



SPECIAL USE REPORT

► **FILE #:** 8-A-25-SU

AGENDA ITEM #: 20

AGENDA DATE: 8/14/2025

► **APPLICANT:** MAINLAND MCA KNOXVILLE

OWNER(S): Mainland MCA Knoxville

TAX ID NUMBER: 106 P A 037

[View map on KGIS](#)

JURISDICTION: City Council District 2

STREET ADDRESS: 962 N GALLAHER VIEW RD

► **LOCATION:** East side of N Gallaher View Rd, south side of Middlebrook Pike.

► **APPX. SIZE OF TRACT:** 4.1 acres

SECTOR PLAN: Northwest City

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

ACCESSIBILITY: Access is via N Gallaher View Road, a minor arterial with a pavement width of 60 ft within a right-of-way which varies in width from 35 ft to 150 ft.

UTILITIES: Water Source: Knoxville Utilities Board

Sewer Source: Knoxville Utilities Board

FIRE DISTRICT: Knoxville Fire Department

WATERSHED: Ten Mile Creek

► **ZONING:** RN-4 (General Residential Neighborhood), HP (Hillside Protection Overlay), C (Former Planned District)

► **EXISTING LAND USE:** Rural Residential

► **PROPOSED USE:** Removal of Planned District designation (C).

HISTORY OF ZONING: In July 2004, a request to rezone from R-1E (Low Density Exclusive Residential) to O-1 (Office, Medical, and Related Services) was denied (7-U-04-RZ). In October 2013, a request to rezone from R1-E to C-G (General Commercial Park) was withdrawn following staff recommendation to deny (10-F-13-RZ). In February 2016, the property was rezoned from R-1E to RP-1 (Planned Residential) up to 1 du/ac (1-D-16-RZ). The property was then rezoned in September 2024 from RN-1 (Single-Family Residential Neighborhood), HP (Hillside Protection Overlay), and (C) (Former Planned District) to RN-4 (General Residential Neighborhood), HP, and (C) (7-I-24-RZ).

SURROUNDING LAND USE AND ZONING: North: Single family residential, Public/quasi public land (church) - RN-1 (Single-Family Residential Neighborhood), HP (Hillside Protection Overlay)

South: Agriculture/forestry/vacant land - RN-4 (General Residential Neighborhood), RN-2 (Single-Family Residential Neighborhood), HP (Hillside Protection Overlay)

East: Single family residential, agriculture/forestry/vacant land - RN-1 (Single-Family Residential Neighborhood), HP (Hillside Protection Overlay)

Overlay)

West: Commercial, multifamily residential - C-G-1 (General Commercial), RN-5 (General Residential Neighborhood) in the City of Knoxville, RB (General Residential) in Knox County

NEIGHBORHOOD CONTEXT: This area is comprised of a mix of single family residential dwellings on suburban style lots and multifamily residential dwellings in a large apartment complex. There is a small commercial node at the intersection of Middlebrook Pike and N Gallaher View Road. Public uses in the area are churches.

STAFF RECOMMENDATION:

- ▶ **Approve the request to remove the previously approved planned district (C) designation from this parcel because it will enable development that is consistent with the current zoning and the surrounding area.**

COMMENTS:

Prior to the adoption of the current zoning ordinance, the subject property was zoned RP-1 (Planned Residential) with up to 1 du/ac (1-D-16-RZ). The former RP-1 zoning provided optional methods of land development to encourage more imaginative solutions to environmental design problems and was intended to establish a unified building and site development program. The RP-1 zoning district required a use-on-review development plan prior to the permitting process to establish a new use on the site.

A use on review was approved for this parcel that consisted of a 38,000 sq ft memory care facility with 62 bedrooms (5-I-16-UR). Per Article 1.4.G (Previously Approved Planned Districts) of the City of Knoxville Zoning Ordinance, all previously approved planned districts remained in effect and are subject to all plans, regulations, and/or conditions of their approval.

Under the adoption of the City Zoning Ordinance on January 1, 2020, this property was assigned the RN-1 (Single-Family Residential Neighborhood) zoning district and HP (Hillside Protection Overlay), but retained the previously approved planned district (C) designation. The property was later rezoned in September 2024 from RN-1 to RN-4 (General Residential Neighborhood) and retained the HP and (C) designations (7-I-24-RZ).

If the former RP-1 zoning is removed from the site, the existing RN-4 and HP standards would apply to any proposed development. Before plans can be approved for a change to the site or use, the "C" designation must be removed via a special use.

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. Removal of the previous planned district does not establish a use. Once the property is developed, the use and its consistency with the One Year Plan and the Northwest City Sector Plan would be applicable at that time.

B. The RN-4 district is more consistent with the One Year Plan and Northwest City Sector Plan designation of MDR than the previous RP-1 at 1 du/ac. 1 du/ac is more consistent with rural areas, and this property is at the intersection of two arterial streets, Middlebrook Pike and N Gallaher View Rd.

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

A. The RN-4 zoning district is intended to accommodate mixed medium-density residential development within the City of Knoxville. It is intended to be applied to neighborhoods characterized by such mixed residential development. Limited nonresidential uses that are compatible with the district's character may also be permitted. The RN-4 district is compatible with development in the surrounding area, which features a mix of housing types, including single-family, two-family, and multi-family developments.

B. Removal of the previously approved planned district designation would not cause nonconformance with the City of Knoxville's Zoning Ordinance. The memory care facility was never constructed, and the current single-family dwelling on the site is a permitted use in the RN-4 zoning district.

C. Any proposed development will be required to be consistent with the general purpose and intent of the RN-4 district and the City's Zoning Code.

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. This special use request is to remove a former planned district designation on a parcel that was part of a development plan approved in 2016, which is no longer vested. Since this request is not for a specific use, it is not out of compliance with this section of the zoning ordinance.

B. Removal of the "C" designation will enable uses permitted in the RN-4 zoning district, which is intended to support mixed-residential development. The suitability of an intended use will be determined when a use is proposed.

C. The RN-4 district requires special use approval of limited nonresidential uses and residential developments based on form and number of dwelling units proposed, such as townhouse developments of 9 or more units and multi-family developments of 5 or more units if in a single structure.

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. Removal of the previous planned district is not a specific use and its removal will not significantly injure the value of adjacent property.

B. All properties are required to comply with Article 10 of the City of Knoxville Zoning Ordinance, which regulates the aforementioned impacts.

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

A. Since the removal of the previous planned district is not a specific use, its removal will not draw 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.

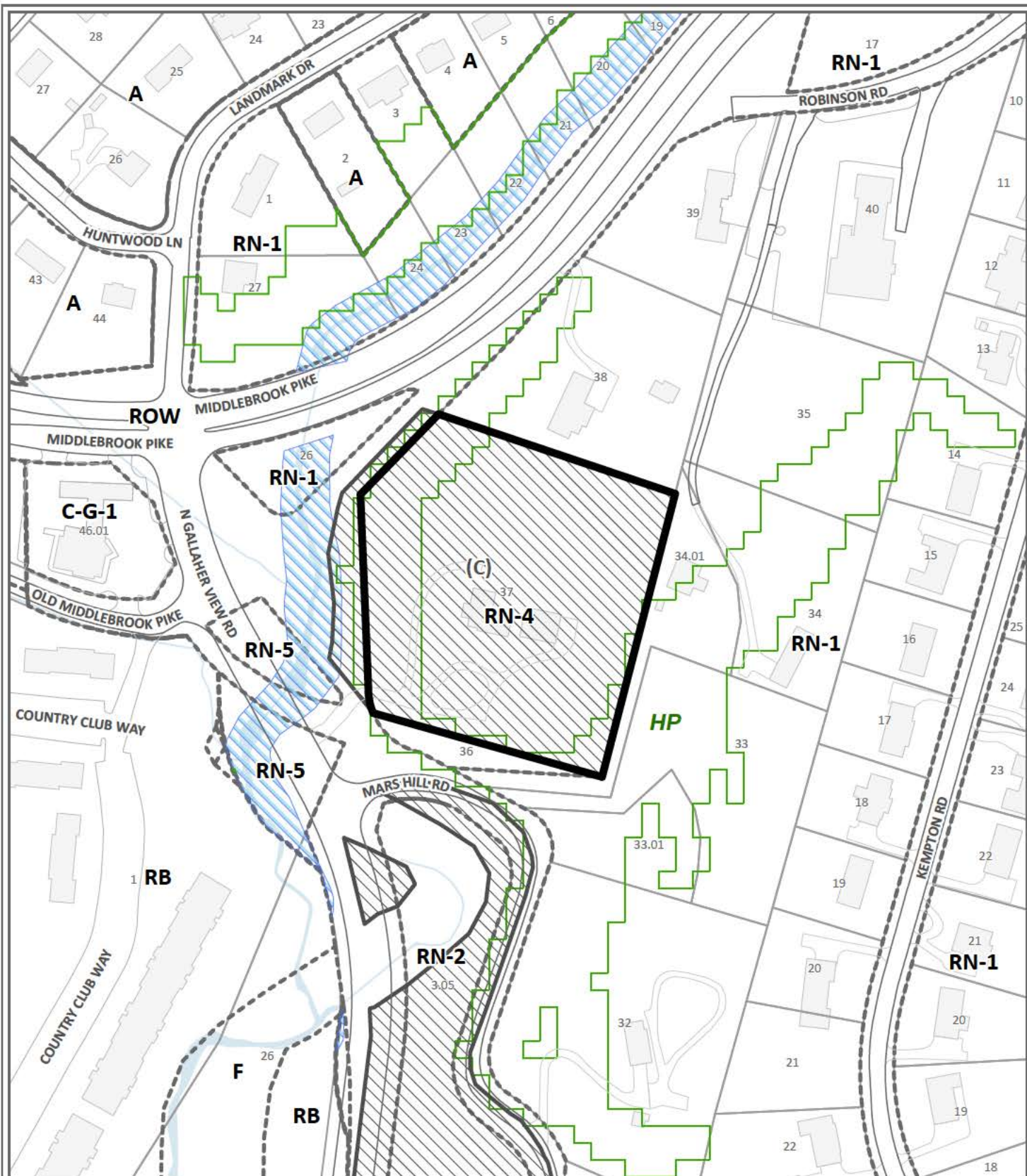
A. There are no known uses in the area that could be a potential hazard or create an undesirable environment for future development that is anticipated to occur at this site.

ESTIMATED TRAFFIC IMPACT: Not required.

ESTIMATED STUDENT YIELD: Not applicable.

Schools affected by this proposal: West Hills Elementary, Bearden Middle, and Bearden High.

If approved, this item will be forwarded to Knoxville City Council for action on 9/2/2025 and 9/16/2025. 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.



SPECIAL USE

8-A-25-SU

Petitioner: Mainland MCA Knoxville



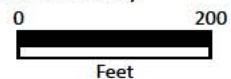
Removal of Planned District designation (C). in RN-4 (General Residential Neighborhood), HP (Hillside Protection Overlay), (C) (Previously Approved Plan District)

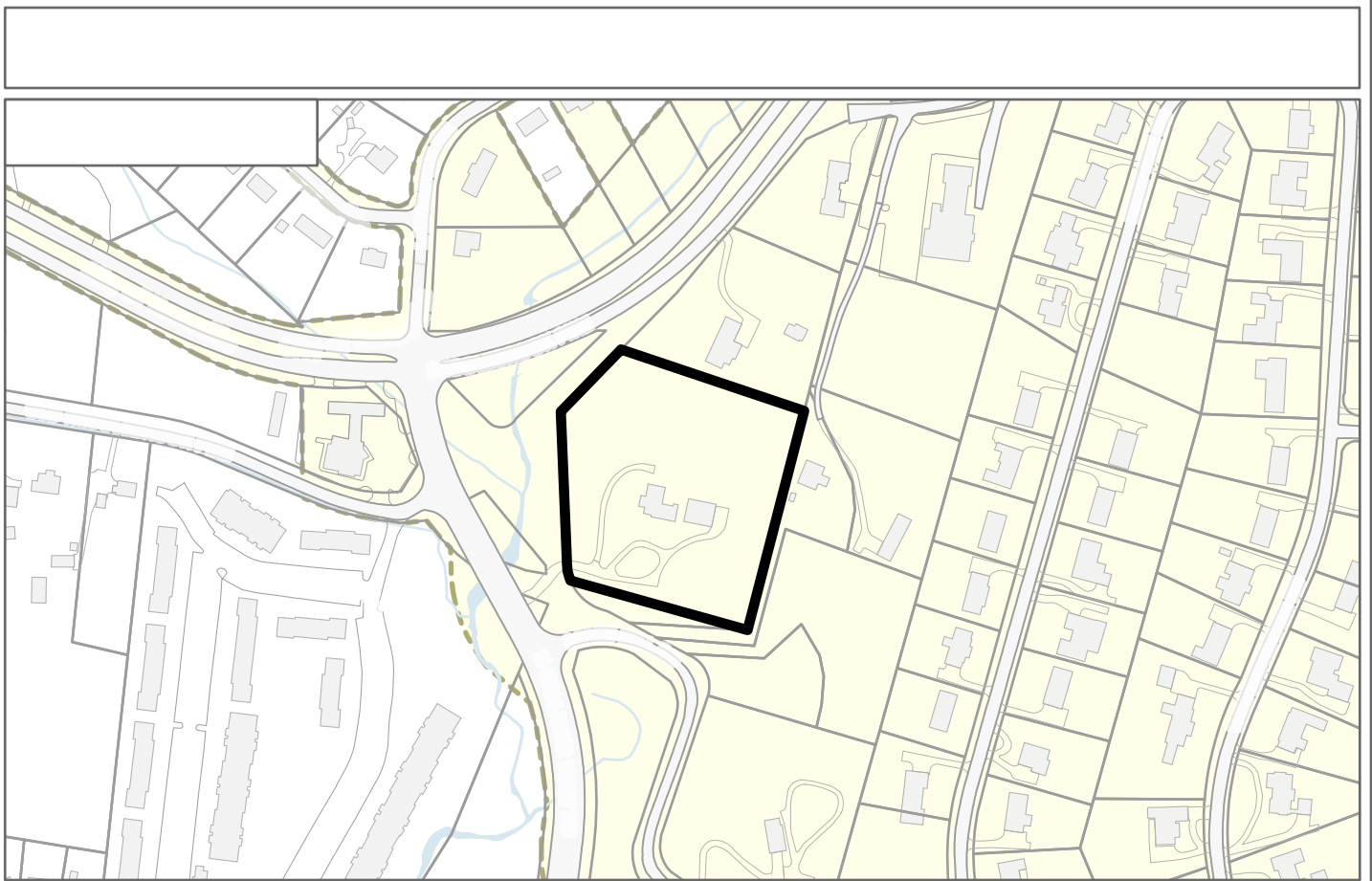
Original Print Date: 7/1/2025

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

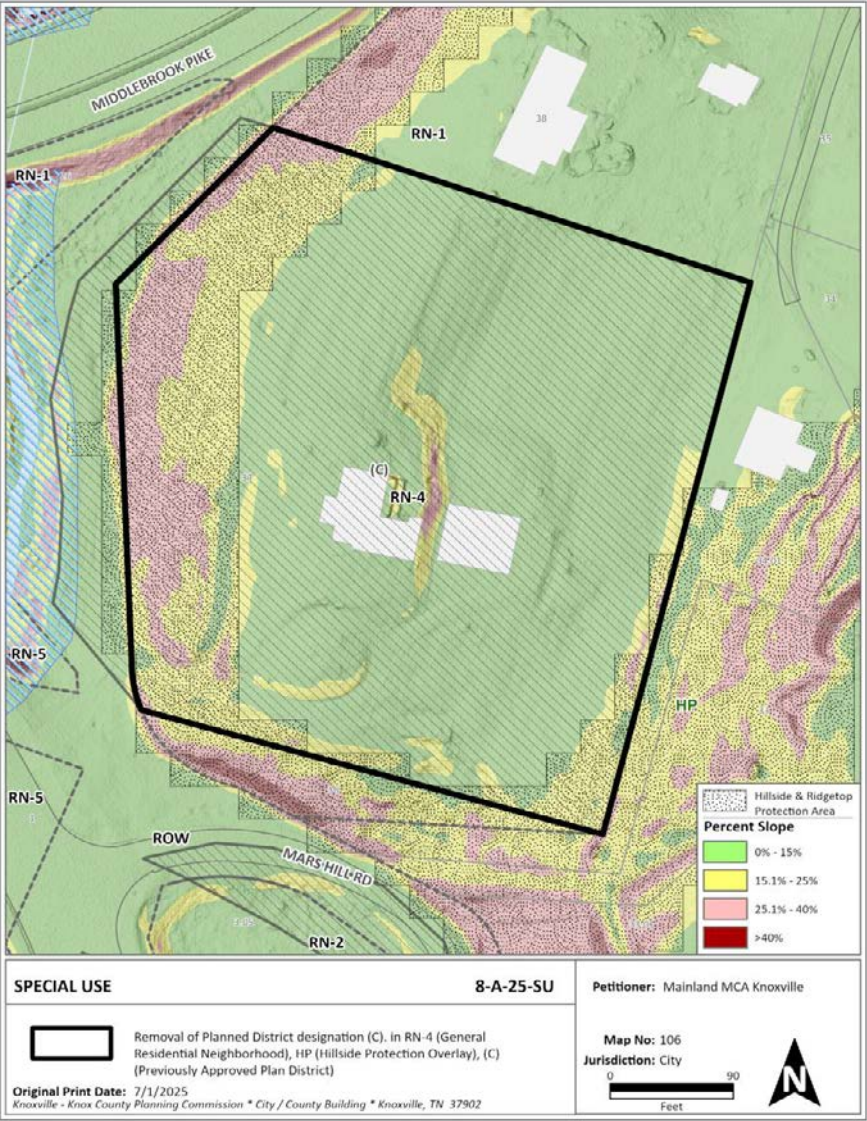
Map No: 106

Jurisdiction: City





CATEGORY	SQFT	ACRES	RECOMMENDED DISTURBANCE BUDGET (Percent)	DISTURBANCE AREA (Sqft)	DISTURBANCE AREA (Acres)
Total Area of Site	178,387.5	4.10			
Non-Hillside	131,140.6	3.01	N/A		
0-15% Slope	5,077.8	0.12	100%	5,077.8	0.12
15-25% Slope	27,378.1	0.63	50%	13,689.0	0.31
25-40% Slope	14,592.5	0.33	20%	2,918.5	0.07
Greater than 40% Slope	198.5	0.00	10%	19.9	0.00
Ridgetops					
Hillside Protection (HP) Area	47,246.9	1.08	Recommended disturbance budget within HP Area	21,705.1	0.50
			Percent of HP Area	45.9%	



Development Request

Subdivision ☐ Concept Plan* ☐ Final Plat

Zoning ☐ Rezoning ☐ Plan Amendment*

Development ☐ Development Plan* ☐ Planned Development* ☒ Use on Review / Special Use* ☐ Hillside Protection COA*

*These application types require a [pre-application consultation](#) with Planning staff.

Mainland MCA Knoxville		Owner
Applicant Name	Affiliation	<div>File Number(s)</div> <div>8-A-25-SU</div>

Correspondence

All correspondence will be directed to the approved contact listed below.

☐ Applicant ☐ Property Owner ☐ Option Holder ☐ Project Surveyor ☒ Engineer ☐ Architect/Landscape Architect

Adam Kohntopp		Cannon & Cannon, Inc	
Name	Company		
10025 Investment Dr. Suite 120	Knoxville	TN	37932
Address	City	State	ZIP
865-343-0019			
Phone	Email		

Current Property Info

Mainland MCA Knoxville, LLC		1905 Acklen Ave	
Property Owner Name (if different)	Property Owner Address	Property Owner Phone	
962 N Gallaher View Rd	106PA037		
Property Address	Parcel ID		
KUB	KUB	N	
Sewer Provider	Water Provider	Septic (Y/N)	

Development Request

<input type="checkbox"/> Residential <input type="checkbox"/> Non-Residential	RELATED CITY PERMIT NUMBER
Proposed Use	

Specify if a traffic impact study is required: ☐ Yes (required to be submitted with application) ☐ No

Subdivision Request

RELATED REZONING FILE NUMBER

Proposed Subdivision Name

Unit / Phase Number

☐ Combine Parcels ☐ Divide Parcel

Proposed Number of Lots (total)

☐ Other (specify)

Specify if requesting: ☐ Variance ☐ Alternative design standard

Specify if a traffic impact study is required: ☐ Yes (required to be submitted with application) ☐ No

Zoning Request

PENDING PLAT FILE NUMBER

☐ Zoning Change

Proposed Zoning

Proposed Density (units/acre, for PR zone only)

☐ Sector Plan ☐ One Year Plan ☐ Comprehensive Plan

☐ Plan Amendment Change

Proposed Plan Designation(s)

☐ If, in Knox county, submit plan amendment request with application

Previous Rezoning Requests

☒ Other (specify) Remove Planned District designation (C)

Authorization

☒ 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

Adam Kohntopp

Adam Kohntopp/Engineer

06/20/2025

Applicant Signature

Print Name / Affiliation

Date

865-343-0019

Phone Number

Email

06/20/2025, SG

Donald M. Caire

DONALD M. CAIRE

6/20/2025

Property Owner Signature

Please Print

Date Paid

Staff Use Only

☐ Administrative Review

ADDITIONAL REQUIREMENTS

☐ Property Owners / Option Holders

FEE 1

FEE 2

FEE 3

TOTAL

0401

\$450.00

\$450.00

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.

08/01/2025

~~08/02/25~~

08/15/25

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

Adam Kohntopp/Engineer

Applicant Name

06/20/2025

Date