



SPECIAL USE REPORT

► **FILE #:** 10-A-26-SU

AGENDA ITEM #: 35

AGENDA DATE: 10/1/2026

► **APPLICANT:** CHARLES PILGRIM

OWNER(S): IGLESIA EVANGELICA EBEN-EZER

TAX ID NUMBER: 70 F A 012

[View map on KGIS](#)

JURISDICTION: City Council District 4

STREET ADDRESS: 3711 BUFFAT MILL RD (3709 BUFFAT MILL RD)

► **LOCATION:** North side of Buffat Mill Rd, across from the northern terminus of Ellison Rd

► **APPX. SIZE OF TRACT:** 2.46 acres

SECTOR PLAN: East City

GROWTH POLICY PLAN: N/A (Within the City limits)

ACCESSIBILITY: Access is via Buffat Mill Road, a major collector with 20 ft of pavement width within a right-of way width that varies from 40-42 ft.

UTILITIES: Water Source: Knoxville Utilities Board

Sewer Source: Knoxville Utilities Board

FIRE DISTRICT: Knoxville Fire Department

WATERSHED: Love Creek

► **ZONING:** RN-1 (Single-Family Residential Neighborhood), HP (Hillside Protection Overlay)

► **EXISTING LAND USE:** Public/Quasi Public Land (Church)

► **PROPOSED USE:** Expansion of a place of worship

HISTORY OF ZONING: None noted.

SURROUNDING LAND USE AND ZONING: North: Rural residential - RN-1 (Single-Family Residential Neighborhood), HP (Hillside Protection Overlay)

South: Single family residential - RN-1 (Single-Family Residential Neighborhood), HP (Hillside Protection Overlay)

East: Commercial - RN-1 (Single-Family Residential Neighborhood), HP (Hillside Protection Overlay)

West: Multifamily residential, rural residential - RN-1 (Single-Family Residential Neighborhood), HP (Hillside Protection Overlay)

NEIGHBORHOOD CONTEXT: The surrounding area features single-family and two-family dwellings along Buffat Mill Road and in subdivisions, interspersed with civic uses.

STAFF RECOMMENDATION:

► **Approve the request for an expansion of a place of worship in the RN-1 (Single-Family Residential Neighborhood) district, subject to three conditions:**

1. Meeting all applicable requirements of the City of Knoxville Zoning Ordinance, including, but not limited to, Article 12 (Landscape).
2. Meeting all applicable requirements of the City of Knoxville Department of Plans Review and Inspections.
3. Meeting all applicable requirements of the City of Knoxville Department of Engineering.

COMMENTS:

This request is for the expansion of an existing place of worship. The expansion will include a new approximately 4,230 sq ft sanctuary space with a 380-seat capacity and an approximately 25,173 sq ft parking area with 61 new parking spaces. A minimum of 95 parking spaces is required for the use, and the plan proposes a total of 100 parking spaces. The parking area will utilize permeable pavement, and a Type A landscape buffer will be planted along the perimeter of the site, which will screen the parking area from the adjacent single-family dwelling.

STANDARDS FOR EVALUATING A SPECIAL USE (ARTICLE 16.2.F.2)

1) THE USE IS CONSISTENT WITH ADOPTED PLANS AND POLICES, INCLUDING THE GENERAL PLAN AND THE ONE-YEAR PLAN.

A. The One Year Plan recommends that churches should be located on arterial or collector streets with close proximity to major residential areas, and development of selected sites should be done in a manner that will not adversely affect any adjacent land uses (pg. 33). The proposed expansion is for an existing church with direct access to Buffat Mill Road, a major collector street. Ample landscape screening will be placed around the perimeter of the site to provide buffering between abutting residential uses.

B. The proposed site plan is consistent with the General Plan's Development Policy 9.3: Ensure that the context of new development, including scale and compatibility, does not impact existing neighborhoods and communities.

2) THE USE IS IN HARMONY WITH THE GENERAL PURPOSE AND INTENT OF THIS ZONING CODE.

A. A variance was granted by the Board of Zoning Appeals to decrease the minimum required front setback in the RN-1 (Single-Family Residential Neighborhood) district to 41 ft (BZA-26-0047). The average setback of the blockface is 70.6 ft, so the setback would otherwise be a range from 80.6 ft to 60.6 ft (+/- 10 ft of the average blockface). The proposed setback is approximately 42.4 ft.

B. The proposed plan meets all other requirements for a nonresidential use in the RN-1 district.

C. The subject property is partially within the HP (Hillside Protection Overlay) district. The sanctuary space and the majority of the new parking area are located outside of the HP area. The parking expansion area within the HP area has been previously disturbed.

3) THE USE IS COMPATIBLE WITH THE CHARACTER OF THE NEIGHBORHOOD WHERE IT IS PROPOSED, AND WITH THE SIZE AND LOCATION OF BUILDINGS IN THE VICINITY.

A. The church building on the property has been operational since the early 1970s and is a well-established use in the area. The use is compatible with development along this section of Buffat Mill Road, which features a mix of residential and civic uses, including two other places of worship, a community center, and a KUB facility.

4) THE USE WILL NOT SIGNIFICANTLY INJURE THE VALUE OF ADJACENT PROPERTY OR BY NOISE, LIGHTS, FUMES, ODORS, VIBRATION, TRAFFIC, CONGESTION, OR OTHER IMPACTS DETRACT FROM THE IMMEDIATE ENVIRONMENT.

A. The proposed church expansion is not anticipated to negatively impact the value of adjacent property. Landscape screening will be placed around the perimeter of the site, and any proposed lighting must be directed away from residential uses.

5) THE USE IS NOT OF A NATURE OR SO LOCATED AS TO DRAW SUBSTANTIAL ADDITIONAL TRAFFIC THROUGH RESIDENTIAL STREETS.

A. The proposed expansion is not expected to draw substantial additional traffic through residential streets, as the subject property has direct access to a major collector street.

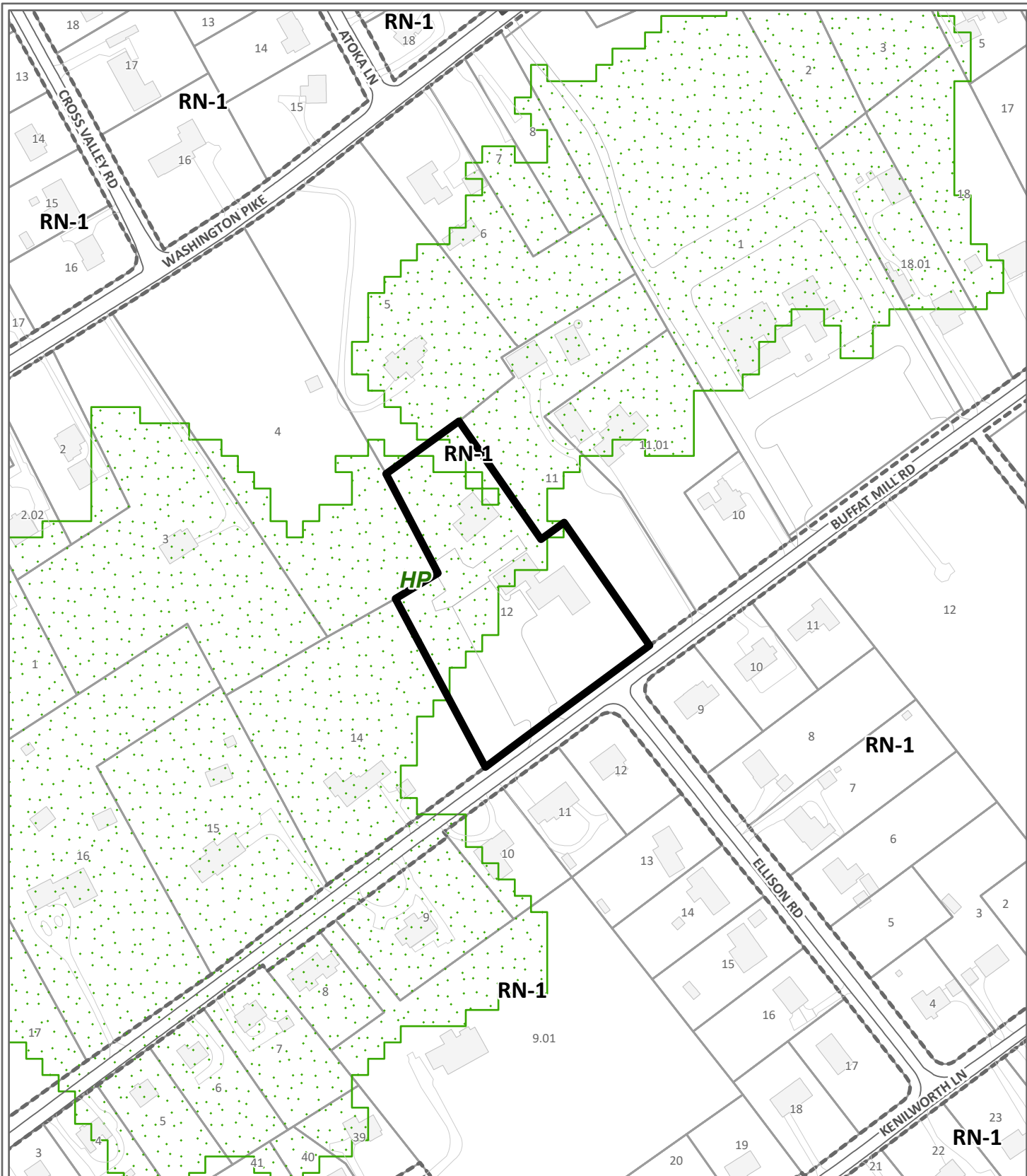
6) THE NATURE OF DEVELOPMENT IN THE SURROUNDING AREA IS NOT SUCH AS TO POSE A POTENTIAL HAZARD TO THE PROPOSED USE OR TO CREATE AN UNDESIRABLE ENVIRONMENT FOR THE PROPOSED USE.

A. There are no known uses or environmental factors in the surrounding area that would pose a potential hazard or have an undesirable impact on the proposed use.

ESTIMATED TRAFFIC IMPACT: Not required.

ESTIMATED STUDENT YIELD: Not applicable.

The Planning Commission's approval or denial of this request is final, unless the action is appealed to the Knoxville Board of Zoning Appeals. The date of the Knoxville Board of Zoning Appeals hearing will depend on when the appeal application is filed.



SPECIAL USE

10-A-26-SU

Petitioner: Charles Pilgrim



Expansion of a place of worship in RN-1 (Single-Family Residential Neighborhood), HP (Hillside Protection Overlay)

Original Print Date: 8/20/2026

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

Map No: 70

Jurisdiction: City

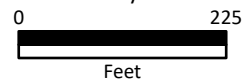


Exhibit A. Contextual Images



AERIAL MAP



Case boundary

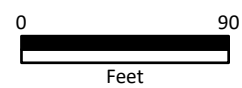
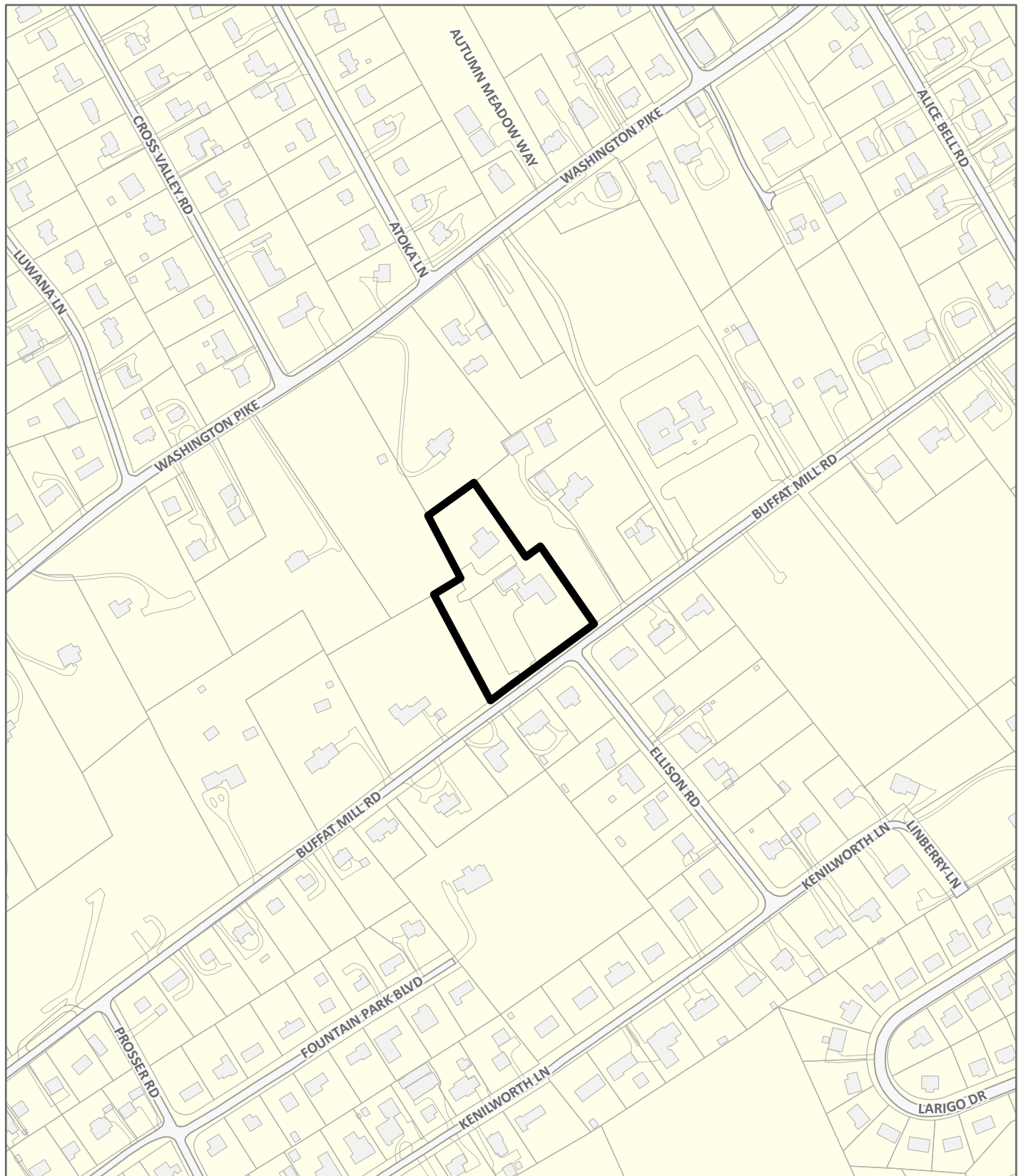


Exhibit A. Contextual Images



LOCATION MAP

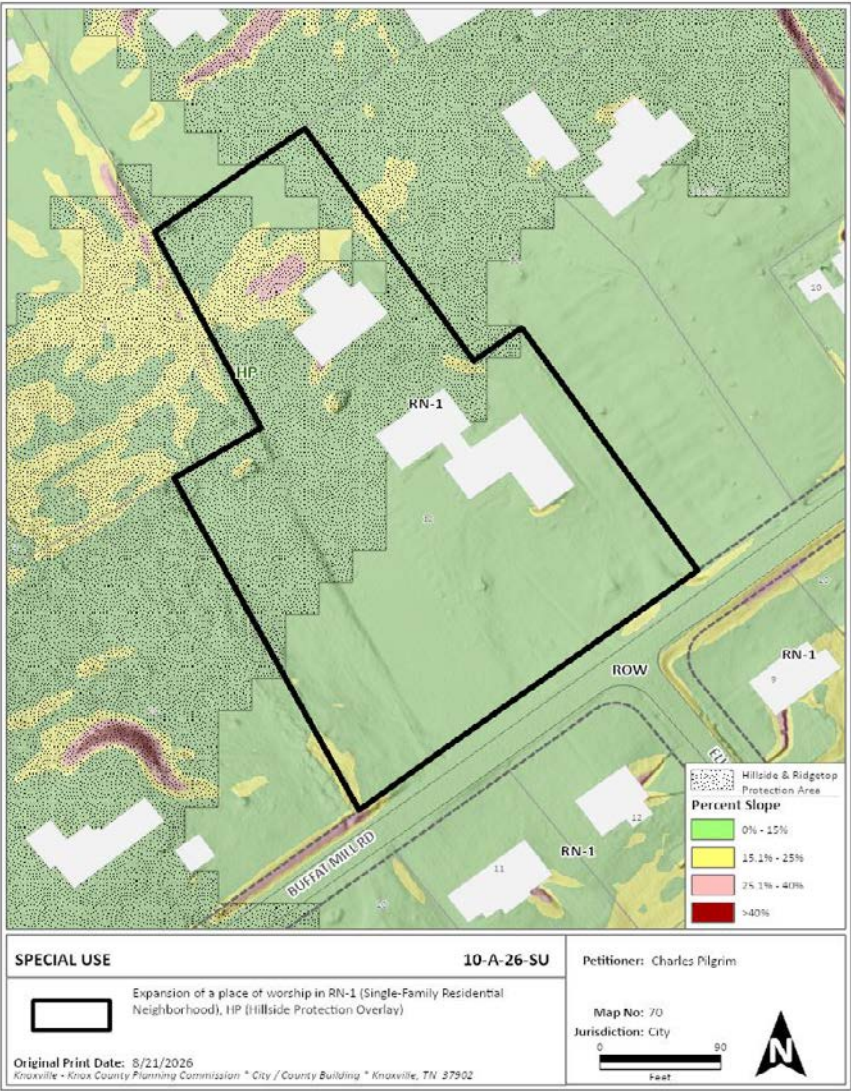
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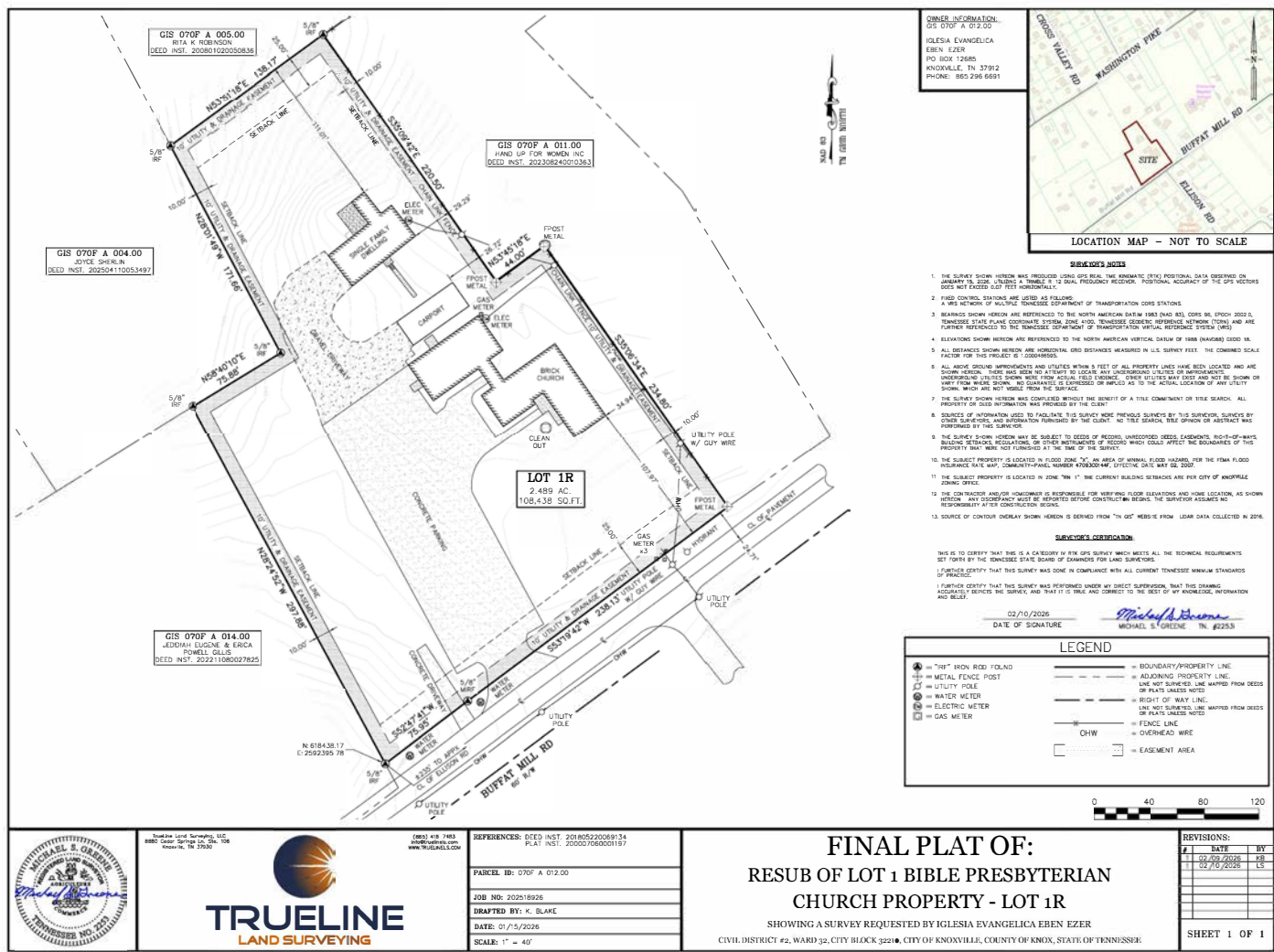


Case boundary



CATEGORY	SQFT	ACRES	RECOMMENDED DISTURBANCE BUDGET (Percent)	DISTURBANCE AREA (Sqft)	DISTURBANCE AREA (Acres)
Total Area of Site	106,992.3	2.46			
Non-Hillside	58,493.2	1.34	N/A		
0-15% Slope	41,343.4	0.95	100%	41,343.4	0.95
15-25% Slope	6,030.8	0.14	50%	3,015.4	0.07
25-40% Slope	1,125.0	0.03	20%	225.0	0.01
Greater than 40% Slope	0.0	0.00	10%	0.0	0.00
Ridgetops					
Hillside Protection (HP) Area	48,499.2	1.11	Recommended disturbance budget within HP Area	44,583.8	1.02
			Percent of HP Area	91.9%	





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 cparchitect@comcast.net
 www.cparchitect-web.com

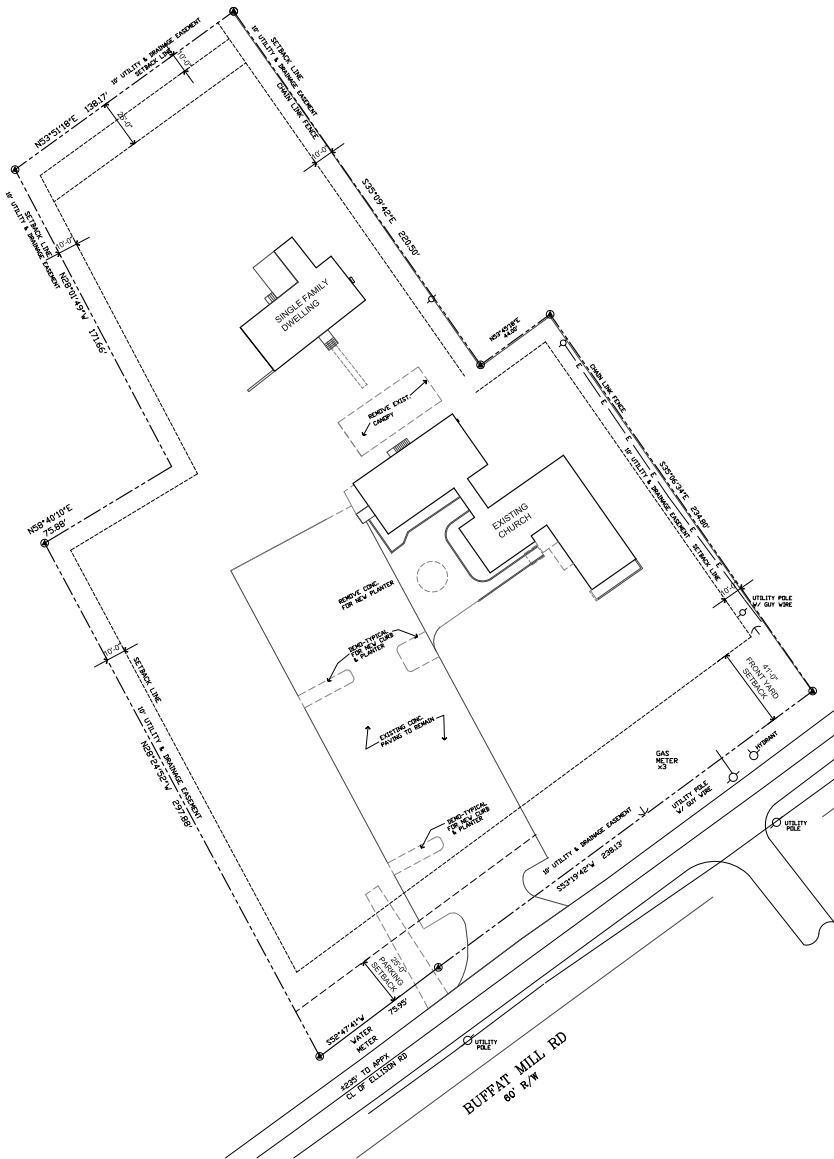
PRELIMINARY
 SEPTEMBER 8, 2026
 NOT FOR CONSTRUCTION
 KNOXVILLE/KNOX COUNTY PLANNING
 CASE FILE NO. 10-A-26-SU

**NEW SANCTUARY
 IGLESIA EVANGELICA EBEN-EZER CHURCH**
 3711 BUFFAT MILL ROAD • KNOXVILLE, TN 37914
 GENERAL SITE & DEMO PLAN

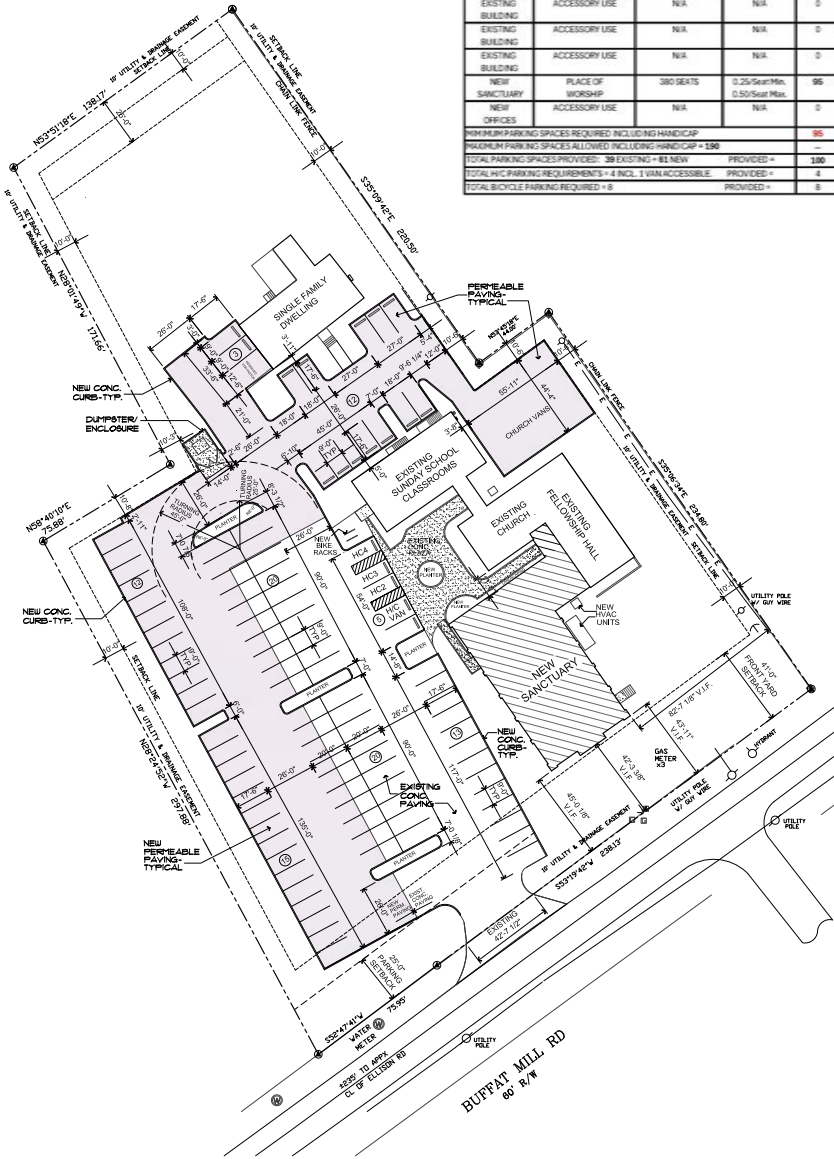
REVISIONS

AS100
 SEPT 8, 2026
 C.N. 2026.01

OFF-STREET PARKING SUMMARY				
BUILDING AREA	USE	QUANTITY	PARKING RATIO	SPACES
EXISTING BUILDING	ACCESSORY USE	N/A	N/A	0
EXISTING BUILDING	ACCESSORY USE	N/A	N/A	0
EXISTING BUILDING	ACCESSORY USE	N/A	N/A	0
EXISTING BUILDING	ACCESSORY USE	N/A	N/A	0
EXISTING BUILDING	ACCESSORY USE	N/A	N/A	0
NEW SANCTUARY	PLACE OF WORSHIP	380 SEATS	0.25/Seat Min.	95
NEW OFFICES	ACCESSORY USE	N/A	N/A	0
MINIMUM PARKING SPACES REQUIRED INCLUDING HANDICAP				95
MINIMUM PARKING SPACES ALLOWED INCLUDING HANDICAP				130
TOTAL PARKING SPACES PROVIDED:		39 EXISTING + 81 NEW	PROVIDED =	120
TOTAL MINIMUM PARKING REQUIREMENTS = 4 INCL. 1 VAN ACCESSIBLE		PROVIDED =		4
TOTAL BICYCLE PARKING REQUIRED = 8		PROVIDED =		8



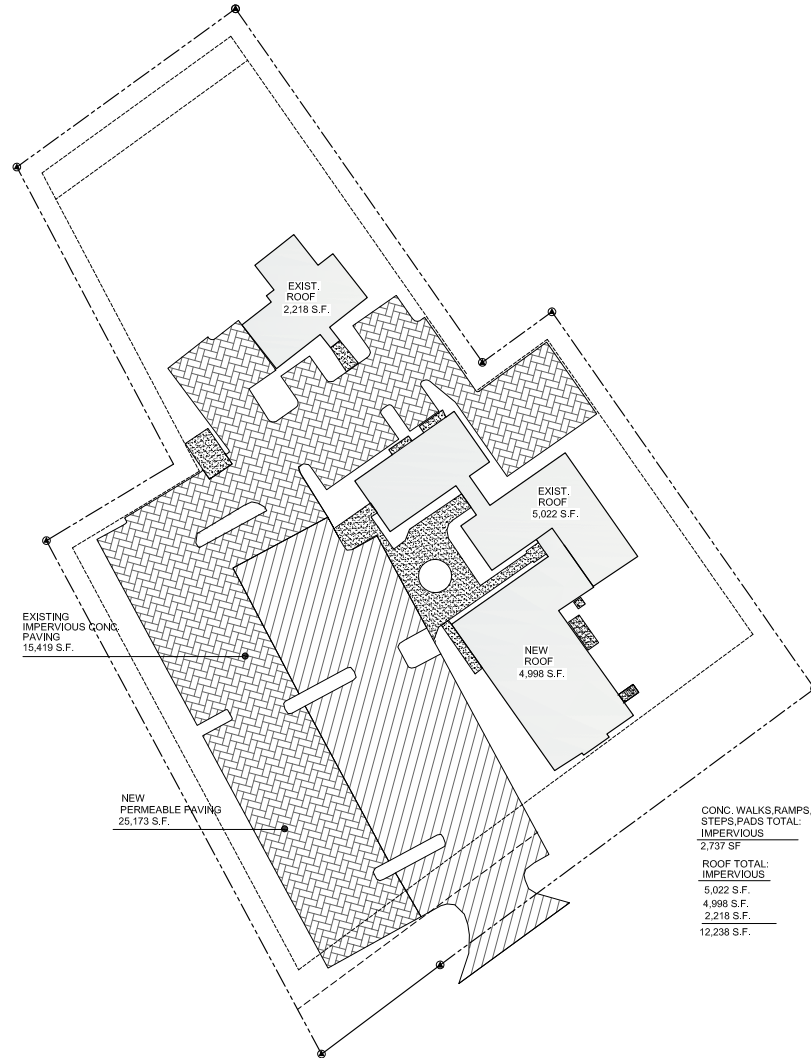
NORTH
 2
 AS100
 EXISTING SITE & DEMOLITION PLAN
 SCALE: 1" = 30.0'

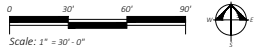
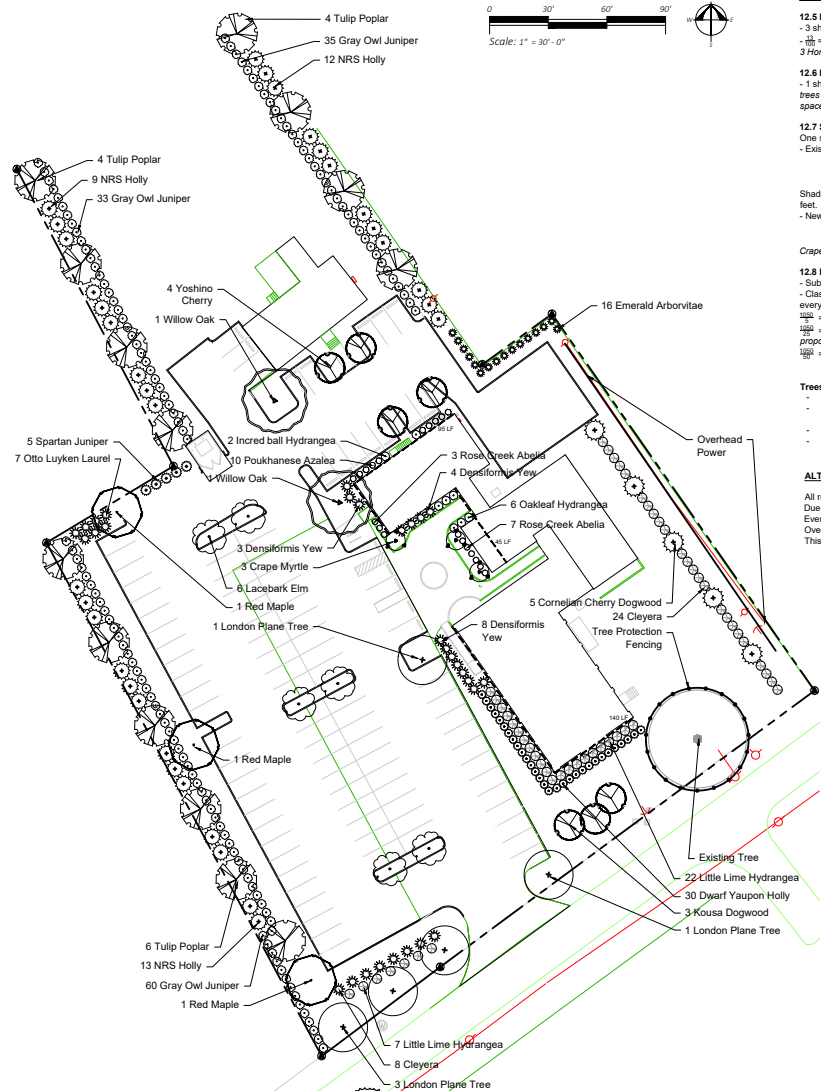


NORTH
 1
 AS100
 GENERAL SITE PLAN
 SCALE: 1" = 30.0'

IMPERVIOUS SURFACE AREA CALCULATION				
TOTAL PROPERTY AREA	=	108,438	S.F.	
ALLOWABLE IMPERVIOUS AREA @ 40%	=	43,375	S.F.	
IMPERVIOUS AREA				
NEW & EXISTING ROOFS	=	12,238	S.F.	
NEW & EXISTING CONCRETE WALKS, ETC.	=	2,737	S.F.	
EXISTING CONC. PAVING AREA	=	15,419	S.F.	
NEW PERMEABLE PAVING AREA	S.F. at 50%	25,173	=	12,587 S.F.
TOTAL IMPERVIOUS AREA	=	42,981	S.F.	
IMPERVIOUS AREA PERCENTAGE	=	39.64%		

BUILDING COVERAGE RATIO				
TOTAL PROPERTY AREA	=	108,438	S.F.	
ALLOWABLE BUILDING COVERAGE RATIO @ 30%	=	32,531	S.F.	
BUILDING AREAS				
EXISTING CHURCH BUILDING	=	11,556	S.F.	
EXISTING PARSONAGE	=	2,752	S.F.	
NEW SANCTUARY	=	4,220	S.F.	
TOTAL BUILDING COVERAGE AREA	=	18,528	S.F.	
TOTAL BUILDING COVERAGE %	=	17%		





LANDSCAPE REQUIREMENT NOTES:

12.5 PARKING LOT PERIMETER LANDSCAPE YARD
- 3 shade trees and 10 shrubs required per every 100 LF
- 3/4" = 1.3, 1.3" = 4 trees, 1.3" = 13 shrubs
- 3 Hornbeam, 8 Cleyera, and 7 Hydrangea proposed

12.6 INTERIOR PARKING LOT LANDSCAPE
- 1 shade tree required in each parking lot island
trees proposed at or near end of all rows containing 15 parking spaces

12.7 SITE LANDSCAPE
One shrub for every tree feet.
- Existing Building w/ Addition
280 LF of facade, 4/11
= 94 shrubs required, 95 shrubs proposed

Shade trees are required in the amount of one tree every 50 feet.
- New Sanctuary West and South Facade
280 LF of facade, 4/11
= 6 trees required, 6 trees proposed (3 Kousa and 3 Crape Myrtle)

12.8 BUFFER YARDS
- Subject lot is RN-1 and abuts RN-1 on all sides
- Class A Buffer Required along each side: 10' width, 1 shrub every 5', 1 evergreen tree every 25', 1 shade tree every 50'
= 210 shrubs required, 152 shrubs proposed
= 42 evergreen trees required, 55 evergreen trees proposed
= 21 shade trees required, 14 shade trees proposed

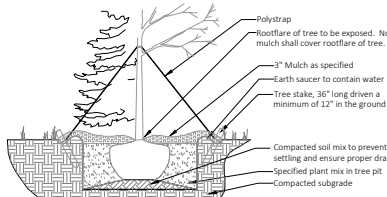
Trees
- Total property area = 2.5 acres.
- Preserve 6 trees per acre and/or plant 8 trees per acre per Tree Protection Ordinance.
- Plant 8 trees per acre. 2.5" = 20 trees required.
- 100 trees proposed.

ALTERNATIVE LANDSCAPE PLAN NOTES:

All requirements met except for buffer yard and evergreen tree diversity. Due to overhead power located on east side of property, he buffer yard has been modified. Buffer yard lacks 58 shrubs and 7 shade trees but has 13 additional evergreen trees. Evergreen tree diversity lacks 2 species but deciduous tree diversity has 4 additional varieties. Overall, his plan proposes 80 trees over the site requirements. This plan meets the intent of the COK requirements by improving tree canopy and diversity on site.

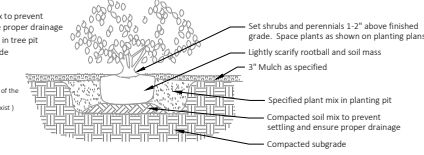
PLANTING NOTES

- Contractor's base bid to include all materials, labor, permits, equipment, tools, insurance, etc. to perform the work as described in the contract documents.
- Contractor to provide allowance for soil amendments, percolation tests, soil tests, mulch and irrigation.
- Irrigation system to be drip unless otherwise noted and approved.
- Contractor to complete work within schedule established by owner.
- Contractor to provide one year warranty for all plant material from date of substantial completion.
- Contractor to provide interim maintenance (watering, pruning, fertilizing, geying, mowing, trimming, adequate drainage of ponding areas, edging, weeding, mulching, application of insecticides/herbicides, and general landscape clean-up) until substantial completion notice is provided by the owner or landscape architect.
- The contractor shall locate and verify all existing utilities prior to planting and report any conflicts to the landscape architect. Perform work in compliance with all applicable laws, codes, and regulations required by authorities having jurisdiction over such work and provide for permits required by local authorities.
- All plant material to be specimen quality as established by the American Association of Nurserymen, horticultural standards, latest edition, quality of the plant material to be judged by the landscape architect. Inferior plant material to be rejected.
- Plant material to be free of disease, weeds and insect pests. Damaged plant material shall be rejected.
- No planting shall take place until rough grade has been reviewed and approved by the landscape architect.
- Planting plans may need to be adjusted in the field. Contractor to coordinate layout of plant material with landscape architect for on site approval prior to installation.
- Test plant beds and plant pits for adequate drainage. Hardpan or moisture barriers shall be broken, or drain pipes to be installed to provide proper drainage of plant areas. Plant pits shall be excavated to the bottom of the pit. Fill each plant pit with water and observe the pit for 2 hours. If the water has not dissipated by 50% within 2 hours, notify landscape architect of such in writing before installing plants in the questionable area. Otherwise contractor shall be held liable for plants.
- Trees shall be installed 3" above finish grade in hardpan areas to provide good drainage unless otherwise directed.
- Groundcover and shrub mass beds shall be cultivated to a depth of 12 inches below grade to break through compacted or hardpan soil. Remove all stones, roots, and weeds. Add specified soil amendments and fertilizer. Install plants, edge bed area, mulch and water thoroughly.
- Set all plants plumb and turned so that the most attractive side is viewed.
- Plants shall be measured to their main structure, not tip to tip of branches.
- Tree pit and shrub pit to be twice the size of the root mass. Fill with plant mix.
- Broken root balls for trees shall be rejected. Contractor to check root balls and expose rootflares to check for root girdling. Do not assume the rootflare is exposed upon purchase from the nursery.
- Any plant materials shipped to site in uncovered vehicles/ trailer shall be rejected regardless of season.
- All tree scars over 1-1/2" shall be rejected and tree to be replaced.
- All shrubs to be dense and full. All trees to have a symmetrical growth habit (360 degrees) unless uncharacteristic to plant type or otherwise noted on plans.
- Remove all excess growth of trees and shrubs as directed by landscape architect. Do not cut central leader.
- If rootball is wrapped in non-biodegradable burlap, remove entire wrap after placed in pit.

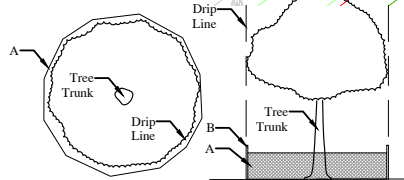


- General Notes:**
- Excavate tree pit to a depth equal to depth of rootball plus 3", and a width equal to two times the diameter of the rootball.
 - Fill tree pit with water and confirm percolation rate. (Notify landscape architect if poor drainage conditions exist.)
 - Install tree per detail avoiding any damage to rootball or trunk of tree.
 - Add specified plant mix and soil amendments.
 - Remove burlap on top 1/3 of tree rootball. Remove burlap on top 1/3 of tree rootball.
 - Immediately soak tree pit with water and remove any air pockets that may have occurred during backfilling.
 - Stake and guy tree with specified materials.

General Tree Planting
Scale: NTS



Shrub & Perennial Planting
Scale: NTS



Tree Protection Notes

- Tree protection fencing shall be installed around trees to remain. Use 4 foot height, orange, plastic construction fencing fastened to metal post. Space post 8' on center. Install fencing minimum of one foot outside of drip line.
- Contractor responsible for maintaining tree protection fencing throughout the construction process. Tree protection fencing shall remain undisturbed. Do not backfill, grade, or store any material or equipment within protected area.
- Silt fencing, where applicable, shall be outside of tree fencing protection.
- Where trees are to be removed, such trees shall be flagged and shall be felled away from, rather than into areas with existing trees to be preserved.

A = 4 foot height, orange, plastic construction fencing fastened to metal post.
B = Metal post.

Tree Protection Detail



Inglesia
Evangelica
Eben-Ezer
Church

3711
Buffat Mill Road

Knoxville
Tennessee 37914

KNOXVILLE/KNOX
COUNTY
PLANNING
CASE FILE NO.
10-A-26-SU

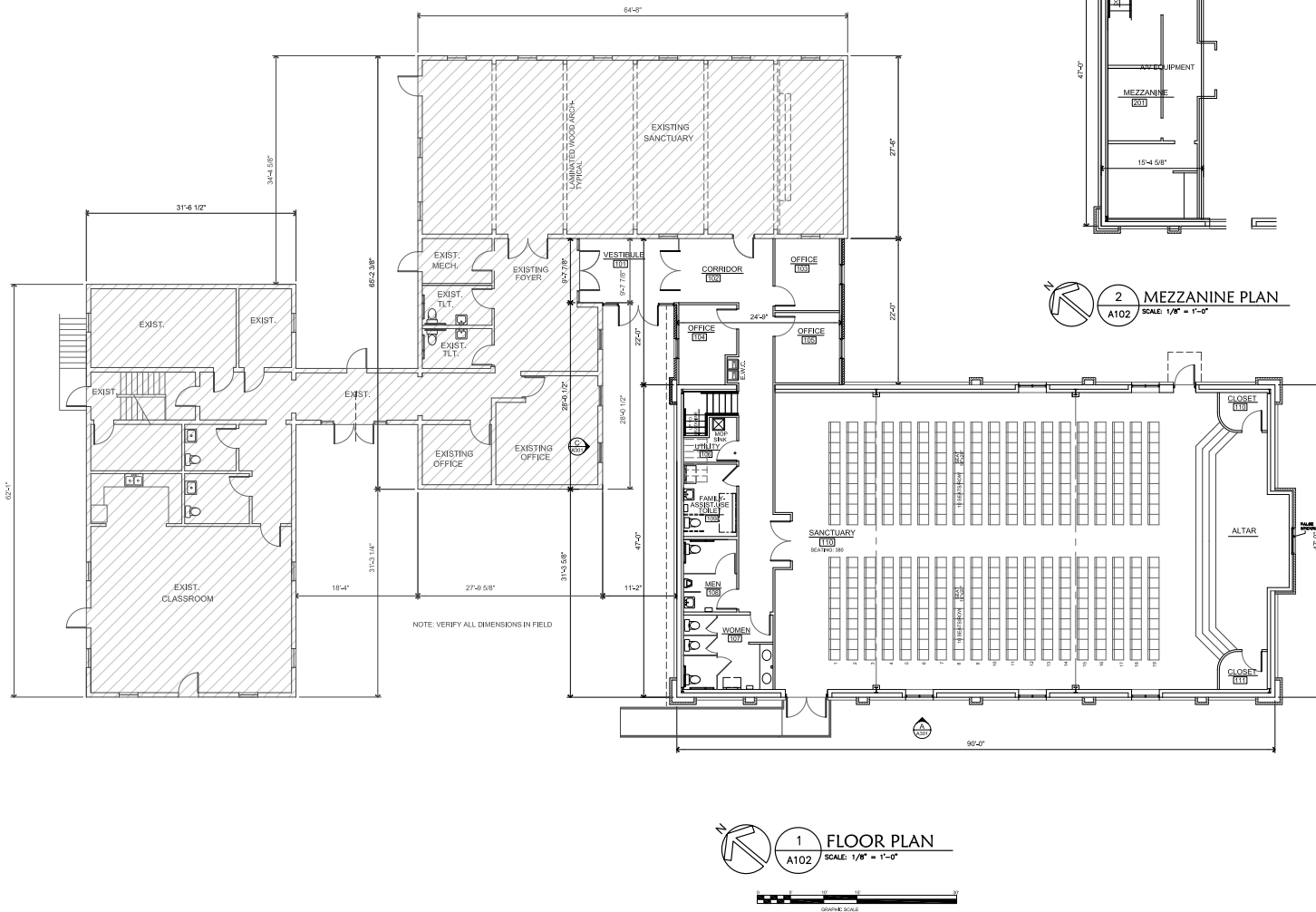
Submital Record
Rev1 09.08.26

Preliminary Plans
Not for Construction

August 10, 2026

Landscape
Plan

L100



Charles
Pilgrim
Associates
ARCHITECTS

615 Langley Wood Lane
Knoxville, TN 37919
(865) 406-4881

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www.cparchitect-web.com

PRELIMINARY
AUGUST 10, 2026
NOT FOR
CONSTRUCTION

NEW SANCTUARY EBENEZER CHURCH
 IGLESIA EVANGELICA EBEN-EZER CHURCH
 3711 BUFFAT MILL ROAD • KNOXVILLE, TN 37914
 FLOOR PLANS

REVISIONS

KNOXVILLE/KNOX
COUNTY
PLANNING CASE FILE
NO.
10-A-26-SU

A101



1 FRONT ELEVATION
PR-3 SCALE: NOT TO SCALE



2 SIDE ELEVATION
PR-3 SCALE: NOT TO SCALE

KNOXVILLE/KNOX
COUNTY
PLANNING
CASE FILE NO.
10-A-26-SU

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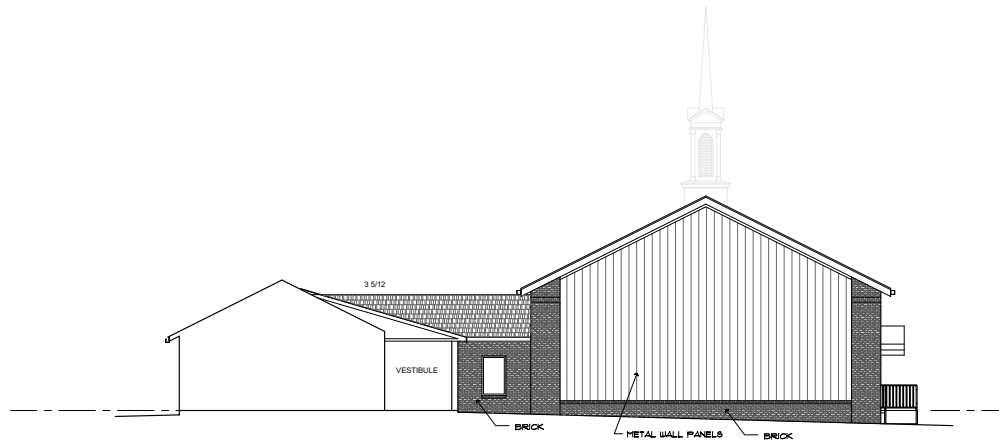
NEW SANCTUARY
IGLESIA EVANGELICA EBEN-EZER CHURCH
3711 BUFFAT MILL ROAD • KNOXVILLE, TN 37914
FRONT & SIDE ELEVATIONS

REVISIONS

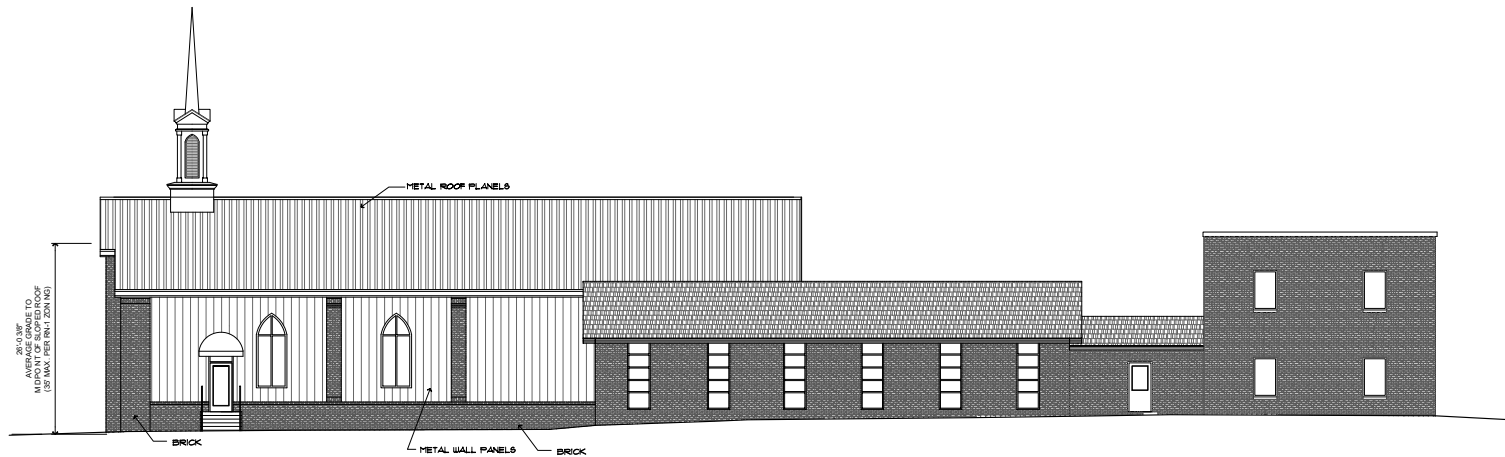
PR-3

DATE

CN: 2026.01



1 REAR ELEVATION (NORTH)
A303 SCALE: 1/8" = 1'-0"



2 SIDE ELEVATION (EAST)
A303 SCALE: 1/8" = 1'-0"

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). 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.

¹⁹
September 18, 2026

October 2, 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

Charles Pilgrim

Digitally signed by Charles Pilgrim
Date: 2026.08.13 12:10:29 -04'00'

Charles Pilgrim

August 13, 20



Applicant Signature

Applicant Name

Date