



# PLAN AMENDMENT/ REZONING REPORT

▶ **FILE #:** 5-L-26-RZ  
5-E-26-PA

**AGENDA ITEM #:** 36  
**AGENDA DATE:** 5/14/2026

▶ **APPLICANT:** PARKER FEAGINS  
**OWNER(S):** Tommy Gray

**TAX ID NUMBER:** 62 05402, 05405 (PARTIAL) [View map on KGIS](#)

**JURISDICTION:** Commission District 8

**STREET ADDRESS:** 7801 STRAWBERRY PLAINS PIKE (0 STRAWBERRY PLAINS PIKE)

▶ **LOCATION:** Northwest side of Strawberry Plains Pike, at the southern terminus of S Wooddale Rd

▶ **TRACT INFORMATION:** 2.6 acres.

**GROWTH POLICY PLAN:** Urban Growth Area (Outside City Limits)

**ACCESSIBILITY:** Access is via Strawberry Plains Pike, a minor arterial road with a pavement width which varies between 22.5 ft and 23.5 ft within a right-of-way which varies between 50 ft and 75.5 ft.

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

Sewer Source: Knoxville Utilities Board

**FIRE DISTRICT:** Rural Metro Fire

**WATERSHED:** Sinking Creek East

▶ **CURRENT PLAN AND ZONING DESIGNATION:** RC (Rural Conservation), SR (Suburban Residential), HP (Hillside Protection) / A (Agricultural)

▶ **REQUESTED PLAN AND ZONING DESIGNATION:** CMU (Corridor Mixed-use), HP (Hillside Protection) / CA (General Business)

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

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

**HISTORY OF REQUESTS:** A request to rezone a portion of the site from A (Agricultural) to CA (General Business) was withdrawn in 1990 (3-A-90-RZ)

**SURROUNDING LAND USE, PLAN DESIGNATION,** North: Agriculture/forestry/vacant land, single family residential - RC (Rural Conservation), HP (Hillside Protection) - A (Agricultural)

**ZONING** South: Agriculture/forestry/vacant land - SR (Suburban Residential)- A (Agricultural), CA (General Business)

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

West: Rural residential - SR (Suburban Residential), HP (Hillside Protection) - A (Agricultural)

NEIGHBORHOOD CONTEXT: This area is comprised of single family residential dwellings on small and large rural lots. A significant amount of land surrounding the subject site is forested and undeveloped. Carter Elementary School is approximately 1.3 miles to the east of the site.

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**STAFF RECOMMENDATION:**

- ▶ **Deny the CMU (Corridor Mixed-Use) plan amendment request for the portion of the property shown on the agenda map because the subject property does not meet the intent of the CMU place type. The (Hillside Protection Area) would be retained.**
  
- ▶ **Deny the CA (General Business) zone because it is not consistent with the Knox County Comprehensive Plan.**

**COMMENTS:**

This rezoning request includes the western portion of parcel 062 05405, and the front portion of parcel 062 05402 on the eastern side of S Wooddale Road, to the CA (General Business) zone, which requires a plan amendment from the SR (Suburban Residential) and RC (Rural Conservation) place types. The plan amendment request is for the CMU place type on the front portion of parcel 062 05402 and the entirety of parcel 062 05405. The remaining approximately 12.5 acres of parcel 062 05402 would retain the RC place type and HP (Hillside Protection Area) designation.

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 RC (Rural Conservation) place type is intended to conserve forested areas, ridges, wetlands, and other significant natural areas. In growth areas, corridors and pockets of rural conservation indicate places that may be subject to development similar to the adjacent place types, but where more compact and low-impact site design is expected. 0 Strawberry Plains Pike is a 13.88-acre parcel with steep slopes and mature forested growth, and the property at 7801 Strawberry Plains Pike has some slopes in the rear of the lots. As such, the RC place type designation is not the result of an error or omission in the Comprehensive Plan.
2. The property at 0 Strawberry Plains Pike is bifurcated by S Wooddale Road. There is a roughly 4,000 sq ft sliver of the parcel designated as SR (Suburban Residential) on the east side of S Wooddale Road that is part of a cohesive section of the SR place type on Strawberry Plains Pike and is not the result of an error in the 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. Commercial development in the surrounding area has largely been concentrated near the I-40 Strawberry Plains Pike interchange to the west and Asheville Highway to the east, except for one pickle-ball facility that opened roughly 360 ft west of the subject property in November 2024, and a small multi-tenant commercial building established in February 2025 on the portion of the subject property zoned CA (General Business).
2. Development trends along Strawberry Plains Pike outside of the commercial nodes have primarily been residential in nature, consisting of single-family, townhouse, and multi-family developments.
3. The increased residential development and minor increase in commercial development, though notable, do not necessarily warrant a plan amendment to the CMU (Corridor Mixed-Use) place type at this location. The CMU place type is described as areas appropriate for moderate-scale walkable mixed-use development occurring along major corridors. The subject property is removed from the nearby established nodes of commercial and office development and is located along a section of Strawberry Plains Pike that has a primarily residential character.

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

1. There has not been an introduction of new utilities or roads in this area that would make development more feasible.

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 specific to this request that warrants a land use amendment to the CMU place type.

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

1. The requested CMU place type is not consistent with the Comprehensive Plan's Implementation Policy 9.3: Focus growth in areas already served by adequate infrastructure. The subject property has direct access to Strawberry Plains Pike, a minor arterial intended to support a more intense development pattern. However, this section of Strawberry Plains Pike is a two-lane road with a residential development pattern that lacks pedestrian facilities. The CMU place type recommends development with a walkable setting, wide sidewalks, and connectivity to nearby neighborhoods. As such, the subject property does not meet the intent of the CMU place type.

OTHER CONSIDERATIONS:

1. The East County Community Plan identified Strawberry Plains Pike as a roadway suitable for a more intense development pattern. The subject property's location on Strawberry Plains Pike is within the development corridor buffer identified on the East Knox County Community Plan Area Map. The East County Community Plan encourages a transitional development pattern between rural areas and suburban development within development corridors, with neighborhood-scale mixed-use areas growing in tandem with infrastructure. However, as previously mentioned, this section of Strawberry Plains Pike is a two-lane road with a residential development pattern. There has not been an introduction of new utilities or roads in this area that would make commercial and mixed-use development more feasible at this location.

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 the early 1980s, the surrounding area has experienced a gradual transition away from A (Agricultural) zoning. Rezoning to commercial, industrial, and office zones have been concentrated near the Strawberry Plains Pike and I-40 interchange, while RA (Low-Density Residential) and PR (Planned Residential) with up to 5 to 8 du/ac rezonings have been focused to the northeast along Strawberry Plains Pike.
2. There has been a significant increase in residential development in the area since 2021. The Hunters Woods 39-lot single-family subdivision and the Universal at Strawberry Plains, a 349-unit housing development featuring apartment and townhouse dwellings, are both under construction approximately 0.25 miles west of the subject property.
3. Nonresidential development has included a mix of service-oriented establishments, trucking and warehousing, lodging establishments, and medical and dental clinics, primarily concentrated near existing commercial nodes. A new indoor pickleball facility was opened across the street from the subject property in November 2024, and a small multi-tenant commercial building was constructed on the portion of the subject property already zoned CA (General Business).

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

1. The CA zone is intended for general retail business and services.
2. 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 CA zone would be compatible with the node of CA zoning at the intersection of Strawberry Plains Pike and S Wooddale 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 proposed rezoning is not anticipated to negatively impact the surrounding area.

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.

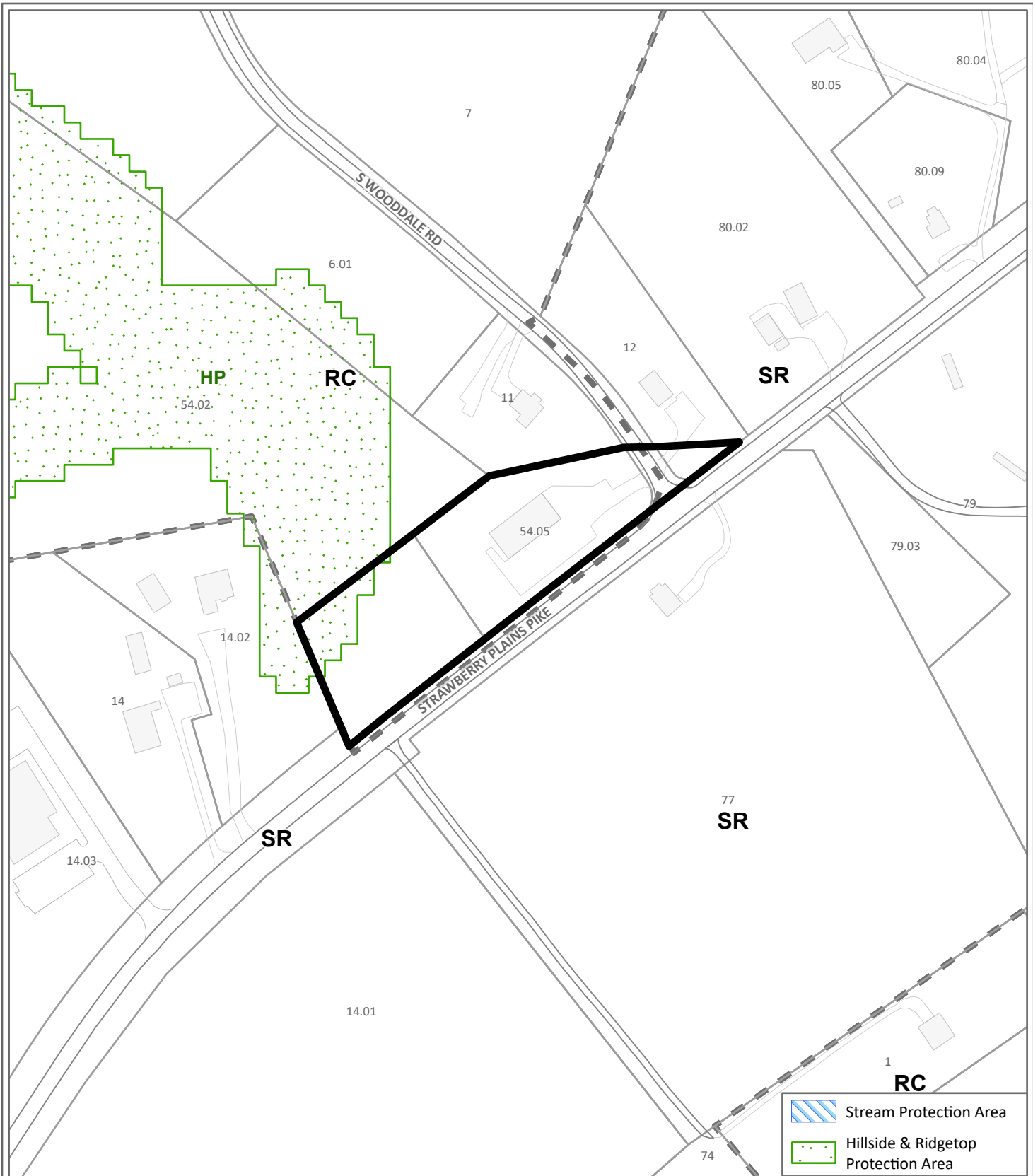
1. The East County Community Plan identified Strawberry Plains Pike as a roadway suitable for a more intense development pattern. The subject property's location on Strawberry Plains Pike is within the development corridor buffer identified on the East Knox County Community Plan Area Map.
2. The requested CA zone is not permitted in the RC (Rural Conservation) and SR (Suburban Residential) place types, and a plan amendment is not recommended to accommodate this request.
3. The subject property is within the Urban Growth Boundary of the Growth Policy Plan, which encourages a reasonably compact pattern of development and promotes the expansion of the Knox County economy. The proposed rezoning does not conflict with the intent of the Urban Growth Boundary.

ESTIMATED TRAFFIC IMPACT: Not required.

ESTIMATED STUDENT YIELD: Not applicable.

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

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-E-26-PA  
COMPREHENSIVE LAND USE PLAN MAP**

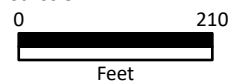
**Petitioner:** Parker Feagins

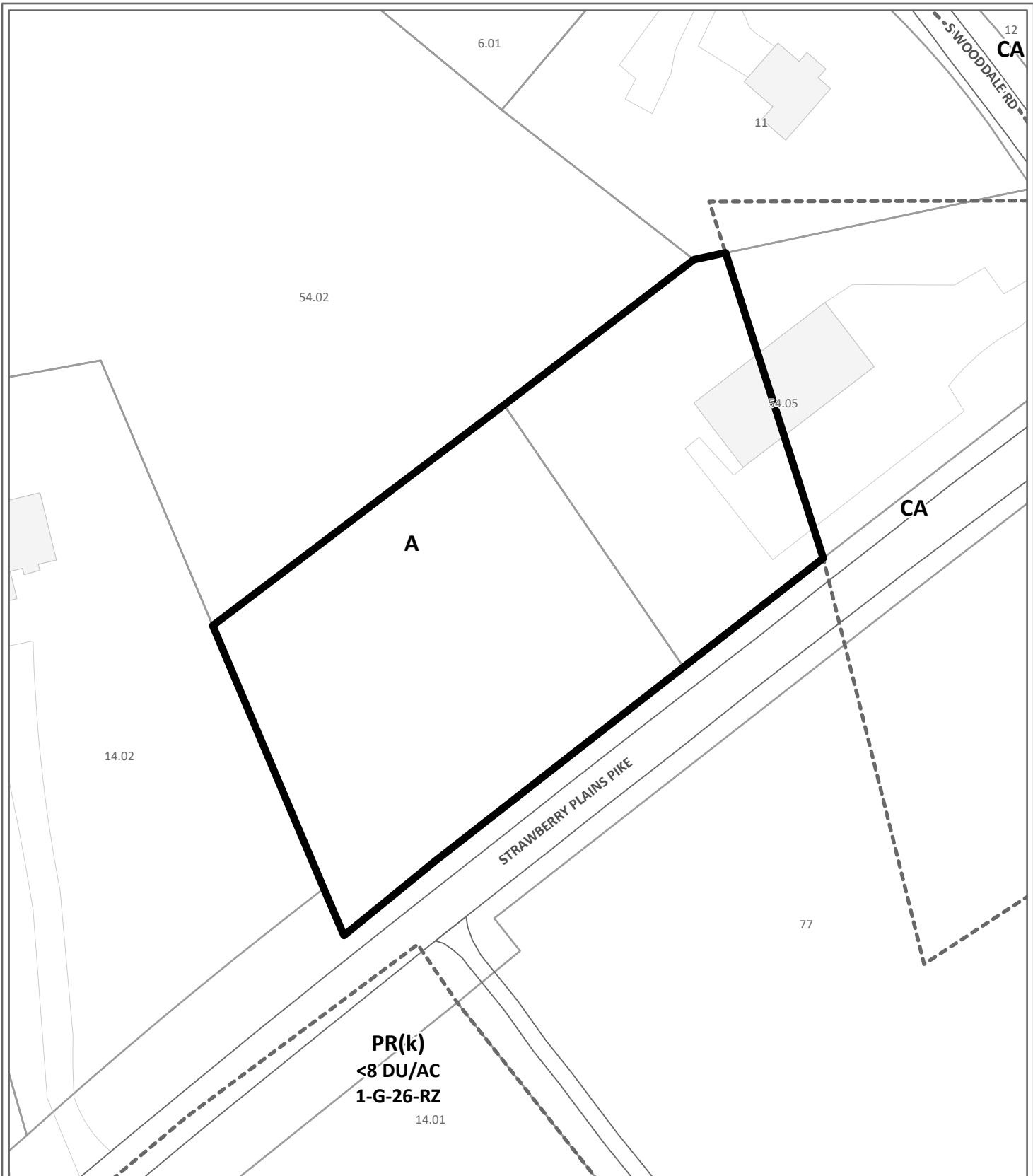


**From:** RC (Rural Conservation), HP (Hillside Protection)  
**To:** CMU (Corridor Mixed-use), HP (Hillside Protection)

**Map No:** 62  
**Jurisdiction:** County

**Original Print Date:** 4/14/2026  
Knoxville - Knox County Planning Commission \* City / County Building \* Knoxville, TN 37902





**REZONING**

**5-L-26-RZ**

**Petitioner:** Parker Feagins

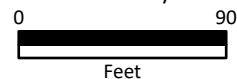


**From:** A (Agricultural)

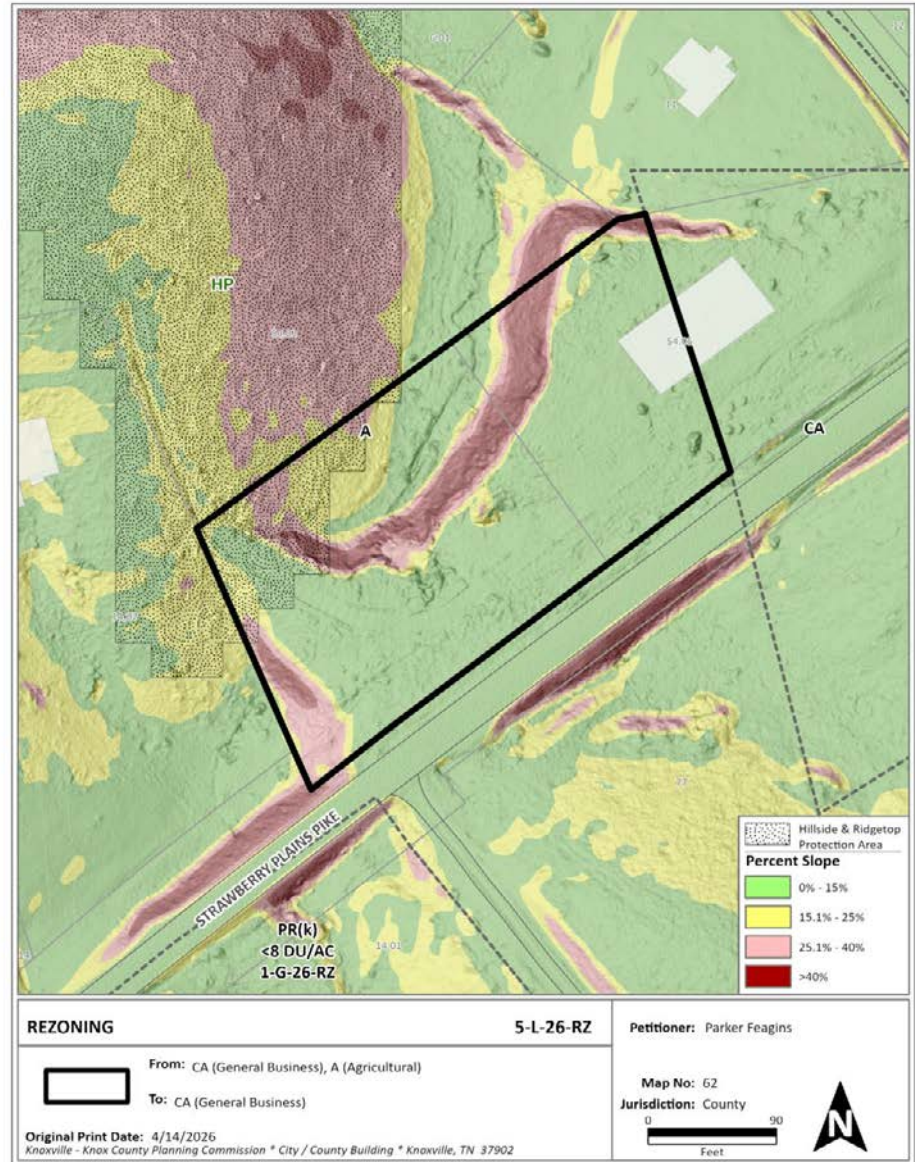
**To:** CA (General Business)

**Map No:** 62

**Jurisdiction:** County



CATEGORY	ACRES	RECOMMENDED DISTURBANCE BUDGET (Percent)	DISTURBANCE AREA (Acres)
<b>Total Area of Site</b>	<b>1.72</b>		
Non-Hillside	1.52	N/A	
0-15% Slope	0.05	100%	0.05
15-25% Slope	0.10	50%	0.05
25-40% Slope	0.04	20%	0.01
Greater than 40% Slope	0.01	10%	0.00
Ridgetops			
<b>Hillside Protection (HP) Area</b>	0.20	Recommended disturbance budget within HP Area (acres)	<b>0.11</b>
		Percent of HP Area	<b>52.3%</b>



**REZONING**

**5-L-26-RZ**

**Petitioner:** Parker Feagins



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

**To:** CA (General Business)

**Map No:** 62

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**Original Print Date:** 4/14/2026

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

# Exhibit A. Contextual Images



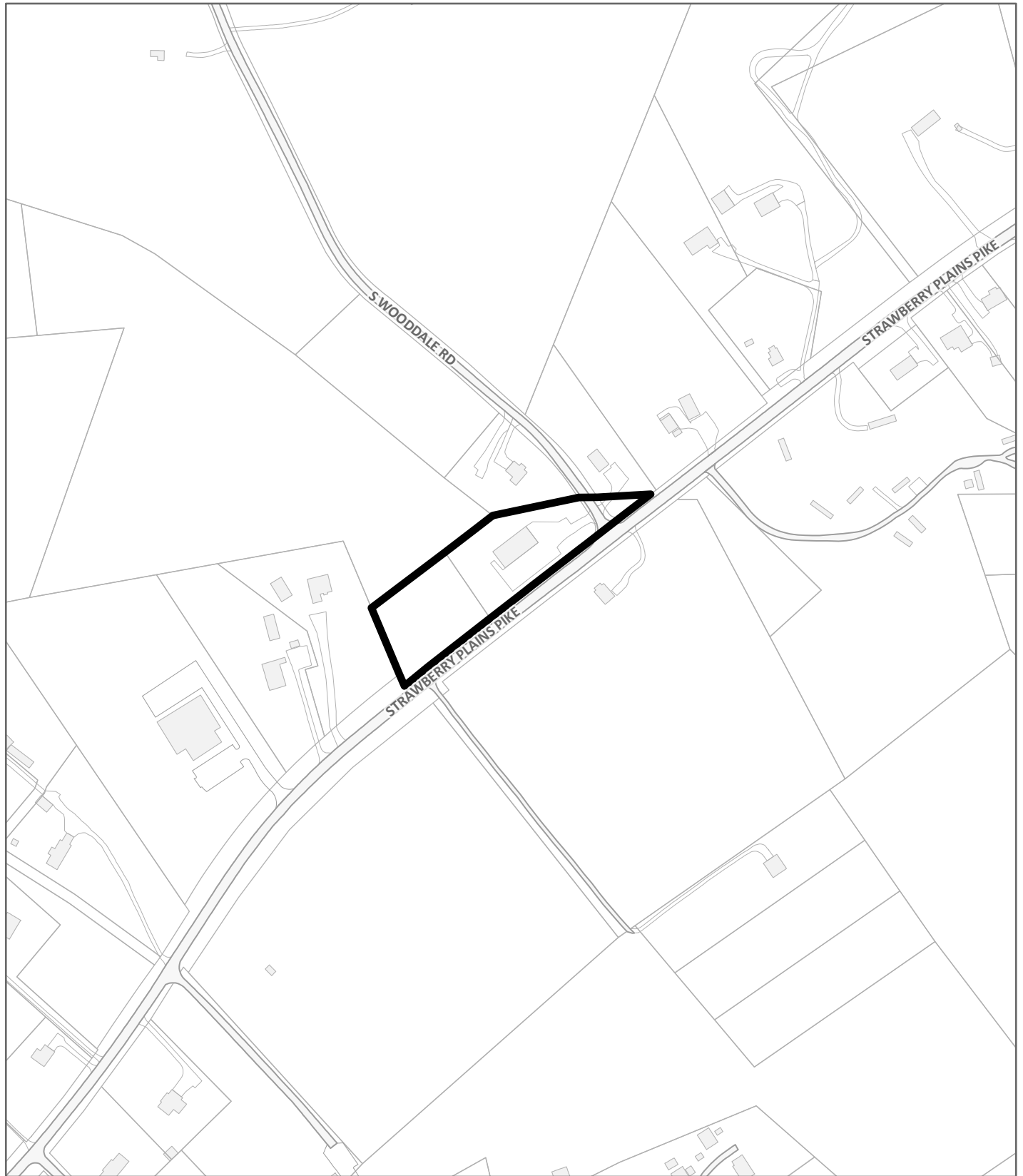
## AERIAL MAP



Case boundary



# Exhibit A. Contextual Images

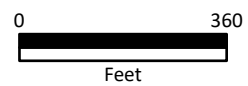


## LOCATION MAP

5-E-26-PA / 5-L-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**

**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**

Proposal to change street front portion of parcel #06205402 from RC to CMU + 06205405 to CMU

**1. Significant Changes in Conditions**  
 Since the original Plan was adopted, the area within a 0.25-mile radius has transitioned from low-intensity use to a high-density residential and commercial hub.  
 Universal at Strawberry Plains: Construction is underway for a 348-unit apartment and townhome development directly across from Aubreys. This creates an immediate, massive demand for local home services and maintenance.  
 Big Orange Pickleball: The recent opening of this 7-acre, climate-controlled commercial recreation facility at 7729 Strawberry Plains Pike marks a shift toward high-traffic, destination-oriented land use.

**2. New Data and Trends**  
 Current market trends show the 37924 zip code as one of Knoxville's fastest-growing sectors. The influx of hundreds of new households necessitates local access to essential services. Transitioning this parcel to Corridor Mixed Use allows a local small business to expand its pool retail and construction operations, providing necessary services to the new residential population while keeping overhead and consumer costs low.

**3. Alignment with Comprehensive Plan Goals**  
 The proposed CMU designation supports the County's goal of concentrating development along arterial corridors. By allowing a local service-based business to grow on-site, the City reduces "leapfrog" development and supports the "live-work-play" model by placing professional services within walking or short-driving distance of a major new residential center.

  
 Property Owner Signature

Tommy GRAY  
 Print Name

3/23/26  
 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.*

05/02/2026

05/15/2026

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

Applicant Signature

Applicant Name

Date



Parker Feagins

3/27/26