

REZONING REPORT

▶ **FILE #:** 7-F-26-RZ

AGENDA ITEM #: 31

AGENDA DATE: 7/9/2026

▶ **APPLICANT:** **JOE DAVIS**
OWNER(S): Joe Davis Axiom Properties

TAX ID NUMBER: 62 269, 26901, 26902, 26903, 26904

[View map on KGIS](#)

JURISDICTION: County Commission District 8

STREET ADDRESS: 0 STRAWBERRY PLAINS PIKE

▶ **LOCATION:** **South side of Strawberry Plains Pike, north of Mccubbins Ln**

▶ **APPX. SIZE OF TRACT:** **13.62 acres**

GROWTH POLICY PLAN: Planned Growth Area

ACCESSIBILITY: Access is via Strawberry Plains Pike, a minor arterial road with a pavement width of 23 ft within a right-of-way which varies from 77 ft to 82 ft.

UTILITIES: Water Source: Knoxville Utilities Board

Sewer Source: Knoxville Utilities Board

FIRE DISTRICT: Rural Metro Fire

WATERSHED: Lyon Creek

▶ **CURRENT ZONING:** **A (Agricultural)**

▶ **REQUESTED ZONING:** **PR (Planned Residential)**

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

▶ **DENSITY PROPOSED:** **up to 5 du/ac**

EXTENSION OF ZONING: No, this is not an extension.

HISTORY OF ZONING: None noted.

SURROUNDING LAND USE AND ZONING: North: Rural residential, single family residential -A (Agricultural)

South: Agriculture/forestry/vacant land, rural residential - A (Agricultural)

East: Rural residential - A (Agricultural)

West: Rural residential, single family residential, public/quasi public land (cemetery) - A (Agricultural)

NEIGHBORHOOD CONTEXT: This area is comprised of single family dwellings on a mix of large rural lots and small suburban lots. Industrial and commercial uses are concentrated at the intersection of Asheville Highway, Strawberry Plains Pike, and Andrew Johnson Highway, and consist of warehousing, service, and retail uses. Carter elementary is directly to the east of the subject site.

STAFF RECOMMENDATION:

▶ **Approve the PR (Planned Residential) zone up to 5 du/ac because it is consistent with the Knox County Comprehensive Plan and the surrounding area, subject to one condition.**

1. At least 50% of the subject parcel shall be left as undisturbed natural area, per the RC (Rural

Conservation) place type.

COMMENTS:

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. Changes in conditions in the area include the opening of, Carter Elementary School in 2013 0.25 miles to the east.
2. Since 2006, surrounding properties have been transitioning from the A zone to the RA and PR zone with densities ranging from 2-5 du/ac. The surrounding subdivisions are single family residential and townhomes.

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

1. The PR zone is intended to provide flexibility for different types of residential development and encourage more imaginative solutions to environmental design problems. Two blue line streams are shown on the USGS quad map and the property is within the Hillside Protection area, making the PR zone an appropriate zone to consider since it allows the clustering of lots.
2. Houses, duplexes, multi-dwelling structures and developments are permitted in the PR zone, and these uses are compatible with the surrounding area.
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.

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 property has access to Strawberry Plains Pike, a minor arterial road, so no additional traffic will be added through neighborhoods.
3. The plat from 2024 shows 2 blue line streams and a TVA easement running through the property. A stream buffer is required along blue line streams, but this will be resolved during permitting. No structures are allowed within the TVA easement, but a road may be built under the TVA power lines.
4. The slope analysis shows 2.18 acres are within the HP area and recommends a maximum land disturbance of 1.1 acres of this 13.62-acre property.
2. This parcel is in the School Parental Responsibility Zones of Carter Elementary School. Sidewalks may be required along the front of the property along Strawberry Plains Pike.
5. A historic cemetery is located on the adjacent property next door. High-visibility fencing will be required during permitting to ensure there is no disturbance of the property.
6. PR zoning requires that development plans be submitted for Planning Commission review. At that time, issues such as topography, surrounding character, and access are evaluated, and community input may be provided regarding the proposed development plan.

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 property is within the RC (Rural Conservation) place type and HP (Hillside Protection) area on the Future Land Use Map. The PR zone is listed as an indirectly related area to the RC place type. When the district is partially related to the place type, one of three conditions shall apply. One of these is that the proposed zoning district is consistent with the secondary uses of the subject site's place type. Attached residential dwellings in a conservation pattern are secondary uses in the RC place type and this is consistent with the uses and development pattern of the PR zone.
2. Rural Conservation areas are intended to conserve forested areas, ridges, wetlands, and other significant natural areas by clustering development and minimizing land disturbance and require single family subdivisions to be clustered in a pattern that preserves 50% of more open space on a given site. This place type also specifies that, these areas generally conserve between 50-70 percent of a site as natural open space. There is a condition added to ensure that at least 50% of the property will be left undisturbed.
3. The East County Community Plan identifies Strawberry Plains Pike as a development corridor intended for more intense development, and the Asheville Highway, Strawberry Plains Pike, and Andrew Johnson Highway intersection as a rural crossroads potential development site (Exhibit B).
4. The proposed rezoning is consistent with Knox County Comprehensive Plan Implementation Policy 5, which creates neighborhoods with a variety of housing types and amenities in close proximity. The PR zone provides flexibility for different types of residential development and is approximately a quarter mile from the Carter Elementary school and 1 mile from the crossroads of Asheville Highway, Strawberry Plains Pike, and Andrew Johnson Highway.

5. The property is within the Planned Growth Boundary. The purposes of the Planned Growth Boundary designation are to encourage a reasonably compact pattern of development, promote the expansion of the Knox County economy, offer a wide range of housing choices, and coordinate the actions of the public and private sectors, particularly with regard to the provision of adequate roads, utilities, schools, drainage and other public facilities and services. This development is in alignment with these goals.

ESTIMATED TRAFFIC IMPACT: 708 (average daily vehicle trips)

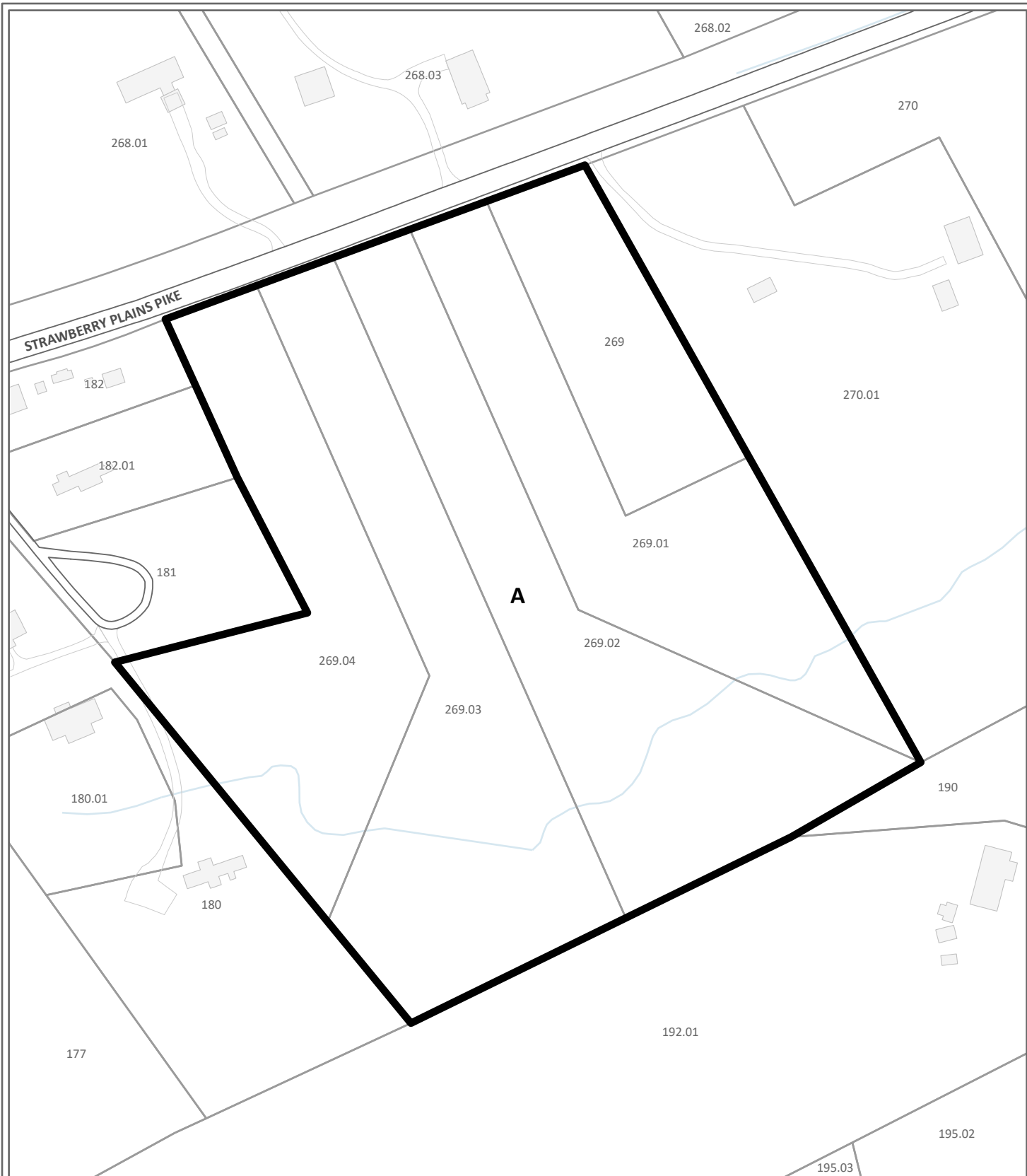
Average Daily Vehicle Trips are computed using national average trip rates reported in the latest edition of "Trip Generation," published by the Institute of Transportation Engineers. Average Daily Vehicle Trips represent the total number of trips that a particular land use can be expected to generate 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: 17 (public school children, grades K-12)

Schools affected by this proposal: Carter Elementary, Carter Middle, and Carter 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 8/24/2026. 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

7-F-26-RZ

Petitioner: Joe Davis

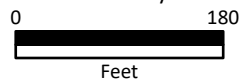


From: A (Agricultural)

To: PR (Planned Residential) up to 5 du/ac

Map No: 62

Jurisdiction: County



Original Print Date: 5/29/2026

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

Exhibit A. Contextual Images



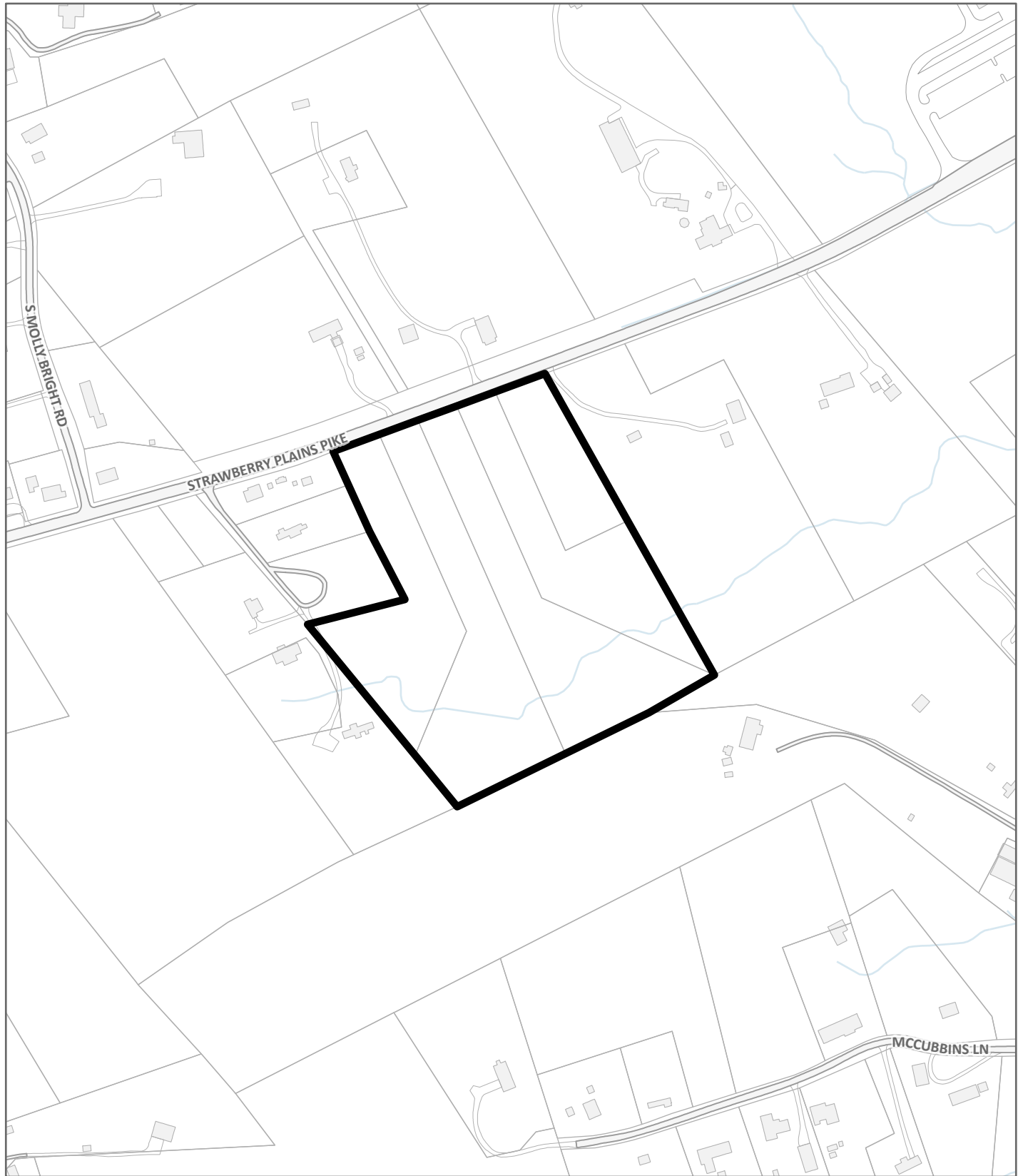
AERIAL MAP



Case boundary



Exhibit A. Contextual Images



LOCATION MAP

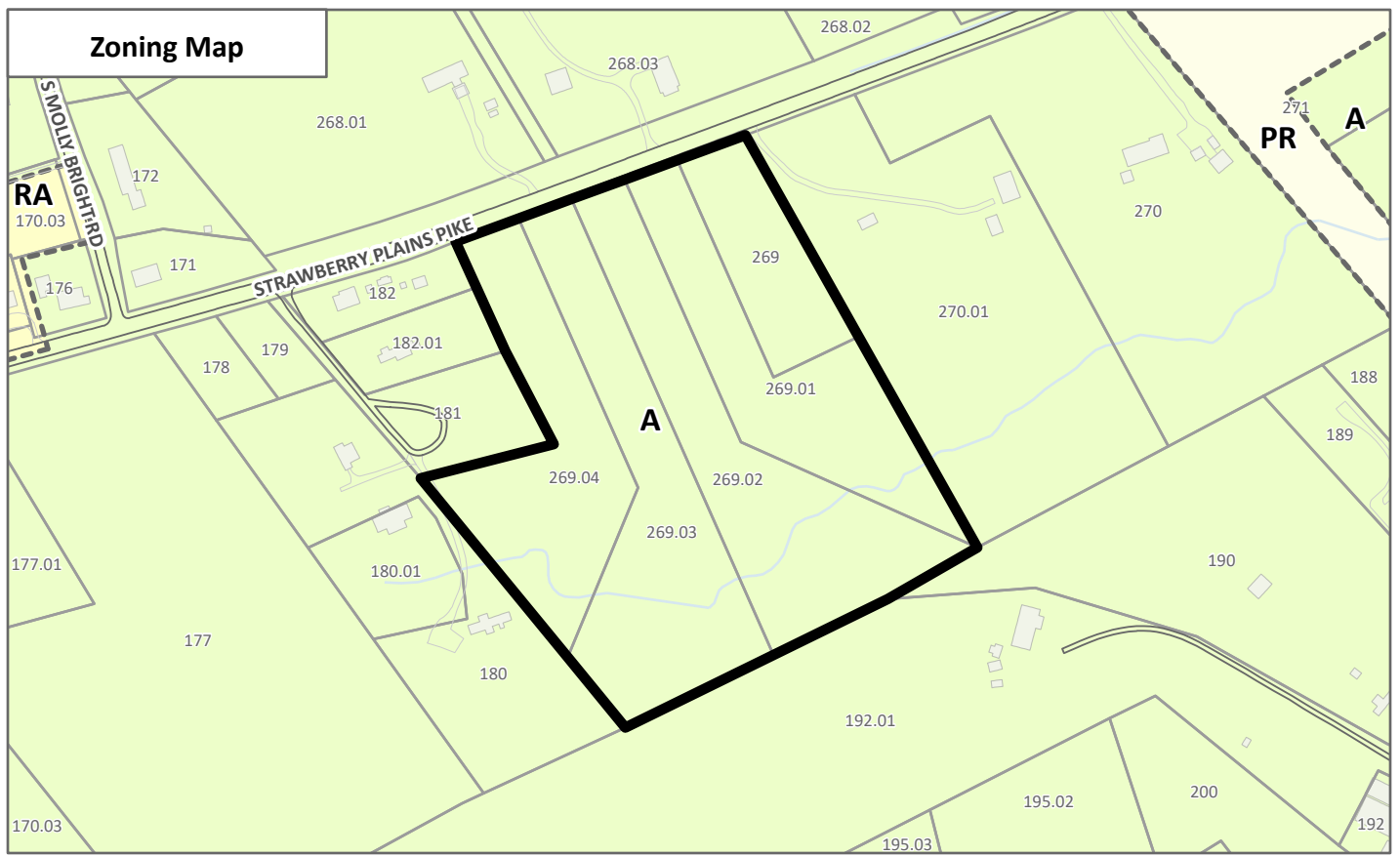
7-F-26-RZ



Case boundary



Zoning Map



Comprehensive Plan Map

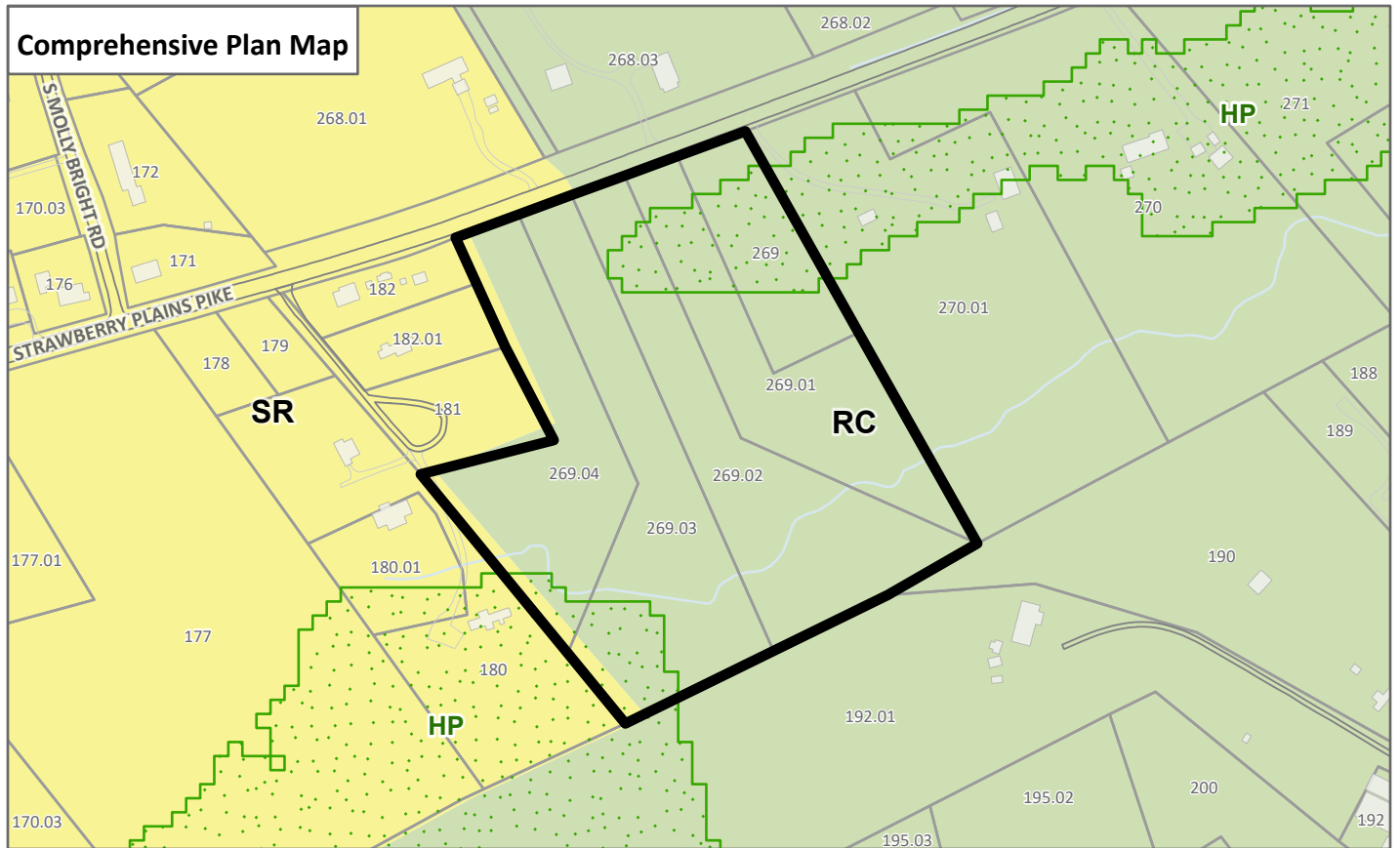


EXHIBIT A, CONTEXTUAL MAPS

7-F-26-RZ



Case boundary



Existing Land Use Map

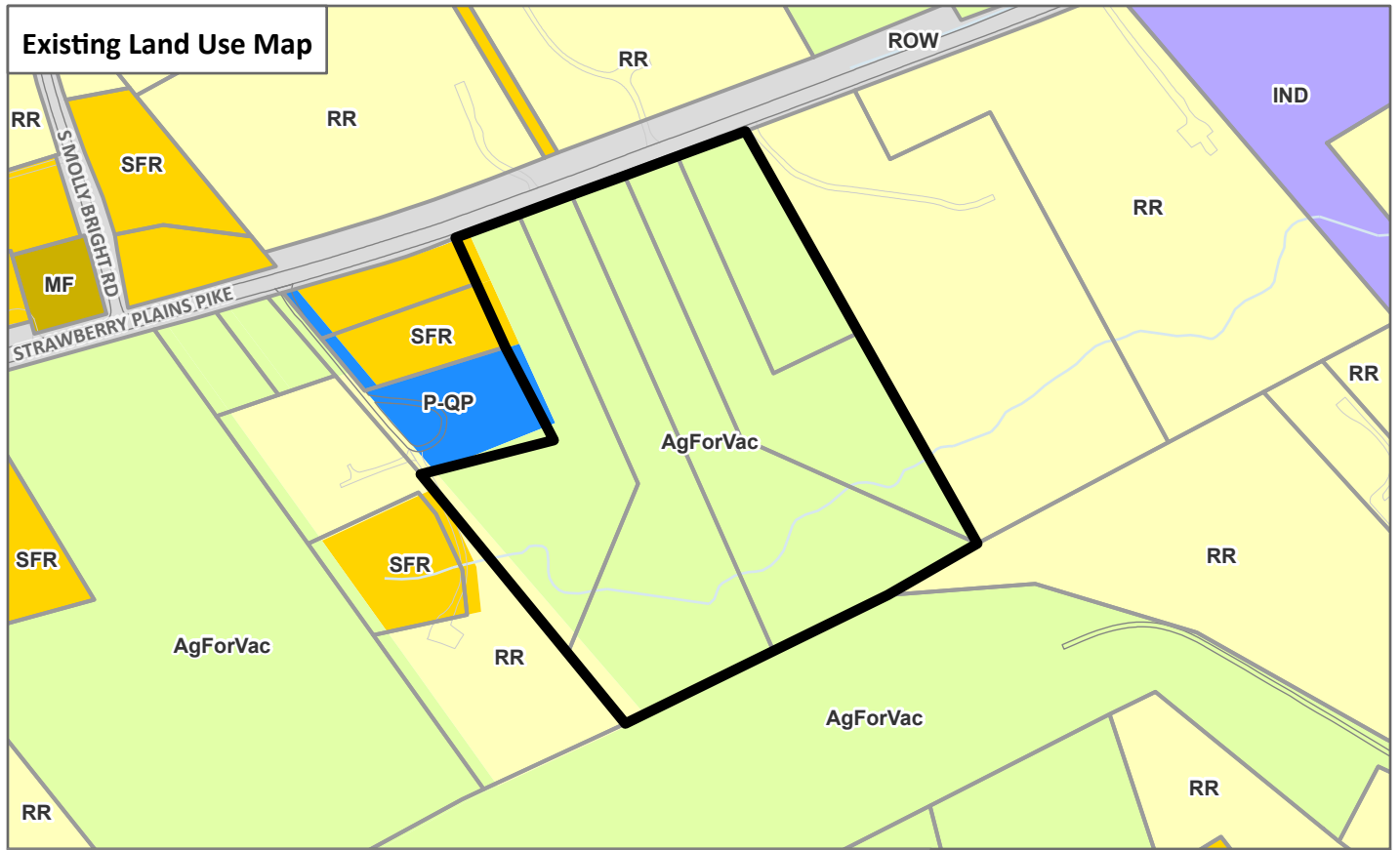
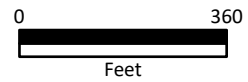


EXHIBIT A, CONTEXTUAL MAPS

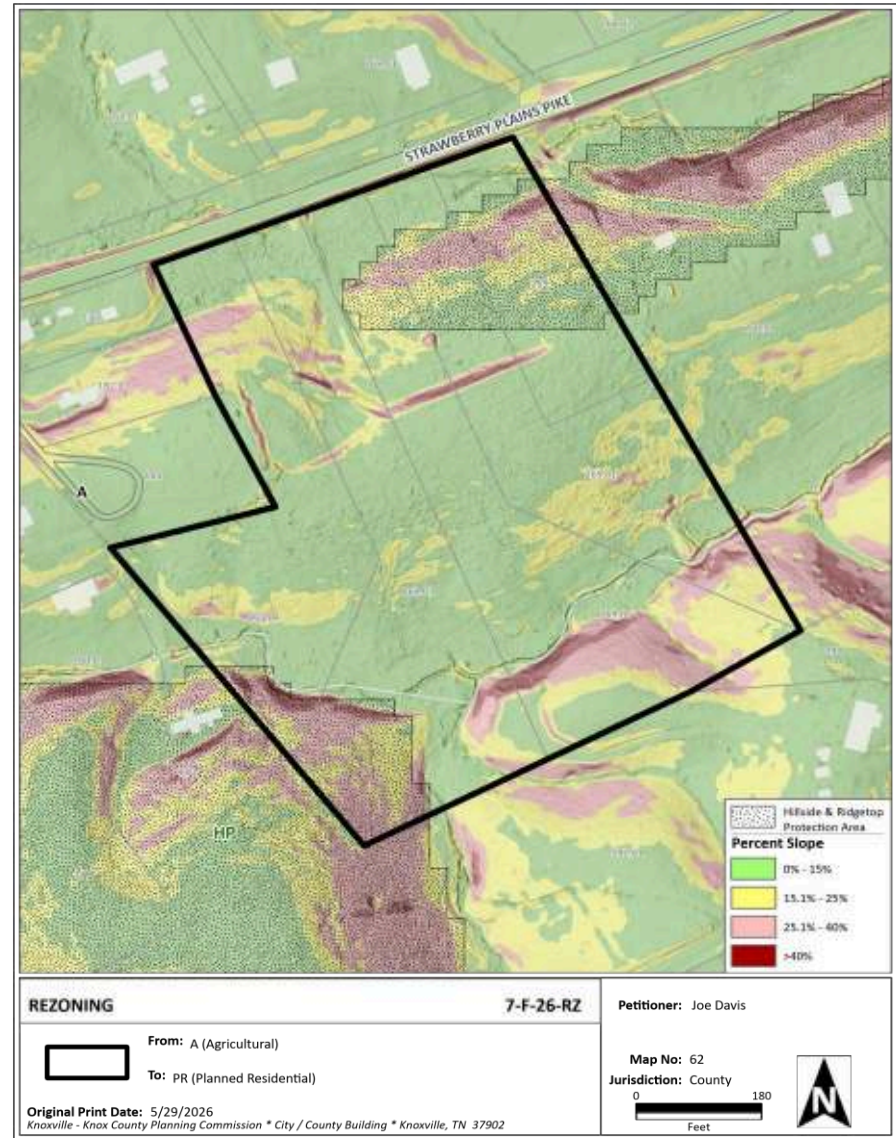
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Case boundary



CATEGORY	ACRES	RECOMMENDED DISTURBANCE BUDGET (Percent)	DISTURBANCE AREA (Acres)
Total Area of Site	13.62		
Non-Hillside	11.44	N/A	
0-15% Slope	0.57	100%	0.6
15-25% Slope	0.78	50%	0.4
25-40% Slope	0.73	20%	0.1
Greater than 40% Slope	0.11	10%	0.0
Ridgetops			
Hillside Protection (HP) Area	2.18	Recommended disturbance budget within HP Area (acres)	1.1
		Percent of HP Area	51.1%



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.

06/27/2026

07/10/2026

Date to be Posted

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

Joe Davis Digitally signed by Joe Davis
Date: 2026.05.13 15:29:48 -04'00'

Joe Davis

05/13/2026

Applicant Signature

Applicant Name

Date