

SPECIAL USE REPORT

► **FILE #:** 8-A-26-SU

AGENDA ITEM #: 40

AGENDA DATE: 8/13/2026

► **APPLICANT:** PETE EBY

OWNER(S): Pete Eby

TAX ID NUMBER: 82 P F 024

[View map on KGIS](#)

JURISDICTION: City Council District 6

STREET ADDRESS: 808 WINONA ST

► **LOCATION:** East side of Winona St, north side of Jefferson Ave

► **APPX. SIZE OF TRACT:** 8175 square feet

SECTOR PLAN: Central City

GROWTH POLICY PLAN: N/A (Within City Limits)

ACCESSIBILITY: Access is via Winona Street, a minor collector with 37-39 ft of pavement width within a right-of-way width that varies from 57-71 ft.

UTILITIES: Water Source: Knoxville Utilities Board

Sewer Source: Knoxville Utilities Board

FIRE DISTRICT: Knoxville Fire Department

WATERSHED: First Creek

► **ZONING:** RN-4 (General Residential Neighborhood), H (Historic Overlay)

► **EXISTING LAND USE:** Multifamily Residential

► **PROPOSED USE:** Neighborhood nonresidential reuse (eating and drinking establishment)

HISTORY OF ZONING: In 1995 the property was rezoned from R-2 (General Residential) to R-1A (Low Density Residential) (9-W-95-RZ). In 1997 the property was included in a large rezoning to add the H-1 (Historic Overlay) (6-Q-97-RZ).

SURROUNDING LAND USE AND ZONING: North: Wholesale - C-N (Neighborhood Commercial), H (Historic Overlay)

South: Single family residential - RN-2 (Single-Family Residential Neighborhood), H (Historic Overlay)

East: Multifamily residential - RN-4 (General Residential Neighborhood), H (Historic Overlay)

West: Office - I-G (General Industrial)

NEIGHBORHOOD CONTEXT: The subject property lies between a commercial node to the east and north and the Edgewood Park City Historic District. Caswell Park and the East Magnolia Avenue mixed-use corridor are nearby to the south.

STAFF RECOMMENDATION:

► **Approve the requested neighborhood nonresidential reuse of a commercial building for an eating and drinking establishment, subject to 3 conditions.**

1. Meeting all applicable requirements of the City of Knoxville Zoning Ordinance, including, but not limited to, Article 13 (Signs), Article 11 (Parking), and Article 8.5 (Historic Overlay Zoning).
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:

The applicant is requesting to reuse an existing, vacant commercial building as a bakery. Although new eating and drinking establishment structures are not permitted in the RN-4 (General Residential) district, a nonresidential reuse of a structure originally constructed for a nonresidential use within a residential neighborhood can be approved via special use review, subject to the Principal Use Standards of Neighborhood Nonresidential Reuse (Article 9.3.V).

The property is within the Edgewood Park City National Register Historic District and local H (Historic Overlay) district, and it contains a c.1895 house fronting Jefferson Avenue and a c.1961 commercial building at the rear of the lot fronting Winona Street, which is the building proposed for nonresidential reuse. The submitted plans and operations summary details that no physical alterations will be made to the site and the operating hours (mornings and early afternoons) will not be a nuisance to surrounding properties. Existing on-street parking will be used, and the property is served by sidewalks and a KAT bus stop in front of the building.

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

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

A. The One Year Plan's and the Central City Sector Plan's TDR (Traditional Neighborhood Residential) land use classification is primarily intended for residential development. However, compatible, lower-intensity nonresidential uses may be considered in this area, provided they are permitted by the zoning district. The Central City Sector Plan encourages the preservation and rehabilitation of historic structures in the Edgewood Park City historic district.

B. The property abuts the MU-SD, MU-CC-4 (Mixed-Use Special District, Magnolia Gateways) land use classification to the north and on the western side of Winona Street, and this classification encourages mixed-use development, specifically a mix of residential, commercial, office, warehouse, wholesale, and light industrial uses in this area.

C. The proposed special use supports the General Plan's Development Policies 6.6 and 8.2, to encourage the reuse of vacant and underutilized historic resources and to locate neighborhood commercial so that it will enhance, rather than hinder, the stability of residential areas.

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

A. The RN-4 district intends to accommodate mixed medium density residential development and permits a limited range of nonresidential uses that are compatible with the character of the district. As mentioned above, the eating and drinking establishment use can be permitted as neighborhood nonresidential reuse via special use approval.

B. The proposed use is consistent with the Principal Use Standards (9.3.V) and must operate within the applicable restrictions. For example, all business and storage uses must be located within the structure, and live entertainment uses are prohibited. Any change of an approved use to another nonresidential use would require a new special use approval.

C. The Principal Use standards state that no off-street parking is required, but existing parking must be maintained. The property's current parking consists of on-street parking along Jefferson Avenue. There is a KAT bus stop in front of the building, and the subject property is served by sidewalks on both Winona Street and Jefferson Avenue and is in a walkable neighborhood with a developed sidewalk system. There is a driveway to the north of the subject building, which cannot be used as parking for the eating and drinking establishment unless improvements are made to meet City Engineering standards, and no improvements are currently proposed.

D. The subject property is within the Edgewood Park City H district, which is intended to preserve and protect historic structures and guide rehabilitation to be compatible with the character of this historic area. The proposed special use will bring a vacant building into active use, encouraging its preservation. While no exterior changes are proposed at this time, any exterior alterations or signs would require historic zoning approval for compliance with the neighborhood design guidelines.

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 commercial building has existed at this location since 1961 and is protected by a H district that requires

any exterior alterations to undergo historic zoning review to ensure compatibility with the neighborhood.

B. The building is at the southeastern edge of an existing commercial node at the intersection of Winona Street and Washington Avenue, so the proposed special use would be a minor extension that will serve the residents of the surrounding Parkridge neighborhood. More intensive commercial uses are directly to the west along Jefferson Avenue.

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 use of an eating and drinking establishment outlined in the operations summary in this approximately 1,000-sq-ft building is not anticipated to be injurious to the surrounding residential area and is consistent with longstanding commercial uses along Winona Street.

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

A. Winona Street is a minor collector featuring a mix of residential and commercial uses, and vehicular traffic would likely be routed from Washington Avenue to the north, a minor collector, and from East Fifth Avenue and East Magnolia Avenue to the south, a major collector and major arterial, respectively.

B. Although there could be a minor increase in traffic along Jefferson Avenue to access on-street parking, an eating and drinking establishment, particularly the proposed bakery, is not anticipated to generate significant traffic. As previously mentioned, the property is served by transit and pedestrian amenities that will reduce vehicular traffic.

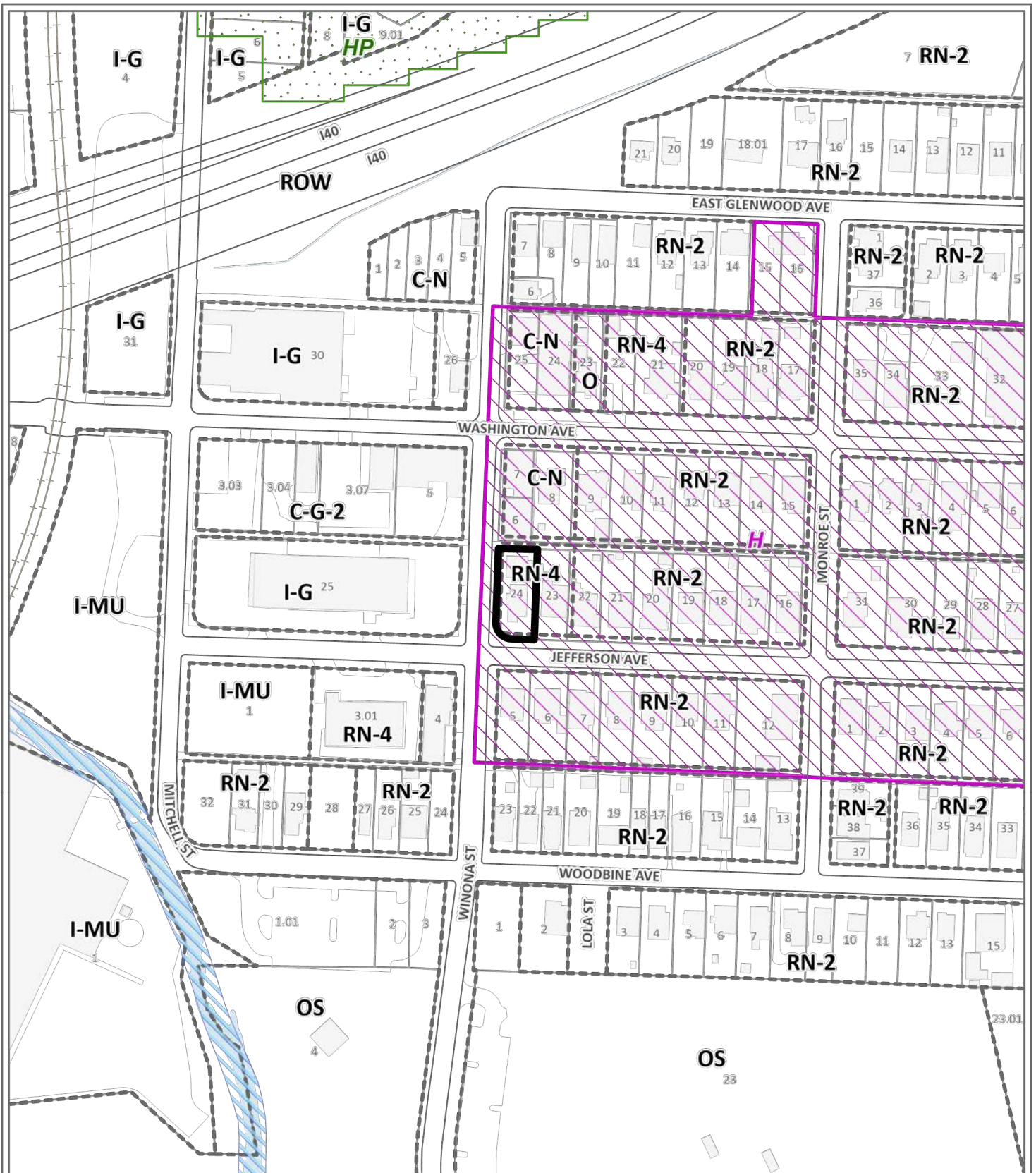
6) THE NATURE OF DEVELOPMENT IN THE SURROUNDING AREA IS NOT SUCH AS TO POSE A POTENTIAL HAZARD TO THE PROPOSED USE OR TO CREATE AN UNDESIRABLE ENVIRONMENT FOR THE PROPOSED USE.

A. There are no aspects of the property or the surrounding context that pose a risk to the requested eating and drinking establishment 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 City Council. The date of the Knoxville City Council hearing will depend on when the appeal application is filed.



SPECIAL USE

8-A-26-SU

Petitioner: Pete Eby



Neighborhood nonresidential reuse (eating and drinking establishment) in RN-4 (General Residential Neighborhood), H (Historic Overlay)

Original Print Date: 7/8/2026

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

Map No: 82

Jurisdiction: City

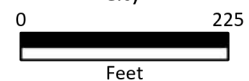


Exhibit A. Contextual Images



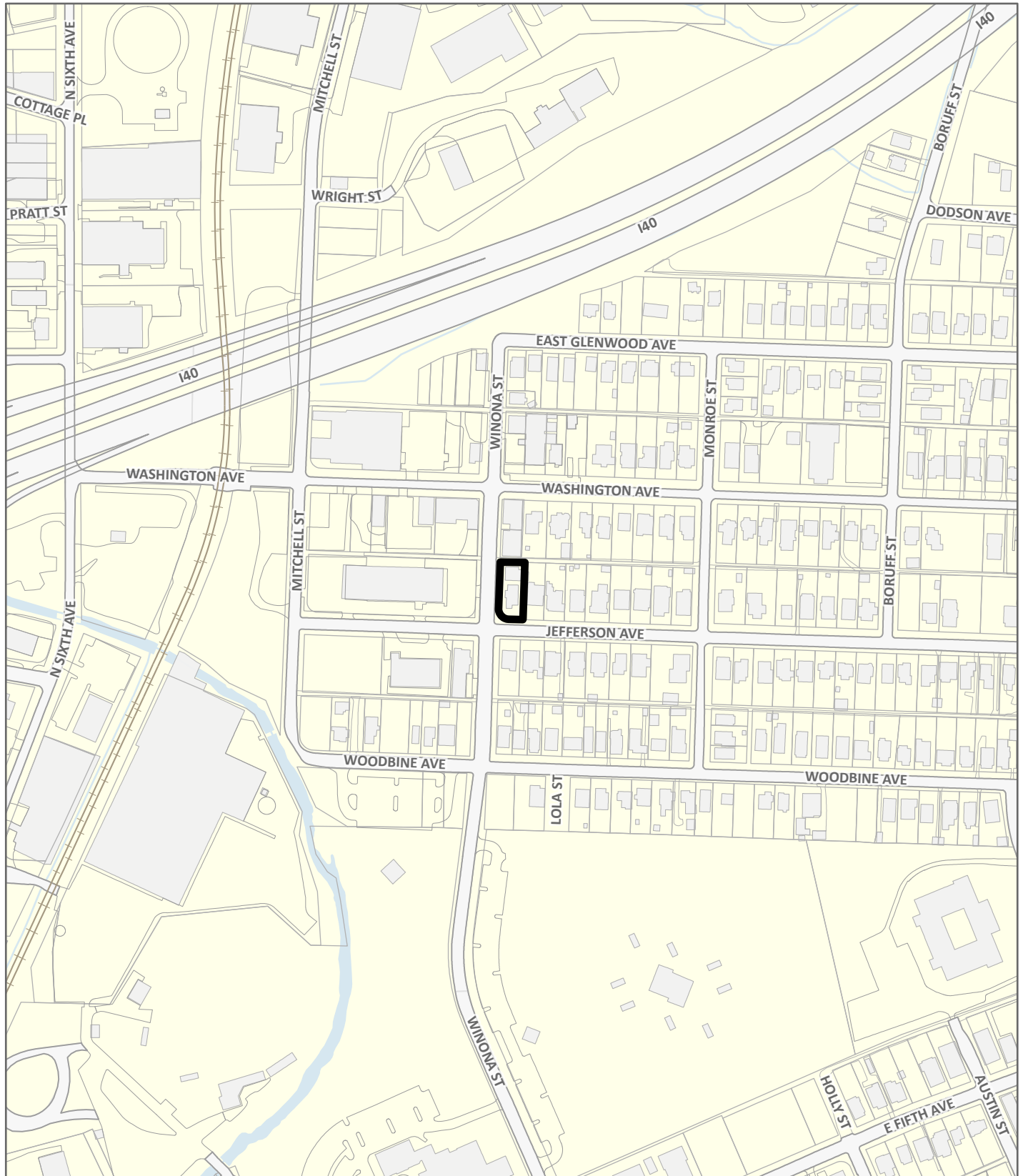
AERIAL MAP



Case boundary



Exhibit A. Contextual Images



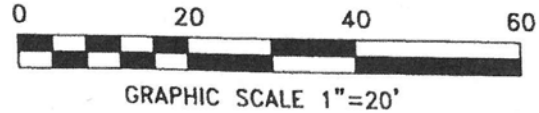
LOCATION MAP

8-A-26-SU



Case boundary

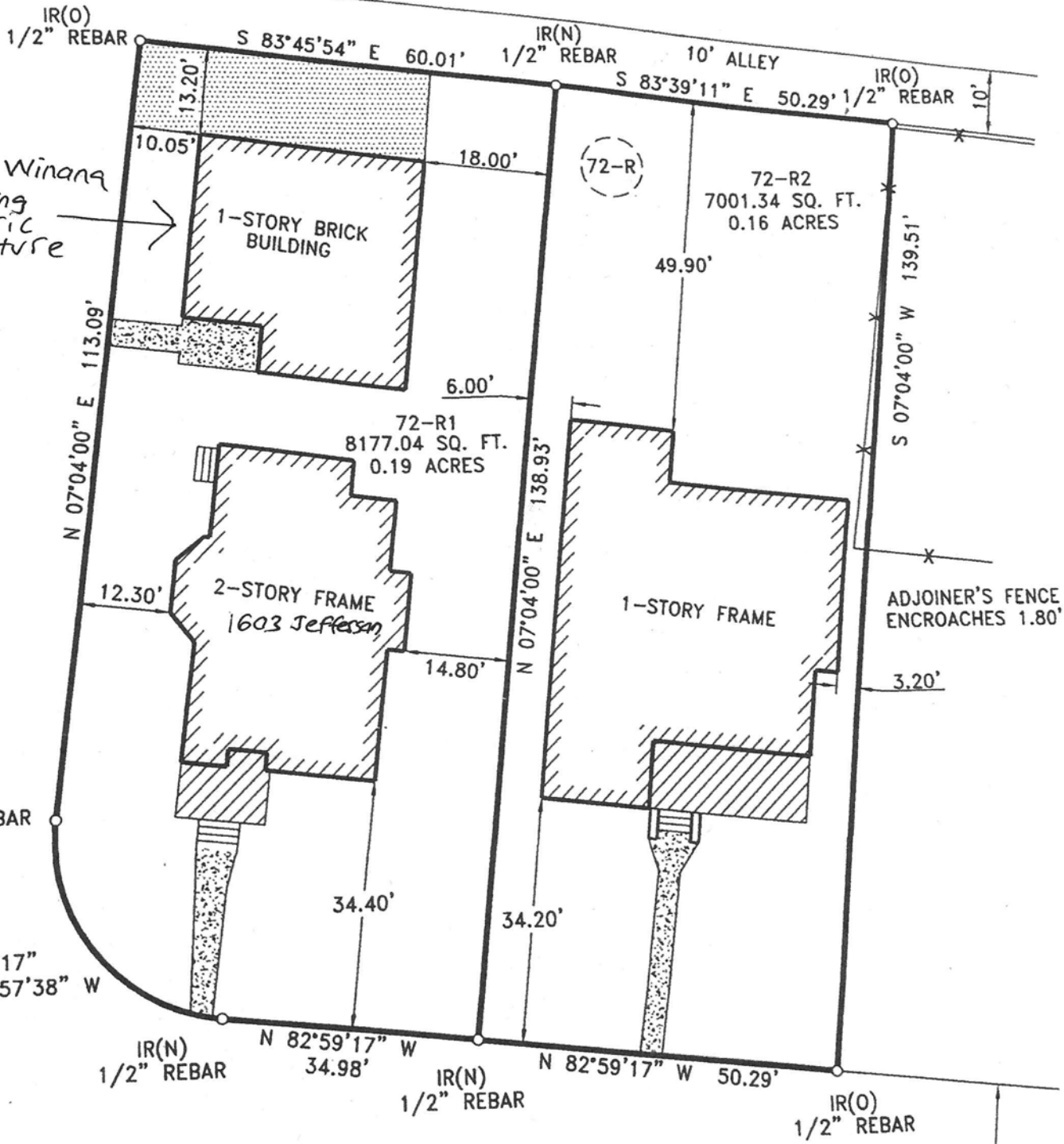




WINONA STREET
(CENTERLINE OF RIGHT OF WAY)

808 Winona
Existing
Historic
Structure

A=39.29'
R=25.00'
Δ=90°03'17"
BN=N 37°57'38" W
C=35.37'



(CENTERLINE OF RIGHT OF WAY)
JEFFERSON AVENUE

8-A-26-SU



Project Summary:

We are applying under the "Neighborhood Nonresidential Reuse" provision (Section 9.3.M) to reactivate the existing 1960s non-residential structure on the property. We are requesting approval to utilize the space as an "Eating and drinking establishment" (specifically a small neighborhood bakery).

Anticipated Operating Hours: Operations will be limited to standard daytime hours, typical for a neighborhood bakery or coffee shop (e.g., mornings and early afternoons). There will be no late-night operations, ensuring the quiet residential character of the evening is maintained.

Outdoor Seating: We do not have plans for formal outdoor seating or a patio at this time. Activity will be primarily contained within the existing historic structure.

Signage: We will strictly adhere to the provided signage standards and the requirements of the H-1 Historic Overlay. Any future signage will be minimal, non-intrusive, and architecturally appropriate for the neighborhood (such as a small, compliant wall sign).

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.

8/1/26

8/14/26

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

Pete Eby

Digitally signed by Pete Eby
Date: 2026.06.08 20:21:11
-04'00'

Pete Eby

8 June 2026

Applicant Signature

Applicant Name

Date