PLAN AMENDMENT/ REZONING REPORT

FILE #:	**11-M-26-RZ**	**AGENDA ITEM #:**	**34**
	11-C-26-PA	**AGENDA DATE:**	**11/12/2026**
APPLICANT:	**WILLIAM COLE SMITH**		
OWNER(S):	James I. Smith, PE Ardurra		
TAX ID NUMBER:	61 057	**View map on KGIS**	
JURISDICTION:	Commission District 8		
STREET ADDRESS:	616 N WOODDALE RD		
LOCATION:	**Northeast side of N Wooddale Rd, north of N Ruggles Ferry Pk**		
TRACT INFORMATION:	**23.09 acres.**		
GROWTH POLICY PLAN:	Planned Growth Area		
ACCESSIBILITY:	Access is via N Wooddale Road, an unstriped local street with 15-17 ft of pavement width within a right-of-way width that varies from 42-46 ft.		
UTILITIES:	Water Source: Knoxville Utilities Board		
	Sewer Source: Septic		
FIRE DISTRICT:	Rural Metro Fire		
WATERSHED:	Sinking Creek East		
CURRENT PLAN AND ZONING DESIGNATION:	**SR (Suburban Residential), HP (Hillside Protection) / PR(k) (Planned Residential, with conditions) up to 3 du/ac**		
REQUESTED PLAN AND ZONING DESIGNATION:	**RL (Rural Living), HP (Hillside Protection) / A (Agricultural)**		
EXISTING LAND USE:	**Agriculture/Forestry/Vacant Land**		
EXTENSION OF PLAN AND ZONING DESIGNATION:	Yes, it is an extension of the zoning and the plan designation.		
HISTORY OF REQUESTS:	In 2024 the property was rezoned from A (Agricultural) to PR(k) (Planned Residential, with conditions) up to 3 du/ac (3-D-24-RZ).		
SURROUNDING LAND USE, PLAN DESIGNATION, ZONING	North: Agriculture/forestry/vacant land - RL (Rural Living), HP (Hillside Protection) - A (Agricultural)		
	South: Single family residential - SR (Suburban Residential), RL (Rural Living) - A (Agricultural)		
	East: Public/quasi public land (cemetery) - RL (Rural Living) - A (Agricultural)		
	West: Single family residential, rural residential - SR (Suburban Residential), HP (Hillside Protection) - A (Agricultural)		
NEIGHBORHOOD CONTEXT:	The subject property is in a hilly, wooded area characterized by agricultural uses and single family houses on a range of lot sizes that is bounded by the		

Holston River to the north and the Asheville Highway commercial corridor to the south.

STAFF RECOMMENDATION:

- **Approve the RL (Rural Living) place type due to an omission in the Knox County Comprehensive Plan and because it is consistent with the recommendations of the East County Community Plan and Knox County Comprehensive Plan.**

- **Approve the A (Agricultural) zone because it is supported by adopted plans and compatible with surrounding development.**

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 property has a split plan designation with approximately 6.72 acres at the southeast corner being designated the RL (Rural Living) place type, and the remainder of the parcel designated as the SR (Suburban Residential) place type. The property was rezoned in 2024 immediately prior to the adoption of the Comprehensive Plan with the condition that "The rear of the parcel with slopes of 25% or greater at approximately beyond the 960-contour line shall be left undisturbed." However, the section of the parcel protected by the zoning condition is within the SR designation, so the split designation was not intended to reflect this condition. The current zoning does not comply with the existing RL place type on the parcel.
2. The existing SR place type is intended for areas with primarily single-family residential development with lot sizes generally less than one acre. This reflects the longstanding residential uses on the property and its PR(k) (Planned Residential, with conditions) up to 3 dwelling units per acre zoning, but it does not account for the continued agricultural uses and presence of livestock on the property or the environmental constraints.
3. The requested RL place type is intended for areas primarily made up of single-family residential development within a rural setting. These areas may include agriculture, open space, and some limited commercial uses that support agricultural and civic uses. Aside from the subject property, this section of N Wooddale Road exclusively features properties with A (Agricultural) zoning on a range of lot sizes, with some large agricultural tracts under legacy I (Industrial) zoning 0.4 miles to the north. Many of these tracts are large, forested, hilly, and currently under agricultural use. Additionally, this property is in a designated rural area in the East County Community Plan where the preferred development pattern is "mostly farms and large residential parcels along country roads. These are lower density neighborhoods with some limited commercial activities (such as a corner grocery store, auto repair shop, or dry cleaner);" this is consistent with the intent of the RL place type. The plan amendment is appropriate to consider here due to an omission in the Comprehensive Plan regarding the split plan designation, the property's agricultural use, the surrounding rural development pattern, the recommendations of the East County Community Plan, and the substandard access where two-way traffic is difficult, which is more consistent of the rural setting where the RL place type is appropriate than the current SR designation.

IF THERE ARE NO ERRORS OR OMMISSIONS, TWO OF THE FOLLOWING CRITIERIA MUST BE MET:

CHANGES OF CONDITIONS (SUCH AS SURROUNDING LAND USES, ZONING, UNCONTROLLED NATURAL FORCES/DISASTERS, ETC.):
1. There are no changing conditions since the adoption of the Comprehensive Plan that support a plan amendment on this property. However, there was a downzoning from I to A in 2021 on 123.3 acres that abut the property to the north (11-B-21-RZ).

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 are no relevant improvements that support a plan amendment.

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 or the surrounding area that warrants a plan amendment.

THE PROPOSED CHANGES SUPPORT THE POLICIES AND ACTIONS, GOALS, OBJECTIVES, AND CRITERIA OF THE PLAN:
1. The subject property is predominantly forested, with the exception of a TVA easement. It features natural springs and includes 4.39 acres of the 16.46 acres within the HP (Hillside Protection) area (Exhibit B) in the plan amendment. The requested amendment would support Implementation Policy 7, to encourage development practices that conserve and connect natural features and habitat.
2. The RL place type would be an extension of the existing designation on part of the parcel and from the abutting properties to the north and east, and it would support the preferred development pattern for this area from the East County Community Plan. This is consistent with Implementation Policy 2, to ensure that development is sensitive to existing community character.

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. The subject property was rezoned from A to PR(k) up to 3 du/ac immediately prior to the adoption of the Knox County Comprehensive Plan in April 2024 under the East County Sector Plan, which allowed consideration of up to 5 du/ac in the County's Planned Growth Areas. Its current zoning does not comply with the existing RL place type on 6.72 acres of the property, which allows a maximum density of 2 du/ac.
2. The 2017 East County Community Plan designates this area as rural, which are "areas appropriate for low density residential development, and open space and agriculture land uses. The recommended pattern preserves the rural look and feel." The application of the RL, RA (Rural Agriculture), and RC (Rural Conservation) place type in the surrounding area reflects community feedback from the East County Community Plan and the Comprehensive Plan to preserve the rural character of the area and reduce residential density.
3. There have been downzonings of large parcels in the surrounding area since 2020. These include the rezoning of 33.8 acres to the west of the subject property from RA (Low Density Residential) to A (11-B-21-RZ, 1-D-22-RZ) and that of 123.3 acres that abut the property to the north from I to A (11-D-21-RZ).

THE PROPOSED AMENDMENT SHALL BE CONSISTENT WITH THE INTENT AND PURPOSES OF THE APPLICABLE ZONING ORDINANCE.
1. The A zone provides for a wide range of agricultural and related uses as well as residential uses with low population densities and other compatible uses which generally require large areas or open spaces. The subject property currently features three dwellings and agricultural uses and is forested with mature trees. The property's size and residential and agricultural uses are consistent with the intent of the A zone.
2. Rezonings 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 property is surrounded by A zoning.

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 would be an extension of the A zoning that abuts all sides of the property. As such, negative impacts on surrounding properties are not anticipated. The more intensive uses in the A zone require a public process with use on review approval from the Planning Commission.
2. N Wooddale Road is a substandard, dead-end street with a narrow pavement width that makes two-way traffic difficult. However, the proposed rezoning would reduce the density and thus minimize traffic impacts on the road. The subject property is near the intersection with N Ruggles Ferry Pike, a major collector, so traffic would not be routed through side streets.

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. The A zone is directly related to the recommended plan amendment to the RL place type, and its current zoning is not supported by the existing partial RL place type designation.
2. The proposed downzoning supports the Comprehensive Plan's Implementation Policy 9.3, to focus growth

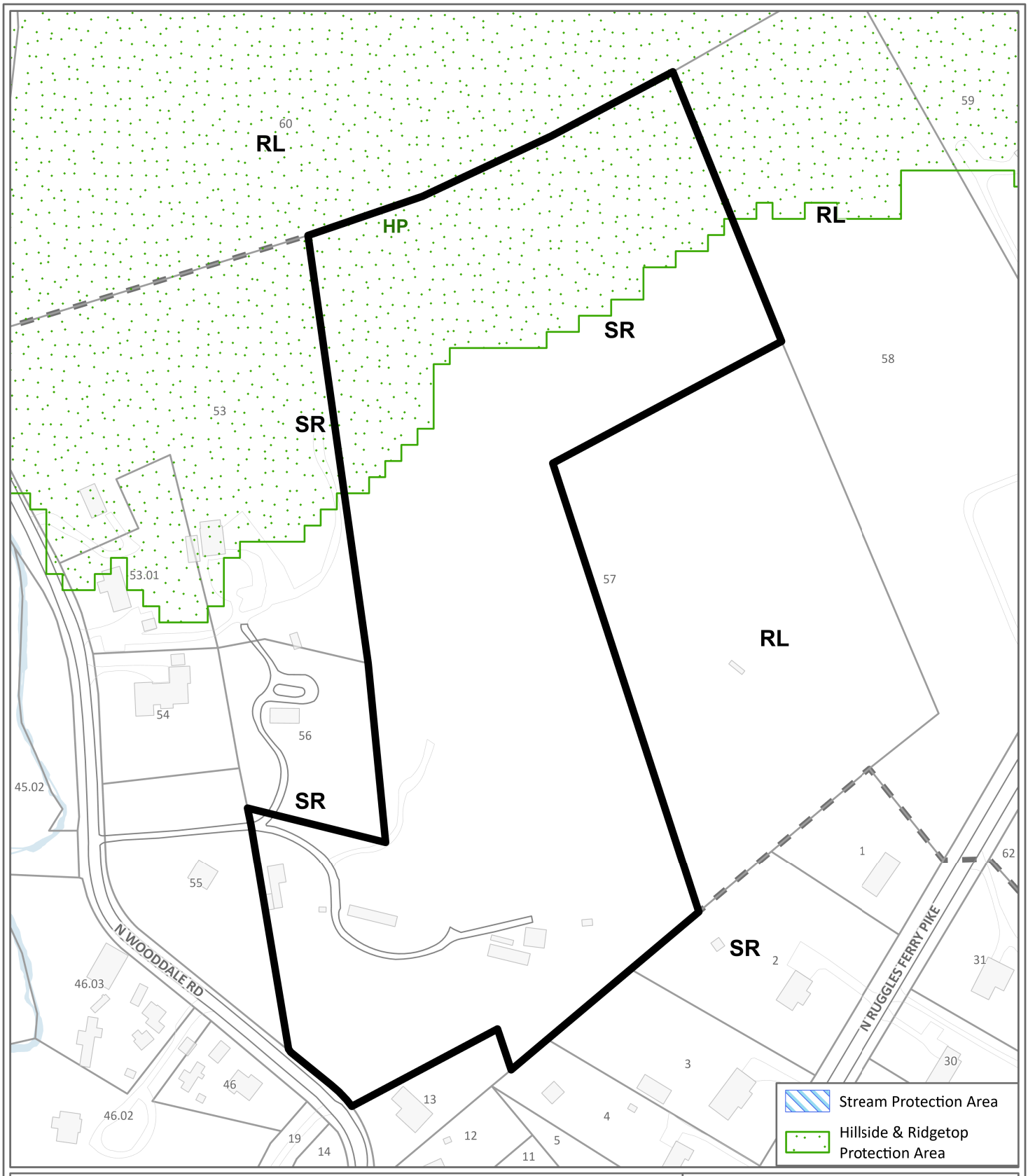
in areas already served by adequate infrastructure, as improvements to N Wooddale Road would be required by Knox County Engineering and Public Works to support the property's development under its current zoning, while access is sufficient for the reduced density of the A zone. It also supports Implementation Policies 2, to ensure that development is sensitive to existing community character, and 7, to encourage development practices that conserve and connect natural features and habitat. The A zone aligns with the property's rural setting and surrounding A zoning, and it encourages the preservation of its mature forest, natural springs, and hillsides.
3. The East County Community Plan designates the property as a rural area where the preferred development pattern is "Mostly farms and large residential parcels along country roads…lower density neighborhoods with some limited commercial activities." This is consistent with the permitted uses and large lot size of the A zone.
4. The subject property is within the Planned Growth Area of the Growth Policy Plan, which encourages a reasonably compact development pattern and promotes the expansion of the Knoxville-Knox County economy. The proposed rezoning does not conflict with these goals.

ESTIMATED TRAFFIC IMPACT: Not required.

ESTIMATED STUDENT YIELD: Not applicable.

Schools affected by this proposal: Sunnyview Pr/Chilhowee Int, Carter Middle, and Carter High.

If approved, this item will be forwarded to Knox County Commission for action on 12/14/2026. 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.



11-C-26-PA
COMPREHENSIVE LAND USE PLAN MAP

Petitioner: William Cole Smith

From: SR (Suburban Residential), HP (Hillside Protection)

To: RL (Rural Living), HP (Hillside Protection)

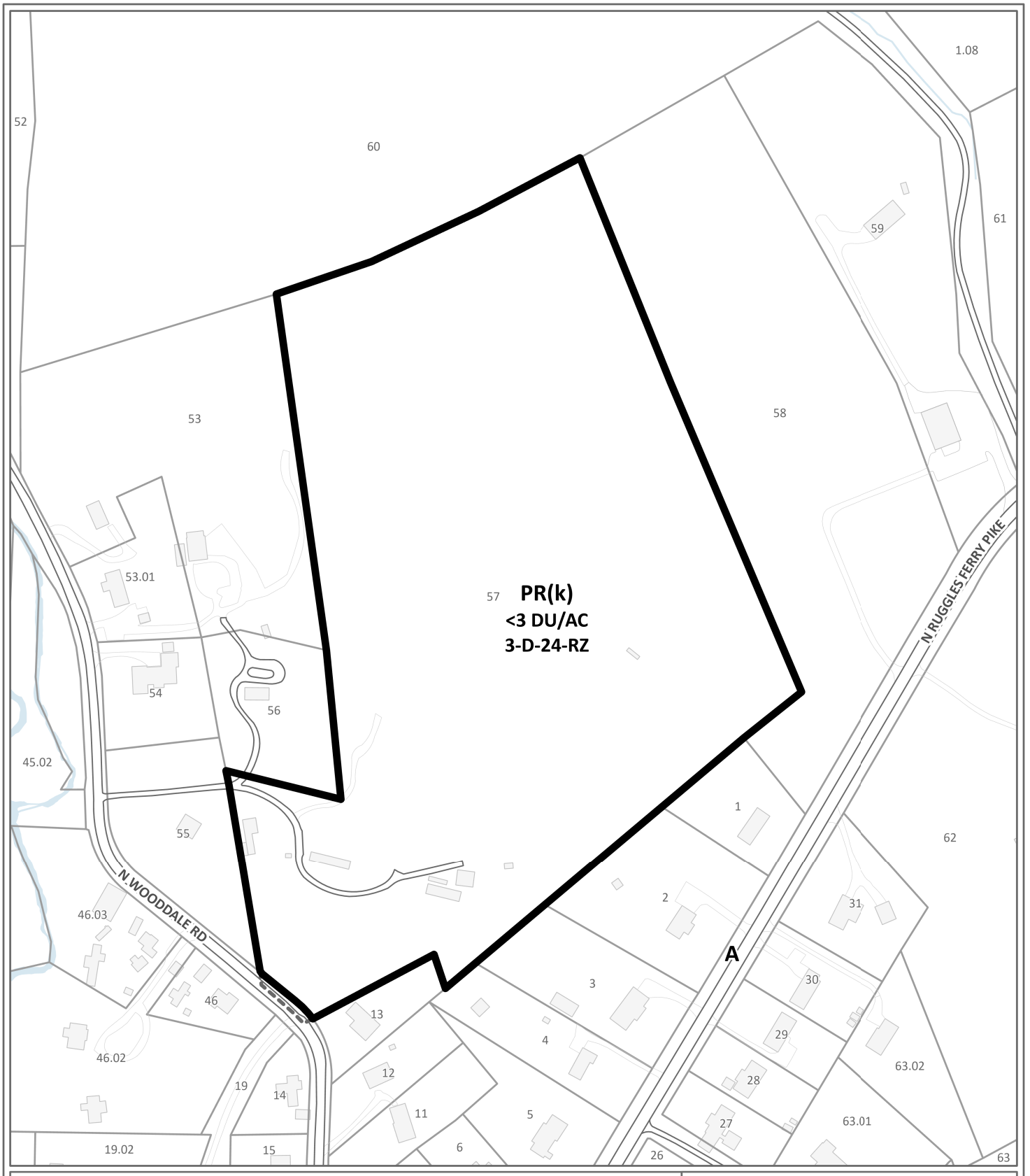
Map No: 61
Jurisdiction: County

0 210
Feet

N

Original Print Date: 10/6/2026

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



REZONING **11-M-26-RZ**

Petitioner: William Cole Smith

From: PR(k) (Planned Residential, with conditions) up to 3 du/ac

To: A (Agricultural)

Map No: 61

Jurisdiction: County

0 275

Feet

N

Original Print Date: 10/9/2026

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

Exhibit A. Contextual Images



AERIAL MAP

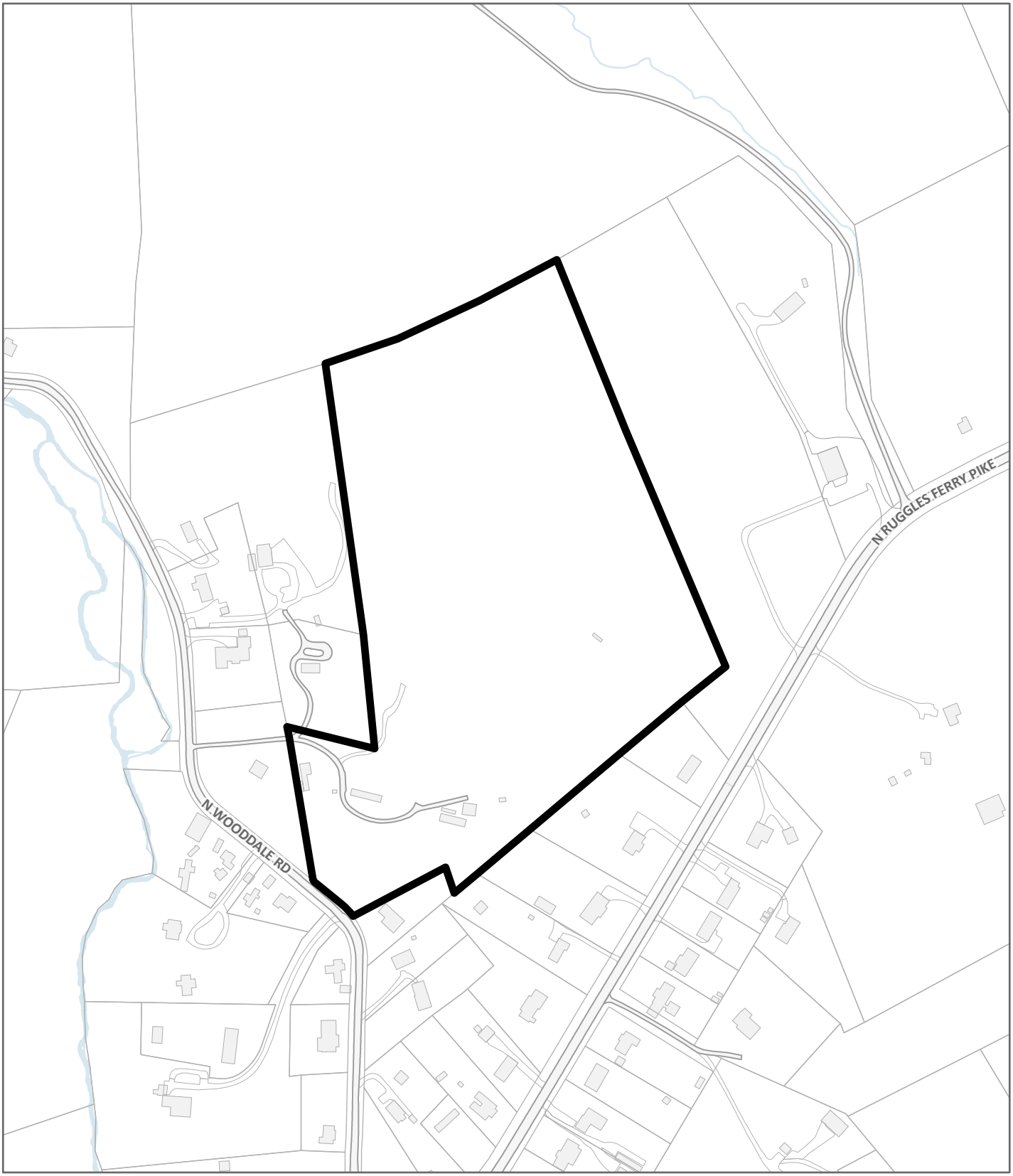
Case boundary

0 275

Feet

N

Exhibit A. Contextual Images



LOCATION MAP **11-C-26-PA / 11-M-26-RZ**

Case boundary

0 360

Feet

N

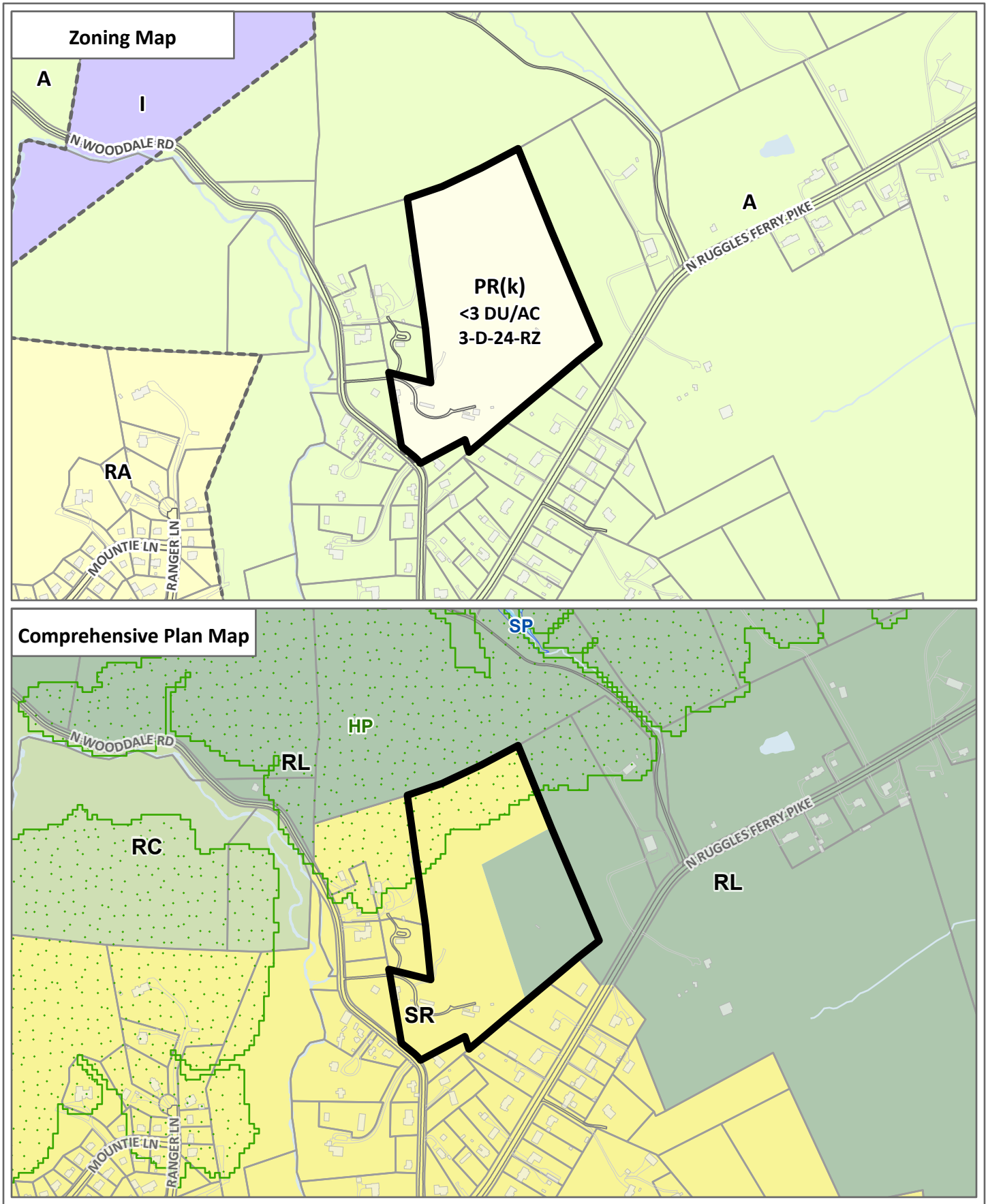


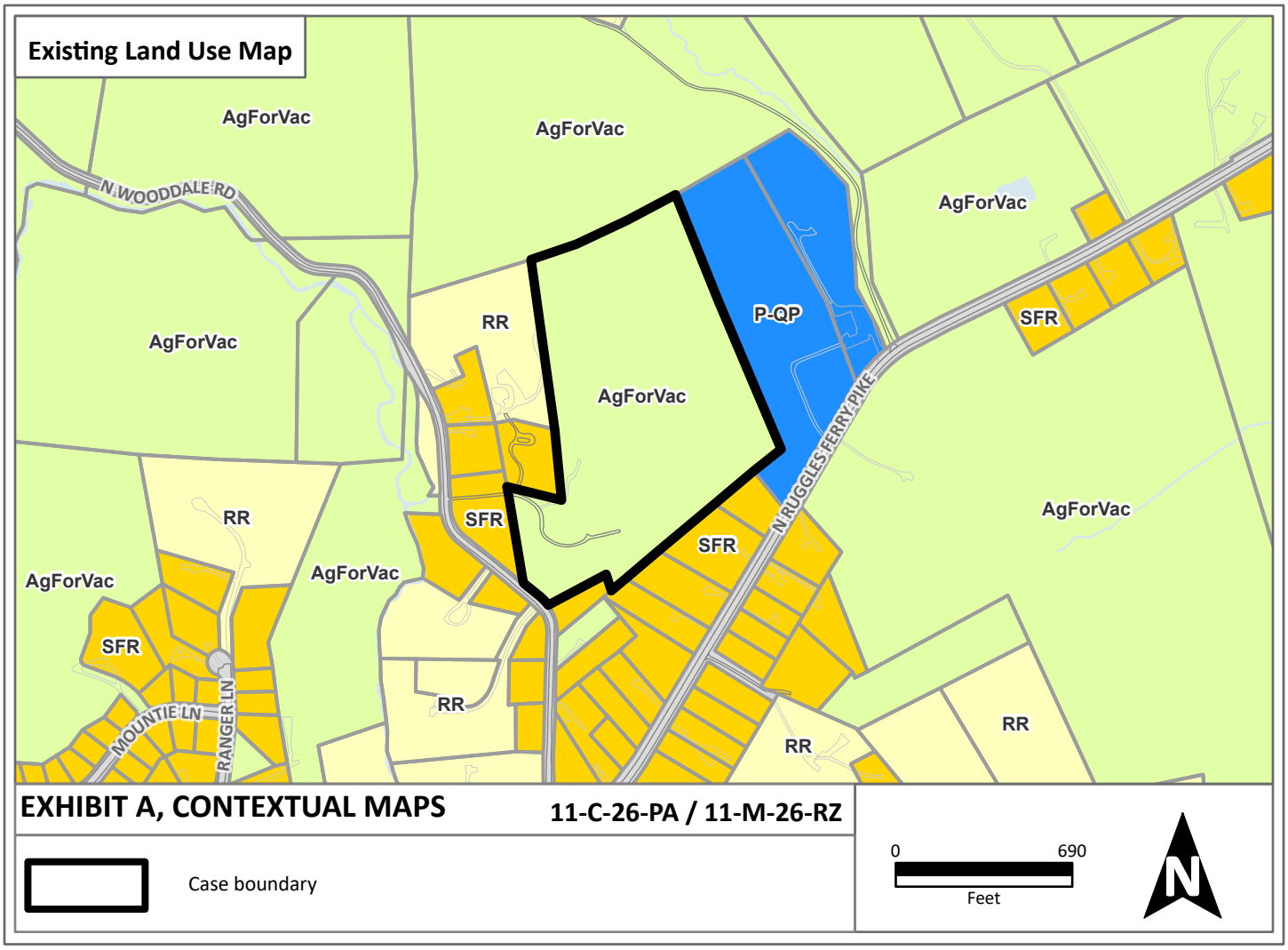
EXHIBIT A, CONTEXTUAL MAPS 11-C-26-PA / 11-M-26-RZ

Case boundary

0 690

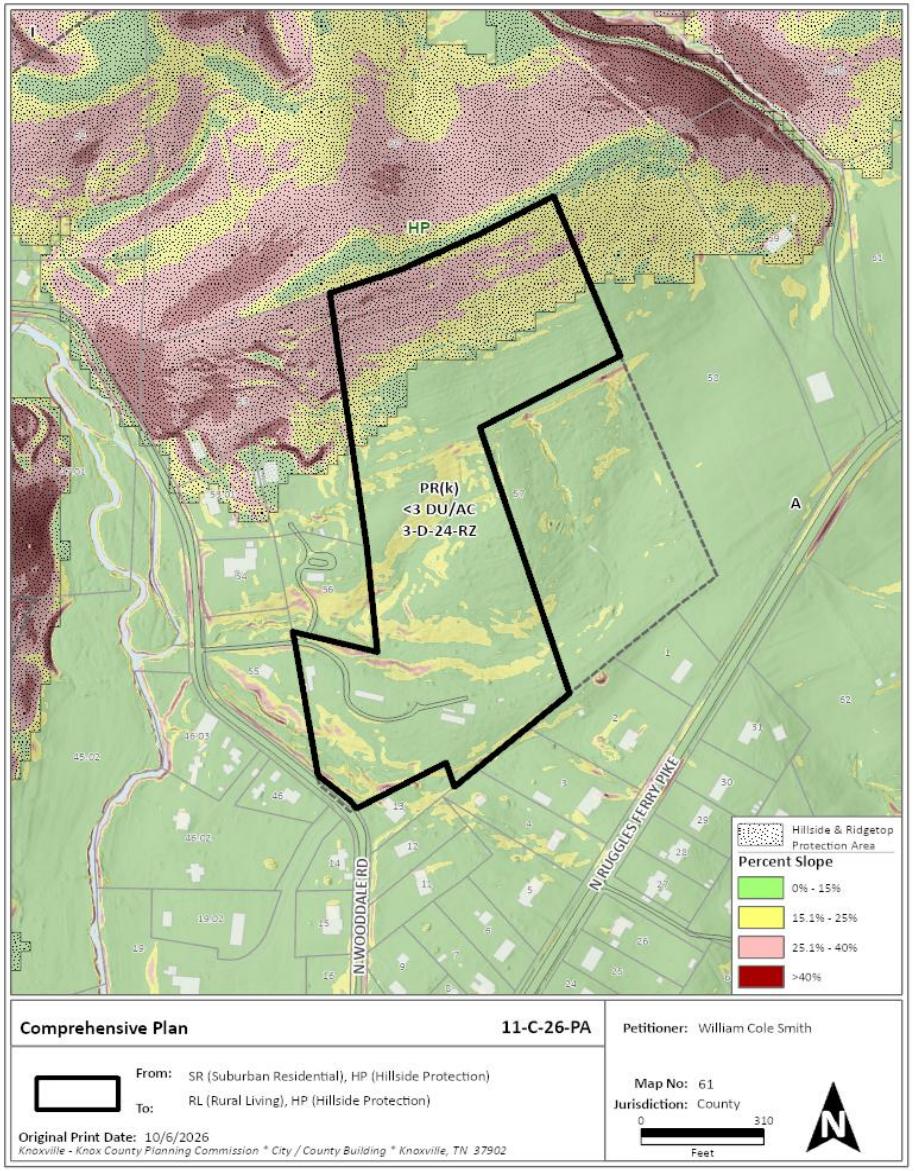
Feet

N


Existing Land Use Map
AgForVac
AgForVac
N WOODDALE RD
AgForVac
AgForVac
RR
P-QP
AgForVac
SFR
N RUGGLES FERRY PIKE
AgForVac
RR
SFR
SFR
AgForVac
AgForVac
AgForVac
SFR
MOUNTIE LN
RANGER LN
RR
RR
RR
EXHIBIT A, CONTEXTUAL MAPS
11-C-26-PA / 11-M-26-RZ
Case boundary
0
690
Feet
N

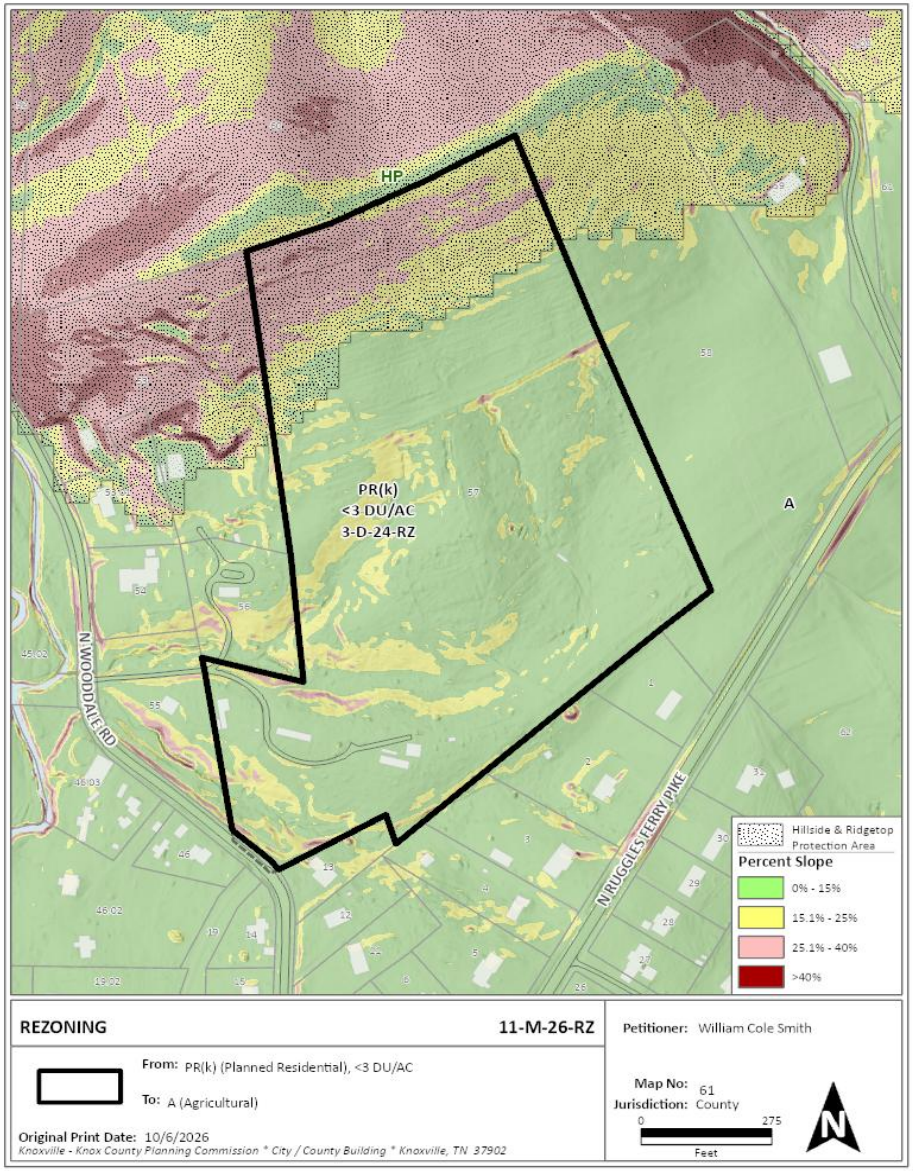
Staff - Slope Analysis
Case: 11-C-26-PA

CATEGORY	ACRES	RECOMMENDED DISTURBANCE BUDGET (Percent)	DISTURBANCE AREA (Acres)
Total Area of Site	**16.46**		
Non-Hillside	12.06	N/A	
0-15% Slope	0.41	100%	0.41
15-25% Slope	2.08	50%	1.04
25-40% Slope	1.86	20%	0.37
Greater than 40% Slope	0.05	10%	0.00
Ridgetops			
Hillside Protection (HP) Area	4.39	Recommended disturbance budget within HP Area (acres)	**1.82**
		Percent of HP Area	**41.5%**



Staff - Slope Analysis
Case: 11-M-26-RZ

CATEGORY	ACRES	RECOMMENDED DISTURBANCE BUDGET (Percent)	DISTURBANCE AREA (Acres)
Total Area of Site	**23.09**		
Non-Hillside	18.70	N/A	
0-15% Slope	0.41	100%	0.41
15-25% Slope	2.08	50%	1.04
25-40% Slope	1.86	20%	0.37
Greater than 40% Slope	0.05	10%	0.00
Ridgetops			
Hillside Protection (HP) Area	4.39	Recommended disturbance budget within HP Area (acres)	**1.82**
		Percent of HP Area	**41.5%**



Planning
KNOXVILLE | KNOX COUNTY

Knox County Comprehensive Plan
Amendment Request

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

I respectfully request that my 23.09 acres be changed from Planned Development back to Agricultural zoning. My goal is to build a home on the property and establish a small family farm where my wife, our two young children, and I can live, work, and raise our family. Returning the property to Agricultural zoning would allow us to make practical use of the land for farming, livestock, gardening, and other agricultural activities while creating a safe and lasting place for our children to grow up. This request is intended to preserve the rural and agricultural character of the property and allow our family to use the land in a manner consistent with its size and intended purpose.

Property Owner Signature

Cole Smith
Print Name

9-27-26
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.*

10/31/26
Date to be Posted

11/13/26
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

William Cole Smith
Applicant Signature

William Cole Smith
Applicant Name

9-17-26
Date