

- i. An Ordinance to change the base zoning classification of property located at 6907 Central Avenue Pike from C-G-1 (General Commercial) District to C-H-1 (Highway Commercial) District, leaving all special purpose and overlay districts unchanged, Brandon Bolding, Applicant. (Planning Commission Approved 14-0 Consent) (File No. 4-G-25-RZ) (Council District 5)



**CITY OF KNOXVILLE, TENNESSEE**

**City Council**

**AGENDA INFORMATION SHEET**

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**AGENDA DATE:** May 27, 2025  
**DEPARTMENT:** Knoxville-Knox County Planning  
**DIRECTOR or DESIGNEE:** Amy Brooks

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**AGENDA SUMMARY** An Ordinance to change the base zoning classification of property located at 6907 Central Avenue Pike from C-G-1 (General Commercial) District to C-H-1 (Highway Commercial) District, leaving all special purpose and overlay districts unchanged, Brandon Bolding, Applicant. (Planning Commission Approved 14-0 Consent) (File No. 4-G-25-RZ) (Council District 5)

**COUNCIL DISTRICT(S) AFFECTED** 5th

**BACKGROUND** The applicant requested to change the base zoning of property located at 6907 Central Avenue Pike from C-G-1 (General Commercial) District to C-H-1 (Highway Commercial) District. The property has the special purpose/overlay district of F (Floodplain Overlay). No changes to the special purpose/overlay district are included in the application, Planning staff recommendation, or the Planning Commission recommendation.

**RECOMMENDATION** The Planning Commission recommended approval of changing the base zone to the C-H-1 (Highway Commercial) district because it is a minor extension that is compatible with surrounding conditions, by a vote of 14-0 Consent. The F (Floodplain Overlay) would be retained.

**ESTIMATED PROJECT SCHEDULE** This item was considered and recommended for approval by the Planning Commission on April 10, 2025. Therefore, the one hundred and twenty day deadline for final Council action on this item is August 8, 2025 per the City Zoning Ordinance, Appendix B, Article 16.1 - Zoning Text and Map Amendment.

**PRIOR ACTION/REVIEW**

Planning Commission Meeting 4/10/2025 Published ad on 3/6/2025  
Knoxville City Council 5/13/2025 Published ad on 4/15/2025

Approved on first reading at the 5/13/2025 regular meeting by vote of 8-0.

**FISCAL INFORMATION** N/A

**ORDINANCE**

ORDINANCE NO. \_\_\_\_\_

AN ORDINANCE OF THE COUNCIL OF THE CITY OF KNOXVILLE TO AMEND ORDINANCE NO. O-107-2019, KNOWN AND CITED AS “THE CITY OF KNOXVILLE ZONING CODE,” TO CHANGE THE BASE ZONING CLASSIFICATION OF PROPERTY LOCATED AT 6907 CENTRAL AVENUE PIKE FROM C-G-1 (GENERAL COMMERCIAL) DISTRICT TO C-H-1 (HIGHWAY COMMERCIAL) DISTRICT, LEAVING ALL SPECIAL PURPOSE AND OVERLAY DISTRICTS UNCHANGED, BRANDON BOLDING, APPLICANT. (FILE NO. 4-G-25-RZ).

ORDINANCE NO: \_\_\_\_\_  
Knoxville-Knox County  
REQUESTED BY: Planning Commission  
PREPARED BY: Law \_\_\_\_\_

APPROVED ON 1<sup>ST</sup>  
READING: \_\_\_\_\_  
APPROVED ON 2<sup>ND</sup>  
READING: \_\_\_\_\_  
APPROVED AS AN EMERGENCY  
MEASURE: \_\_\_\_\_

MINUTE BOOK: \_\_\_\_\_ PAGE \_\_\_\_\_

**WHEREAS**, Brandon Bolding filed Application No. 4-G-25-RZ with the Knoxville-Knox County Planning Commission (“Planning Commission”) to have property located at 6907 Central Avenue Pike, Parcel ID 57 078 base rezoned from C-G-1 (General Commercial) District to C-H-1 (Highway Commercial) District, leaving all special purpose and overlay districts unchanged; and

**WHEREAS**, at its April 10, 2025 meeting, the Planning Commission recommended to the Council of the City of Knoxville that the change to the base zoning classification be approved, leaving all special purpose and overlay districts unchanged; and

**WHEREAS**, public notice on the hearing of this petition was published in the *Knoxville News Sentinel* on March 6, 2025, and public notice for the City Council meeting on May 13, 2025 was published in the *Knoxville News Sentinel* on April 15, 2025.

**NOW, THEREFORE, BE IT ORDAINED BY THE COUNCIL OF THE CITY OF KNOXVILLE THAT:**

**SECTION 1:** The City of Knoxville Zoning Code, being Ordinance No. O-107-2019, be and the same is hereby amended, so as to change the base zoning classification of property described as being located at 6907 Central Avenue Pike, Parcel ID 57 078, Fifth District, North County Sector, from C-G-1 (General Commercial) District to C-H-1 (Highway Commercial) District, leaving all special purpose and overlay districts unchanged, Brandon Bolding, Applicant, File No. 4-G-25-RZ.

**SECTION 2:** The following Planning Commission documents are attached as Collective Exhibit 1 to this Ordinance and made a part hereof by reference: The Knoxville-Knox County Planning Commission Rezoning Report including all appendices; a portion of the Zoning Map on which the above described property is shaded; an excerpt from the Minutes of the Planning Commission meeting of April 10, 2025; the Development Request for Rezoning; and Public Notice.

**SECTION 3:** If any part, sentence, phrase, clause, term, word, section, subsection, or provision of this ordinance is declared by a court of competent jurisdiction to be unconstitutional, illegal, or invalid, such decision shall not affect the validity of the ordinance as a whole or any part other than the part so declared to be unconstitutional, illegal, or invalid.

**SECTION 4:** This Ordinance shall take effect seventeen (17) days from and after its passage, the welfare of the City requiring it.

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Presiding Officer of the Council

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City Recorder

# REZONING REPORT

▶ **FILE #:** 4-G-25-RZ

**AGENDA ITEM #:** 10

**AGENDA DATE:** 4/10/2025

▶ **APPLICANT:** BRANDON BOLDING

OWNER(S): Brandon Bolding Integrity Lawn & Landscaping, Inc.

TAX ID NUMBER: 57 078

[View map on KGIS](#)

JURISDICTION: City Council District 5

STREET ADDRESS: 6907 CENTRAL AVENUE PIKE

▶ **LOCATION:** West side of Central Avenue Pk, north of Callahan Dr

▶ **APPX. SIZE OF TRACT:** 5.09 acres

SECTOR PLAN: North County

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

ACCESSIBILITY: Access is via Central Avenue Pike, a minor arterial with 22 ft of pavement width within a 40-ft right-of-way.

UTILITIES: Water Source: Hallsdale-Powell Utility District

Sewer Source: Hallsdale-Powell Utility District

FIRE DISTRICT: Knoxville Fire Department

WATERSHED: Knob Fork Creek

▶ **PRESENT ZONING:** C-G-1 (General Commercial), F (Floodplain Overlay)

▶ **ZONING REQUESTED:** C-H-1 (Highway Commercial), F (Floodplain Overlay)

▶ **EXISTING LAND USE:** Office

EXTENSION OF ZONE: Yes, it is an extension.

HISTORY OF ZONING: In 2017 the property was rezoned from R-2 (General Residential), A-1 (General Agricultural), and F-1 (Floodway) to C-3 (General Commercial) and F-1 (Floodway); applicant requested C-4 (Highway and Arterial Commercial) (10-H-17-RZ). In 2004 the property was rezoned to C-3 (General Commercial) as part of a larger rezoning resulting from annexation into the City (12-N-04-RZ).

SURROUNDING LAND USE AND ZONING: North: Rural residential, office - C-G-1 (General Commercial) in the City, F (Floodway), A (Agricultural), RB (General Residential) in the County

South: Agriculture/forestry/vacant land - C-H-1 (Highway Commercial) in the City

East: Single family residential, public/quasi-public land (church) - RB (General Residential) in the County

West: Agriculture/forestry/vacant land - C-H-1 (Highway Commercial), F (Floodplain Overlay) in the City

NEIGHBORHOOD CONTEXT: The subject property is situated between Knob Fork Creek and I-75 to the west and a railroad right-of-way to the east. This section of Central Avenue Pike is a commercial, industrial, and office node interspersed with residential uses adjacent to the Callahan Drive interchange with I-75, which lies 0.2

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**STAFF RECOMMENDATION:**

- **Approve the C-H-1 (Highway Commercial) district because it is a minor extension that is compatible with surrounding conditions. The F (Floodplain Overlay) would be retained).**

**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 request to rezone the subject property from the C-G-1 (General Commercial) to the C-H-1 (Highway Commercial) zoning district is consistent with changes to the area that support more auto-oriented and thoroughfare uses over a residential and pedestrian-oriented development. Near this property to the northwest is an approximately 60-acre brownfield site at 6934 and 7010 Central Avenue Pike. Aerial maps from 2022 to 2024 show extensive and ongoing remediation efforts by the Tennessee Department of Environment and Conservation (TDEC) to address heavy metal contamination of groundwater, soil and surface water at the site, which have been a subject of concern since 1980s.
2. The requested C-H-1 zoning is a minor extension of this district from the south, and there is additional C-H zoning to the north. C-H-1 zoning is also compatible with the more intensive CB (Business and Manufacturing) zoned property in the County jurisdiction along the west side of the Central Avenue Pike corridor as well.

THE PROPOSED AMENDMENT SHALL BE CONSISTENT WITH THE INTENT AND PURPOSE OF THE APPLICABLE ZONING ORDINANCE:

1. The C-H-1 zoning district is intended to accommodate higher-intensity commercial uses of a predominantly auto-oriented character, including retail, rental, and service establishments of a more intense commercial character including those requiring permanent outdoor service or storage areas. The C-H district regulations are intended to ensure the mitigation of any potential impacts related to such establishments on neighboring uses.
2. The auto-oriented character of the C-H district is consistent with the subject property's location on a minor arterial street without sidewalks which leads to I-75 a short distance to the south. It is also compatible with existing development nearby to the south, which includes two car dealerships.

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. The C-H district is not anticipated to have any adverse impact on surrounding properties. A 20-ft landscape buffer would be required for any new nonresidential development that abuts a residential zoning district.

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. The C-H zoning district is consistent with the GC (General Commercial) land use classification for this property in the North County Sector Plan and the One Year Plan.
2. This proposed rezoning does not conflict with any Development Policies of the General Plan.

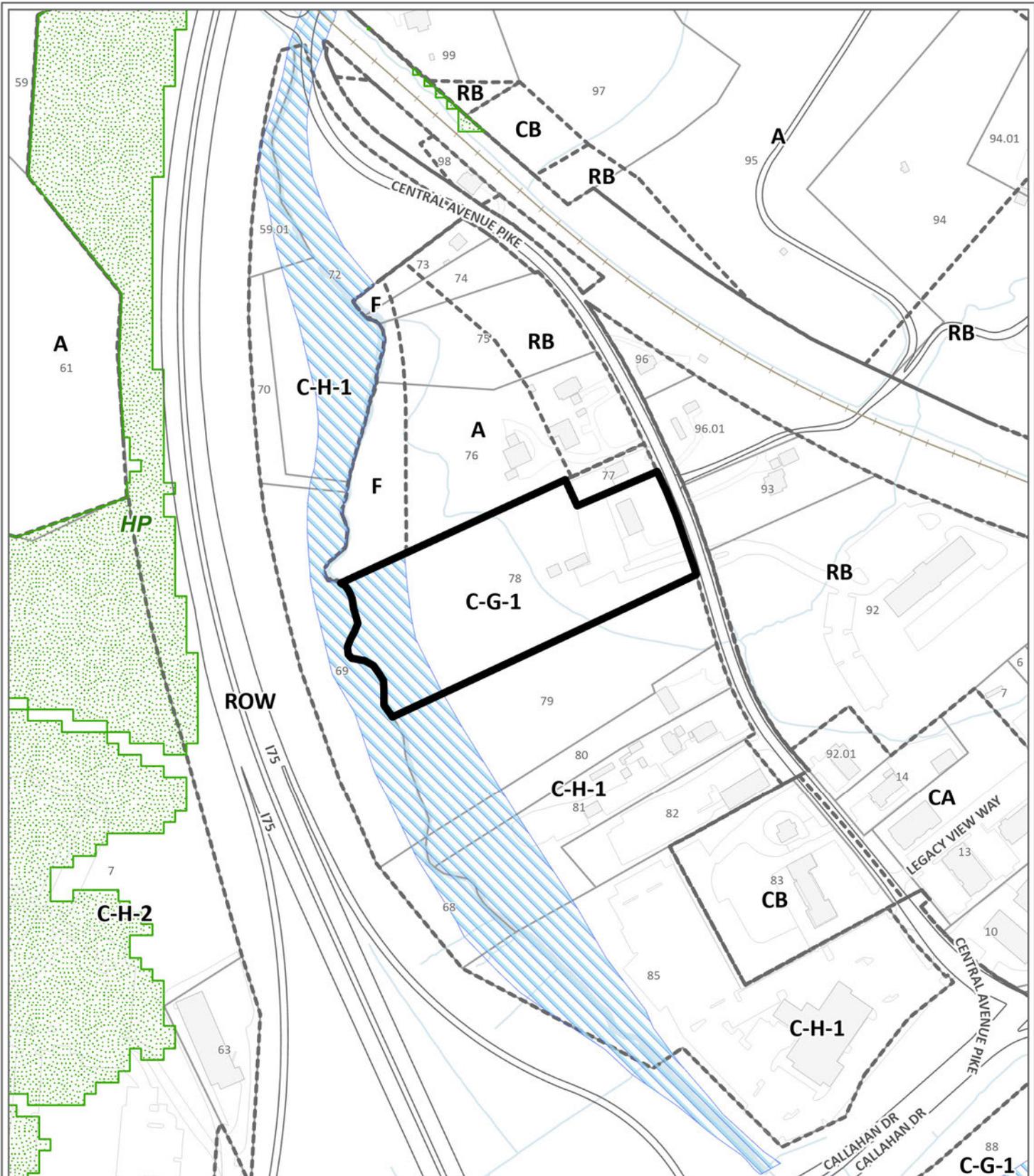
ADEQUATE PUBLIC FACILITIES ARE AVAILABLE INCLUDING, BUT NOT LIMITED TO, SCHOOLS, PARKS, POLICE AND FIRE PROTECTION, ROADS, SANITARY SEWERS, AND WATER LINES, OR ARE REASONABLY CAPABLE OF BEING PROVIDED PRIOR TO THE DEVELOPMENT OF THE SUBJECT PROPERTY IF THE AMENDMENT WERE ADOPTED:

1. The subject property is in an area with ample utility infrastructure capacity to accommodate more intensive commercial development.

ESTIMATED TRAFFIC IMPACT: Not required.

ESTIMATED STUDENT YIELD: Not applicable.

If approved, this item will be forwarded to Knoxville City Council for action on 5/13/2025 and 5/27/2025. If denied, Knoxville-Knox County Planning Commission's action is final, unless the action to deny is appealed to Knoxville City Council. The date of the appeal hearing will depend on when the appeal application is filed. Appellants have 15 days to appeal a Planning Commission decision in the City.



**REZONING**

**4-G-25-RZ**

**Petitioner:** Brandon Bolding



**From:** C-G-1 (General Commercial), F (Floodplain Overlay)

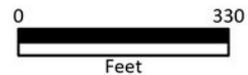
**To:** C-H-1 (Highway Commercial), F (Floodplain Overlay)

**Map No:** 57

**Jurisdiction:** City

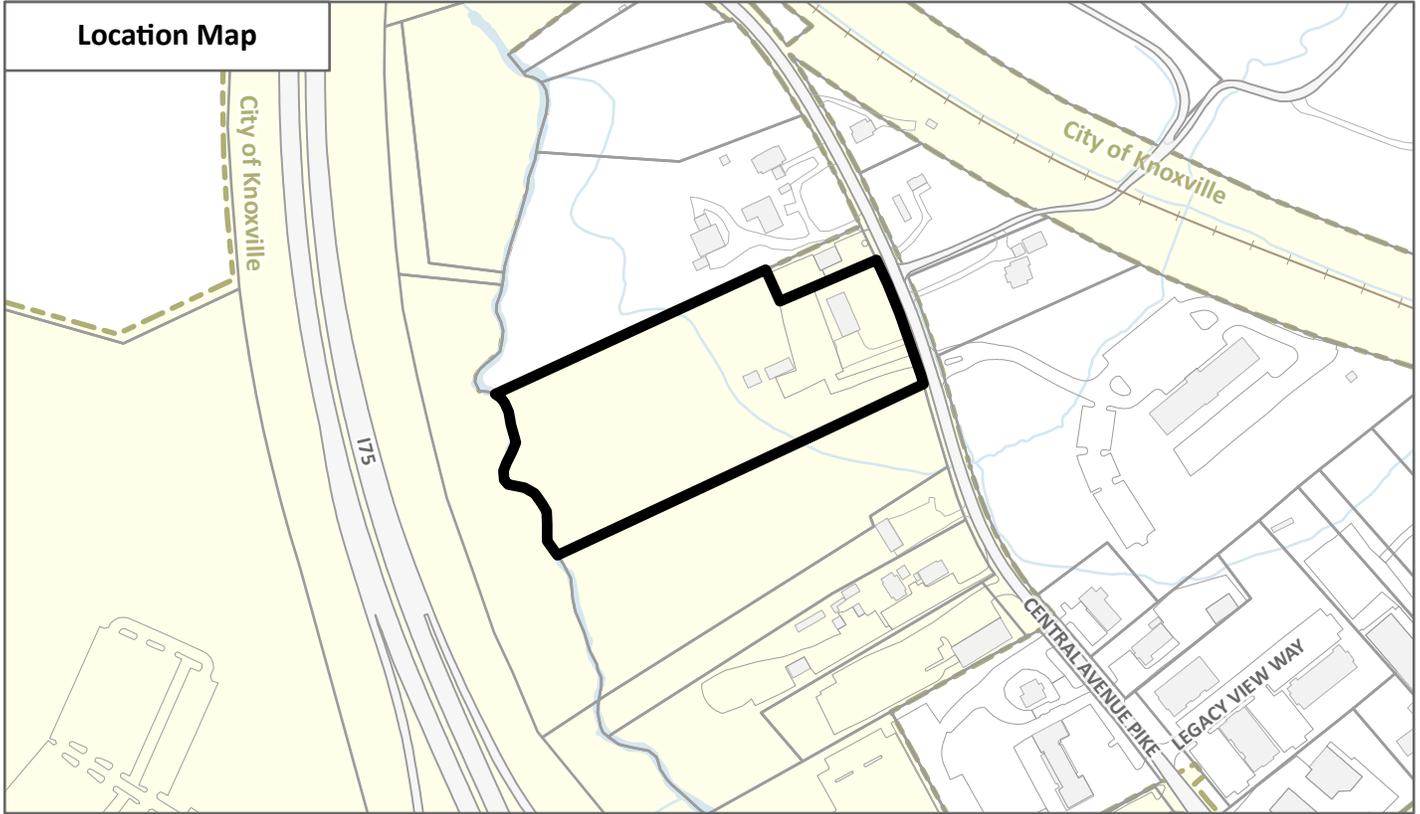
**Original Print Date:** 3/12/2025

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



# Exhibit A. Contextual Images

Location Map



Aerial Map

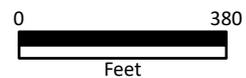


CONTEXTUAL MAPS 1

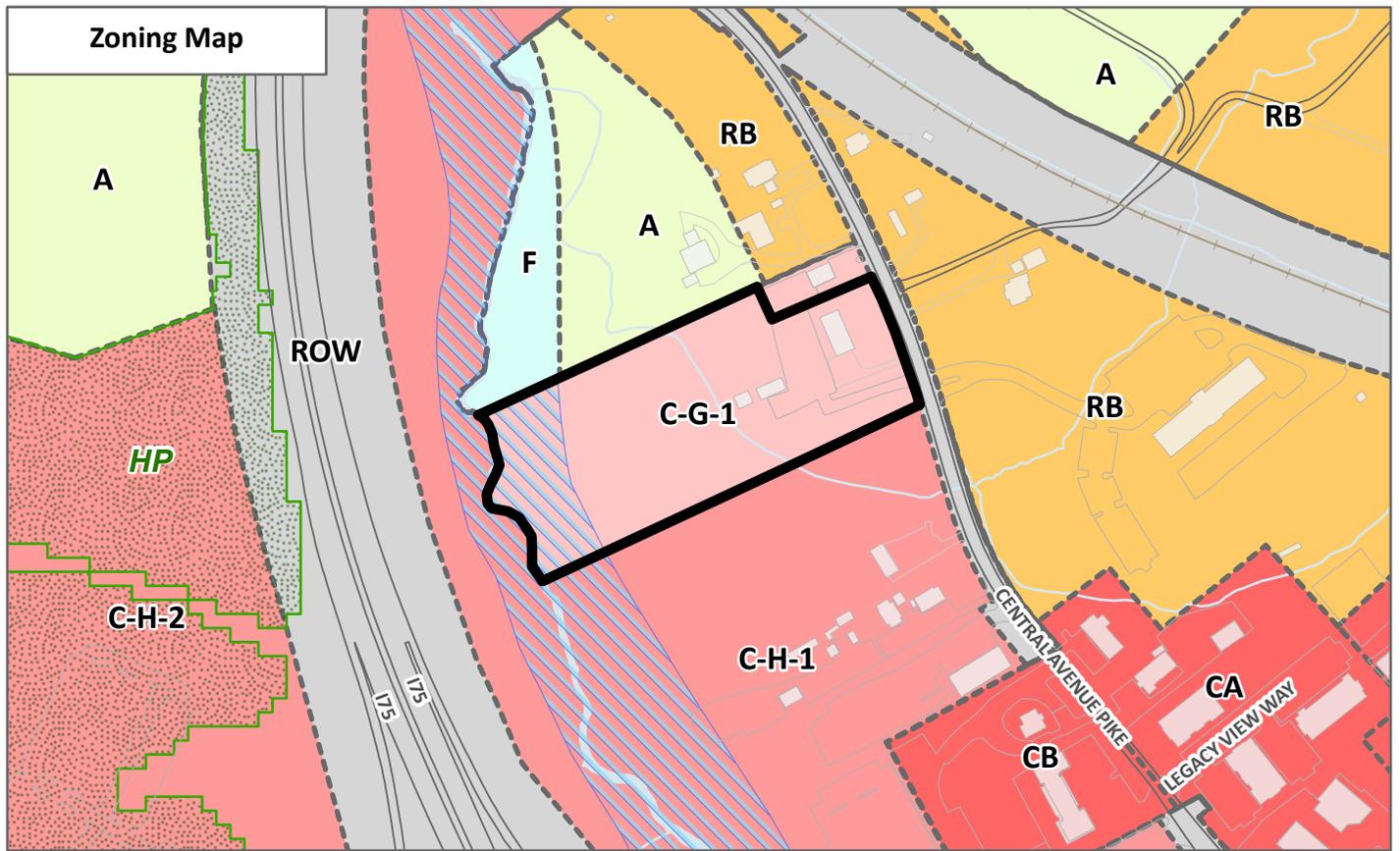
4-G-25-RZ



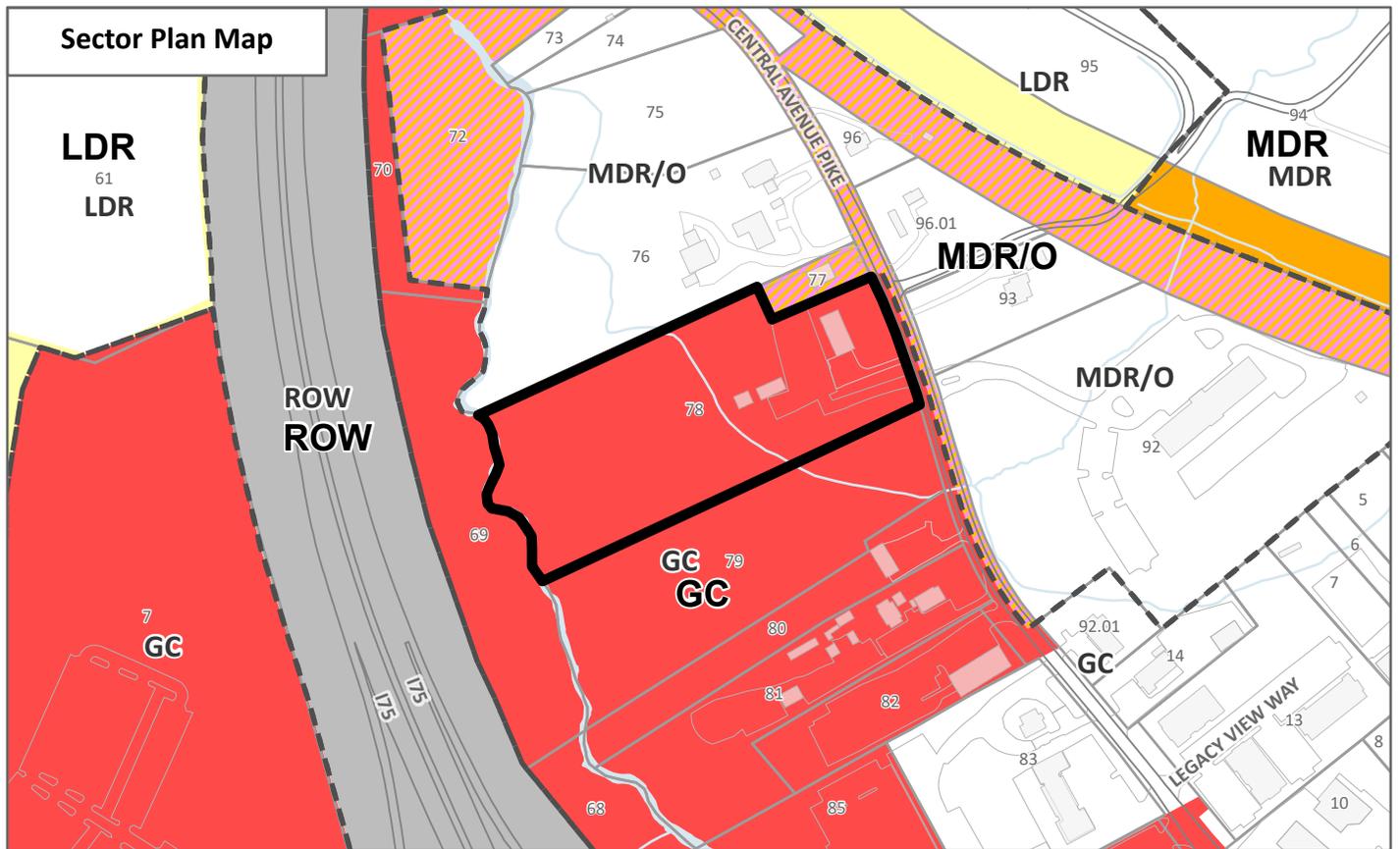
Case boundary



**Zoning Map**



**Sector Plan Map**

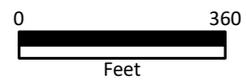


**CONTEXTUAL MAPS 2**

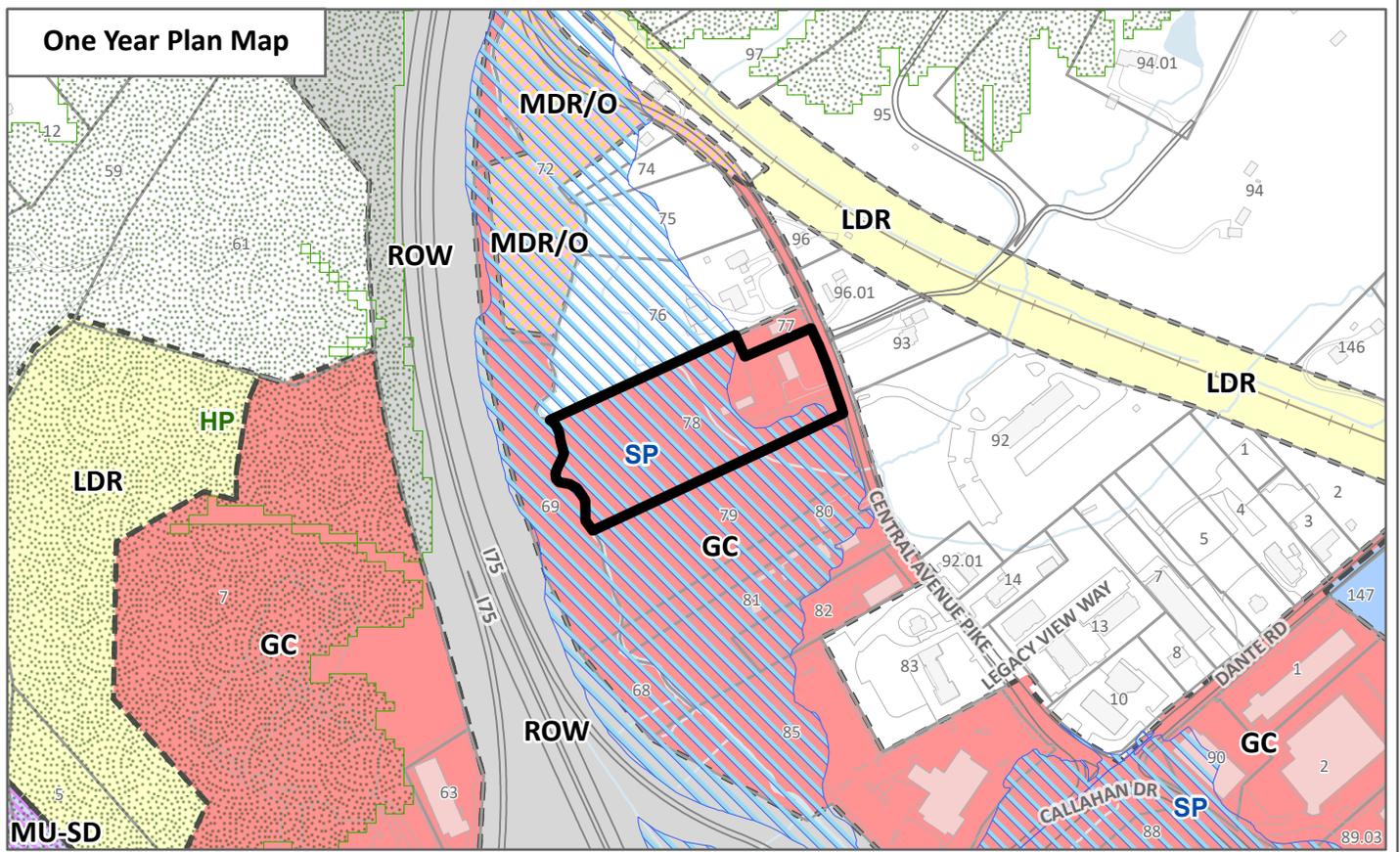
**4-G-25-RZ**



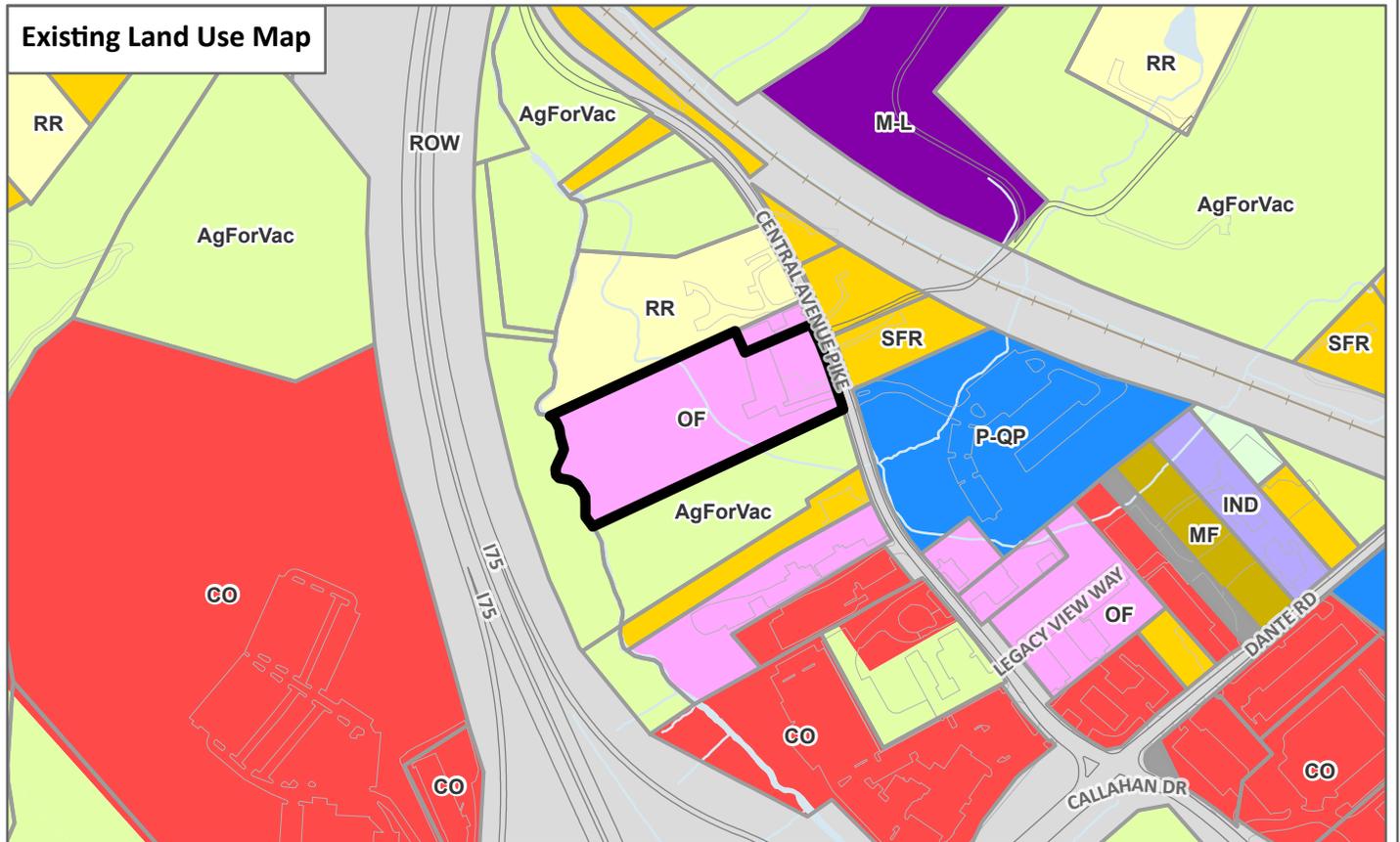
Case boundary



**One Year Plan Map**



**Existing Land Use Map**

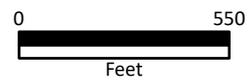


**CONTEXTUAL MAPS 3**

**4-G-25-RZ**



Case boundary



The Planning Commission met in regular session on April 10, 2025, at 1:30 p.m. in the Small Assembly Room of the City County Building.

Item No.

File No.

### 9. ROLL CALL, INVOCATION AND PLEDGE OF ALLEGIANCE

Commissioner	Present	Absent	Arrive late/left early
John Huber, Vice-Chair	✓		
Louis Browning	✓		
Rich Levenson	✓		
Tamara Boyer		✓	
Nancy Barger	✓		
Katie Overton	✓		
Marité Pérez	✓		
Matt Anderson	✓		
Logan Higgins	✓		
Miles Biggs	✓		
Kara Daley	✓		
Nick Gill	✓		
Amy Midis	✓		
Karyn Adams	✓		
Tim Hill, Chair	✓		

### CONSENT ITEMS READ

1. MOTION (BARGER) AND SECOND (ADAMS) WERE MADE TO APPROVE THE CONSENT ITEMS AS READ.

**MOTION CARRIED UNANIMOUSLY 14-0. APPROVED**

**Item No.**

**File No.**

**10. BRANDON BOLDING**

**4-G-25-RZ**

6907 Central Avenue Pike / Parcel ID 057 078, Council District 5.  
Rezoning from C-G-1 (General Commercial), F (Floodplain Overlay)  
to C-H-1 (Highway Commercial), F (Floodplain Overlay).

**1. STAFF RECOMMENDATION**

Approve the C-H-1 (Highway Commercial) district because it is a minor extension that is compatible with surrounding conditions. The F (Floodplain Overlay) would be retained).

**APPROVED ON CONSENT EARLIER IN THE MEETING**



# Development Request

## DEVELOPMENT

- Development Plan
- Planned Development
- Use on Review / Special Use
- Hillside Protection COA

## SUBDIVISION

- Concept Plan
- Final Plat

## ZONING

- Plan Amendment
  - SP
  - PA
- Rezoning

Brandon Bolding

President/Owner

Applicant Name

Affiliation

02/20/2025

File Number(s)

Date Filed

Meeting Date (if applicable)

## CORRESPONDENCE

All correspondence related to this application should be directed to the approved contact listed below.

- Applicant
- Property Owner
- Option Holder
- Project Surveyor
- Engineer
- Architect/Landscape Architect

Brandon Bolding

Integrity Lawn & Landscaping, Inc

Name

Company

6907 Central Avenue Pike

Knoxville

TN

37918

Address

City

State

ZIP

865 755-6181Cell 865687-1036 Off [REDACTED]

Phone

Email

## CURRENT PROPERTY INFO

Same

3717 Henderson Rd Knoxville TN 37931

865 755-6181

Property Owner Name (if different)

Property Owner Address

Property Owner Phone

6907 Central Avenue Pike

057 078

Property Address

Parcel ID

KUB

KUB

N

Sewer Provider

Water Provider

Septic (Y/N)

## COMMUNITY ENGAGEMENT

Sign and return the **Public Notice & Community Engagement** form with this application.

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.**

## DEVELOPMENT REQUEST

- Development Plan  
  Use on Review / Special Use  
  Hillside Protection COA  
 Residential  
  Non-Residential

Related City Permit Number(s)

Home Occupation (specify) \_\_\_\_\_

Other (specify) \_\_\_\_\_

## SUBDIVISION REQUEST

Proposed Subdivision Name \_\_\_\_\_

Related Rezoning File Number

Combine Parcels  
  Divide Parcel  
 Unit / Phase Number \_\_\_\_\_ Total Number of Lots Created \_\_\_\_\_

Other (specify) \_\_\_\_\_

Attachments / Additional Requirements

## ZONING REQUEST

Zoning Change  
 C-H-1  
 Proposed Zoning

Pending Plat File Number

Plan Amendment Change  
 Proposed Plan Designation(s) \_\_\_\_\_

Proposed Density (units/acre) \_\_\_\_\_ Previous Rezoning Requests \_\_\_\_\_

Other (specify) \_\_\_\_\_

## STAFF USE ONLY

### PLAT TYPE

- Staff Review  
  Planning Commission

### ATTACHMENTS

- Property Owners / Option Holders  
  Variance Request  
 Amendment Request (*Comprehensive Plan*)

### ADDITIONAL REQUIREMENTS

- Use on Review / Special Use (*Concept Plan*)  
 Traffic Impact Study  
 COA Checklist (*Hillside Protection*)

Fee 1	Total
Fee 2	
Fee 3	

## AUTHORIZATION

**By signing below, I declare under penalty of perjury the foregoing is true and correct: 1) He/she/it is the owner of the property AND 2) The application and all associated materials are being submitted with his/her/its consent. If there are additional owners or options holders, each additional individual must sign the Property Owners/Option Holders Form.**

  
 Applicant Signature

Brandon Bolding

2/20/2025

Print Name / Affiliation

Date

865 755-6181

Phone Number

Email

  
 Property Owner Signature

Brandon Bolding

2/19/25

Please Print

Date Paid



# Public Notice and Community Engagement

## 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.

## 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).

### 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.*

03/28/2025

Date to be Posted

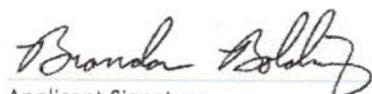
04/11/2025

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

BRANDON BOLDING  
Applicant Name

2/23/2025  
Date

4-G-25-RZ

FILE NUMBER

**THANK YOU for your submission!**

Your notice has been submitted for publication. Below is a confirmation of your order. You will also receive an email confirmation.

**ORDER DETAILS**

**Order Number:**  
LOKR0277651

**Order Status:**  
Submitted

**Classification:**  
Public Notices

**Package:**  
General Package

**Total payment:**  
173.96

**Payment Type:**  
Account Billed

**User ID:**  
L0013876

**External User ID:**  
676064

**ACCOUNT INFORMATION**

Knoxville-Knox County Planning  
400 W Main ST # 403 DALLAS DEARMOND  
Knoxville, TN 37902-2427  
865-215-3810  
dallas.dearmond@knoxplanning.org  
Knoxville-Knox County Planning  
Contract ID: GOVT

**TRANSACTION REPORT**

**Date**  
April 11, 2025 11:21:51 AM EDT

**Amount:**  
173.96

**ADDITIONAL OPTIONS**

1 Affidavit

**SCHEDULE FOR AD NUMBER LOKR02776510**

April 15, 2025  
Knoxville News Sentinel

**PREVIEW FOR AD NUMBER LOKR02776510**

**PUBLIC NOTICE**

The following items will be considered by the Knoxville City Council on May 13, 2025, at 6:00 p.m. in the Main Assembly Room, City County Bldg., 400 Main St., Knoxville, TN. For information related to these items, visit [KnoxPlanning.org/agenda](http://KnoxPlanning.org/agenda). If you need assistance or accommodation for a disability, please contact the City ADA coordinator at (865) 215-2104.

**ORDINANCE AMENDMENTS**

**8-E-23-OA – R. BENTLEY MARLOW** – Consideration of an amendment to the Knoxville City Code, Appendix B, Zoning Code, Article 12 Landscape. Planning Commission Action: Approve requested Ordinance Amendments

**REZONINGS/PLAN AMENDMENTS**

**4-F-25-RZ - GARRETT JERNIGAN-** 1608, 1612, 1616 EIGHTH AVE. Proposed rezoning. Planning Commission Action: Approve I-MU (Industrial Mixed Use)

**4-G-25-RZ - BRANDON BOLDING-** 6907 CENTRAL AVENUE PIKE. Proposed rezoning. Planning Commission Action: Approve C-G-1 (General Commercial) and F (Floodplain Overlay)

**4-L-25-RZ - NORTHCREEK RENOVATION AND CONSTRUCTION, LLC-** 0, 6714 KECK RD. Property located southeast of Callahan Dr., northeast side of Keck Rd. Proposed rezoning. Planning Commission Action: Approve C-G-1 (General Commercial)

**4-Q-25-RZ - KATHRYN GREER -** 305 RANDOLPH ST; 600 E MAGNOLIA AVE; 611 E DEPOT AVE. Proposed rezoning. Planning Commission Action: Approve DK-W (Downtown Knoxville-Warehouse Subdistrict)

**4-S-25-RZ - J SCOTT BUSBY, AIA-** 1908 GRAND AVE. Proposed rezoning. Planning Commission Action: Approve I-MU (Industrial Mixed Use)

**4-E-25-SP, 4-E-25-PA AND 4-T-25-RZ - MIKE BALLINGER-** 4602 MILLERTOWN PIKE. Proposed Sector Plan and One Year Plan amendments, proposed rezoning. Planning Commission Action: Approve Sector Plan and One Year Plan Amendments to MDR (Medium Density Residential) and rezoning to RN-4 (General Residential Neighborhood) April 15 2025  
LOKR0277651

[<< Click here to print a printer friendly version >>](#)