



PLAN AMENDMENT/ REZONING REPORT

► **FILE #:** 8-A-26-RZ **AGENDA ITEM #:** 13
8-A-26-PA (REVISED) **AGENDA DATE:** 8/13/2026

► **APPLICANT:** R. PAUL WALLACE
OWNER(S): Strawberry Plains Pike Pickleball, LLC

TAX ID NUMBER: 73 01403 [View map on KGIS](#)

JURISDICTION: Commission District 8

STREET ADDRESS: 7729 STRAWBERRY PLAINS PIKE

► **LOCATION:** Northwest side of Strawberry Plains Pike, northeast of Wooddale Church Rd

► **TRACT INFORMATION:** 6.42 acres.

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

ACCESSIBILITY: Access is via Strawberry Plains Pike, a minor arterial with 25 ft of pavement width within a 100-105 ft right-of-way.

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:** SR (Suburban Residential), HP (Hillside Protection) / A (Agricultural)

► **REQUESTED PLAN AND ZONING DESIGNATION:** RCC (Rural Crossroads Commercial), HP (Hillside Protection) / CR (Rural Commercial)

► **EXISTING LAND USE:** Commercial

► **EXTENSION OF PLAN AND ZONING DESIGNATION:** This is not an extension of the plan designation or the zoning.

HISTORY OF REQUESTS: In 2021 a request to rezone the property from A (Agricultural) to PR (Planned Residential) up to 5 du/ac was withdrawn prior to publication (10-O-21-RZ).

SURROUNDING LAND USE, PLAN DESIGNATION, ZONING

North:	Agriculture/forestry/vacant land - RC (Rural Conservation), HP (Hillside Protection) - A (Agricultural)
South:	Agriculture/forestry/vacant land - SR (Suburban Residential) - PR(k) (Planned Residential, with conditions) up to 8 du/ac
East:	Rural residential - SR (Suburban Residential) - A (Agricultural)
West:	Single family residential, rural residential - RC (Rural Conservation), SR (Suburban Residential), HP (Hillside Protection) - A (Agricultural)

NEIGHBORHOOD CONTEXT: The subject property is in an area that predominantly features single family

houses in subdivisions and on large lots, interspersed with agricultural uses and undeveloped, forested tracts. There are commercial uses nearby and an apartment development is under construction near the Strawberry Plains Pike and I-40 interchange 0.8 miles to the southwest.

STAFF RECOMMENDATION:

- ▶ **Deny the RCC (Rural Crossroads Commercial) plan amendment request because the subject property does not meet the intent of the place type. The HP (Hillside Protection Area) would be retained.**

- ▶ **Deny the CR (Rural Commercial) zone because it is not consistent with the adopted plans.**

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 land use classification for the surrounding area was previously MU-SD, ECO-2 (Mixed Use-Special District, Brakebill Road area), which recommended more intensive uses such as business parks, technology and development parks, and office/medium-density residential uses. With the adoption of the Comprehensive Plan, the land use east of the I-40 interchange was changed to the RC (Rural Conservation) and SR (Suburban Residential) place types, which recommend primarily residential development with varying lot sizes and a mix of small-scale attached dwellings. The RC place type has been focused on larger properties with topographical constraints, and the SR place type provides a clear transition from the more intensive residential and non-residential development to the west along Brakebill Road.
2. The SR place type designation is consistent with the residential development patterns occurring throughout this section of Strawberry Plains Pike and is not the result of an error or omission 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. 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.
2. 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. A small multi-tenant commercial building was constructed at the intersection of S Wooddale Road to the east.
3. A pickleball facility opened on the subject property in November 2024 that had been approved as a use-on-review for a commercial sports playing field/indoor facility in May 2023 (5-D-23-UR). The facility had been approved prior to the adoption of the Comprehensive Plan, which, as noted previously, now recommends primarily residential development in the area. The established use provides recreational amenities for the community and is compatible with current development, but does not necessarily support continued expansion of commercial uses in the area.
4. A plan amendment request to the RCC (Rural Crossroads Commercial) place type was approved approximately 360 ft east of the subject property in July 2026 (5-E-26-PA). However, retail and service-oriented uses had already been established on the property, and the RCC place type was more aligned with the small node of commercial zoning at the intersection of S Wooddale Road.
5. Furthermore, the RCC place type is intended for small commercial nodes occurring at intersections with rural areas. The subject property is not located at an intersection of an established node and does not meet the intent of the place type.

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 road improvement projects 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 RCC place type.

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

1. The proposed amendment is not consistent with the Comprehensive Plan's Implementation Policy 2: Ensure that development is sensitive to existing community character. The RCC place type at this location could serve as a catalyst for expanding commercial development in a transitional area that is primarily residential.

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. However, the East County Community Plan encourages a transitional development pattern and concentrating commercial and nonresidential development near established commercial corridors and crossroads. As such, the proposed amendment does not align with the recommendations of the East County Community Plan.

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 to the west, while RA (Low-Density Residential) and PR (Planned Residential) with up to 5 to 8 du/ac rezonings have been focused to the east.

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 to the west.

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 established on the subject property in November 2024, and a small multi-tenant commercial building was constructed 0.12 miles to the east in February 2025.

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

1. The CR (Rural Commercial) zone is intended to provide opportunities to locate limited retail and service uses in a manner convenient to outlying rural areas. This zoning should be placed on properties that are located at or near intersections of arterial and/or collector streets in order to maximize accessibility from surrounding areas. The subject property is removed from the small node of commercial zoning to the east and the established node to the west and does not meet the intent of the CR zone.

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 range of uses permitted in the CR zone is limited to those generally patronized by area residents on a frequent basis.

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 CR zone at this location would create a disjointed segment of commercial zoning along a section of Strawberry Plains Pike that has primarily experienced increased residential development.

2. The CR zone has development performance standards, such as increased setbacks and landscaping requirements when adjacent to residential zones, to maximize compatibility between commercial uses and surrounding areas (Article 5, Section 5.37.06-09).

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 subject property is designated SR (Suburban Residential) in the Knox County Comprehensive Plan, which does not allow consideration of the CR zone. A plan amendment to accommodate this request is not

recommended.

2. The proposed rezoning is not consistent with the Comprehensive Plan's Implementation Policy 2: Ensure that development is sensitive to existing community character. A mid-block commercial rezoning could catalyze future commercial rezonings along Strawberry Plains Pike, disrupting an established residential character.

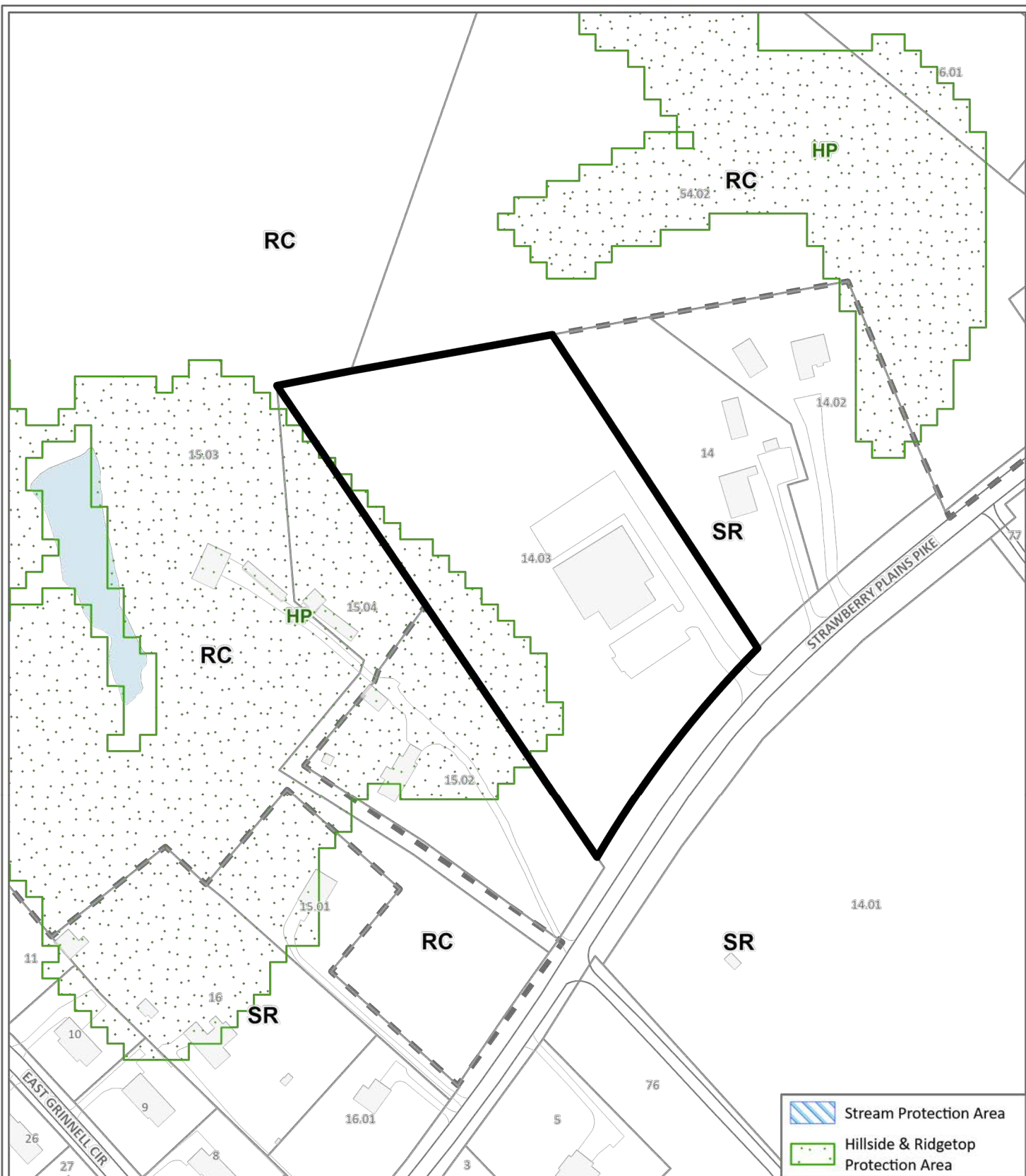
3. The proposed rezoning is aligned with the property's location within the Urban Growth Area of the Growth Policy Plan, which encourages a reasonably compact pattern of development and promotes the expansion of the Knoxville-Knox County economy.

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 9/21/2026. 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.



**8-A-26-PA
COMPREHENSIVE LAND USE PLAN MAP**

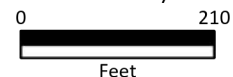
Petitioner: R. Paul Wallace



From: SR (Suburban Residential), HP (Hillside Protection)
To: RCC (Rural Crossroads Commercial), HP (Hillside Protection)

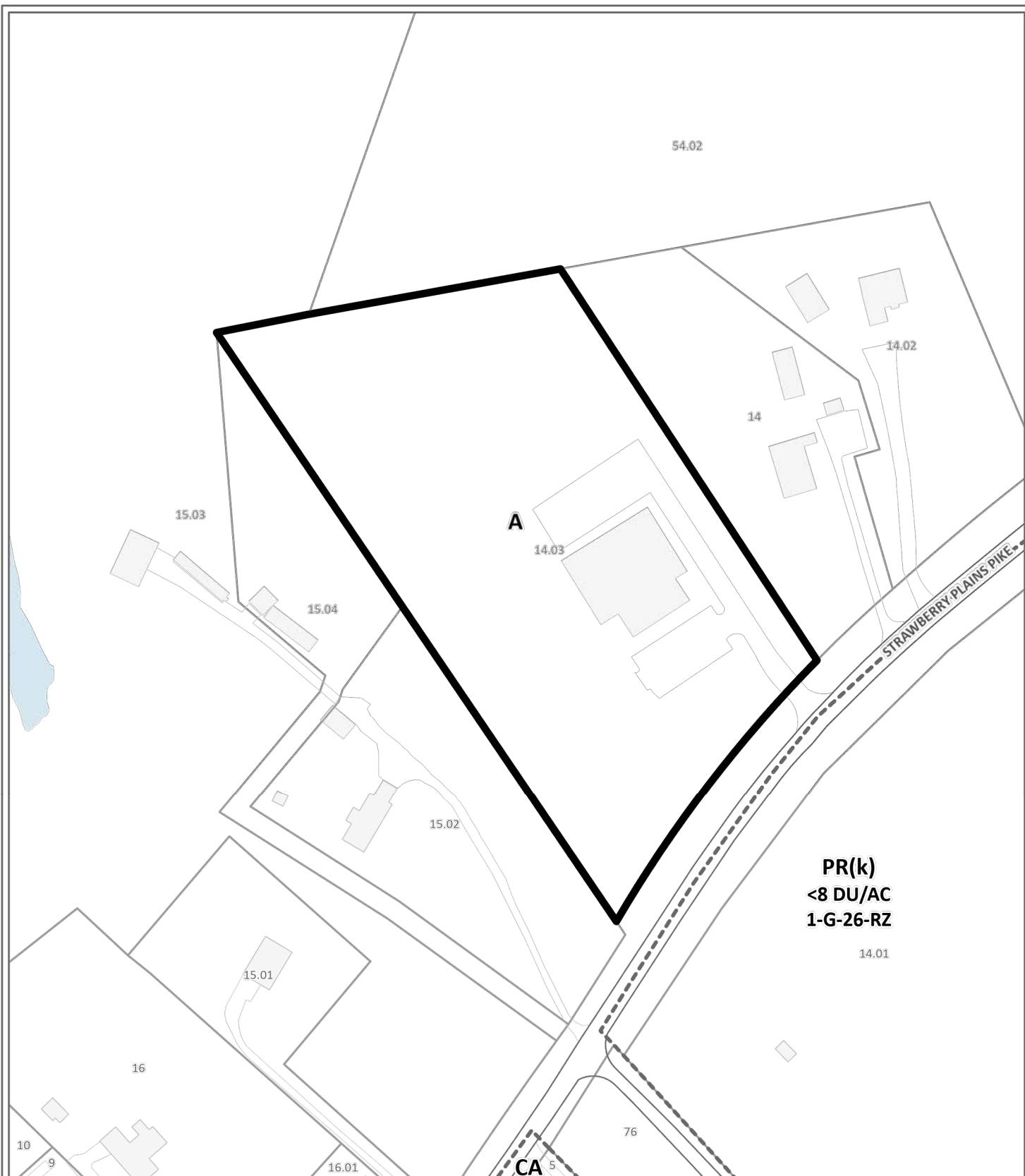
Map No: 73

Jurisdiction: County



Original Print Date: 7/21/2026

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



REZONING

8-A-26-RZ



From: A (Agricultural)

To: CN (Neighborhood Commercial)

Original Print Date: 7/21/2026

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

Petitioner: R. Paul Wallace

Map No: 73

Jurisdiction: County



Exhibit A. Contextual Images



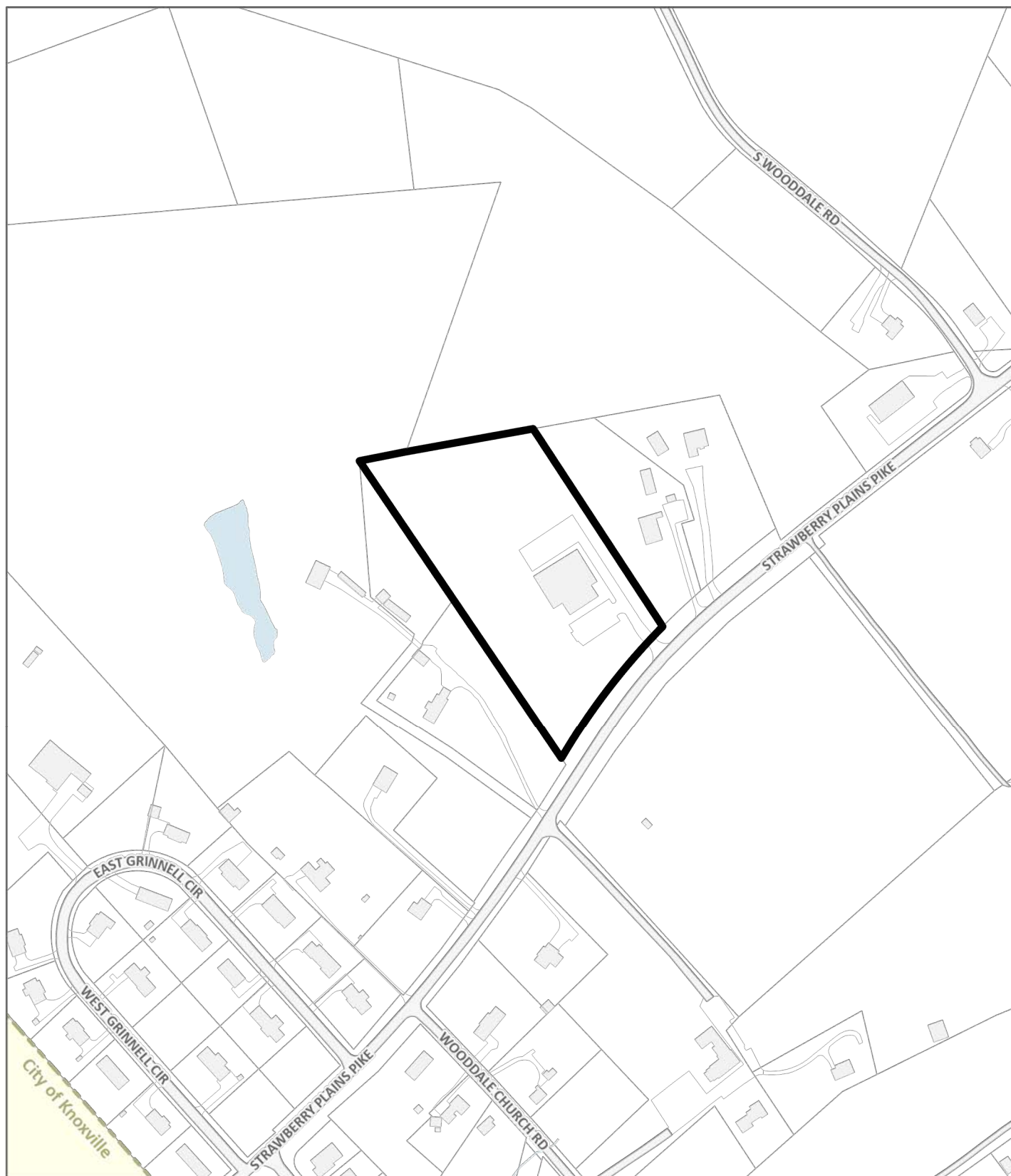
AERIAL MAP



Case boundary



Exhibit A. Contextual Images



LOCATION MAP

8-A-26-RZ / 8-A-26-PA



Case boundary



Zoning Map



Comprehensive Plan Map

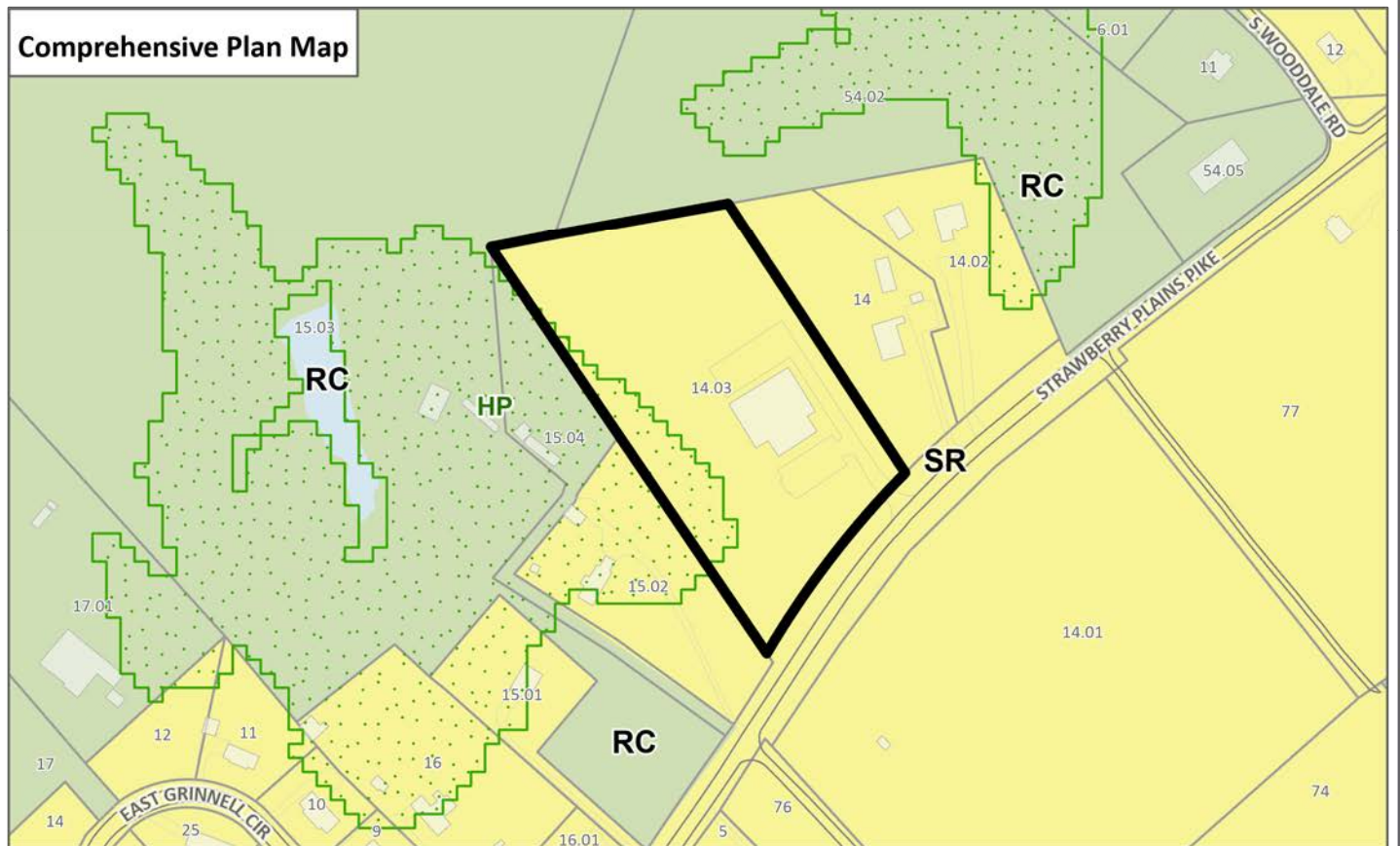


EXHIBIT A, CONTEXTUAL MAPS

8-A-26-RZ / 8-A-26-PA



Case boundary



Existing Land Use Map

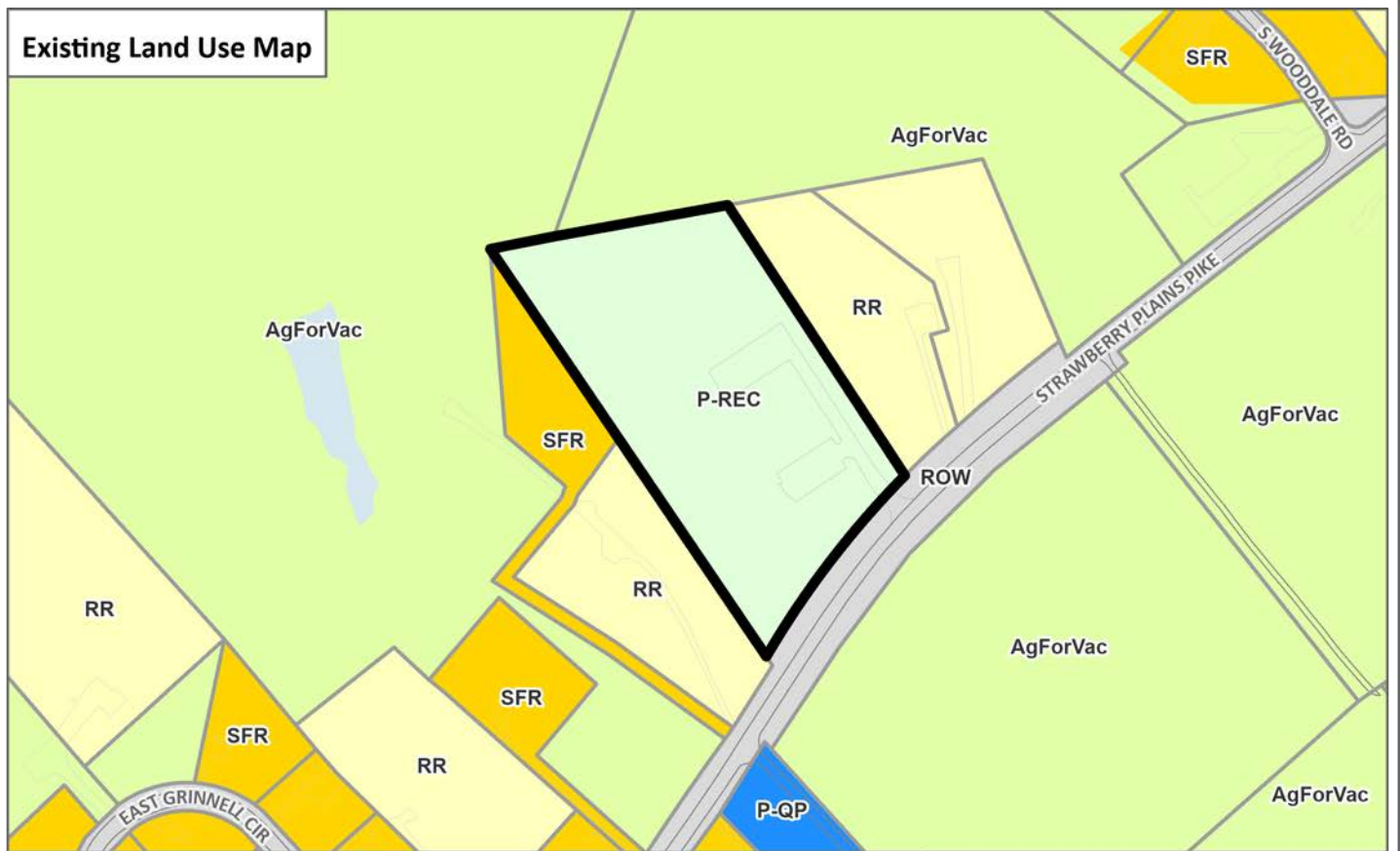


EXHIBIT A, CONTEXTUAL MAPS

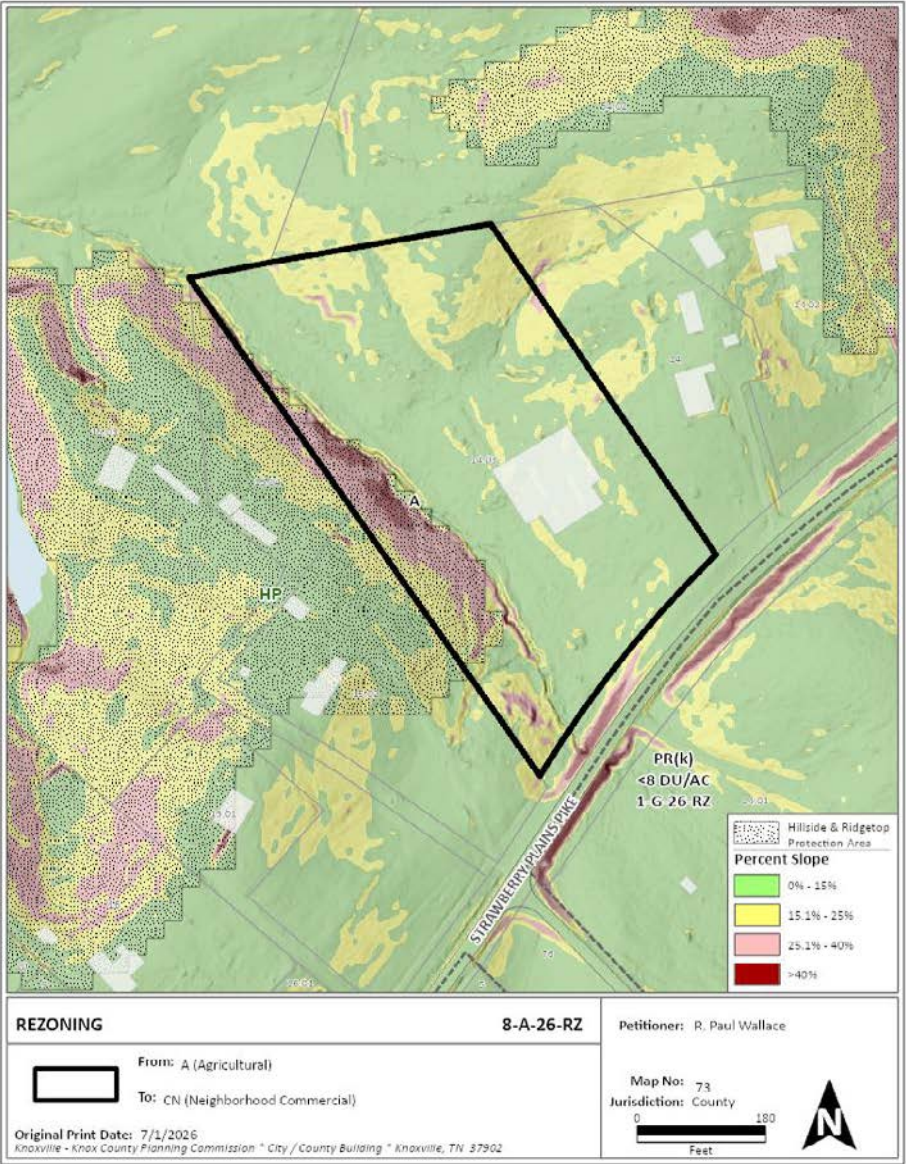
8-A-26-RZ / 8-A-26-PA



Case boundary



CATEGORY	ACRES	RECOMMENDED DISTURBANCE BUDGET (Percent)	DISTURBANCE AREA (Acres)
Total Area of Site	6.42		
Non-Hillside	5.65	N/A	
0-15% Slope	0.03	100%	0.03
15-25% Slope	0.24	50%	0.12
25-40% Slope	0.40	20%	0.08
Greater than 40% Slope	0.09	10%	0.01
Ridgetops			
Hillside Protection (HP) Area	0.77	Recommended disturbance budget within HP Area (acres)	0.24
		Percent of HP Area	31.3%



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

BCM See Attached 7-21-26

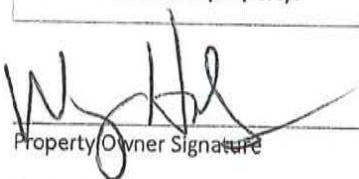
The existing business on the property is currently a Pickleball facility. The business is struggling to find footing in the area to support this business type and to continue its operation into the future. We are proposing a use change in the zoning for this property to support a self-storage facility.

A self-storage facility on this property would support the surrounding area immensely as there are multiple properties being developed for multi-family residential and single-family residential. The Universal at Strawberry Plains is one that is currently under development .3 miles from this property with a proposed 350-unit plan. The parcel directly across the street from this property, parcel (073 01401) has just recently been re-zoned to planned residential to accommodate a new subdivision. With the new residential development taking place in the area, we feel the self-storage component would be a great mix to support the area.

We would be converting the existing buildings interior only to self-storage. No changes would be made to the exterior of the existing structure. We would be adding single-story metal drive up and climate-controlled buildings to the rear of the property on approximately 1 1/2 to 2 acres of the land. The view from the road that the public will see while passing by the property will not be altered. It will still look just like it does from the roadway.

The current building on the property is a commercial building but is zoned AGR with a special use on review. Our stance is the building is already commercial, and this will not change, just the type of business that will be on the property going forward. Once this property is converted to self-storage, it is highly unlikely to be anything else other than storage for the distance future. To change it to something else would be cost prohibitive.

The traffic impact to the area for a self-storage facility is very low, thus not disrupting the surrounding neighbors of this property. This will be a low impact land use for the facility and will be supportive to the local residents and businesses in the area. The population growth and residential development in the area supports our vision for this property.



Property Owner Signature

Wayne Hodge

Print Name

04/20/2026

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

Subject:

Map Amendment Justification 8-A-26-PA

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

In addition to the justifications listed previously, this proposed changes also support the policies, actions, goals, objectives, and criteria of the Knox County Comprehensive Plan. Specifically, the requested RCC place type is consistent with the Comprehensive Plan's Implementation Policy 5: Create neighborhoods with a variety of housing types and amenities in close proximity. The RCC place type supports small-scale commercial and nonresidential development near residential areas.

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.

08/01/2026

08/14/2026

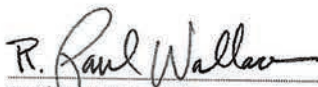
Date to be Posted

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

R. Paul Wallace

Applicant Name

04/20/2026

Date