



PLAN AMENDMENT/ REZONING REPORT

▶ **FILE #:** 2-M-26-RZ **AGENDA ITEM #:** 28
 2-B-26-PA **AGENDA DATE:** 2/12/2026

▶ **APPLICANT:** JAMES DEFENDERFER
OWNER(S): James Defenderfer

TAX ID NUMBER: 91 148 [View map on KGIS](#)

JURISDICTION: Commission District 6

STREET ADDRESS: 3320 BAKERTOWN RD

▶ **LOCATION:** Southeast corner of Ball Rd and Bakertown Rd, north of Schaad Rd

▶ **TRACT INFORMATION:** 4.78 acres.

GROWTH POLICY PLAN: Planned Growth Area

ACCESSIBILITY: Access is via Bakertown Road, a major collector with 16-27 ft of pavement width within a right-of-way width that varies from 52-83 ft. Access is also via Ball Road, a major collector with 20 ft of pavement width within a right-of-way width that varies from 53-66 ft.

UTILITIES: Water Source: West Knox Utility District

Sewer Source: West Knox Utility District

FIRE DISTRICT: Karns Fire Department

WATERSHED: Beaver Creek

▶ **CURRENT PLAN AND ZONING DESIGNATION:** SR (Suburban Residential) / A (Agricultural)

▶ **REQUESTED PLAN AND ZONING DESIGNATION:** SMR (Suburban Mixed Residential) / CN (Neighborhood Commercial)

▶ **EXISTING LAND USE:** Rural Residential

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

HISTORY OF REQUESTS: None noted.

SURROUNDING LAND USE, PLAN DESIGNATION, North: Rural residential, single family residential, agriculture/forestry/vacant land - SR (Suburban Residential) - RA (Low Density Residential), PR (Planned Residential) up to 3 du/ac

ZONING South: Agriculture/forestry/vacant land - SMR (Suburban Mixed Residential) - PC(k) (Planned Commercial, with conditions)

East: Single family residential, rural residential - SR (Suburban Residential) - A (Agricultural)

West: Single family residential, agriculture/forestry/vacant land - SR

(Suburban Residential), SMR (Suburban Mixed Residential) - A
(Agricultural)

NEIGHBORHOOD CONTEXT: The surrounding area predominantly features single family houses in subdivisions and larger lots, interspersed with vacant land and fields with livestock. The new Schaad Road extension lies 300 feet to the south.

STAFF RECOMMENDATION:

- ▶ **Approve the SMR (Suburban Mixed Residential) place type because it is a minor extension that is compatible with surrounding development changes.**

- ▶ **Approve the CN (Neighborhood Commercial) zone because it supports Implementation Policies of the Comprehensive Plan and provides an appropriate transition of land use intensity in response to infrastructure improvements.**

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 existing SR (Suburban Residential) place type is reflective of the surrounding single-family residential context along Ball Road, which all share the same designation. This place is not the result of an error or omission in the Knox County Comprehensive Plan.

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. The adjacent property at the corner of Schaad Road and Bakertown Road has the requested SMR (Suburban Mixed Use) place type, and it is under construction to develop a Weigel's gas station, convenience store and car wash.
2. Considering this new autocentric and service-oriented commercial amenity, an extension of the SMR place type to the subject property would provide an appropriate transition of land use intensity and a greater mix of uses at the intersection of two major collector streets.

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

1. A portion of Bakertown Road between Schaad Road and Ball Road was shifted and widened. Additional improvements including road widening, new sidewalks, and replacement of a one-way stop sign with a stop light are slated to occur this year along the remainder of Bakertown Road that abuts the subject property to the intersection with Ball Road.
2. These capital improvements will support vehicular and pedestrian safety as well as traffic flow to accommodate a greater mix of land uses stemming from the requested SMR place type.

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 that specifically warrants a place type amendment to SMR at this location.

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

1. The SMR place type designation on the subject property would support the Comprehensive Plan's Implementation Policy 5, to create neighborhoods with a variety of housing types and amenities in close proximity. Shifting from SR to SMR would permit a wider mix of land uses to be considered, such as commercial amenities that can serve growing neighborhoods in the area.

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 DISTRICTS AFFECTED, OR IN THE CITY/COUNTY GENERALLY:

1. This request to rezone from the A (Agricultural) to the CN (Neighborhood Commercial) district is supported by many changing conditions to the area. The major capital improvement of the Schaad Road Extension 300 ft south of the subject property provides sidewalks and connectivity between Middlebrook Pike/Hardin Valley Road to the west and Western Avenue to the east. It also provides a multimodal connection to Ball Camp Elementary and Amherst Elementary Schools. Recent and upcoming improvements to Bakertown Road south of the intersection with Ball Road will also expand pedestrian and vehicular access to the property.
2. The new Weigel's station being built adjacent to the subject property also changes the dynamic of the area towards service-oriented commercial amenities, and the requested CN zone builds upon that commercial node while also reducing commercial intensity to a neighborhood scale for an appropriate transition for the surrounding single-family residences.

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

1. The CN zone provides the opportunity to locate limited retail and service uses in a manner convenient to and yet not disruptive to established residential neighborhoods. It is intended to provide for the recurring shopping and personal service needs of nearby residential areas. The zoning code states that CN should generally be placed at street intersections that include either a collector or arterial street. The range of permitted uses is limited to those that are generally patronized on a frequent basis by neighborhood residents. Development performance standards are provided to maximize compatibility between commercial uses and adjacent residential uses.
2. The subject property's location next to a new commercial establishment and at the intersection of two major collector streets that service several neighborhoods in close proximity meets in the intent of the CN zone.

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. The CN zone has building size restrictions and landscaping and lighting standards to ensure the commercial establishments are not a nuisance to surrounding residences. With these design regulations in place, staff do not anticipate any adverse impacts to residents resulting from this rezoning.
2. There is a stream or wet weather conveyance running east to west on the property. Knox County Engineering will require buffering if it is a stream, and stormwater treatment and mitigation requirements would be evaluated during the permitting process.

THE 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:

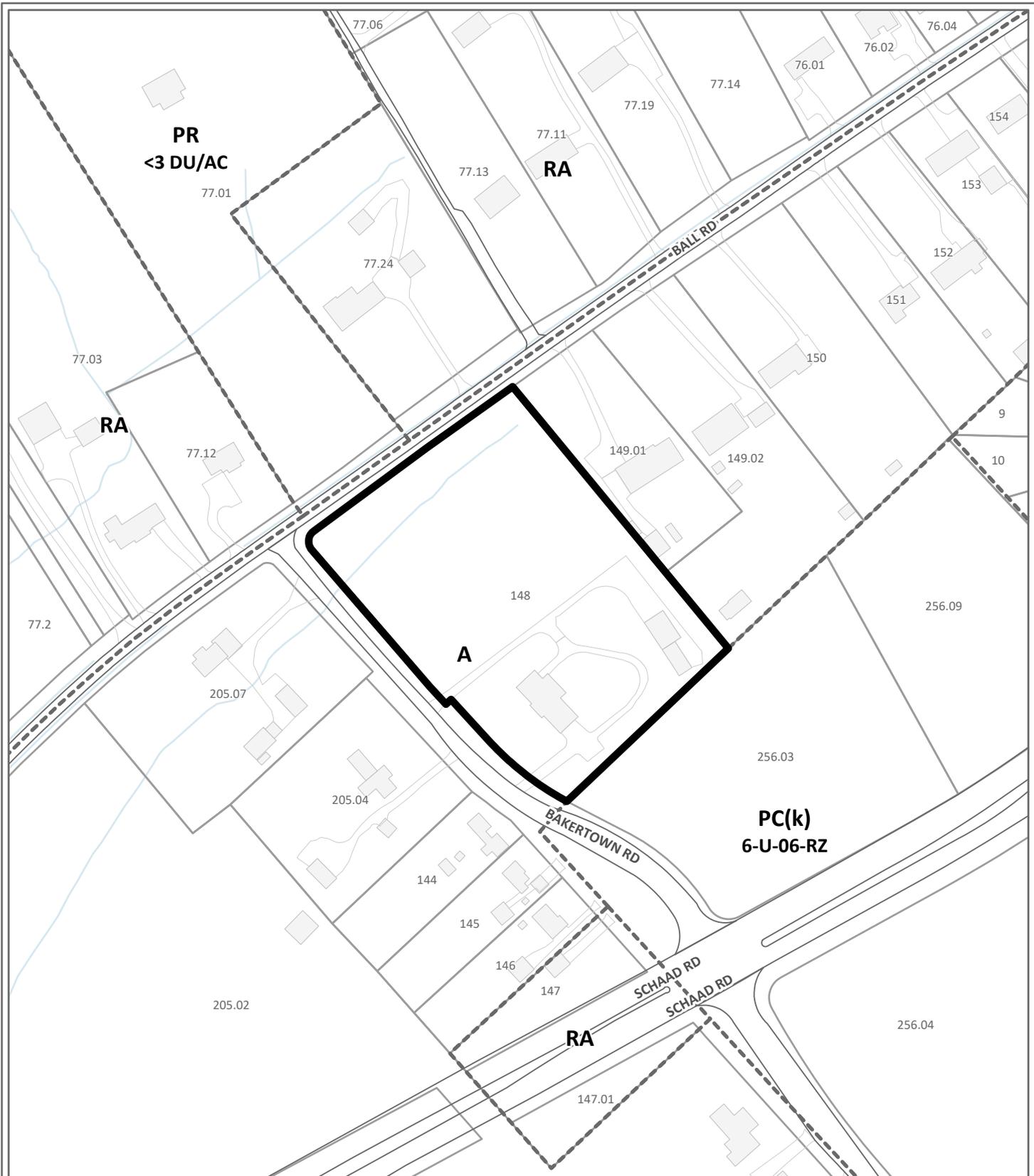
1. With the recommended Comprehensive Plan amendment to the SMR place type on this property, the CN zone can be considered as a partially related zone. The rezoning meets the additional criteria for a partially related zone by being adjacent to compatible PC (Planned Commercial) zoning and development to the south.
2. The CN zone is consistent with the Comprehensive Plan's Implementation Policy 5, to create neighborhoods with a variety of housing types and amenities in close proximity, by permitting modest commercial uses to serve existing and future neighborhoods in the area. It is also consistent with Policy 4, to incentivize walkable mixed-use centers, corridors, and neighborhood service nodes as the preferred form of commercial development, by permitting more neighborhood services to occur. Lastly, this rezoning is aligned with Policy 9, to coordinate infrastructure improvements with development, because a core basis for staff's recommendation of approval is the recent and ongoing transportation improvements occurring in the immediate area.
3. The subject property is located in the Planned Growth Area of the Growth Policy Plan, which supports a reasonably compact pattern of development in coordination with infrastructure capacity.

ESTIMATED TRAFFIC IMPACT: Not required.

ESTIMATED STUDENT YIELD: Not applicable.

Schools affected by this proposal: Amherst Elementary, Karns Middle, and Karns High.

If approved, this item will be forwarded to Knox County Commission for action on 3/16/2026. 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

2-M-26-RZ

Petitioner: James Defenderfer



From: A (Agricultural)

To: CN (Neighborhood Commercial)

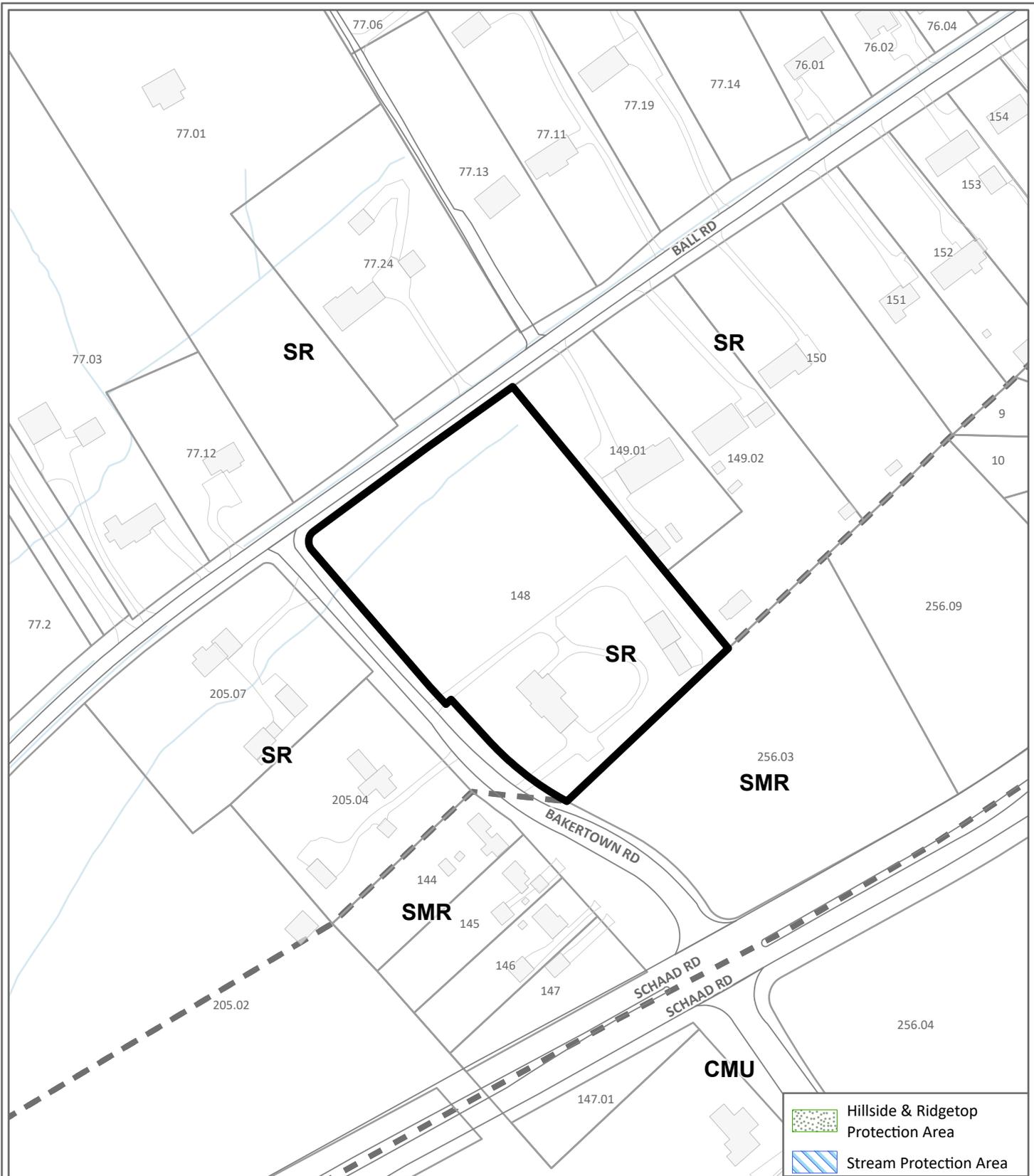
Map No: 91

Jurisdiction: County



Original Print Date: 1/8/2026

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



**2-B-26-PA
COMPREHENSIVE LAND USE PLAN MAP**

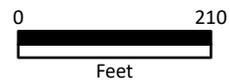
Petitioner: James Defenderfer



From: SR (Suburban Residential)
To: SMR (Suburban Mixed Residential)

Map No: 91
Jurisdiction: County

Original Print Date: 1/8/2026
Knoxville - Knox County Planning Commission * City / County Building * Knoxville, TN 37902



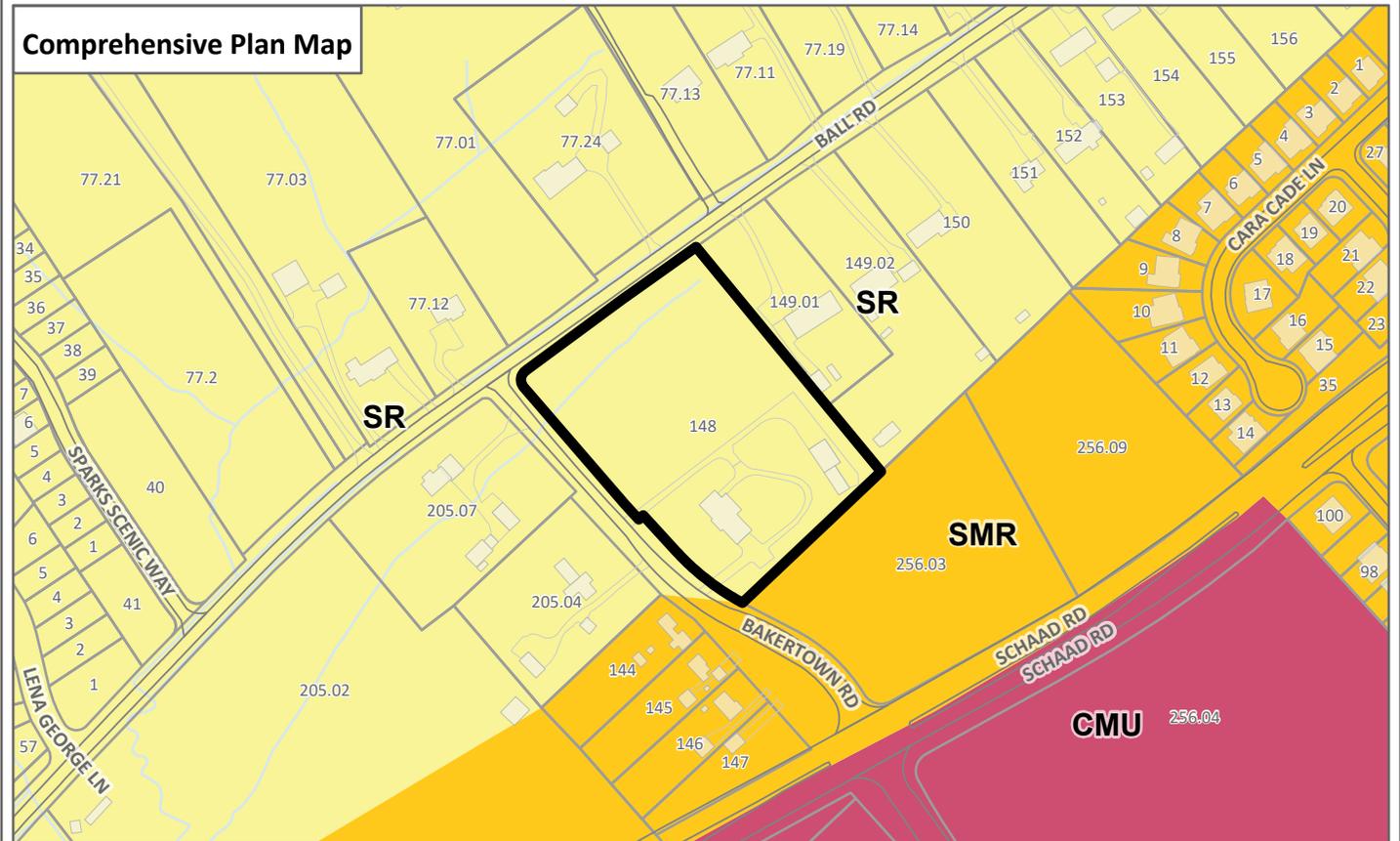
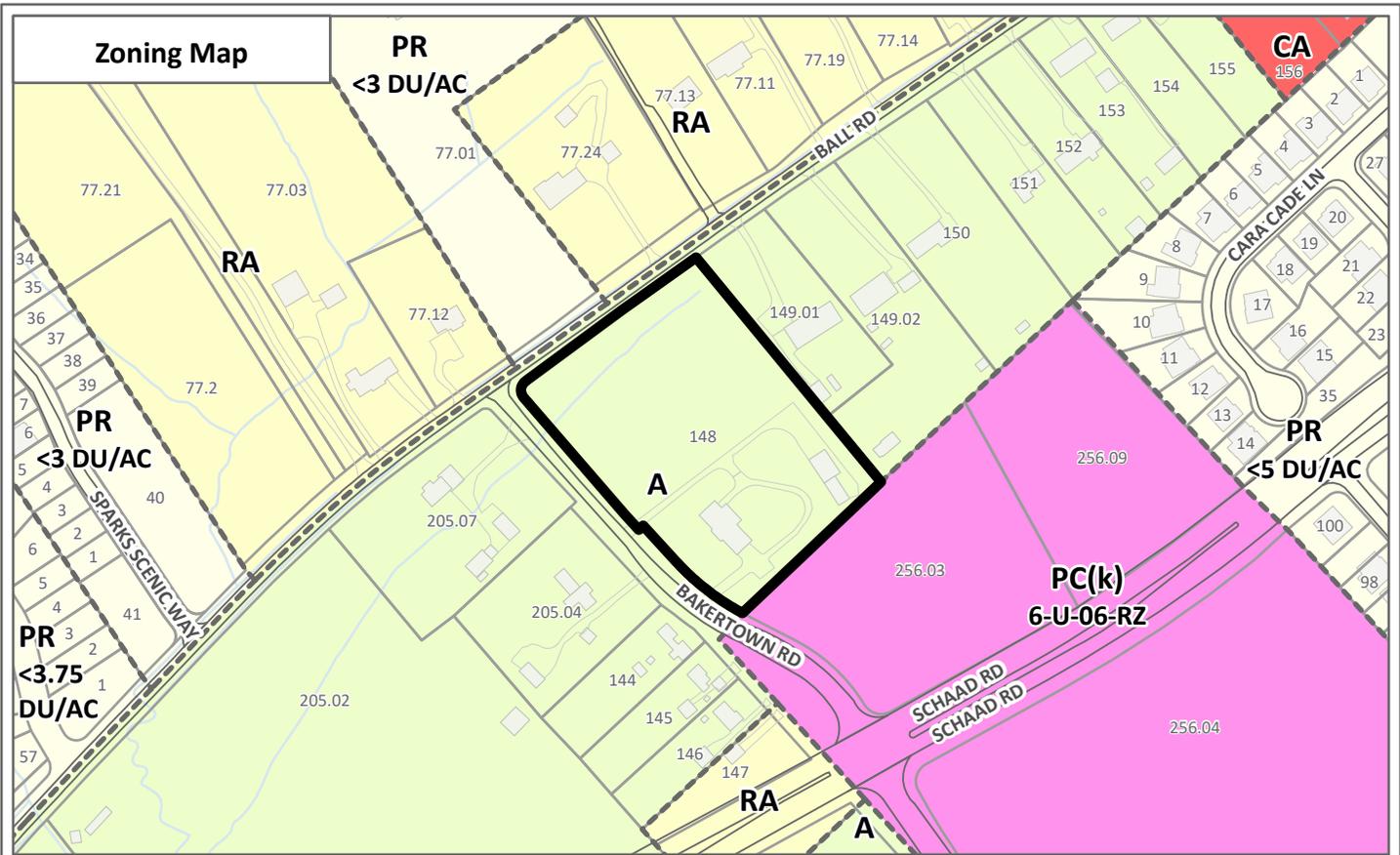
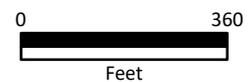


EXHIBIT A, CONTEXTUAL MAPS

2-B-26-PA / 2-M-26-RZ

 Case boundary



Existing Land Use Map

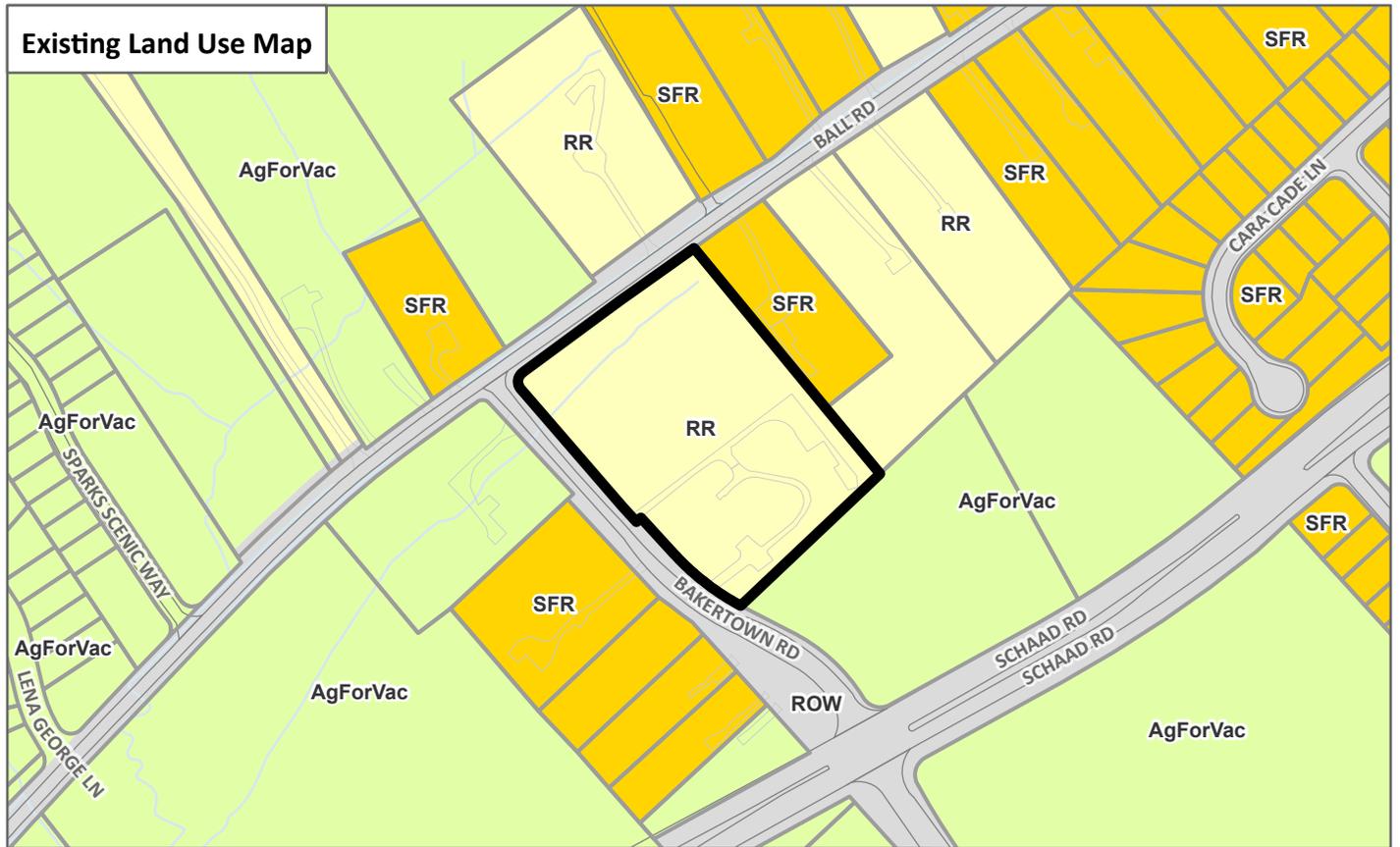


EXHIBIT A, CONTEXTUAL MAPS

2-B-26-PA / 2-M-26-RZ



Case boundary

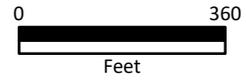


Exhibit A. Contextual Images



AERIAL MAP



Case boundary

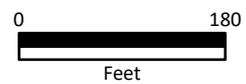
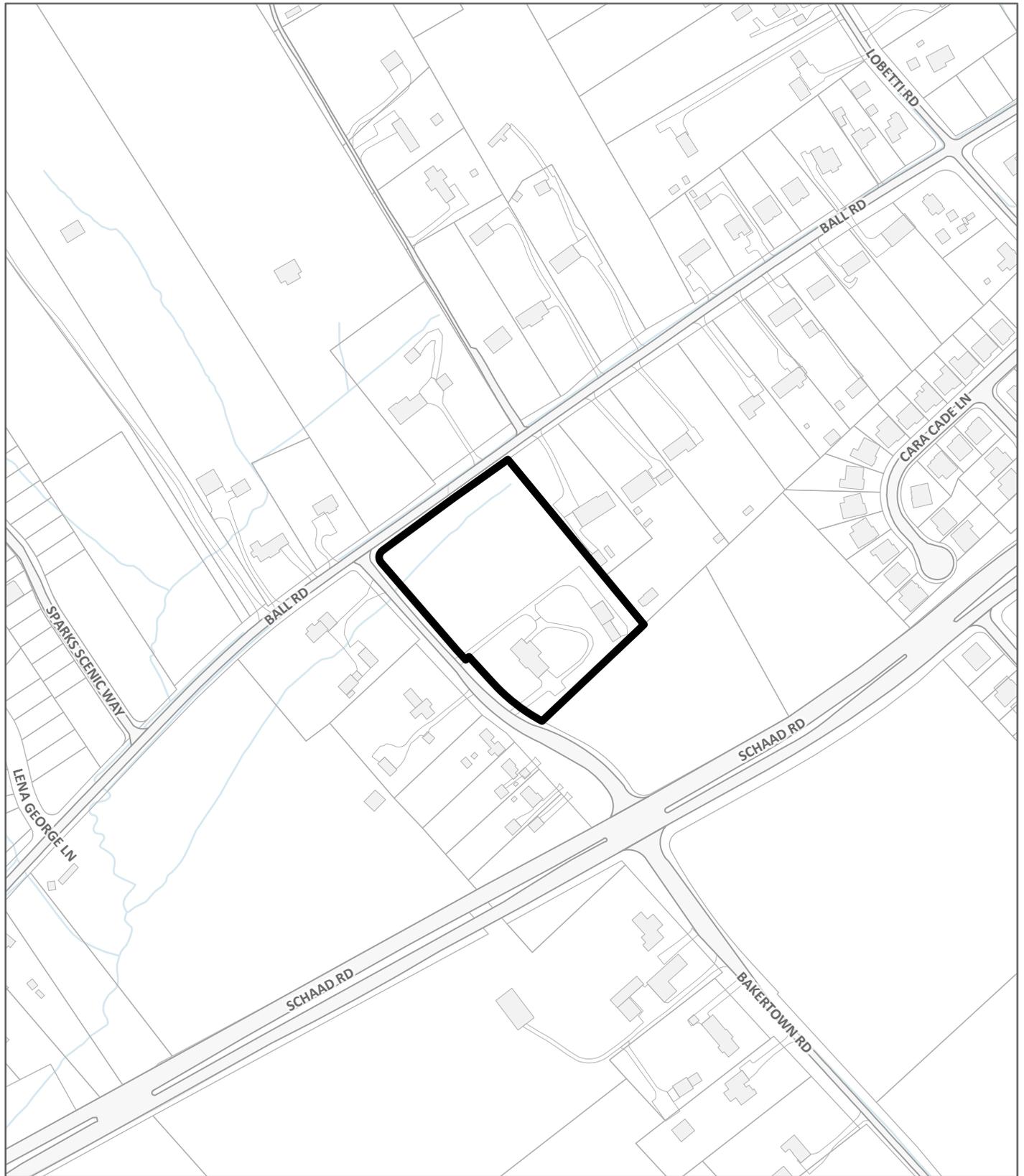


Exhibit A. Contextual Images

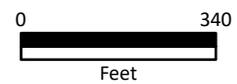


LOCATION MAP

2-B-26-PA / 2-M-26-RZ



Case boundary



All requests to amend the Knox County Comprehensive Land Use and Transportation Plan must include justification for the changes as part of the application process.

The applicant must provide justification per Implementation Action IM.6, demonstrating:

Either:

- There is an obvious or significant error or omission in the Plan

OR Two or more of the following criteria apply:

- Conditions Have Changed** Changes of conditions, such as surrounding land uses, zoning, uncontrolled natural forces/disasters, etc.
- New Utilities / Projects** Introduction of significant new utilities or local/state/federal road projects that were not anticipated in the Plan and make development more feasible
- New Data** New data regarding trends or projections, population, housing conditions, or traffic growth that warrant reconsideration of the original Plan
- Proposed Changes Support Plan** The proposed changes support the Policies and Actions, goals, objectives, and criteria of the Plan

Please explain:

The Schaad Road Extension was recently completed in 2024. Traffic in the area has increased significantly, including along Bakertown Road to the point that the remainder of Bakertown Road to the intersection with Ball Road will be widened and improved. Knox County recently closed on an additional purchase of our property to facilitate this improvement.

Weigel's purchased the adjacent lot to our property and has construction equipment onsite. The plans for the store include a large retaining wall along the entire south boundary of our property. There will also be an entrance to the store adjacent to our driveway. The presence of the store will very likely lessen the residential value of our property and increase the difficulty of selling it. The Weigel's property was permitted for commercial use in April 2025.

Therefore, this amendment request represents a rezoning adjacent to a commercial zone already existing to the south.

By signing below, I certify that criteria for a Plan Amendment have been met and that any information to justify such action is specified above.

James
Defenderfer

Digitally signed by James Defenderfer
DN: cn=James Defenderfer, c=US,
email=fo@kcso.33mail.com
Date: 2025.12.30 10:42:39 -05'00'

James Defenderfer

12/30/2025

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.

any 01/31/2026

Date to be Posted

any 02/13/2026

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

James
Defenderfer

Digitally signed by James
Defenderfer
DN: cn=James Defenderfer, c=US,
email=fo@kcco.33mail.com
Date: 2025.12.29 14:43:43 -05'00'

James Defenderfer

12/29/2025

Applicant Signature

Applicant Name

Date