



# PLAN AMENDMENT REPORT

▶ **FILE #:** 4-D-26-SP

**AGENDA ITEM #:** 14

**AGENDA DATE:** 4/9/2026

▶ **APPLICANT:** TAYLOR SKULE  
**OWNER(S):** Hollingshead Materials, LLC

**TAX ID NUMBER:** 94 O B 013, 021 [View map on KGIS](#)

**JURISDICTION:** Council District 6

**STREET ADDRESS:** 2035 SUTHERLAND AVE (0 AILOR AVE)

▶ **LOCATION:** North side of Sutherland Ave, south side of Ailor Ave, west of Alcoa Hwy

▶ **APPX. SIZE OF TRACT:** 3.79 acres

**SECTOR PLAN:** Central City

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

**ACCESSIBILITY:** Access is via Sutherland Avenue, a minor arterial with 40 ft of pavement width within a 40-ft right-of-way. Access is also via Ailor Avenue, a local street with 22-25 ft of pavement width within a 50-ft right-of-way.

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

Sewer Source: Knoxville Utilities Board

**FIRE DISTRICT:** Knoxville Fire Department

**WATERSHED:** Third Creek

▶ **CURRENT PLAN AND ZONING DESIGNATION:** LI (Light Industrial), SP (Stream Protection) / I-G (General Industrial), I-H (Heavy Industrial)

▶ **REQUESTED PLAN DESIGNATION:** HI (Heavy Industrial), SP (Stream Protection)

▶ **EXISTING LAND USE:** Industrial (Manufacturing), Office

**EXTENSION OF PLAN AND ZONING DESIGNATION:** It is an extension of the zoning but not the plan designation.

**HISTORY OF REQUESTS:** None noted.

**SURROUNDING LAND USE, PLAN DESIGNATION, ZONING**  
 North: Commercial - LI (Light Industrial), SP (Stream Protection) - I-H (Heavy Industrial)

South: Public/quasi public land (University of Tennessee Facilities Services) - HI (Heavy Industrial) - I-H (Heavy Industrial)

East: Wholesale, commercial, transportation/communications/utilities - LI (Light Industrial) - I-H (Heavy Industrial)

West: Industrial - LI (Light Industrial), SP (Stream Protection) - I-H (Heavy Industrial), F (Floodplain Overlay)

**NEIGHBORHOOD CONTEXT:** The subject property is in an area that primarily features industrial, heavy commercial, and utilities and transportation related uses, though there are

residential uses beginning 0.17 miles to the west. Railroad tracks and Third Creek run directly to the west of the property, and railroad tracks run directly to east. Tyson Park, Third Creek Greenway, Safety City Park, and John Tarleton Park all lie within 0.5 miles to the south and west.

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**STAFF RECOMMENDATION:**

- ▶ **Approve the HI (Heavy Industrial) land use classification because it is compatible with the surrounding development and is a minor extension of this classification. The SP (Stream Protection) designation would be retained.**

**COMMENTS:**

PURSUANT TO THE GENERAL PLAN, PLANNING FRAMEWORK CHAPTER, THE PLANNING COMMISSION RESERVES THE AUTHORITY TO RECOMMEND LAND USE PLAN CHANGES BASED ON SUBSTANTIALLY CHANGED CONDITIONS. SUBSTANTIALLY CHANGED CONDITIONS INCLUDE (may meet any of these):

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

1. No known new roads or utilities have been introduced to this area.

AN OBVIOUS OR SIGNIFICANT ERROR OR OMISSION IN THE PLAN:

1. There are no apparent errors or omissions in the Central City Sector Plan with regard to the subject property. However, the proposed plan amendment will be consistent with the existing I-H zoning district of the southern subject parcel, and the HI land use will be a minor extension of this classification from across Sutherland Avenue.

CHANGES IN GOVERNMENT POLICY, SUCH AS A DECISION TO CONCENTRATE DEVELOPMENT IN CERTAIN AREAS.

1. There are no known changes in government policy pertaining to this area.

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

1. This area south of Interstate 40 is characterized by longstanding industrial uses, as evident in historical aerial images from the 1060s and 1980s. The subject property has been used to produce cement and/or aggregate since 2018. The current heavy industrial use is inconsistent with the LI classification for both parcels and the I-G district of the northern parcel. The proposed HI classification will be consistent with the area's development trend and trucking traffic.

OTHER CONSIDERATIONS:

1. The subject property meets the location criteria of the HI classification. It is in an existing industrial area within one mile of an interstate interchange with access via Sutherland Avenue, a minor arterial street. It is adjacent to a railroad and has no direct access to any residential street. The majority of the property is relatively flat, and it is of regular shape and sufficiently large to accommodate heavy industrial activities. Lastly, there is adequate utility infrastructure in this area.

ESTIMATED TRAFFIC IMPACT: Not required.

ESTIMATED STUDENT YIELD: Not applicable.

If approved, this item will be forwarded to Knoxville City Council for action on 5/12/2026 and 5/26/2026. 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/ REZONING REPORT

▶ **FILE #:** 4-P-26-RZ **AGENDA ITEM #:** 14  
 4-D-26-PA **AGENDA DATE:** 4/9/2026

▶ **APPLICANT:** TAYLOR SKULE  
**OWNER(S):** Hollingshead Materials, LLC

**TAX ID NUMBER:** 94 O B 013, 021 [View map on KGIS](#)

**JURISDICTION:** Council District 6

**STREET ADDRESS:** 2035 SUTHERLAND AVE (0 AILOR AVE)

▶ **LOCATION:** North side of Sutherland Ave, south side of Ailor Ave, west of Alcoa Hwy

▶ **TRACT INFORMATION:** 3.79 acres.

**SECTOR PLAN:** Central City

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

**ACCESSIBILITY:** Access is via Sutherland Avenue, a minor arterial with 40 ft of pavement width within a 40-ft right-of-way. Access is also via Ailor Avenue, a local street with 22-25 ft of pavement width within a 50-ft right-of-way.

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

Sewer Source: Knoxville Utilities Board

**FIRE DISTRICT:** Knoxville Fire Department

**WATERSHED:** Third Creek

▶ **CURRENT PLAN AND ZONING DESIGNATION:** LI (Light Industrial), SP (Stream Protection) / I-G (General Industrial), I-H (Heavy Industrial)

▶ **REQUESTED PLAN AND ZONING DESIGNATION:** HI (Heavy Industrial), SP (Stream Protection) / I-H (Heavy Industrial)

▶ **EXISTING LAND USE:** Industrial (Manufacturing), Office

▶ **EXTENSION OF PLAN AND ZONING DESIGNATION:** It is an extension of the zoning but not the plan designation.

**HISTORY OF REQUESTS:** None noted.

**SURROUNDING LAND USE, PLAN DESIGNATION, ZONING**

North: Commercial - LI (Light Industrial), SP (Stream Protection) - I-H (Heavy Industrial)

South: Public/quasi public land (University of Tennessee Facilities Services) - HI (Heavy Industrial) - I-H (Heavy Industrial)

East: Wholesale, commercial, transportation/communications/utilities - LI (Light Industrial) - I-H (Heavy Industrial)

West: Industrial - LI (Light Industrial), SP (Stream Protection) - I-H (Heavy Industrial)

NEIGHBORHOOD CONTEXT: The subject property is in an area that primarily features industrial, heavy commercial, and utilities and transportation related uses, though there are residential uses beginning 0.17 miles to the west. Railroad tracks and Third Creek run directly to the west of the property, and railroad tracks run directly to east. Tyson Park, Third Creek Greenway, Safety City Park, and John Tarleton Park all lie within 0.5 miles to the south and west.

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**STAFF RECOMMENDATION:**

- ▶ **Approve the HI (Heavy Industrial) land use classification because it is compatible with the surrounding development and is a minor extension of this classification. The SP (Stream Protection) designation would be retained.**
  
- ▶ **Approve the I-H (Heavy Industrial) district because it is consistent with the recommended HI land use classification and is compatible with the surrounding development.**

**COMMENTS:**

The subject property consists of two parcels totaling 3.79 acres. The plan amendment request applies to both parcels, while the rezoning request is only for the northern parcel.

PURSUANT TO THE CITY OF KNOXVILLE ONE YEAR PLAN, CHAPTER 1, PLAN AMENDMENT, ONE OF THE FOLLOWING CRITERIA MUST BE MET FOR ALL ONE YEAR PLAN AMENDMENTS (may meet any of these):

**AN ERROR IN THE PLAN:**

1. There are no apparent errors or omissions in the One Year Plan with regard to the subject property. However, the proposed plan amendment will be consistent with the existing I-H zoning district of the southern subject parcel, and the HI land use will be a minor extension of this classification from across Sutherland Avenue.

**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. This area south of Interstate 40 is characterized by longstanding industrial uses, as evident in historical aerial images from the 1060s and 1980s. The subject property has been used to produce cement and/or aggregate since 2018. The current heavy industrial use is inconsistent with the LI classification for both parcels and the I-G district of the northern parcel. The proposed HI classification will be consistent with the area's development pattern.
2. While there has been no known public improvement in this area in recent times, the property is accessed by a minor arterial street with nearby connections to I-40 and Alcoa Highway, suitable for the trucking traffic expected for heavy industrial uses.

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

1. There has been no change in public policy pertaining to this area.

**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 are no new studies or plans specific to this area or the HI land use classification that apply to this request.

**OTHER CONSIDERATIONS:**

1. The subject property meets the location criteria of the HI classification. It is in an existing industrial area within one mile of an interstate interchange with access via Sutherland Avenue, a minor arterial street. It is adjacent to a railroad and has no direct access to any residential street. The majority of the property is relatively flat, and it is of regular shape and sufficiently large to accommodate heavy industrial activities. Lastly, there is adequate utility infrastructure in this area.

PURSUANT TO THE CITY OF KNOXVILLE ZONING ORDINANCE, SECTION 16.1.E, ALL OF THE FOLLOWING CONDITIONS MUST BE MET FOR ALL REZONINGS:

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. The Planning Commission approved a similar rezoning request in 2021 for a property located to the northeast (10-C-21-RZ), which resulted in the subject parcel being the only I-G district in the immediate area that is predominantly characterized by the I-H district. The proposed rezoning will extend the I-H district from all sides and will eliminate the nonconformity of the existing cement manufacturing use on the property since 2018.

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

1. The I-H district is intended to provide for a wide variety of general manufacturing, fabricating, processing, distributing, and warehousing uses. Industrial uses in the I-H district may result in some moderate external effects such as smoke, noise, glare or vibration, and typically include outdoor storage and related outdoor activities.
2. The area has a mix of industrial, warehousing, intense commercial (waste management service, auto and truck repair shops), and public-quasi public uses (TVA and KUB substations, UT Facilities Services premises), and it meets the intent of the zoning district.
3. Rezoning should be based on the entire range of uses allowed within a zone to ensure that any development brought forth at a future time would be compatible with the surrounding land uses.

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

1. The area already features intensive nonresidential uses, and the subject property is surrounded by these uses on all four sides, and is bounded by railroads on two sides, which creates effective separation between uses. Therefore, no significant adverse effects are expected from this rezoning.
2. The property owner received a Notice of Violation from the City of Knoxville last year for undocumented site improvements and a lack of erosion and sediment controls. Given the property's higher elevation from East Fork Third Creek west of the railroad, it is essential to verify all stormwater maintenance requirements and Environmental Performance Standards in Article 10.5 during the permitting process.

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 proposed rezoning is consistent with the General Plan's Development Policy 1.11, which encourages the reservation of an adequate supply of large sites for industrial growth.
2. The I-H district is consistent with the recommended HI land use classification of the Central City Sector Plan and One Year Plan.

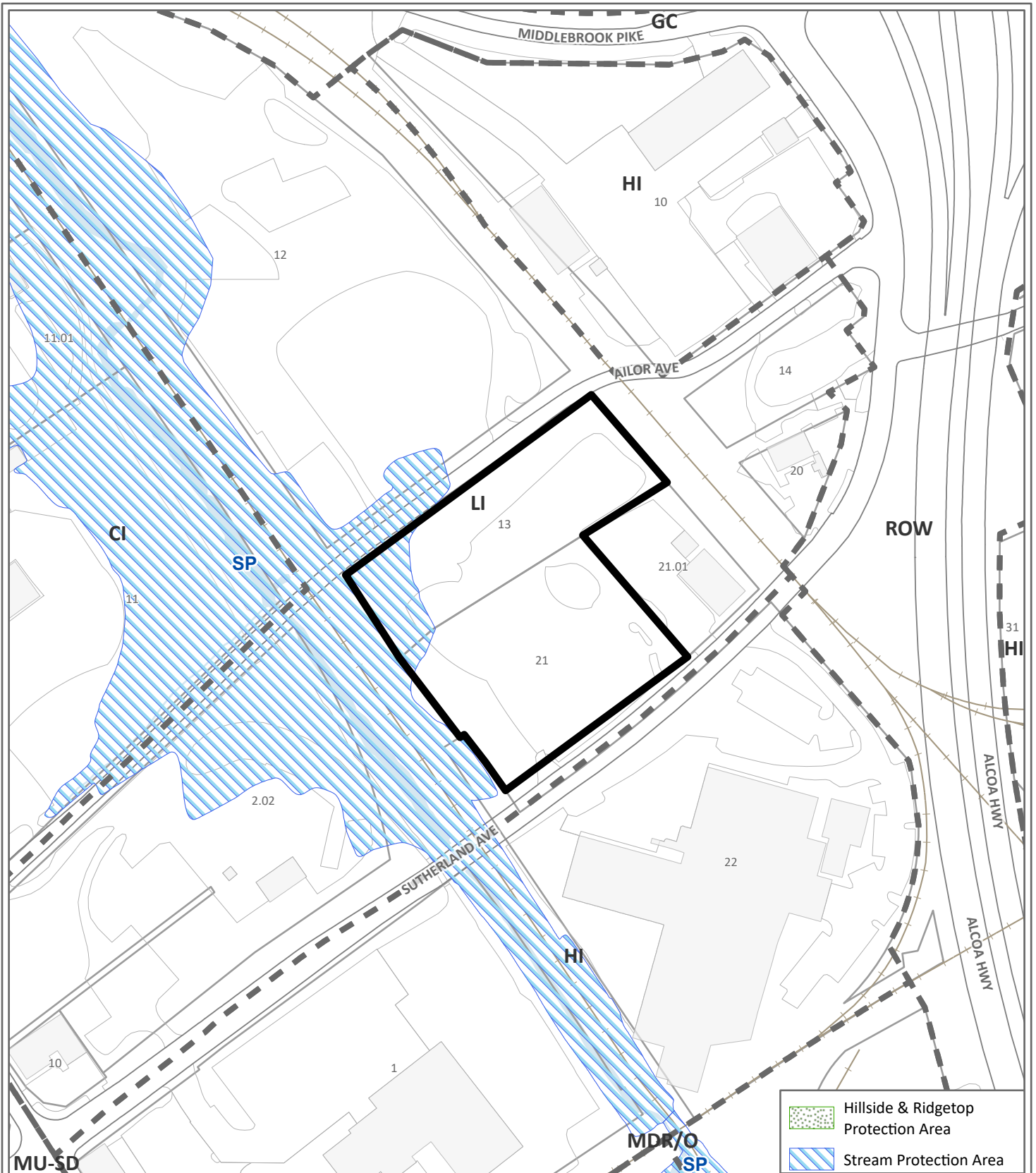
ADEQUATE PUBLIC FACILITIES ARE AVAILABLE INCLUDING, BUT NOT LIMITED TO, SCHOOLS, PARKS, POLICE AND FIRE PROTECTION, ROADS, SANITARY SEWERS, AND WATER LINES, OR ARE REASONABLY CAPABLE OF BEING PROVIDED PRIOR TO THE DEVELOPMENT OF THE SUBJECT PROPERTY IF THE AMENDMENT WERE ADOPTED:

1. This is an urbanized area with adequate utility infrastructure and easy access to I-40 and Alcoa Highway. Uses permitted by the requested I-H district are expected to generate truck traffic similar to that resulting from the uses under the current I-G district.

ESTIMATED TRAFFIC IMPACT: Not required.

ESTIMATED STUDENT YIELD: Not applicable.

If approved, this item will be forwarded to Knoxville City Council for action on 5/12/2026 and 5/26/2026. 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.



**4-D-26-SP  
CENTRAL CITY SECTOR PLAN MAP**

**Petitioner:** Taylor Skule

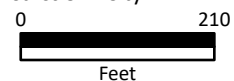


**From:** LI (Light Industrial), SP (Stream Protection)

**To:** HI (Heavy Industrial), SP (Stream Protection)

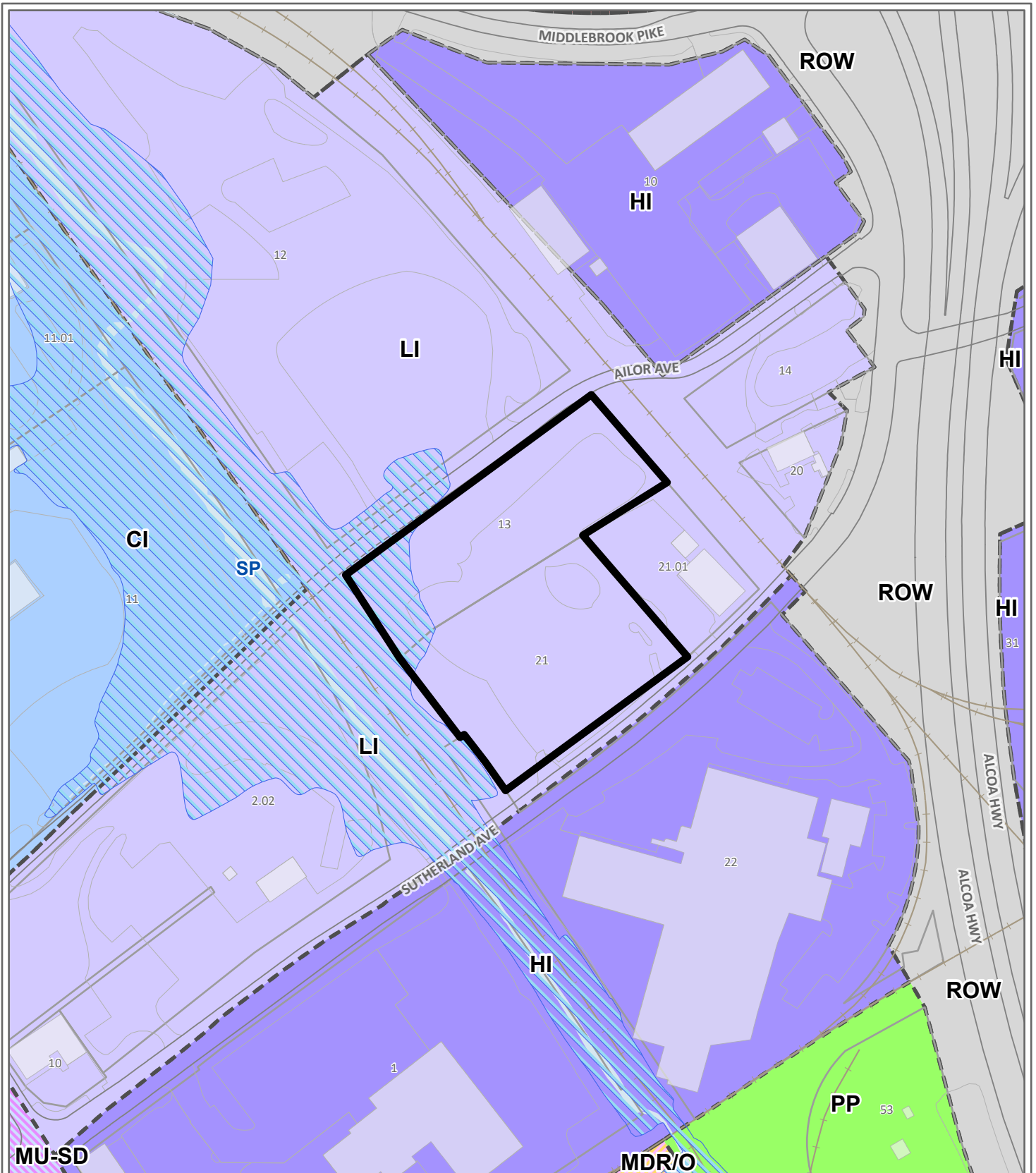
**Map No:** 94

**Jurisdiction:** City



**Original Print Date:** 3/11/2026

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



**ONE YEAR PLAN MAP**

**4-D-26-PA**

**Petitioner:** Taylor Skule

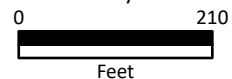


**From:** LI (Light Industrial), SP (Stream Protection)

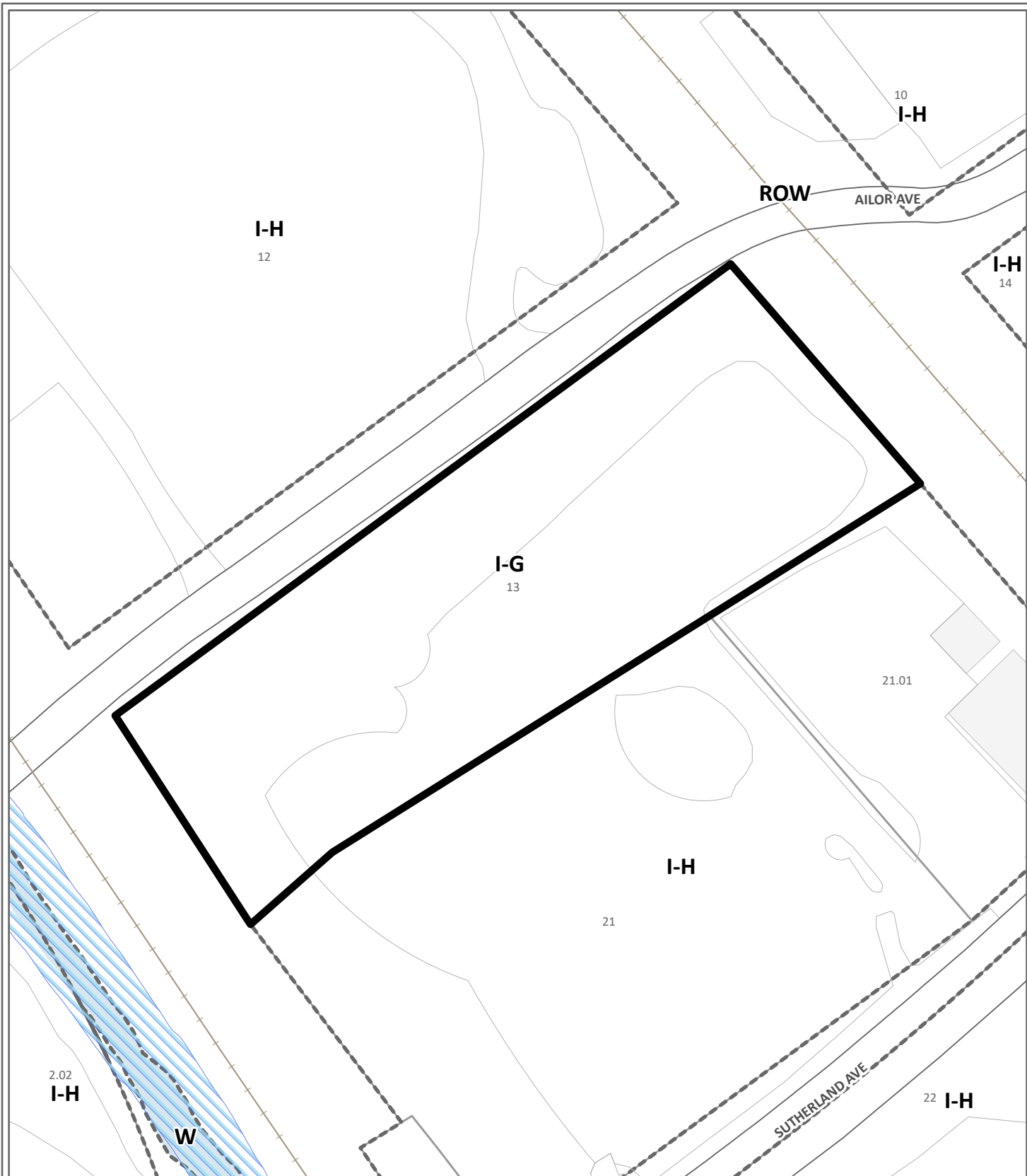
**To:** HI (Heavy Industrial);SP (Stream Protection)

**Map No:** 94

**Jurisdiction:** City



**Original Print Date:** 3/2/2026  
Knoxville - Knox County Planning Commission \* City / County Building \* Knoxville, TN 37902



**REZONING**

**4-P-26-RZ**

**Petitioner:** Taylor Skule

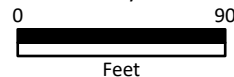


**From:** I-G (General Industrial), I-H (Heavy Industrial)

**To:** I-H (Heavy Industrial)

**Map No:** 94

**Jurisdiction:** City



**Original Print Date:** 3/11/2026

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

# Exhibit A. Contextual Images



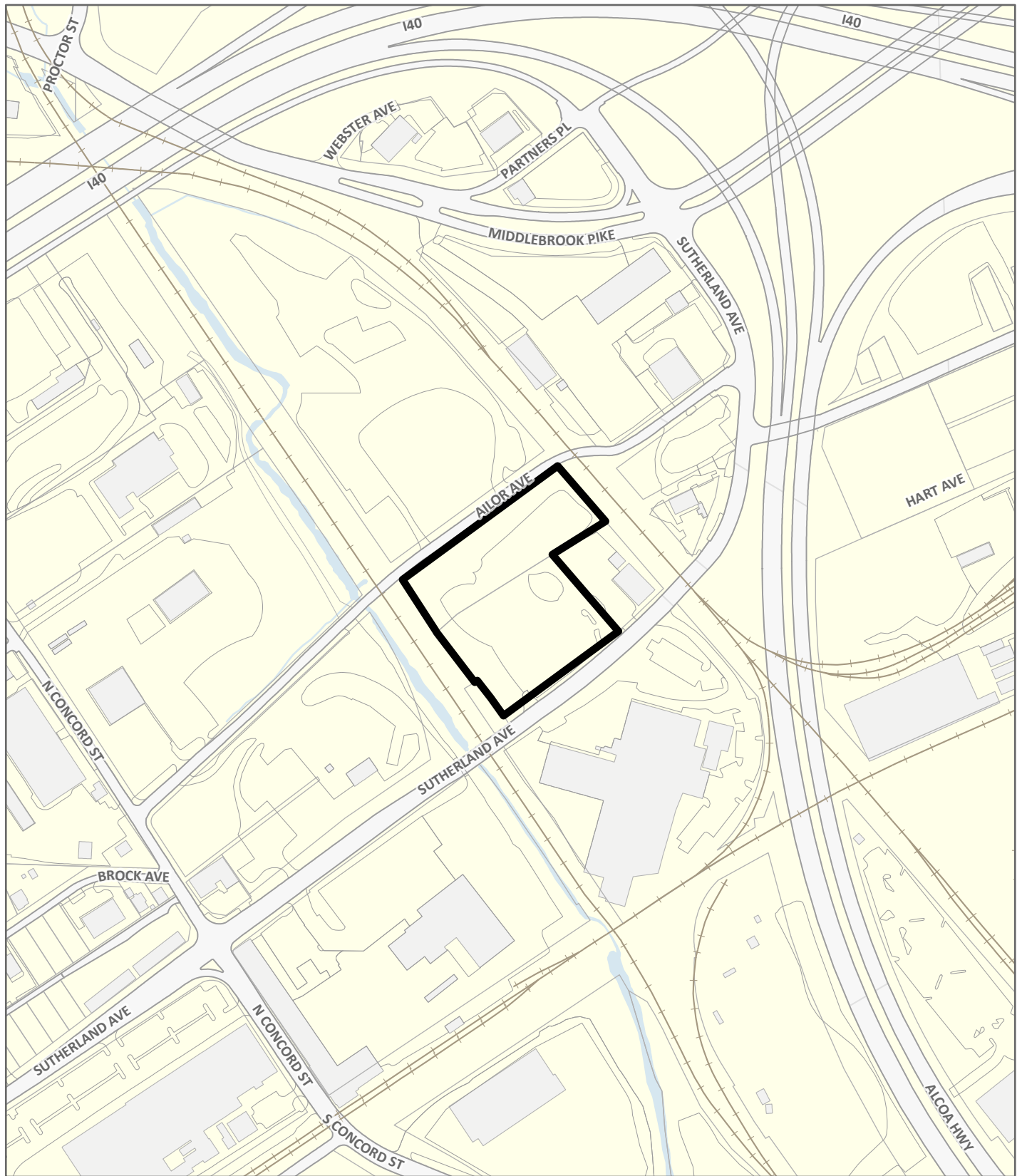
## AERIAL MAP



Case boundary



# Exhibit A. Contextual Images



## LOCATION MAP

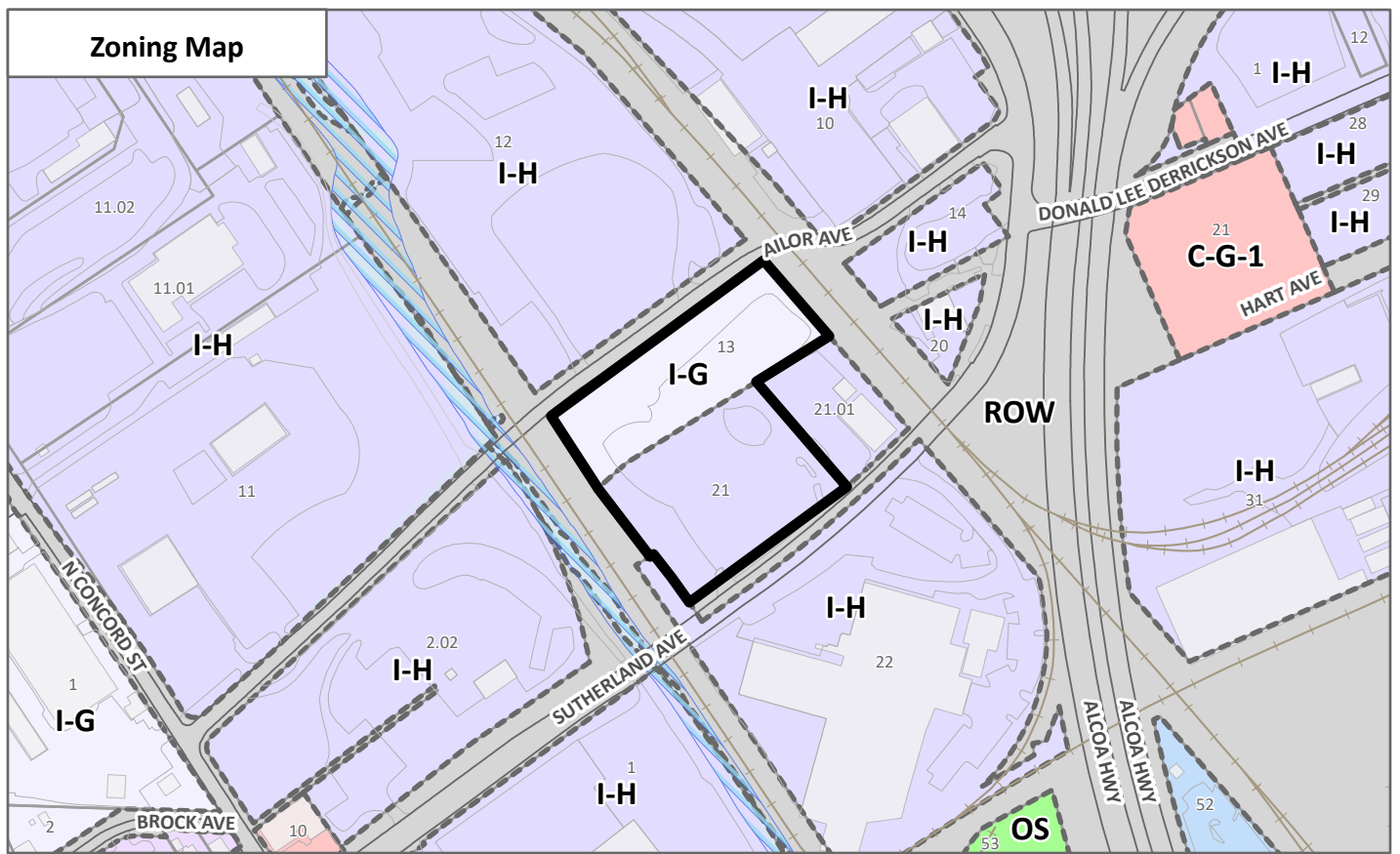
4-D-26-PA / 4-P-26-RZ



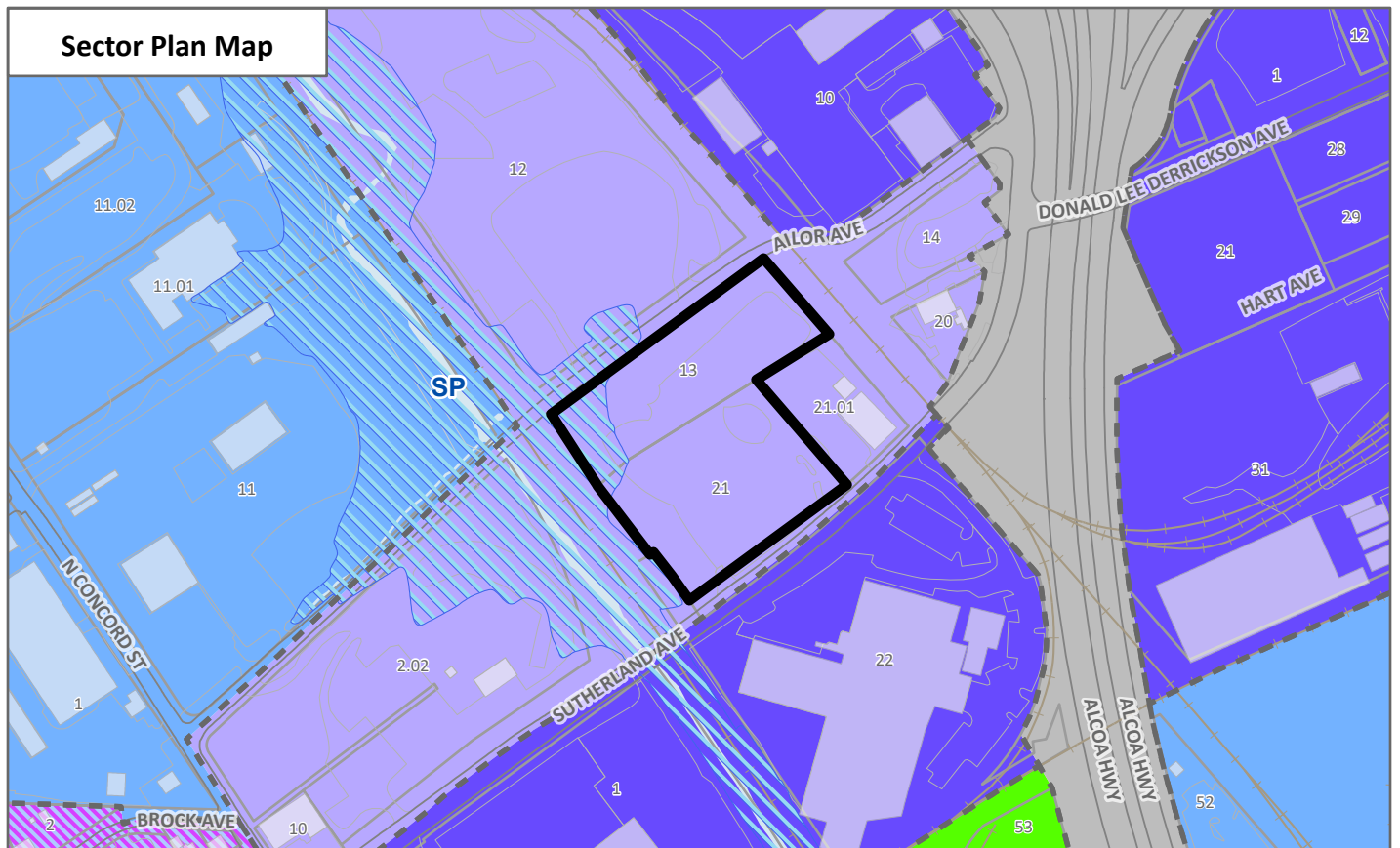
Case boundary



**Zoning Map**



**Sector Plan Map**



**EXHIBIT A, CONTEXTUAL MAPS**

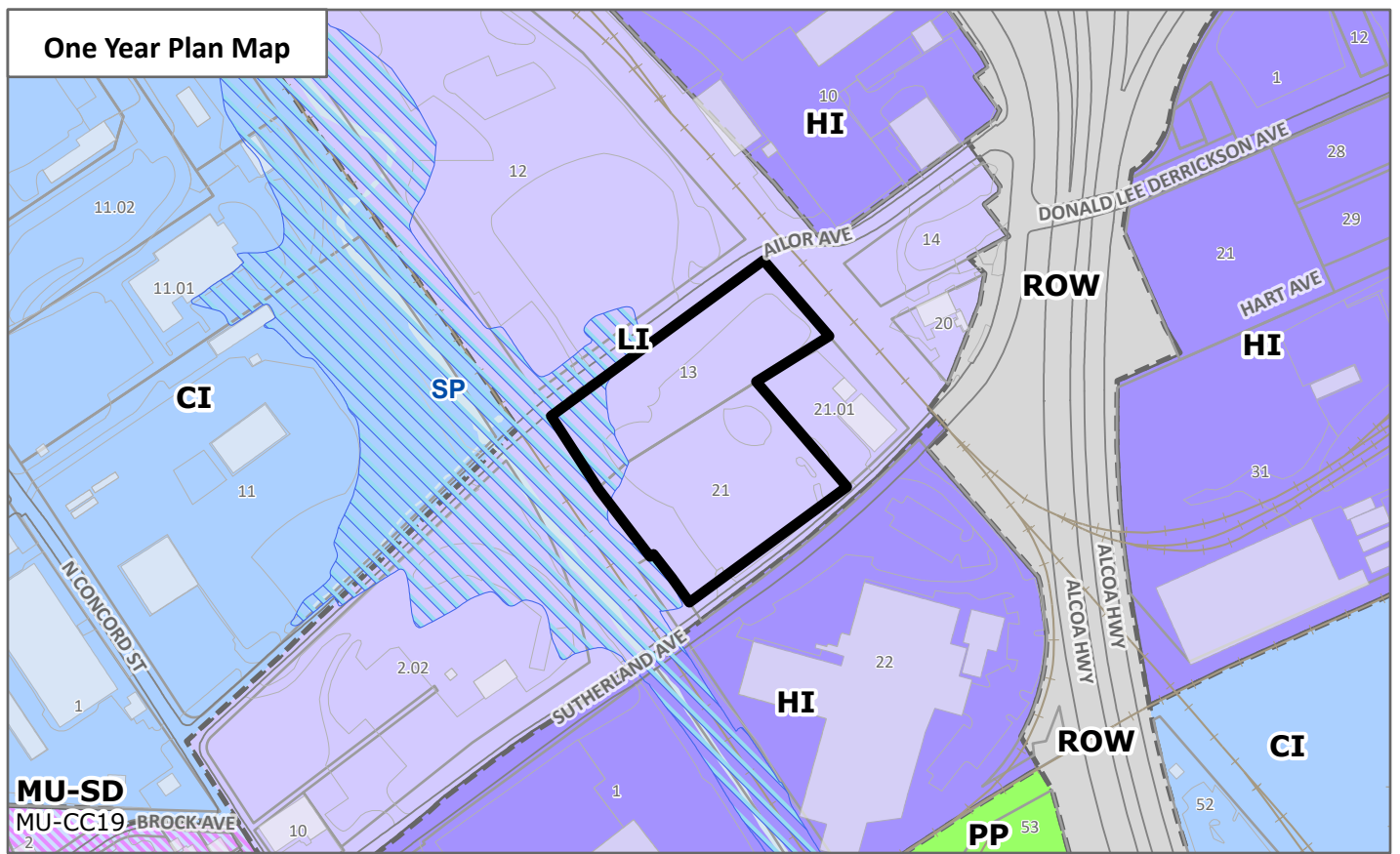
**4-D-26-PA / 4-P-26-RZ**



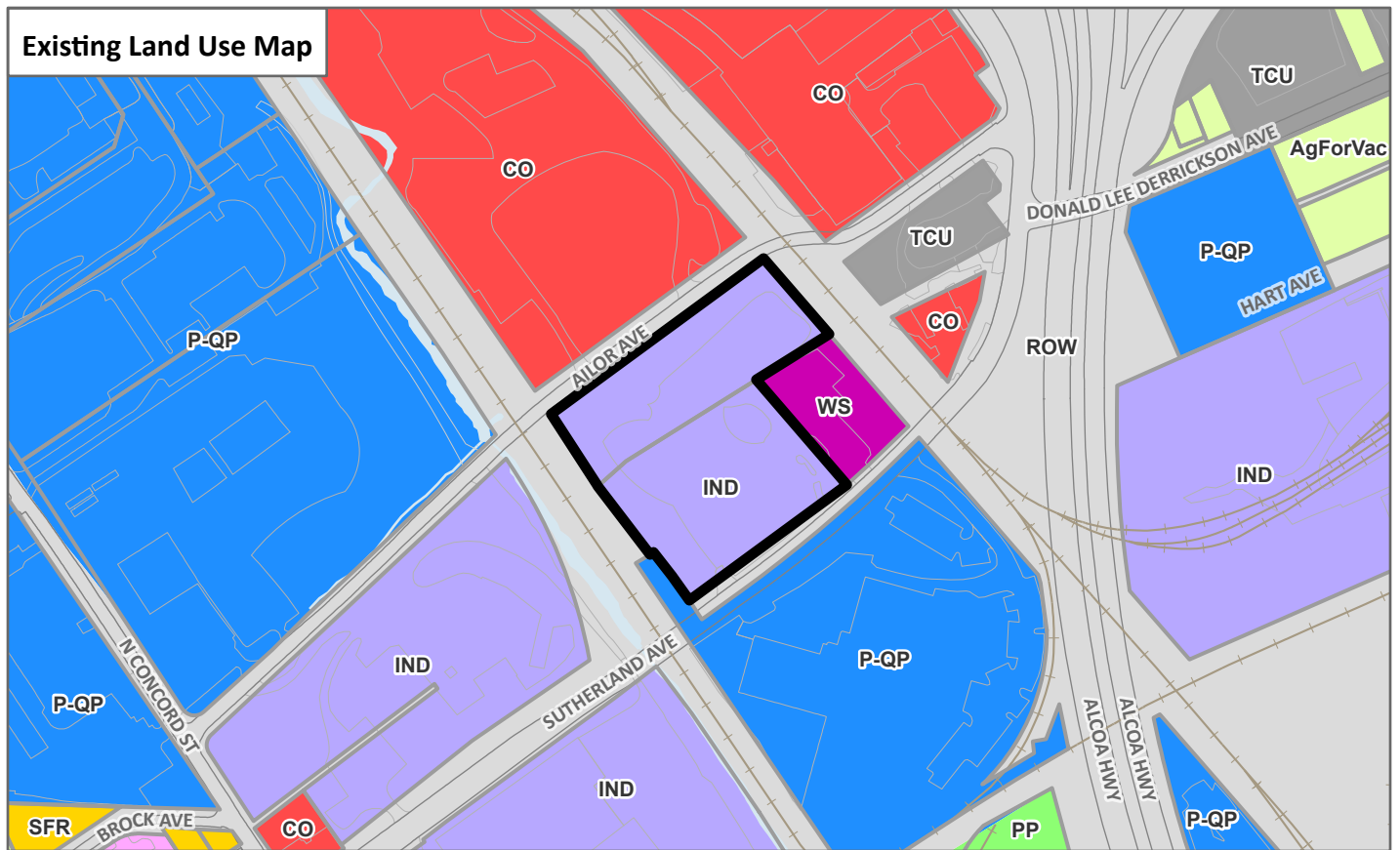
Case boundary



**One Year Plan Map**



**Existing Land Use Map**



**EXHIBIT A, CONTEXTUAL MAPS**

4-D-26-PA / 4-P-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.*

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

- Yes  No  
 No, but I plan to prior to the Planning Commission meeting

03/28/2026

Date to be Posted

04/10/2026

Date to be Removed

Applicant Signature

Taylor Skule/DC Foundations

Applicant Name

12/22/25

Date