



PLAN AMENDMENT/ REZONING REPORT

▶ **FILE #:** 5-I-26-RZ
5-D-26-PA

AGENDA ITEM #: 34
AGENDA DATE: 5/14/2026

▶ **APPLICANT:** MIKE DEDMAN
OWNER(S): Scotti Lane, Ron Milligan, Eric Youngquist

TAX ID NUMBER: 56 115, 116, 117 057 001 [View map on KGIS](#)

JURISDICTION: Commission District 7

STREET ADDRESS: 7601 HEISKELL RD (7619, 7625 (7623) HEISKELL RD; 119 W EMORY RD)

▶ **LOCATION:** West side of Heiskell Rd, north side of W Emory Rd

▶ **TRACT INFORMATION:** 22.7 acres.

GROWTH POLICY PLAN: Planned Growth Area

ACCESSIBILITY: Access is via W Emory road, a four-lane major arterial with a center turn lane within a right-of-way width which varies between 50 ft and 95.5 ft. Access is also via Heiskell Road, a major collector with 20 to 30 ft of pavement width within a 52 to 76-ft right-of-way.

UTILITIES: Water Source: Hallsdale-Powell Utility District
Sewer Source: Hallsdale-Powell Utility District

FIRE DISTRICT: Rural Metro Fire

WATERSHED: Beaver Creek

▶ **CURRENT PLAN AND ZONING DESIGNATION:** SMR (Suburban Mixed Residential), SR (Suburban Residential) / CA (General Business), A (Agricultural)

▶ **REQUESTED PLAN AND ZONING DESIGNATION:** CMU (Corridor Mixed-use) / SC (Shopping Center)

▶ **EXISTING LAND USE:** Agriculture/Forestry/Vacant Land, Rural Residential, Single Family Residential

▶ **EXTENSION OF PLAN AND ZONING DESIGNATION:** This would be an extension of the place type but not the zoning.

HISTORY OF REQUESTS: A request to rezone a portion of the subject site from A (Agricultural) to CA (General Business) was denied in 2002 (10-K-02-RZ).

SURROUNDING LAND USE, PLAN DESIGNATION, ZONING

North: Rural residential, agriculture/forestry/vacant land - SR (Suburban Residential), SMR (Suburban Mixed Residential) - A (Agricultural)

South: Office, multifamily residential, commercial - SMR (Suburban Mixed Residential), CMU (Corridor Mixed Use) - CA (General Business), PR (Planned Residential) up to 19 du/ac

East: Office, agriculture/forestry/vacant land, single family residential - CMU (Corridor Mixed Use), SR (Suburban Residential) - RB (General Residential), CA (General Business)

West: Agriculture/forestry/vacant land - SMR (Suburban Mixed Residential) - A (Agricultural)

NEIGHBORHOOD CONTEXT: This area is comprised of residential and commercial uses. Residential uses are detached single family dwellings on small suburban lots and large multifamily developments. Commercial uses are retail and service operations concentrated along Emory Road.

STAFF RECOMMENDATION:

- ▶ **Approve the CMU (Corridor Mixed-Use) place type because it is compatible with the surrounding development and the intent of the Comprehensive Plan.**

- ▶ **Approve the SC (Shopping Center) zone because it is compatible with changing conditions in the area, subject to 2 conditions.**
 - 1) **A traffic impact study must be included with the submission of the development plan application.**
 - 2) **Any roadway improvements to Heiskell Road identified in the traffic impact study must be implemented at the expense of the developer, subject to review and approval by the Knox County Engineering & Public Works Department.**

COMMENTS:

The applicant is requesting to rezone five contiguous lots from the A (Agricultural) and CA (General Business) zones to the SC (Shopping Center) zone. Two of the lots require plan amendments. The property at 7625 Heiskell Road requires a plan amendment from the SR (Suburban Residential) place type to the CMU (Corridor Mixed-Use) place type, and the property at 119 W Emory Road requires an amendment from the SMR (Suburban Mixed Residential) place type to CMU.

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 SR (Suburban Residential) place type is intended for areas with primarily single-family residential development with varying lot sizes and accurately reflects the longstanding residential use of the property at 7265 Heiskell Road.
2. The SMR (Suburban Mixed Residential) place type is intended for residential areas with a similar pattern to the SR place type but with a greater mix of housing types, including attached housing or small-scale multifamily housing. The property at 119 W Emory Road is an undeveloped 11.19-acre parcel situated between low density residential uses to the north and multi-family and commercial development to the south with direct access to a major arterial street. The SMR place type is not an error in the plan, as it provides a transition in land use intensity between the residential development to the north and west and the nonresidential development to the east and south.

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. This section of Emory Road has experienced a rapid increase in multi-family residential, commercial, and office development over the last 10 years, transitioning from single-family dwellings and agricultural uses to service-oriented uses and large-scale multi-family complexes. Across the street from the subject property, two single-family dwellings were demolished for a new eating establishment that opened at the beginning of 2026 and a 267-unit multi-family complex, the Sheldon, which is currently under construction roughly 0.30 miles west of the subject property. The changing conditions support consideration of expanding the CMU place type at this location.

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

1. In October 2025, the Tennessee Department of Transportation began construction on the I-75 at Emory Road Improvement Project, which will reconfigure the interchange to move high volumes of traffic more efficiently. The project will also connect the disjointed sidewalks between E Emory Road and W Emory Road, allowing pedestrians safe access through the interchange.

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 or reporting on this property that warrants a land use amendment.

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

1. The proposed plan amendment supports Implementation Policy 4: Incentivize walkable, mixed-use centers, corridors, and neighborhood service nodes as the preferred form of commercial development. The proposed plan amendment would be an extension of the CMU place type in an area with existing pedestrian facilities that has experienced rapid residential and commercial growth.

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 ZONES AFFECTED, OR IN THE COUNTY GENERALLY.

1. Since 2013, this section of W Emory and E Emory Roads, between I-75 and Powell Drive, has experienced a significant increase in office, commercial, and multi-family residential development. There has been a transition away from single-family residential and agricultural uses, as single-family homes have largely been demolished for commercial and office uses.
2. A 267-unit multi-family development is under construction roughly 0.30 miles to the west on W Emory Road. Across the street from the subject property, two single-family homes were demolished in 2025 for a new restaurant.
3. In October 2025, the Tennessee Department of Transportation began construction on the I-75 at Emory Road Improvement Project, which will reconfigure the interchange to move high volumes of traffic more efficiently. The project will also connect the disjointed sidewalks between E Emory Road and W Emory Road, allowing pedestrians safe access through the interchange.
4. Since the early 2000s, properties along Emory Road have gradually transitioned from A (Agricultural) zoning to residential and commercial zones such as PR (Planned Residential) with up to 19 du/ac and CA (General Business) in the County and C-R-2 (Regional Commercial) in the City.

THE PROPOSED AMENDMENT SHALL BE CONSISTENT WITH THE INTENT AND PURPOSES OF THE APPLICABLE ZONING ORDINANCE.

1. The SC (Shopping Center) zoning district is intended to encourage the development of unified retail shopping centers and promote safe and efficient movement of traffic within the site, and lessen the adverse effects which such shopping centers may have on the uses of adjacent land.
2. Rezoning should be based on the entire range of uses allowed within a zone to ensure compatibility with future surrounding land uses. The SC zone permits a wide range of retail and office uses, and prohibits heavy repair, wholesaling, industrial, and residential uses. The allowable uses in the SC zone are compatible with development trends along W Emory Road.

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

1. The SC zone requires a development plan to be approved by the Planning Commission before a building permit can be issued for the construction of any building on the land. The SC zone requires a screening plan to be included with the development plan to ensure adequate screening is provided. The plan would be reviewed to determine that noise, light, and possible unsightliness of the developed center would be held to a minimum.
2. The SC zone requires increased setbacks for properties adjacent to residential properties, which is the case here.
3. W Emory Road is a four-lane major arterial road with a center lane and sidewalks on the north and south sides. Heiskell Road, however, is a two-lane major arterial that does not have a center turn lane. A condition is recommended that a traffic impact study must be included with the submission of a development plan application to determine the extent of road improvements that may be required to Heiskell Road.

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,

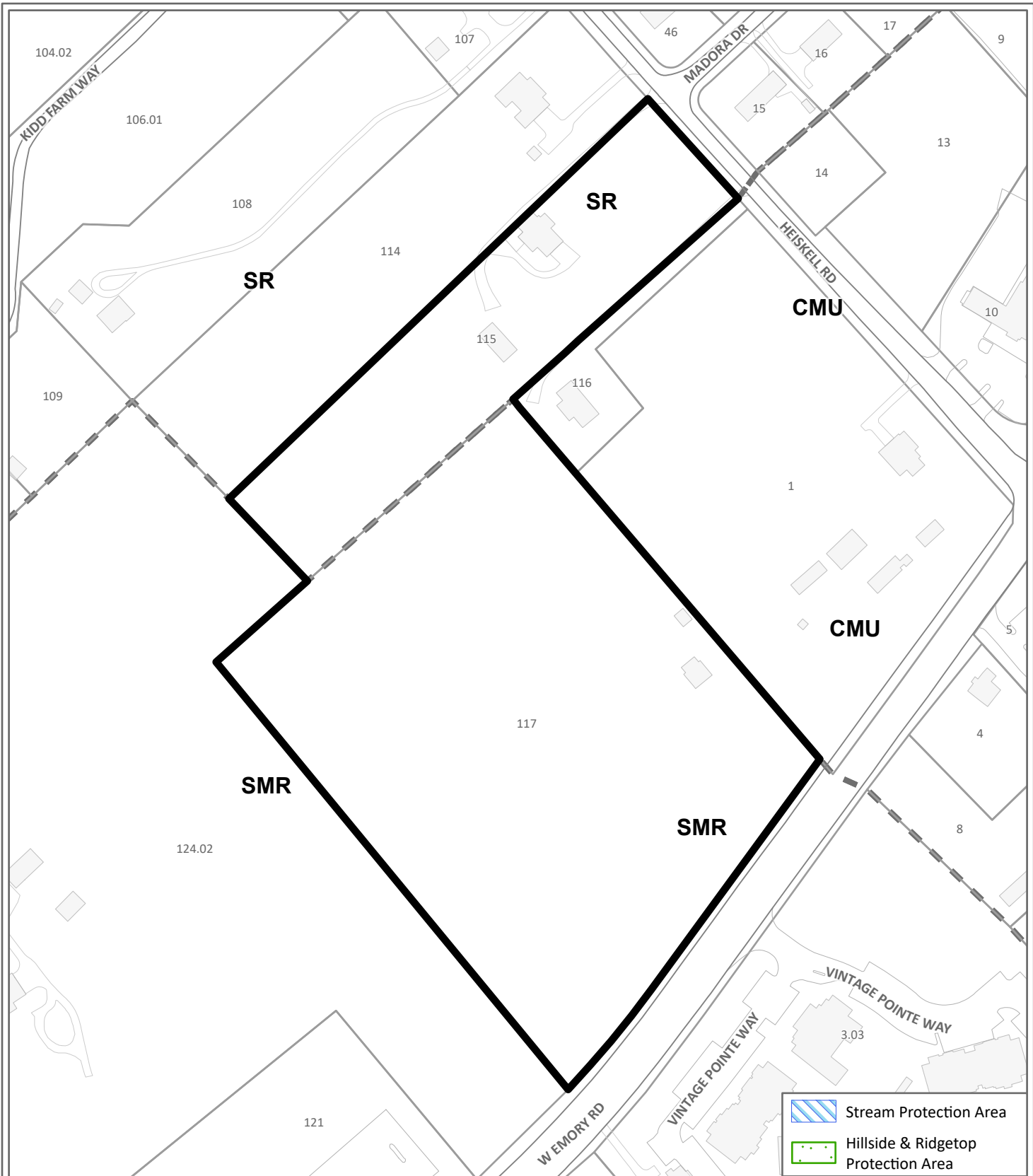
LAND USE PLAN, COMMUNITY FACILITIES PLAN, AND OTHERS.

1. The requested SC zone is partially related to the recommended CMU place type. Partially related zones require additional criteria to be met. The proposed rezoning meets the second criterion, as the SC zone is compatible with the neighboring commercial zoning.
2. The allowable uses and dimensional standards of the SC zone align with the CMU place type's recommended land use mix and building forms.
3. The proposed rezoning supports the Comprehensive Plan's Implementation Policy 3: Encourage infill and redevelopment of underutilized commercial land. The subject properties are large, grassy lots with direct access to arterial streets along the Emory Road commercial corridor.
4. The recommended condition to implement any roadway improvements to Heiskell Road identified in the traffic study, subject to review and approval by the Knox County Engineering & Public Works Department, is supported by Implementation Policy 9: Coordinate infrastructure improvements with development.
5. The subject property is within the Planned Growth Area of the Growth Policy Plan, which encourages a reasonably compact pattern of development and supports the expansion of the Knox County economy. The SC zone aligns with the intent of the Planned Growth Area.

ESTIMATED TRAFFIC IMPACT: Not required.

ESTIMATED STUDENT YIELD: Not applicable.

If approved, this item will be forwarded to Knox County Commission for action on 6/15/2026. 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.



**5-D-26-PA
COMPREHENSIVE LAND USE PLAN MAP**

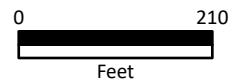
Petitioner: Mike Dedman

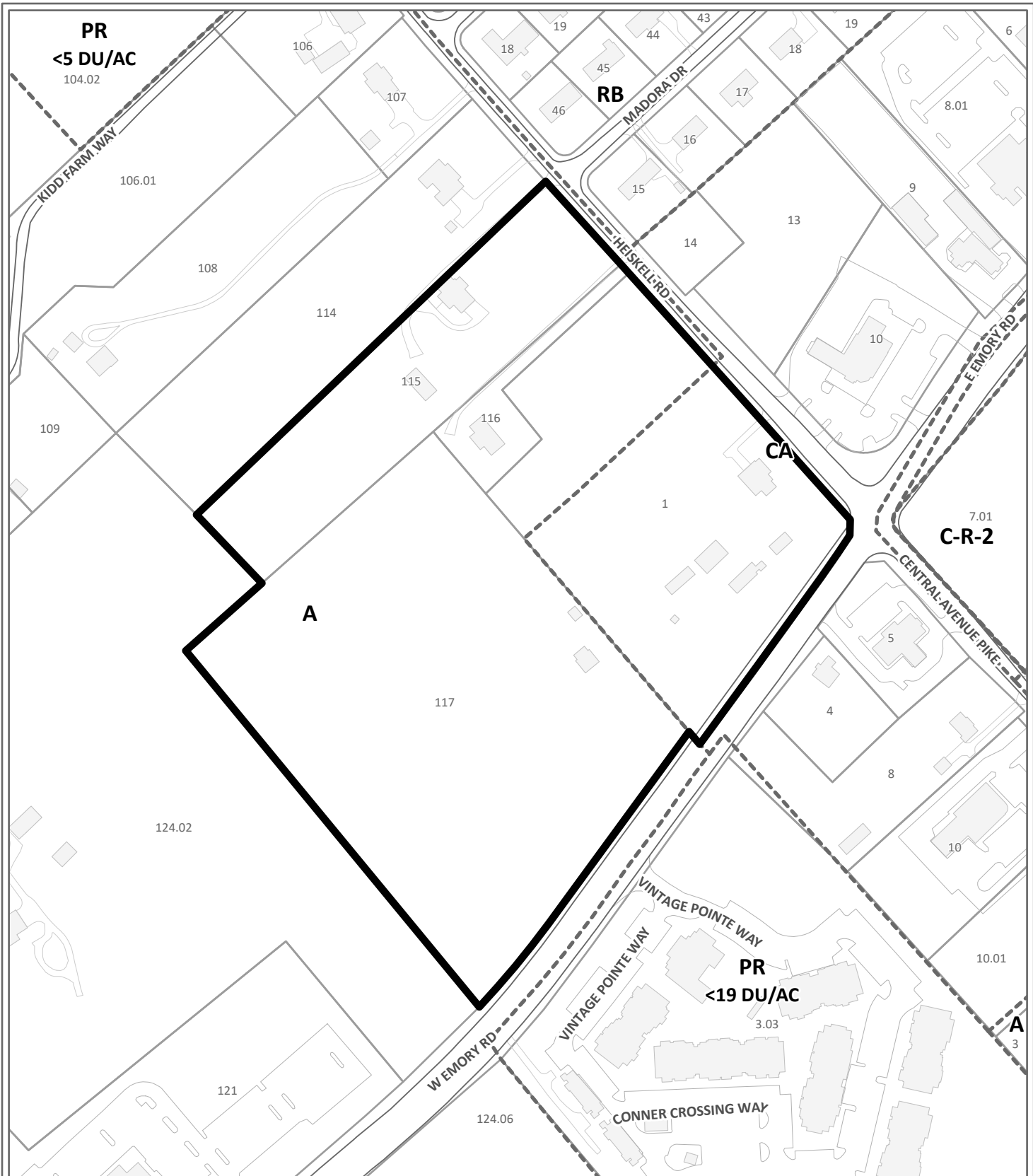


From: SMR (Suburban Mixed Residential), SR (Suburban Residential)
To: CMU (Corridor Mixed-use)

Map No: 56
Jurisdiction: County

Original Print Date: 4/16/2026
Knoxville - Knox County Planning Commission * City / County Building * Knoxville, TN 37902





REZONING

5-I-26-RZ

Petitioner: Mike Dedman



From: CA (General Business), A (Agricultural)

To: SC (Shopping Center)

Map No: 56

Jurisdiction: County

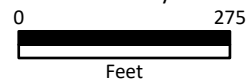
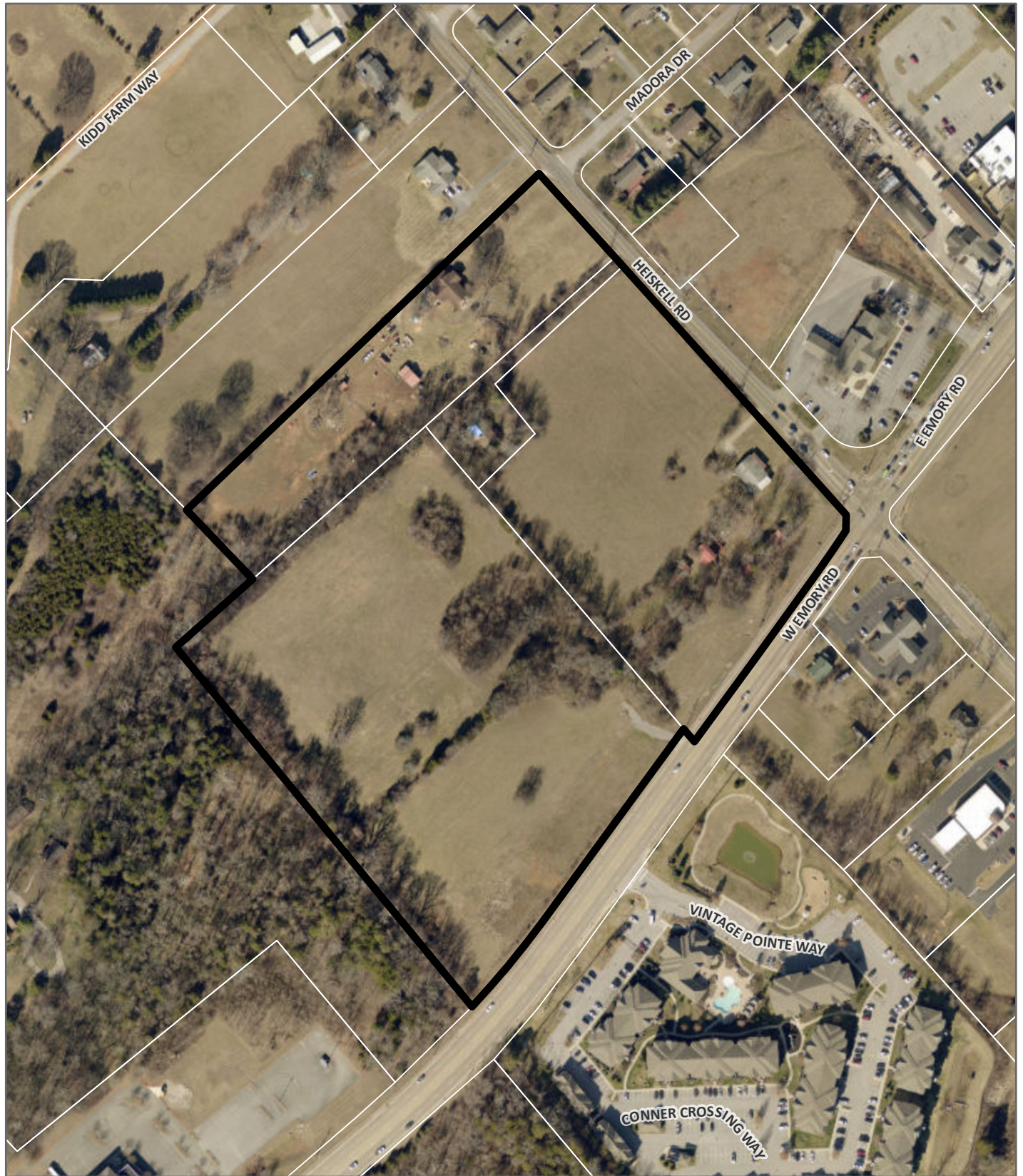


Exhibit A. Contextual Images



AERIAL MAP



Case boundary

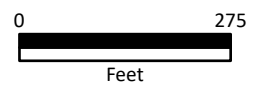
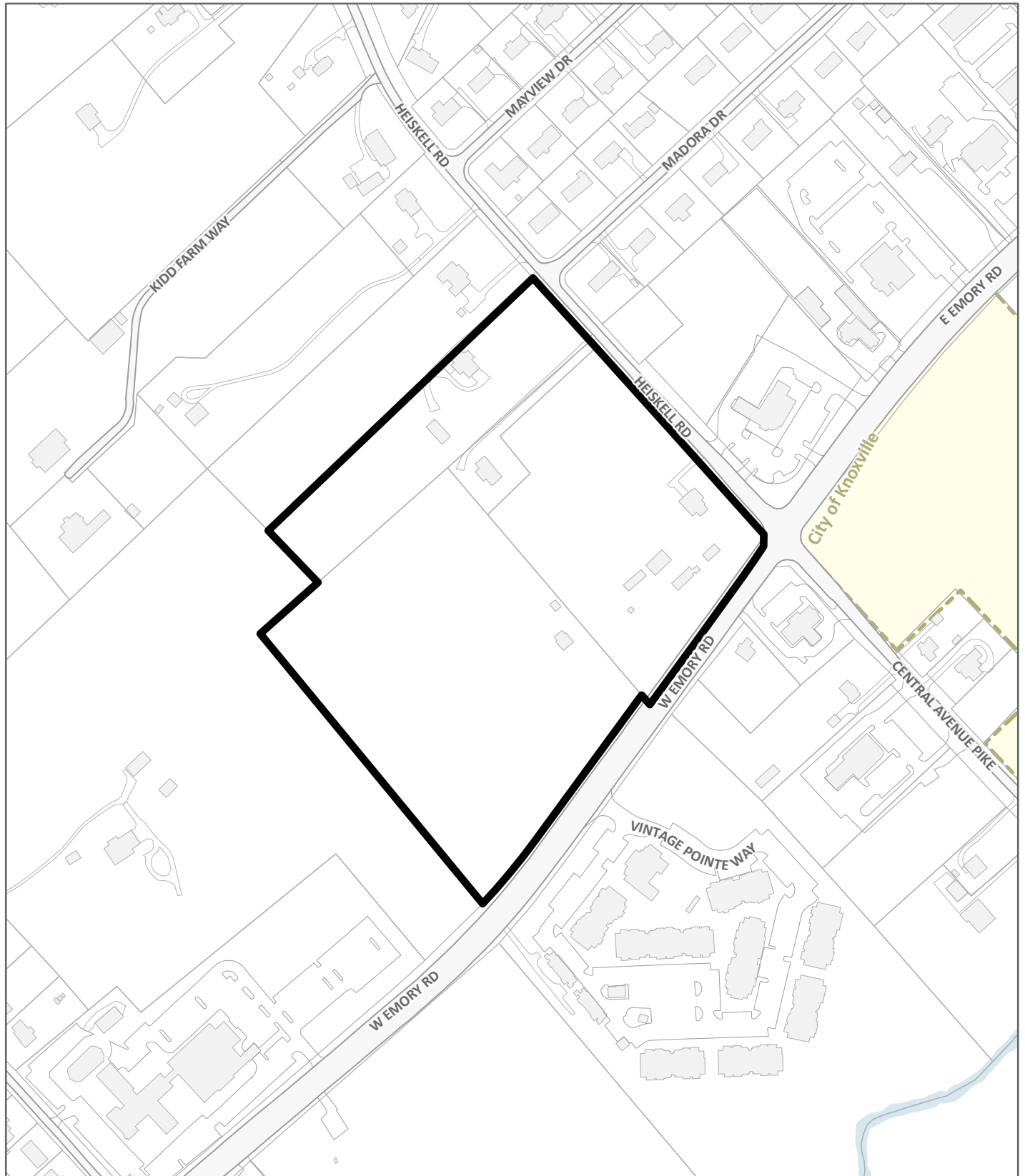


Exhibit A. Contextual Images

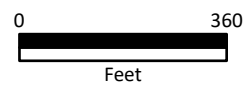


LOCATION MAP

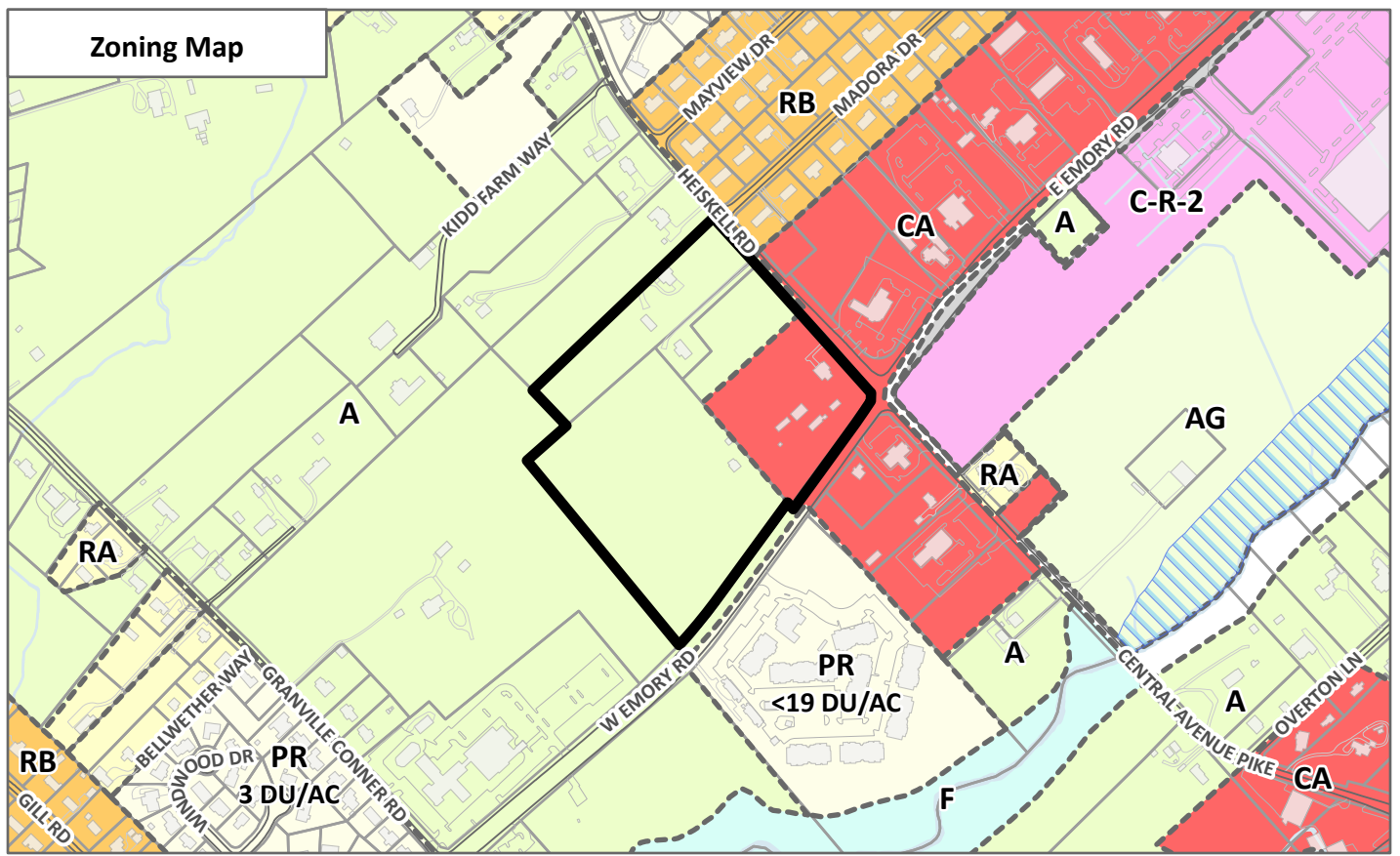
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Case boundary



Zoning Map



Comprehensive Plan Map

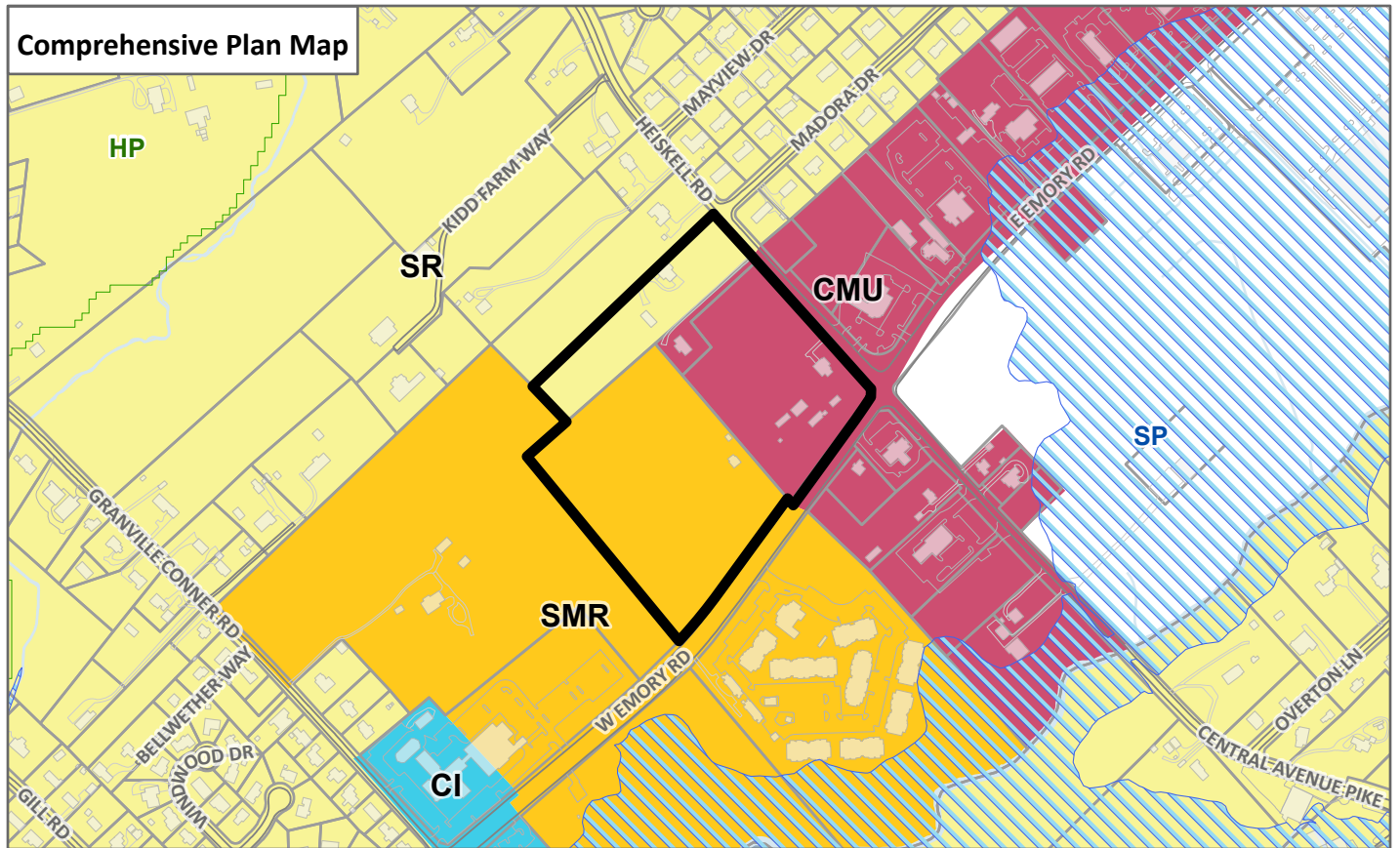
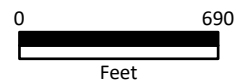


EXHIBIT A, CONTEXTUAL MAPS

5-I-26-RZ / 5-D-26-PA



Case boundary



Existing Land Use Map

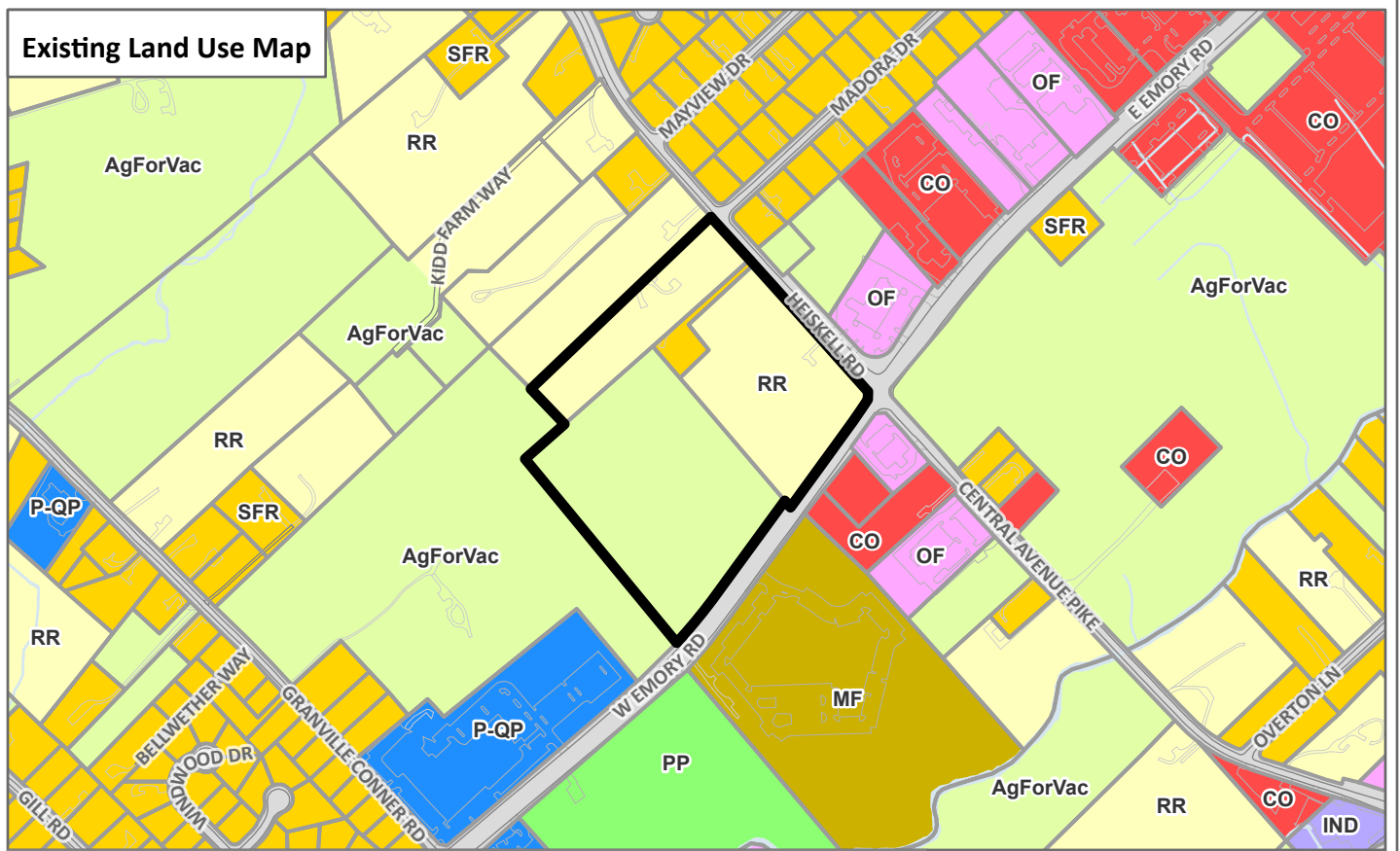
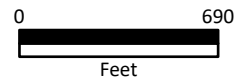


EXHIBIT A, CONTEXTUAL MAPS

5-I-26-RZ / 5-D-26-PA



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

2 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

New Data – New data regarding trends or projections, population, housing conditions, or traffic growth that warrant reconsideration of the Original Plan:

The Emory Road corridor southwest of I-75 continues to trend commercial with the recent additions of Culver’s and Pure Magic Carwash. TDOT’s website shows that the Average Annual Daily Traffic (AADT) for W Emory Road has increased from 16,665 in 2023 to 19,004 in 2025, an increase of 14%. As the first intersection southwest of I-75 down Emory, it makes sense that the intersection of Emory Road and Heiskell Road would be a major commercial hub to support the heavy residential growth to the north and west of this location.

Proposed Changes Support Plan – The proposed changes support the Policies and Actions, goals, objectives, and criteria of the Plan:

Commercial use appears to be the natural growth of the Emory Corridor southwest of I-75 and it appears that the existing comprehensive plan’s goal is for the intersection of Emory and Heiskell Road to be a commercial node to serve the residents of Powell and Knox County. We agree with the goals of the existing plan but feel the area designated at the intersection as CMU did not go far enough. We ask that the County expand on their original goal of the Comprehensive Plan for the area of land designated as CMU at the northwest quadrant of the intersection to make it more viable and flexible so that this vision can be more easily fulfilled.

See attached owner form

Property Owner Signature

Print Name

Date

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

FILE NUMBER

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.

4/31/26

5/15/26

Date to be Posted

Date to be Removed



Mike Dedman

3/25/26

Applicant Signature

Applicant Name

Date

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

Yes No

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