot.

More residential development is supported by close proximity commercial, recreational and transit offerings. The MDR land use is also appropriate considering the property's transitional location between land use intensities.

ESTIMATED TRAFFIC IMPACT: Not required.

ESTIMATED STUDENT YIELD: Not applicable.

Schools affected by this proposal: Ritta Elementary, Holston Middle, and Fulton High.

If approved, this item will be forwarded to Knoxville City Council for action on 2/6/2024 and 2/20/2024. If denied, Knoxville-Knox County Planning Commission's action is final, unless the action to deny is appealed to Knoxville City Council. The date of the appeal hearing will depend on when the appeal application is filed. Appellants have 15 days to appeal a Planning Commission decision in the City.



# PLAN AMENDMENT REPORT

▶ **FILE #:** 1-A-24-PA

**AGENDA ITEM #:** 5

**AGENDA DATE:** 1/11/2024

▶ **APPLICANT:** **RANDY GUIGNARD**  
**OWNER(S):** Randy Guignard Cafe International LLC

**TAX ID NUMBER:** 60 I C 002 [View map on KGIS](#)

**JURISDICTION:** Council District 4

**STREET ADDRESS:** 1717 LOVES CREEK RD

▶ **LOCATION:** **West side of Loves Creek Rd, south side of Buffat Mill Rd**

▶ **APPX. SIZE OF TRACT:** **5.38 acres**

**SECTOR PLAN:** Northeast County

**GROWTH POLICY PLAN:** N/A (Within City Limits)

**ACCESSIBILITY:** Access is via Loves Creek Road, a major collector street with a 22-ft pavement width within a 40-ft right-of-way. Access is also via Buffat Mill Road, a major collector street with a 30 to 35-ft pavement width within an 87 to 218-ft right-of-way.

**UTILITIES:** Water Source: Knoxville Utilities Board  
Sewer Source: Knoxville Utilities Board

**WATERSHED:** Loves Creek

▶ **PRESENT PLAN AND ZONING DESIGNATION:** **LDR (Low Density Residential), SP (Stream Protection) / RN-4 (General Residential Neighborhood)**

▶ **PROPOSED PLAN DESIGNATION:** **MDR/O (Medium Density Residential/Office), SP (Stream Protection)**

▶ **EXISTING LAND USE:** **Rural Residential**

**EXTENSION OF PLAN DESIGNATION:** No, this is not an extension.

**HISTORY OF REQUESTS:** None noted

**SURROUNDING LAND USE AND PLAN DESIGNATION:**  
North: Agriculture/forestry/vacant land - LDR (Low Density Residential)  
South: Agriculture/forestry/vacant land, I-640 right-of-way - LDR (Low Density Residential)  
East: Public-quasi public land - PP (Public Parks & Refuges), SP (Stream Protection)  
West: I-640 right-of-way - ROW (Right-of-Way)

**NEIGHBORHOOD CONTEXT** This property is bordered by right-of-way on three sides, one of which is Interstate 640. There are big-box retail properties to the northwest and single-family residential subdivisions to the northeast, southeast and southwest. Loves Creek and Loves Creek Greenway Trail run along the eastern side of the property leading to Spring Place Park to the southeast. This property is also the site of the historic Alfred Buffat homestead.

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**STAFF RECOMMENDATION:**

- ▶ **Approve the MDR (Medium Density Residential) land use classification because it provides a transition of land use intensities and is supported by local residential amenities. The SP (Stream Protection) area would be retained.**

**COMMENTS:**

ONE YEAR PLAN AMENDMENT REQUIREMENTS (May meet any one of these):

**CHANGES OF CONDITIONS WARRANTING AMENDMENT OF THE LAND USE PLAN:**

1. This property is located at the edge of the Alice Bell/ Springhill neighborhood in an area that has experienced significant commercial and single-family residential development. Around 2007, a Walmart was expanded to the northwest where there has been substantial commercial infill development as well. The residential subdivisions of Clear Spring Plantation and Highlands at Clear Spring continue to be developed to the northeast, and the Springhill Villas subdivision is being completed to the south.
2. The subject property is in a more secluded segment of Loves Creek Road, where the wooded Loves Creek Greenway Trail across the street, established in 2013, leads to Spring Place Park southeast of the parcel. The property is bordered on three sides by right-of-way, limiting future adjacent development. Interstate 640 runs along the western side with a forest buffer in between. To the north is Buffat Mill Road, and Loves Creek Road forms the eastern edge.
3. Given changes in surrounding development, staff recommend a land use amendment in the One Year Plan from the LDR (Low Density Residential) classification to MDR (Medium Density Residential). The MDR designation reflects the property's location as a transition between a large commercial node to the northwest and single-family residential development to the northeast, southeast and southwest. The applicant requested the MDR/O (Medium Density Residential/Office) classification, which permits consideration of office and high-intensity residential zoning like the RN-6 (Multifamily Residential Neighborhood) district. The less intensive MDR designation better reflects the property's secluded context and historic integrity. It also aligns with the property's current RN-4 (General Residential Neighborhood) district, which permits townhouses and small-scale multifamily development through Planning staff or Special Use review by the Planning Commission.

**AN ERROR IN THE PLAN:**

1. The LDR land use classification on the site is not necessarily the result of an error in the One Year Plan. However, MDR could have been considered here as a buffer between the GC (General Commercial) land use designation to the northwest and LDR (Low Density Residential) land uses on all other sides. This property is in an appropriate location for residential development, given the recreational amenities of the greenway trail, which is planned to be expanded, and Spring Place Park. The property is also walking distance from a major retail hub where there is a bus stop within a quarter-mile.

**A SIGNIFICANT CHANGE IN THE DEVELOPMENT PATTERN, OR THE COMPLETION OF A PUBLIC IMPROVEMENT (ROAD, PARK, SEWER), WHICH CHANGES THE BASIS ON WHICH THE PLAN WAS DEVELOPED FOR AN AREA:**

1. There have been significant and ongoing residential, commercial and recreational developments over the past 16 years in this area, which warrants consideration of the MDR land use classification on this lot. More residential development is supported by close proximity commercial, recreational and transit offerings. The MDR land use is also appropriate considering the property's transitional location between land use intensities.

**A CHANGE IN PUBLIC POLICY, UNANTICIPATED BY THE PLAN:**

1. There are no public policy changes that pertain to the current, requested or recommended land use classifications for this property.

**NEW INFORMATION (INCLUDING NEW PLANS AND STUDIES PRODUCED BY KNOXVILLE-KNOX COUNTY PLANNING) BECOMING AVAILABLE, WHICH REVEALS THE NEED FOR A PLAN AMENDMENT:**

1. There is high demand in the City for a variety of housing options, which the MDR classification can help meet. This land use designation will allow for a wider range of residential development options within the property's RN-4 district to be considered through the Special Use review process. This review process by the Planning Commission enables public engagement and input on development plans, and it is designed to ensure that more intensive residential forms like townhomes and low-rise apartments are in harmony with the

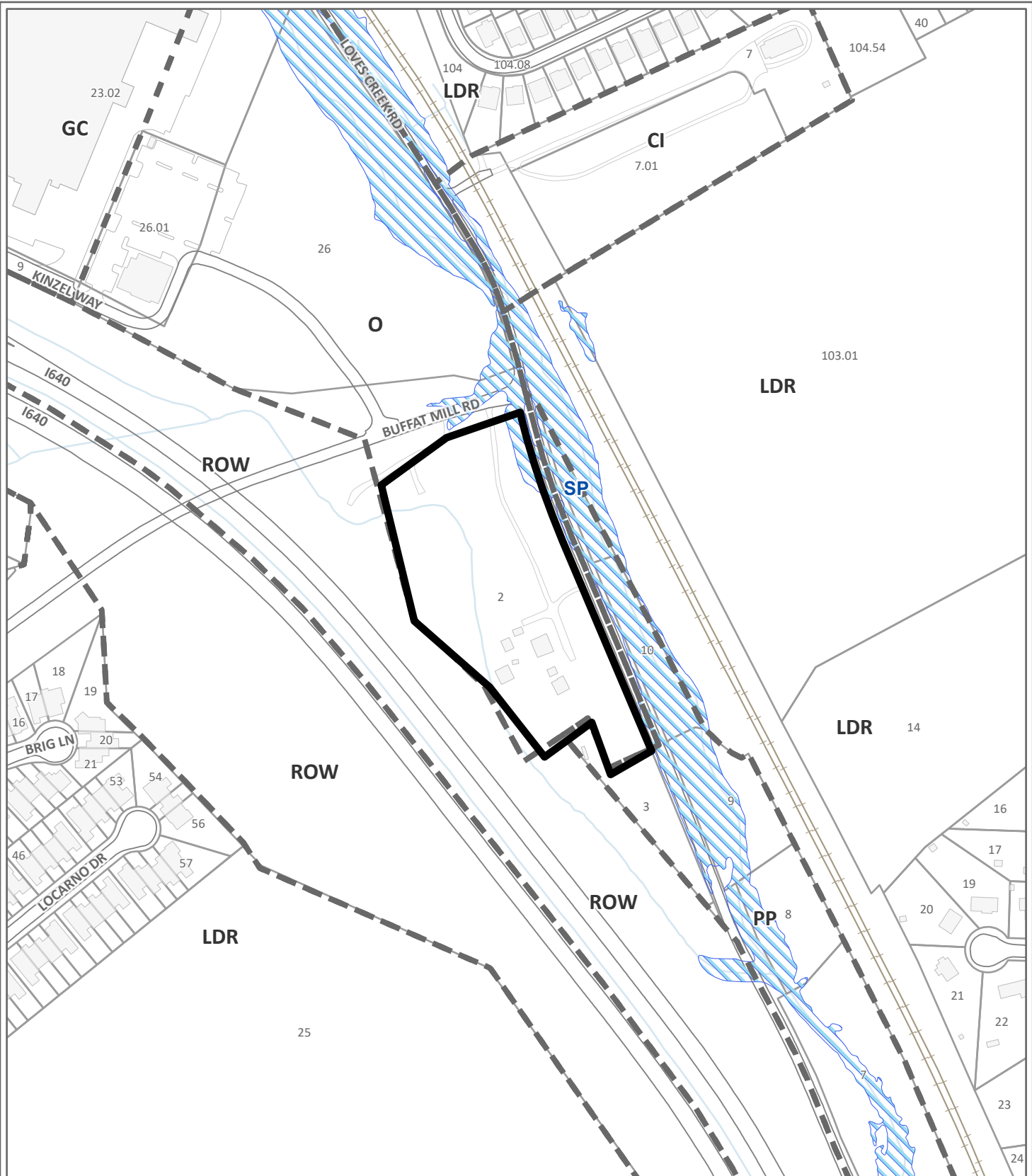
surrounding area. The historic nature of the property would also be considered through this review.

ESTIMATED TRAFFIC IMPACT: Not required.

ESTIMATED STUDENT YIELD: Not applicable.

Schools affected by this proposal: Ritta Elementary, Holston Middle, and Fulton High.

If approved, this item will be forwarded to Knoxville City Council for action on 2/6/2024 and 2/20/2024. If denied, Knoxville-Knox County Planning Commission's action is final, unless the action to deny is appealed to Knoxville City Council. The date of the appeal hearing will depend on when the appeal application is filed. Appellants have 15 days to appeal a Planning Commission decision in the City.



**1-C-24-SP  
NORTHEAST COUNTY SECTOR PLAN MAP**

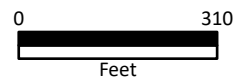
**Petitioner:** Randy Guignard

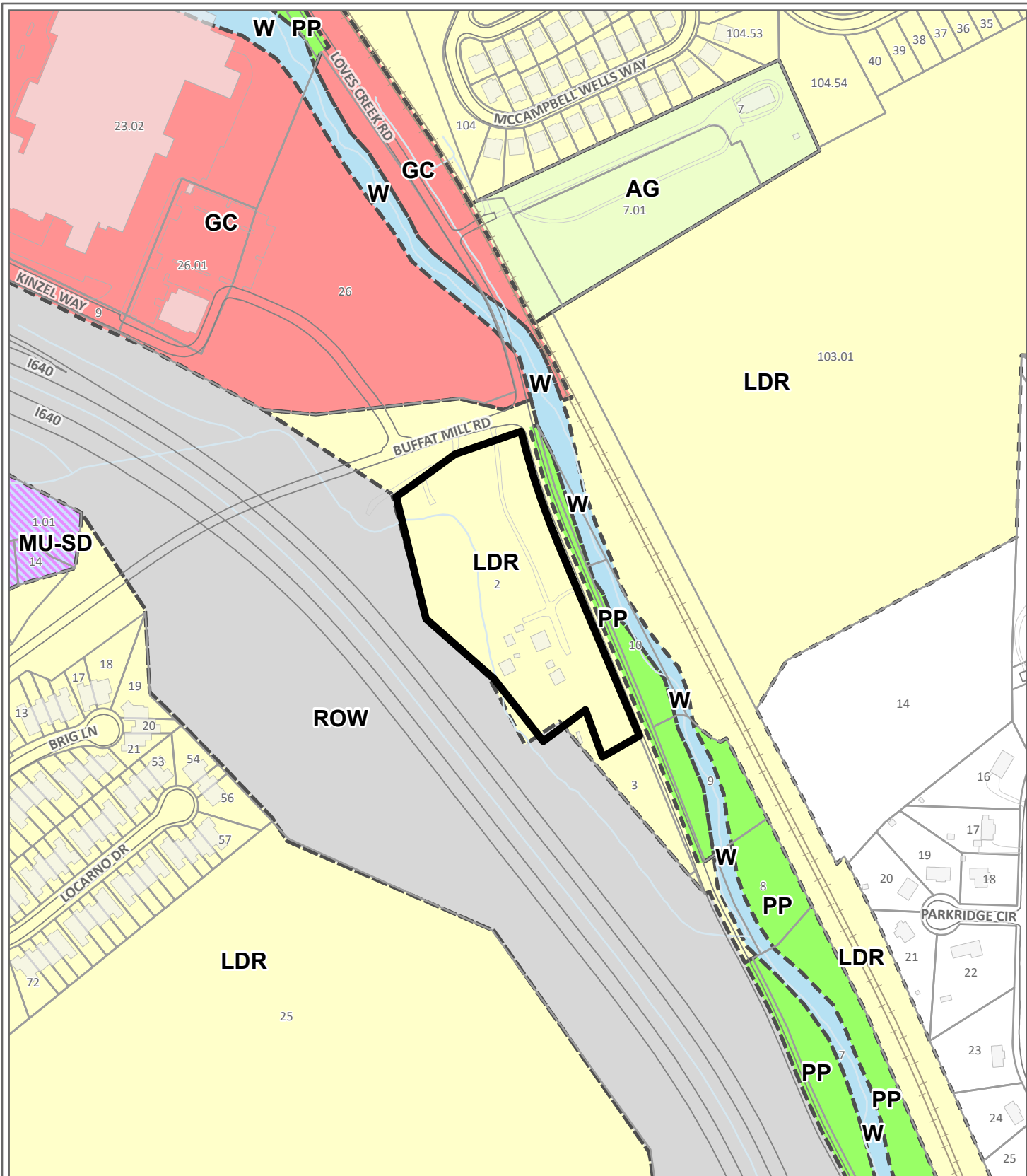


**From:** O (Office), SP (Stream Protection)  
**To:** MDR/O (Medium Density Residential/Office)

**Map No:** 60  
**Jurisdiction:** City

**Original Print Date:** 12/11/2023  
Knoxville - Knox County Planning Commission \* City / County Building \* Knoxville, TN 37902





**ONE YEAR PLAN MAP**

**1-A-24-PA**

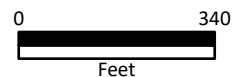
**Petitioner:** Randy Guignard



**From:** O (Office), SP (Stream Protection)

**To:** MDR/O (Medium Density Residential/Office)

**Map No:** 60  
**Jurisdiction:** City

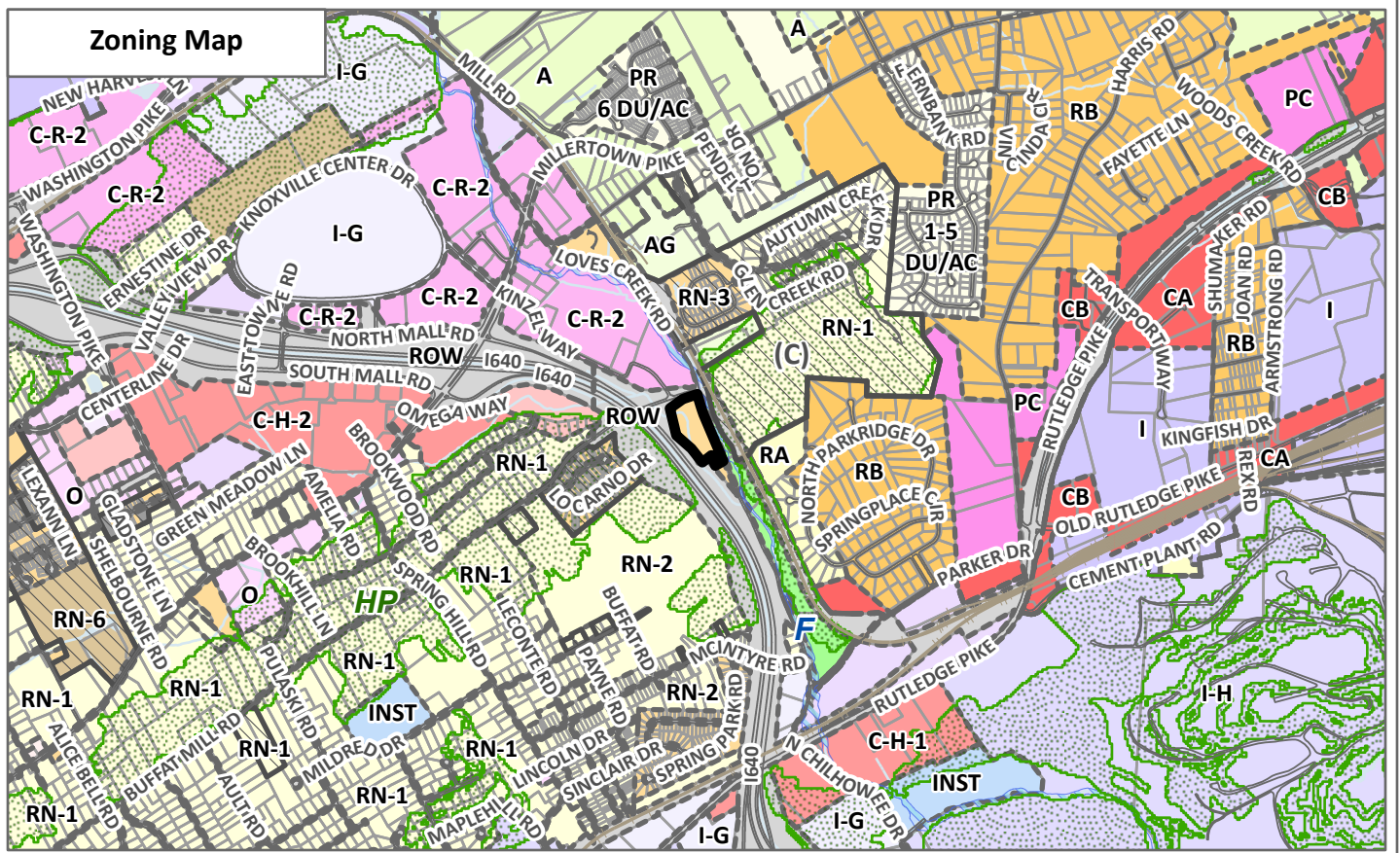


**Original Print Date:** 12/11/2023

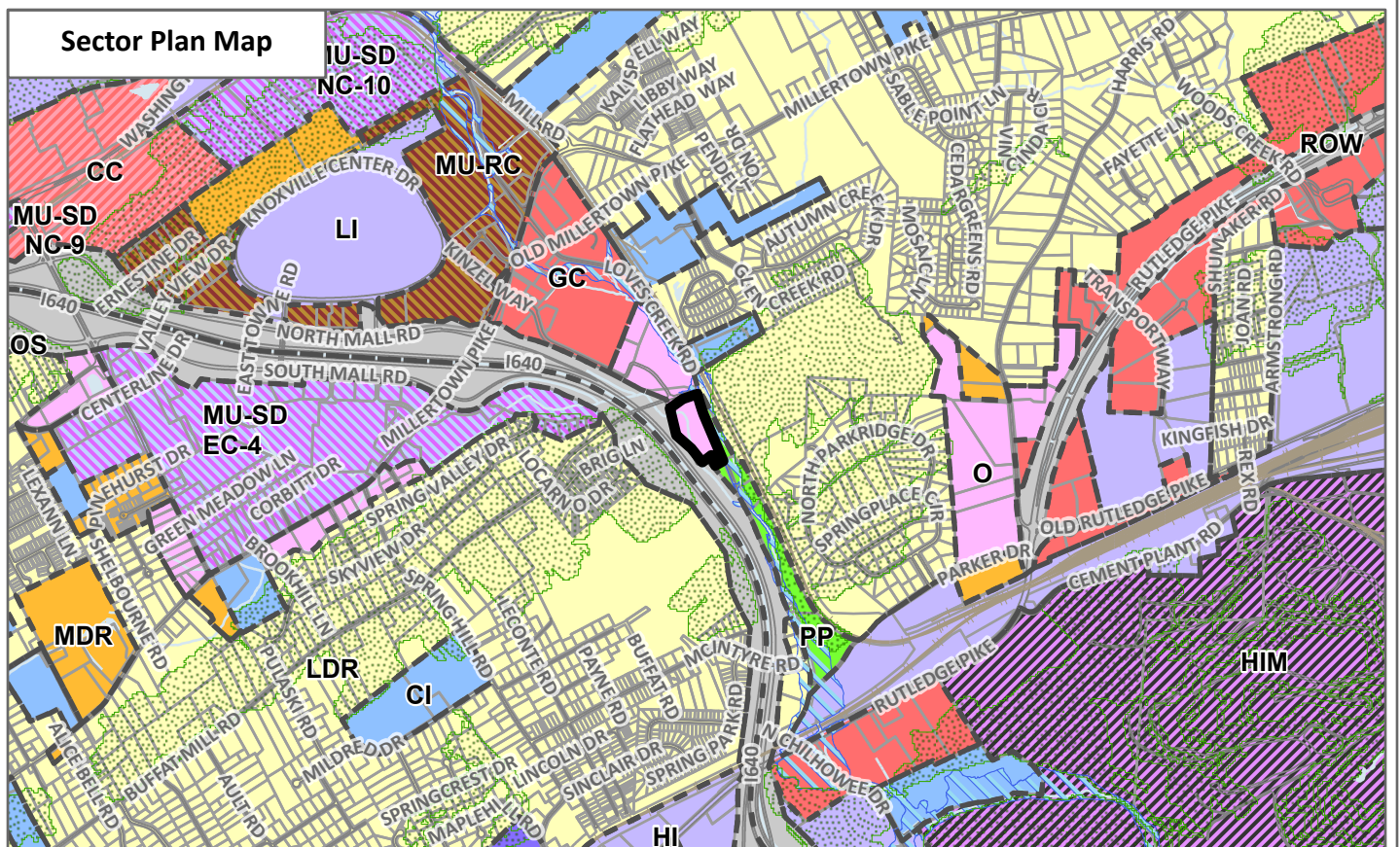
Knoxville - Knoxville - Knoxville Planning Commission \* City / County Building \* Knoxville, TN 37902



### Zoning Map



### Sector Plan Map



### CONTEXTUAL MAPS 2

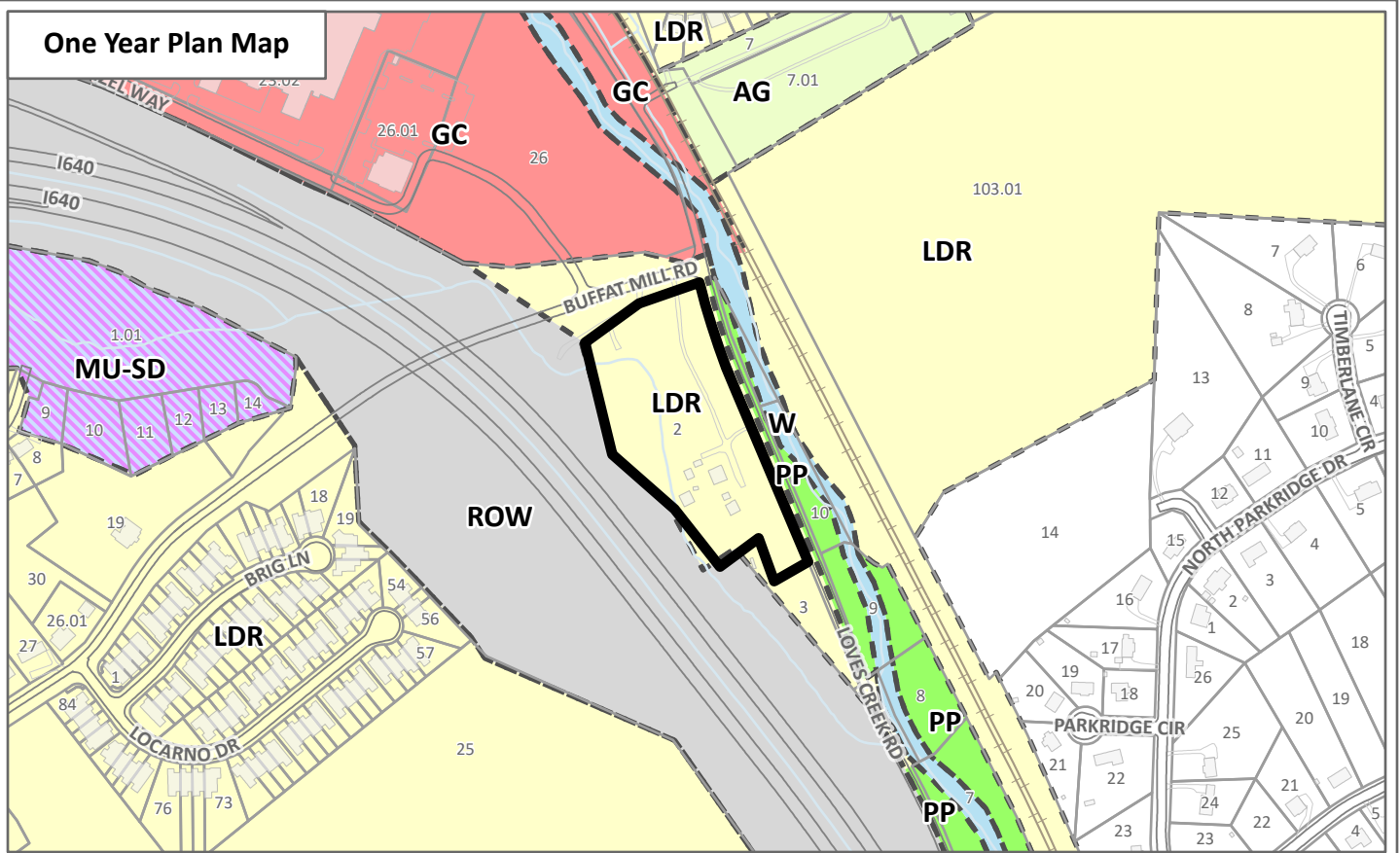
1-A-24-PA / 1-C-24-SP



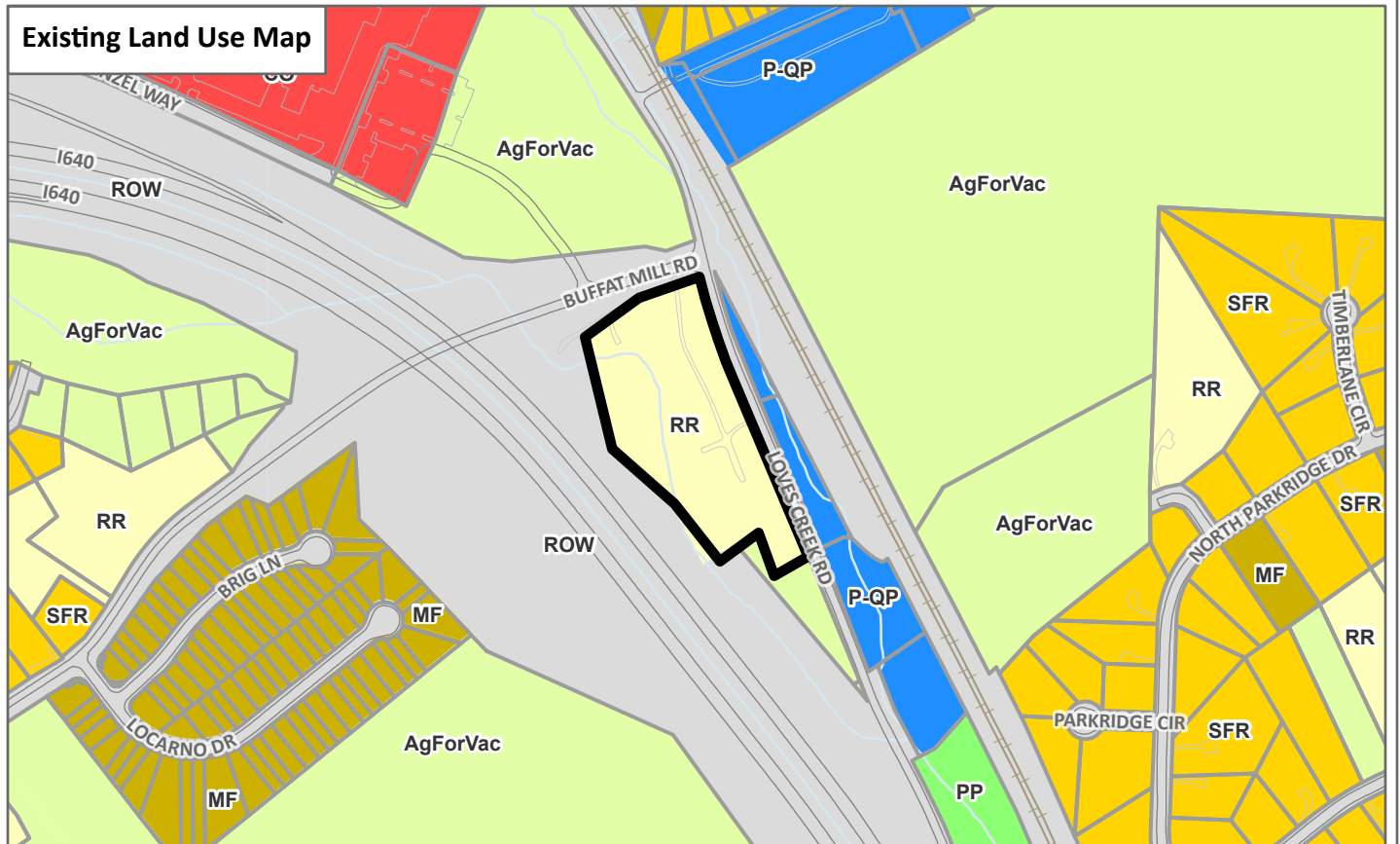
Case boundary



**One Year Plan Map**



**Existing Land Use Map**

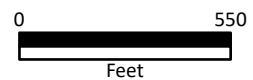


**CONTEXTUAL MAPS 3**

1-A-24-PA / 1-C-24-SP



Case boundary





# Development Request

## DEVELOPMENT

- Development Plan
- Planned Development
- Use on Review / Special Use
- Hillside Protection COA

## SUBDIVISION

- Concept Plan
- Final Plat

## ZONING

- Plan Amendment
  - Sector Plan
  - One Year Plan
- Rezoning

**Randy Guignard**

Applicant Name

Affiliation

**11/27/2023**

Date Filed

**1/11/2024**

Meeting Date (if applicable)

**1-C-24-SP / 1-A-24-PA**

File Number(s)

## CORRESPONDENCE

*All correspondence related to this application should be directed to the approved contact listed below.*

**Randy Guignard Cafe International LLC**

Name / Company

**5408 Fountaingate Rd Knoxville TN 37918**

Address

**865-244-8050 / randy@thepreservesllc.com**

Phone / Email

## CURRENT PROPERTY INFO

**Randy Guignard Cafe International LLC**

Owner Name (if different)

**5408 Fountaingate Rd Knoxville TN 37918**

Owner Address

**865-244-8050 / randy@thepres**

Owner Phone / Email

**1717 LOVES CREEK RD**

Property Address

**60 I C 002**

Parcel ID

**5.38 acres**

Tract Size

Part of Parcel (Y/N)?

**Knoxville Utilities Board**

Sewer Provider

**Knoxville Utilities Board**

Water Provider

Septic (Y/N)

## STAFF USE ONLY

**West side of Loves Creek Rd, south side of Buffat Mill Rd**

General Location

City

**Council District 4**

**RN-4 (General Residential Neighborhood),**

**Rural Residential**

County District

Zoning District

Existing Land Use

**Northeast County**

Planning Sector

**O (Office), SP (Stream Protection)**

Sector Plan Land Use Classification

**N/A (Within City Limits)**

Growth Policy Plan Designation

## DEVELOPMENT REQUEST

<input type="checkbox"/> Development Plan <input type="checkbox"/> Planned Development <input type="checkbox"/> Use on Review / Special Use	Related City Permit Number(s)
<input type="checkbox"/> Hillside Protection COA <input type="checkbox"/> Residential <input type="checkbox"/> Non-residential	
Home Occupation (specify) _____	
Other (specify) _____	

## SUBDIVISION REQUEST

Proposed Subdivision Name	Related Rezoning File Number
Unit / Phase Number	
Additional Information _____	
<input type="checkbox"/> Attachments / Additional Requirements	

## ZONING REQUEST

<input type="checkbox"/> Zoning Change	Pending Plat File Number
Proposed Zoning	
<input checked="" type="checkbox"/> Plan Amendment	<b>MDR/O (Medium Density Residential/Office), SP (Stream Protection)</b>
Proposed Plan Designation(s)	
Proposed Density (units/acre)    Previous Zoning Requests	
Additional Information _____	

## STAFF USE ONLY

PLAT TYPE	Fee 1	Total
<input type="checkbox"/> Staff Review <input type="checkbox"/> Planning Commission	<b>\$1,350.00</b>	
ATTACHMENTS	Fee 2	
<input type="checkbox"/> Property Owners / Option Holders <input type="checkbox"/> Variance Request		
ADDITIONAL REQUIREMENTS	Fee 3	
<input type="checkbox"/> COA Checklist (Hillside Protection)		
<input type="checkbox"/> Design Plan Certification (Final Plat)		
<input type="checkbox"/> Site Plan (Development Request)		
<input type="checkbox"/> Traffic Impact Study		
<input type="checkbox"/> Use on Review / Special Use (Concept Plan)		

## AUTHORIZATION

I declare under penalty of perjury the foregoing is true and correct: 1) He/she/it is the owner of the property, AND 2) the application and all associated materials are being submitted with his/her/its consent.

Applicant Signature	<b>Randy Guignard</b> Please Print	<b>11/27/2023</b> Date
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Property Owner Signature	<b>Randy Guignard Cafe International LLC</b> Please Print	<b>11/27/2023</b> Date
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# Development Request

## DEVELOPMENT

- Development Plan
- Planned Development
- Use on Review / Special Use
- Hillside Protection COA

## SUBDIVISION

- Concept Plan
- Final Plat

## ZONING

- Plan Amendment
  - SP
  - OYP
- Rezoning

Randy Guignard

owner / developer

Applicant Name

Affiliation

11-20-2023

1-11-2024

File Number(s)

Date Filed

Meeting Date (if applicable)

## CORRESPONDENCE

All correspondence related to this application should be directed to the approved contact listed below.

- Applicant
- Property Owner
- Option Holder
- Project Surveyor
- Engineer
- Architect/Landscape Architect

Randy Guignard

Cafe International LLC

Name

Company

5408 Fountaingate Rd

Knoxville

Tn

37918

Address

City

State

ZIP

865 244 8050

randy@thepreservesllc.com

Phone

Email

## CURRENT PROPERTY INFO

865 244 8050

Property Owner Name (if different)

Property Owner Address

Property Owner Phone

1717 Loves Creek

060IC002

Property Address

Parcel ID

KUB

KUB

N

Sewer Provider

Water Provider

Septic (Y/N)

## STAFF USE ONLY

General Location

Tract Size

City  County

District

Zoning District

Existing Land Use

Planning Sector

Sector Plan Land Use Classification

Growth Policy Plan Designation

### DEVELOPMENT REQUEST

- Development Plan  
  Use on Review / Special Use  
  Hillside Protection COA  
 Residential  
  Non-Residential

Home Occupation (specify) \_\_\_\_\_

Other (specify) \_\_\_\_\_

Related City Permit Number(s)

### SUBDIVISION REQUEST

Proposed Subdivision Name \_\_\_\_\_

Combine Parcels  
  Divide Parcel  
 Unit / Phase Number \_\_\_\_\_

Total Number of Lots Created \_\_\_\_\_

Other (specify) \_\_\_\_\_

Attachments / Additional Requirements

Related Rezoning File Number

### ZONING REQUEST

Zoning Change

Proposed Zoning \_\_\_\_\_

Plan Amendment Change

sector plan from O to MDR/O---OYP from LDR to MDR/O

Proposed Plan Designation(s) \_\_\_\_\_

Proposed Density (units/acre) \_\_\_\_\_

Previous Rezoning Requests \_\_\_\_\_

Other (specify) \_\_\_\_\_

Pending Plat File Number

### STAFF USE ONLY

#### PLAT TYPE

- Staff Review  
  Planning Commission

#### ATTACHMENTS

- Property Owners / Option Holders  
  Variance Request

#### ADDITIONAL REQUIREMENTS

- Design Plan Certification (*Final Plat*)  
 Use on Review / Special Use (*Concept Plan*)  
 Traffic Impact Study  
 COA Checklist (*Hillside Protection*)

Fee 1		Total
0602	\$850	<b>\$1,350</b>
Fee 2		
0604	\$500	
Fee 3		

### AUTHORIZATION

I declare under penalty of perjury the foregoing is true and correct:

1) He/she/it is the owner of the property AND 2) The application and all associated materials are being submitted with his/her/its consent

Applicant Signature

Randy Guignard

11-20-2023

Please Print

Date

865 244 8050

randy@thepreservesllc.com

Phone Number

Email

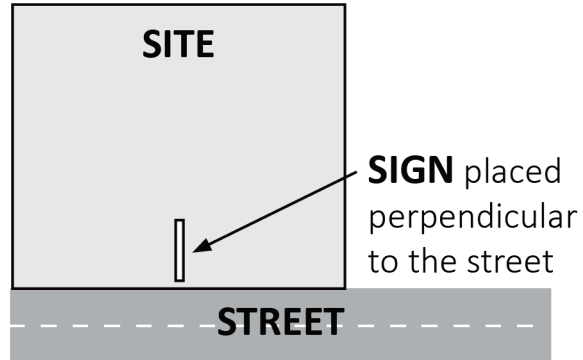
Property Owner Signature

Randy Guignard

Please Print

Date Paid

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, including the following applications: rezoning, plan amendment, concept plan, use on review/special use, planned development, right-of-way closure, and name change.



The required public notice sign(s) will be provided by Planning to the applicant when an application is submitted. If an application is submitted electronically, 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.

*The individual below is responsible for posting and removing the sign(s) provided consistent with the above guidelines and between the dates of:*

\_\_\_\_\_ and \_\_\_\_\_  
 (applicant or staff to post sign) (applicant to remove sign)

Applicant Name: Randy Guignard

Date: 11/27/2023

File Number: 1-A-24-PA & 1-C-24-SP

- Sign posted by Staff
- Sign posted by Applicant