CASE SUMMARY

APPLICATION TYPE: REZONING

Planning
KNOXVILLE | KNOX COUNTY

File Number:	9-H-25-RZ	**Related File Number:**	
Application Filed:	7/28/2025	**Date of Revision:**	
Applicant:	JAMES ACKERSON		

PROPERTY INFORMATION

General Location:	Southeast side of W Baxter Ave, northeast of Wray St		
Other Parcel Info.:			
Tax ID Number:	81 M W 003	**Jurisdiction:**	City
Size of Tract:	4591 square feet		
Accessibility:	Access is via W Baxter Ave, a major collector street with a pavement width of 27 ft within a 70-ft right-of-way.		

GENERAL LAND USE INFORMATION

Existing Land Use:	Single Family Residential		
Surrounding Land Use:			
Proposed Use:		**Density:**	
Planning Sector:	Central City	**Plan Designation:**	MU-SD / MU-CC2 (Mixed Use-Special District, Central Stree
Growth Policy Plan:	N/A (Within City Limits)		
Neighborhood Context:	This area is comprised of a mix of commercial, residential, civic and industrial uses. Commercial uses include the retail and service operations along N Central Street, particularly at the intersection of N Central Street and Anderson Avenue which is the center of the Happy Holler district. Residential uses are a mix of single family dwellings and multifamily dwellings. Industrial uses include the Holston Gases complex and several warehousing and operations facilities along Lee Street and Wray Street. Public uses include churches, social services, and the Knox County Engineering and Public Works complex.		

ADDRESS/RIGHT-OF-WAY INFORMATION (where applicable)

Street:	140 W BAXTER AVE
Location:	
Proposed Street Name:	
Department-Utility Report:	
Reason:	

ZONING INFORMATION (where applicable)

Current Zoning:	RN-4 (General Residential Neighborhood)
Former Zoning:	
Requested Zoning:	C-G-2 (General Commercial)
Previous Requests:	
Extension of Zone:	Yes, this would be an extension.
History of Zoning:	None noted.

PLAN INFORMATION (where applicable)

Current Plan Category: MU-SD / MU-CC2 (Mixed Use-Special District, Central Street Corridor)

Requested Plan Category:

SUBDIVISION INFORMATION (where applicable)

Subdivision Name:

No. of Lots Proposed: **No. of Lots Approved:** 0

Variances Requested:

S/D Name Change:

OTHER INFORMATION (where applicable)

Other Bus./Ord. Amend.:

PLANNING COMMISSION ACTION AND DISPOSITION

Planner In Charge: Jessie Hillman

Staff Recomm. (Abbr.): Approve the C-G-2 (General Commercial) district because it is consistent with the sector plan and development trends in the area.

Staff Recomm. (Full):

Comments: PURSUANT TO THE CITY OF KNOXVILLE ZONING ORDINANCE, SECTION 16.1.E, ALL OF THE FOLLOWING CONDITIONS MUST BE MET FOR ALL REZONINGS:

THE PROPOSED AMENDMENT SHALL BE NECESSARY BECAUSE OF SUBSTANTIALLY CHANGED OR CHANGING CONDITIONS IN THE AREA AND DISTRICTS AFFECTED, OR IN THE CITY/COUNTY GENERALLY:
1. This area along the W Baxter Avenue corridor has transitioned away from residential uses over the past ten years. Approximately 17 homes across the street from the subject property were demolished along with other buildings around 2016, leaving most of that block cleared for redevelopment. In 2021 the Royal Bark dog daycare was established 160 ft away across Wray Streeet, and the noise from the dogs could impact residents. In 2022, the adjacent Ladies of Charity center redesigned and expanded their parking lot so that it extended to the subject property line, and cars now park and face directly at the existing dwelling.
2. These changing development conditions make residential uses less desirable at this location and support consideration of a minor extension of the C-G-2 (General Commercial) zoning district to permit other uses for the property.

THE PROPOSED AMENDMENT SHALL BE CONSISTENT WITH THE INTENT AND PURPOSE OF THE APPLICABLE ZONING ORDINANCE:
1. The C-G district is intended to provide for a heterogenous mix of retail, personal service, office and residential uses within and along Knoxville’s commercial nodes and corridors. It promotes mixed-use development in a pedestrian-oriented environment.
2. The subject property is serviced by sidewalks along the W Baxter Avenue corridor, which hosts a diverse mix of commercial, office, industrial, residential and local government uses. This location aligns with the mixed-use, pedestrian-oriented intent of the C-G zoning district.

THE PROPOSED AMENDMENT SHALL NOT ADVERSELY AFFECT ANY OTHER PART OF THE CITY, NOR SHALL ANY DIRECT OR INDIRECT ADVERSE EFFECTS RESULT FROM SUCH AMENDMENT.
1. This rezoning aligns with changing development trends in the area, and it is not anticipated to have an adverse effect on the area. Nonresidential redevelopment on this site would be challenging if the expansive historic home were demolished because a 20-ft landscape buffer would be required where it abuts the residential zone to the west. The most straightforward outcome from this rezoning would be the allowance of different nonresidential uses within the existing structure.

THE PROPOSED AMENDMENT SHALL BE CONSISTENT WITH AND NOT IN CONFLICT WITH THE KNOXVILLE-KNOX COUNTY GENERAL PLAN AND ITS COMPONENT PARTS, INCLUDING ADOPTED SECTOR PLANS, CORRIDOR PLANS, AND RELATED DOCUMENTS.
1. This rezoning is supported by the property's MU-SD, CC-2 (Mixed-Use Special District, Central Street Corridor) land use classification in the Central City Sector Plan and One Year Plan. This designation specifically points to Baxter Avenue as a street where General Commercial uses can be considered.

2. Rezoning this property to the C-G-2 district acknowledges that this area along W Baxter Avenue has become less suitable for single-family residential uses. It aligns with the General Plan's Development Policy 9.5, to avoid locating residences or other noise-sensitive land uses in locations that will be subject to excessive noise. This property's close proximity to a dog kennel, a busy parking lot and industrial zoning to the west make a commercial rezoning appropriate here.

ADEQUATE PUBLIC FACILITIES ARE AVAILABLE INCLUDING, BUT NOT LIMITED TO, SCHOOLS, PARKS, POLICE AND FIRE PROTECTION, ROADS, SANITARY SEWERS, AND WATER LINES, OR ARE REASONABLY CAPABLE OF BEING PROVIDED PRIOR TO THE DEVELOPMENT OF THE SUBJECT PROPERTY IF THE AMENDMENT WERE ADOPTED:
1. This property is in an urbanized area with ample infrastructure capacity for development. There is a bus route nearby along N Central Street to the northeast.

Action: Approved **Meeting Date:** 9/11/2025

Details of Action:

Summary of Action: Approve the C-G-2 (General Commercial) district because it is consistent with the sector plan and development trends in the area.

Date of Approval: 9/11/2025 **Date of Denial:** **Postponements:**

Date of Withdrawal: **Withdrawn prior to publication?:** ☐ **Action Appealed?:**

LEGISLATIVE ACTION AND DISPOSITION

Legislative Body: Knoxville City Council

Date of Legislative Action: 10/14/2025 **Date of Legislative Action, Second Reading:** 10/28/2025

Ordinance Number: **Other Ordinance Number References:** O-137-2025

Disposition of Case: Approved **Disposition of Case, Second Reading:** Approved

If "Other": **If "Other":**

Amendments: **Amendments:**

Date of Legislative Appeal: **Effective Date of Ordinance:**