



PLAN AMENDMENT/ REZONING REPORT

► **FILE #:** 5-L-25-RZ
5-E-25-PA

AGENDA ITEM #: 37
AGENDA DATE: 5/8/2025

► **APPLICANT:** GABRIELLA SHARMAN
OWNER(S): Cory Griffis West Knoxville Church of Christ

TAX ID NUMBER: 105 O C 026 (PART OF) [View map on KGIS](#)

JURISDICTION: Commission District 3

STREET ADDRESS: 9048 MIDDLEBROOK PIKE

► **LOCATION:** South side of Middlebrook Pike, west side of Andrewbrook Ln

► **TRACT INFORMATION:** 0.43 acres.

GROWTH POLICY PLAN: Planned Growth Area

ACCESSIBILITY: Access is via Middlebrook Pike, a major arterial street with a pavement width which varies from 30 ft to 35 ft within a right-of-way which varies from 100 ft to 120 ft.

UTILITIES: Water Source: West Knox Utility District
Sewer Source: West Knox Utility District

FIRE DISTRICT: Rural Metro Fire

WATERSHED: Ten Mile Creek

► **PRESENT PLAN DESIGNATION/ZONING:** CI (Civic and Institutional) / RA (Low Density Residential)

► **PROPOSED PLAN DESIGNATION/ZONING:** CMU (Corridor Mixed-use) / CA (General Business)

► **EXISTING LAND USE:** Public/Quasi Public Land (Church)

► **EXTENSION OF PLAN DESIGNATION/ZONING:** Yes, this is an extension of the land use designation and zoning.

HISTORY OF ZONING REQUESTS: None noted.

SURROUNDING LAND USE, PLAN DESIGNATION, North: Office, single family residential, commercial - CMU (Corridor Mixed-Use), SR (Suburban Residential) - CA (General Business), RA (Low Density Residential)

ZONING South: Multifamily residential, agriculture/forestry/vacant land, public/quasi-public land (church) - SMR (Suburban Mixed Residential), CI (Civic/Institutional) - RA (Low Density residential)

East: Office, multifamily residential, commercial - CMU (Corridor Mixed-Use) - CA (General Business)

West: Agriculture/forestry/vacant land, office, commercial - CMU (Corridor

NEIGHBORHOOD CONTEXT: This area is characterized by a mix of residential and commercial uses. Residential uses in the area are primarily single family dwellings on small suburban style lots with some multi-family development located in close proximity to Middlebrook Pike. Commercial uses are auto-oriented services, restaurants, and offices along Middlebrook Pike.

STAFF RECOMMENDATION:

- **Approve the CMU (Corridor Mixed-Use) place type for the portion of the property shown on the agenda map because it is compatible with the surrounding development and the intent of the Comprehensive Plan.**

Context: The applicant is requesting to rezone the front 0.43 acres of the lot to the CA (General Business) zone. The CA zone requires a place type amendment from CI (Civic and Institutional) to CMU (Corridor Mixed-Use). This request is for the CMU (Corridor Mixed-Use) place type on the 0.43-acre front portion of the property fronting Middlebrook Pike. The remaining 1.04 acres would retain the CI place type designation.

- **Approve the CA (General Business) zone for the portion of the property shown on the agenda map because it is consistent with the Knox County Comprehensive Plan.**

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 current CI (Civic and Institutional) place type on the subject property accurately reflects the longstanding church use on the lot, and it is not the result of an error 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. The CMU (Corridor Mixed-Use) place type is described as areas appropriate for walkable mixed-use development along major corridors. The subject property meets this description, as it is located along a major corridor that features a variety of uses.
2. Since the early 2000s, there has been a consistent trend in office and commercial development along Middlebrook Pike. With the adoption of the Comprehensive Plan, this section of Middlebrook Pike between Summer Wood Road and Fox Lonas Road was designated with the CMU place type, with the exception of the subject property. The CMU area was previously designated NC (Neighborhood Commercial) and O (Office), but was redesignated as CMU in the Comprehensive Plan, which aims at guiding commercial areas towards major thoroughfares.
3. The requested CMU place type is a minor extension that is compatible with the changing land use conditions in the area, and it connects the two disjointed CMU-designated areas to the northeast and southwest of the subject property.

INTRODUCTION OF SIGNIFICANT NEW UTILITIES OR LOCAL/STATE/FEDERAL ROAD PROJECTS THAT WERE NOT ANTICIPATED IN THE PLAN AND MAKE DEVELOPMENT MORE FEASIBLE:

1. No new utilities or road projects have been introduced that warrant a land use amendment.

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 for the CMU place type that warrants a land use amendment.

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

1. The recommended CMU place type complies with the Comprehensive Plan's Implementation Policy 9.3, to focus growth in areas already served by adequate infrastructure. The subject property is in an urbanized area with ample utility infrastructure and has sidewalk connections to neighboring developments.

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. Development trends along this section of Middlebrooke Pike have included a mix of uses and housing types, such as commercial and office uses and limited multi-family developments like townhomes and apartment complexes.
2. There has been a slow trend away from residential to non-residential zones, including CA (General Business) and OB (Office, Medical and Related Services) in the surrounding area since the mid-1990s.

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

1. The CA zone is intended for general retail business and services.
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 requested CA zone is compatible with the surrounding zoning, which includes commercially zoned properties zoned CA, CN (Neighborhood Commercial), and PC (Planned Commercial).

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 subject property is between properties zoned CA zoning on the west and east sides, and it is located opposite the subject property on the north side of Middlebrook Pike. As such, the minor extension of the zone is not anticipated to negatively impact the surrounding area.

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 requested CA zone is partially related to the recommended CMU place type. Per Appendix H of the Comprehensive Plan, additional criteria must be met for partially related zones. The proposed rezoning meets the second criterion, as the adjacent properties on the east and west sides are currently zoned CA.
2. The recommended zoning complies with Implementation Policy 2 to ensure that development is sensitive to the existing community character, and Implementation Policy 3 to encourage the infill of underutilized commercial land. Approving the CA zone at this location would address a minor gap in commercial zoning in an area experiencing an increase in commercial development while maintaining a transition in land use intensity.
3. The subject property is within the Planned Growth Area of the Growth Policy Plan, which encourages a reasonably compact pattern of development and promotes the expansion of the Knox County economy. The proposed rezoning does not conflict with the intent of the Planned Growth Area.

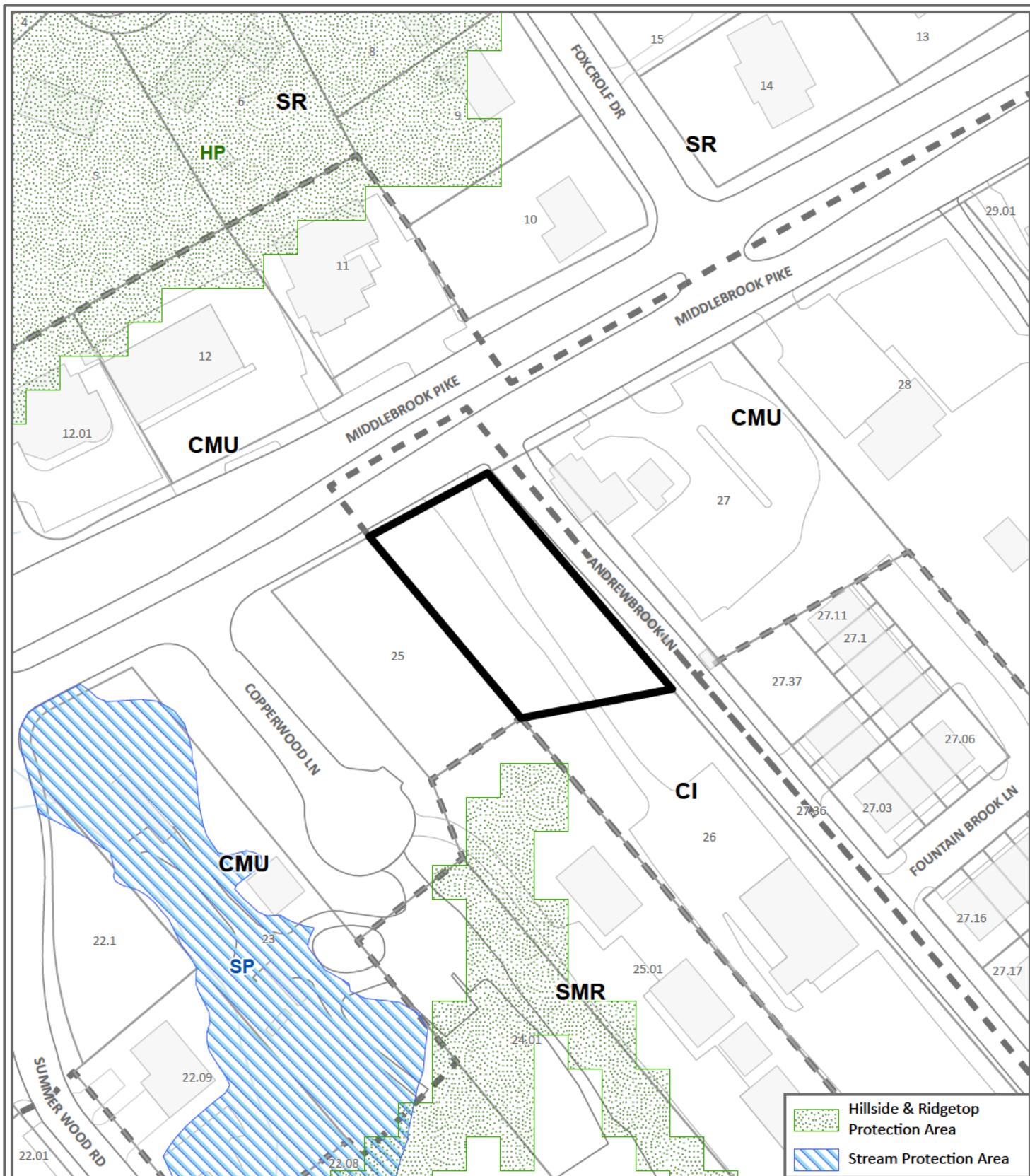
ESTIMATED TRAFFIC IMPACT: Not required.

ESTIMATED STUDENT YIELD: Not applicable.

Schools affected by this proposal: Cedar Bluff Elementary, Cedar Bluff Middle, and Hardin Valley Academy.

- Potential new school population is estimated using locally-derived data on public school student yield generated by new housing.
- Students are assigned to schools based on current attendance zones as determined by Knox County Schools. Students may request transfers to different zones, and zone boundaries are subject to change.
- Estimates presume full build-out of the proposed development. Build-out is subject to market forces, and timing varies widely from proposal to proposal.
- Student yields from new development do not reflect a net addition of children in schools. Additions occur incrementally over the build-out period. New students may replace current population that ages through the system or moves from the attendance zone.

If approved, this item will be forwarded to Knox County Commission for action on 6/16/2025. 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.



**5-E-25-PA
COMPREHENSIVE LAND USE PLAN MAP**



From: CI (Civic and Institutional)

To: CMU (Corridor Mixed-use)

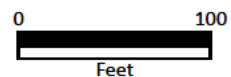
Original Print Date: 4/3/2025

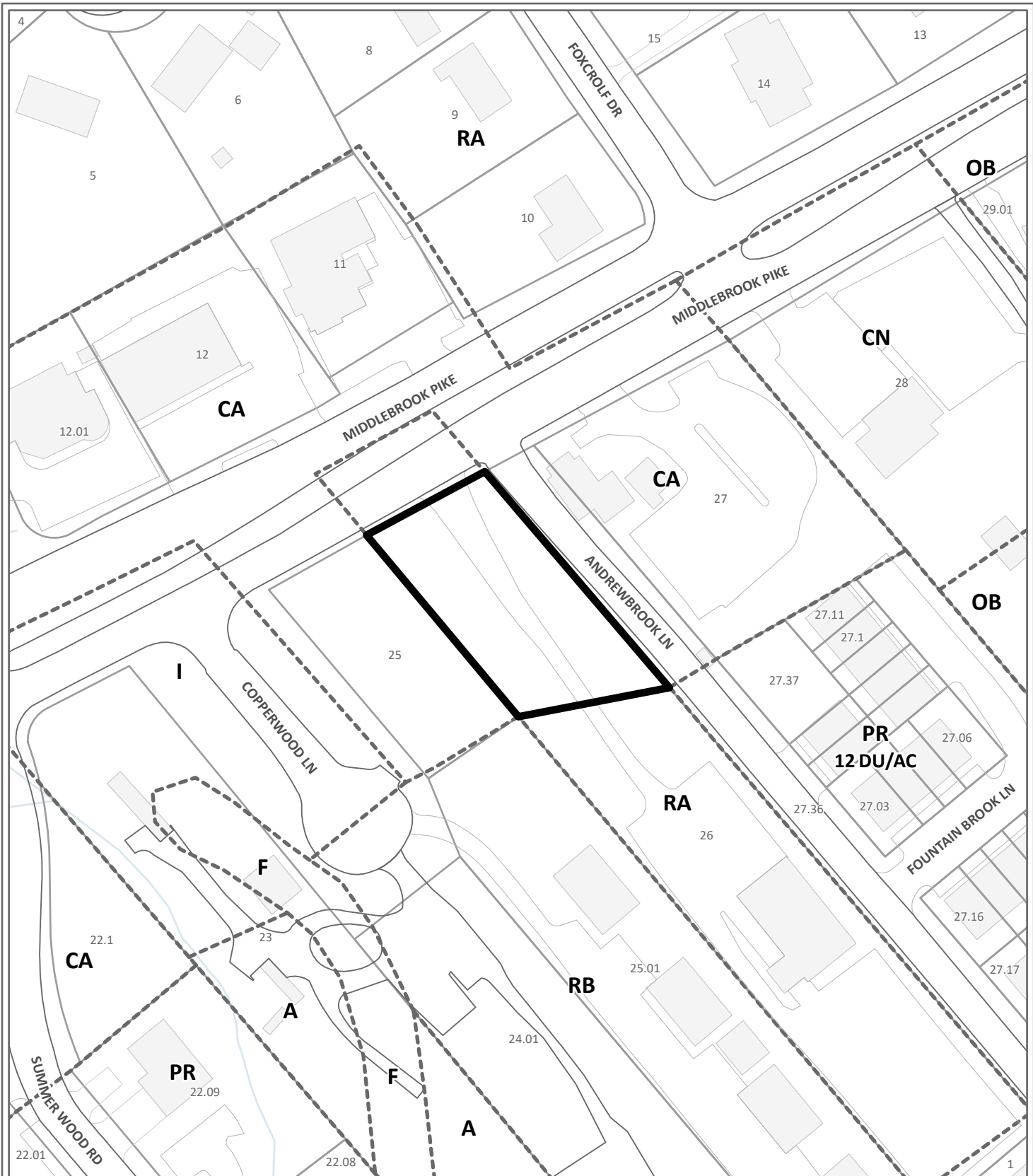
Knoxville - Knox County Planning Commission * City / County Building * Knoxville, TN 37902

Petitioner: Gabriella Sharman

Map No: 105

Jurisdiction: County





REZONING

5-L-25-RZ



From: RA (Low Density Residential)

To: CA (General Business)

Original Print Date: 3/31/2025

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

Petitioner: Gabriella Sharman

Map No: 105

Jurisdiction: County

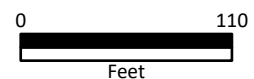
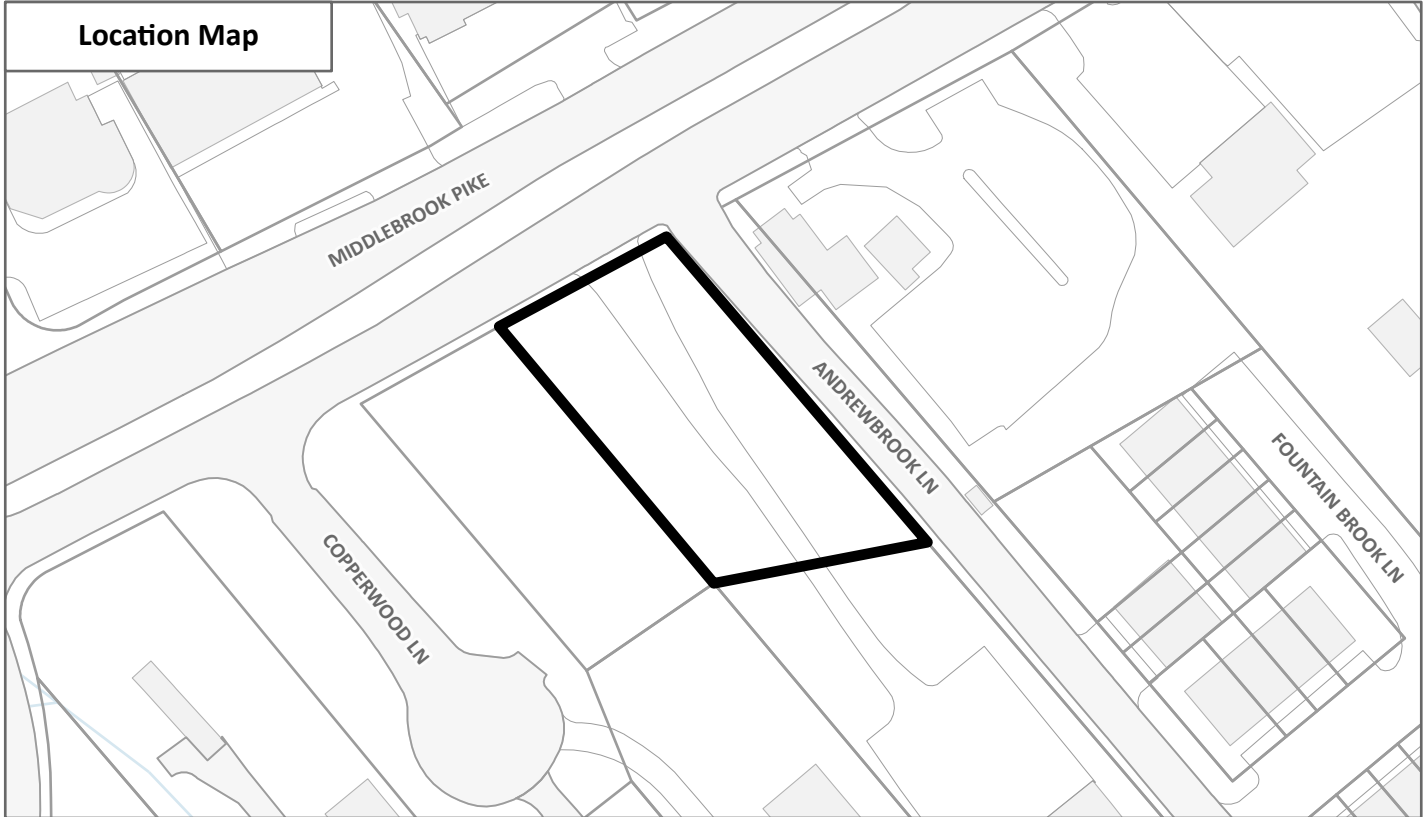


Exhibit A. Contextual Images

Location Map



Aerial Map

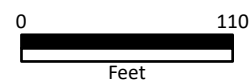


CONTEXTUAL MAPS 1

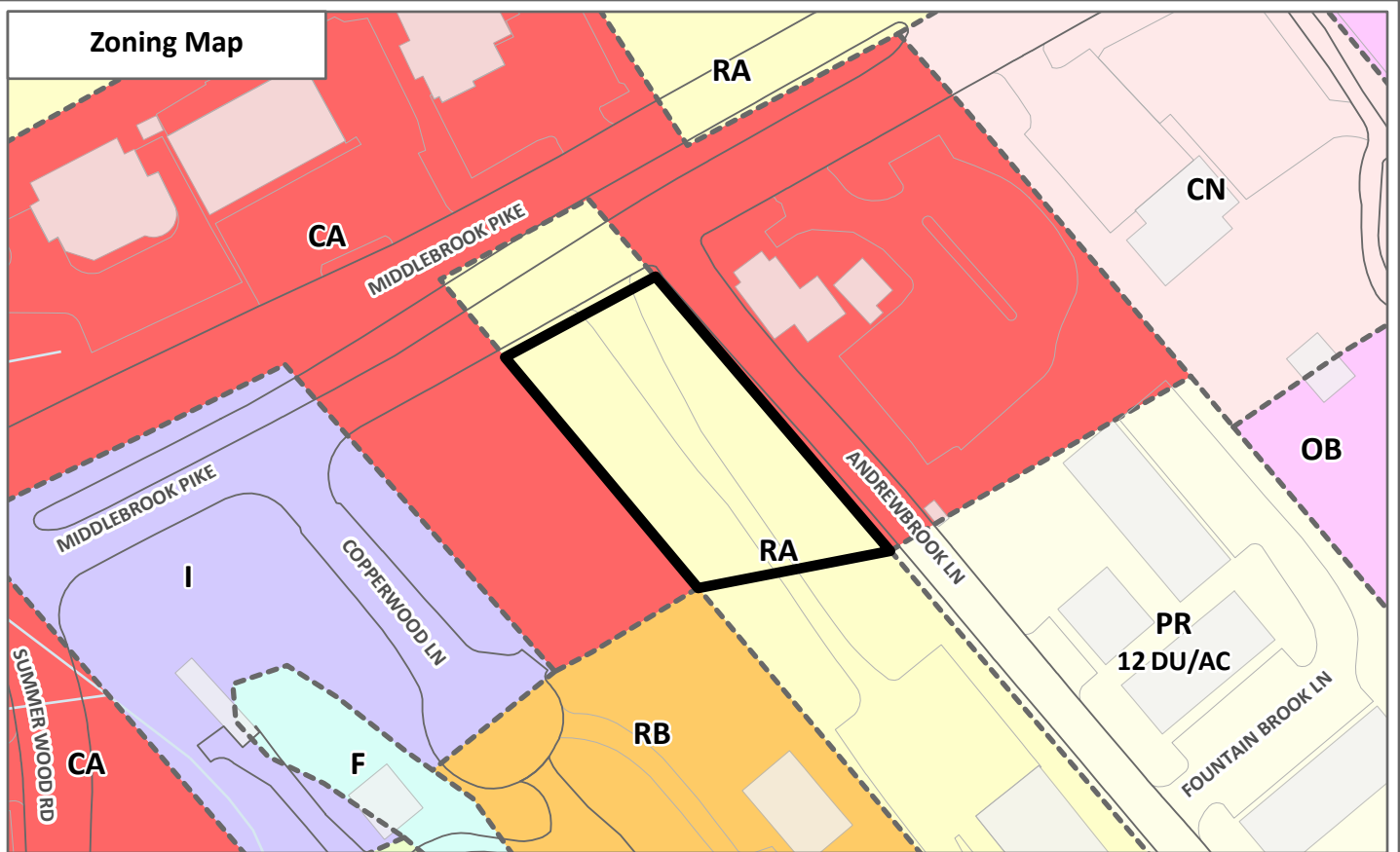
5-L-25-RZ / 5-E-25-PA



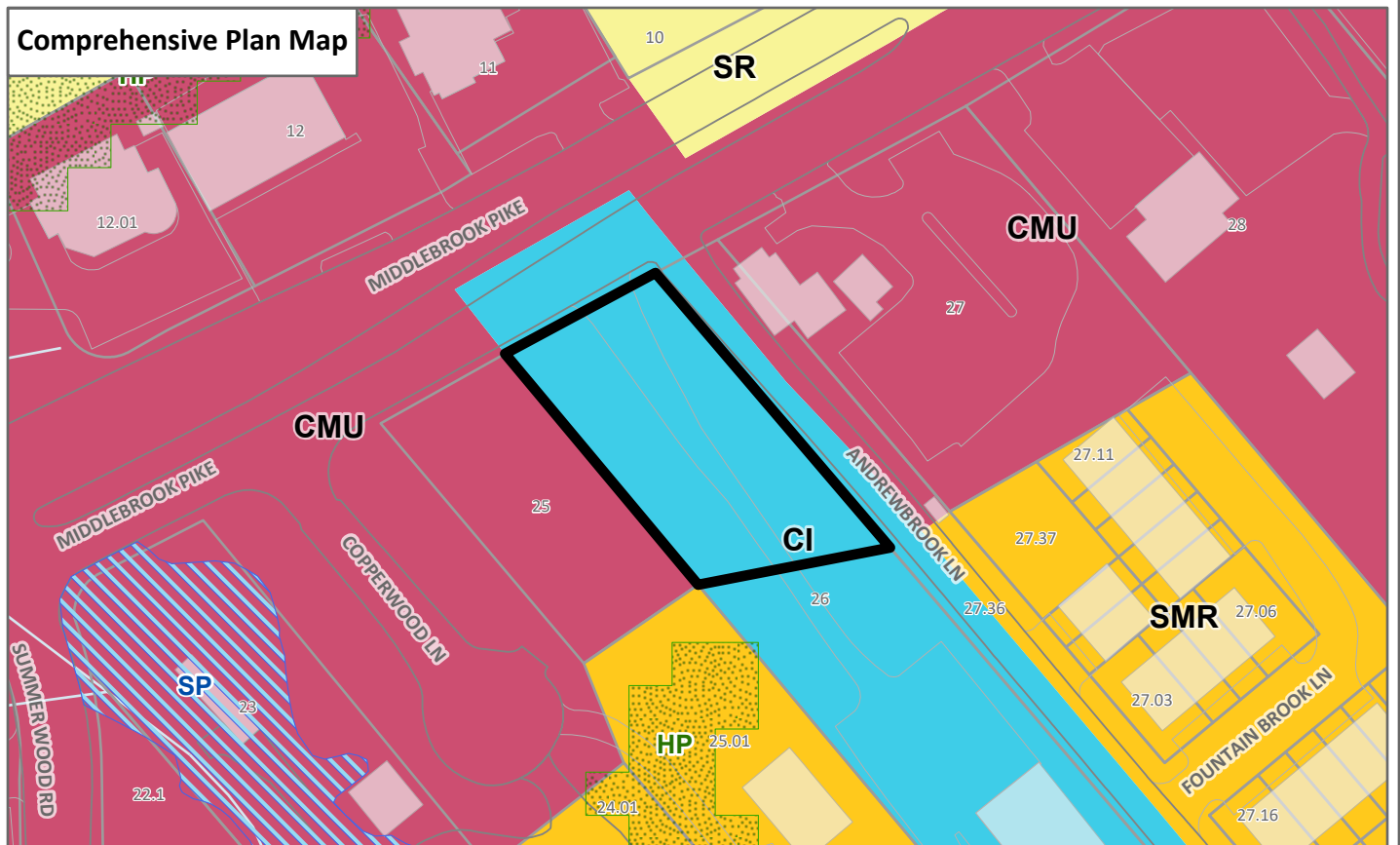
Case boundary



Zoning Map



Comprehensive Plan Map

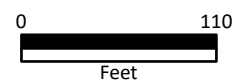


CONTEXTUAL MAPS 2

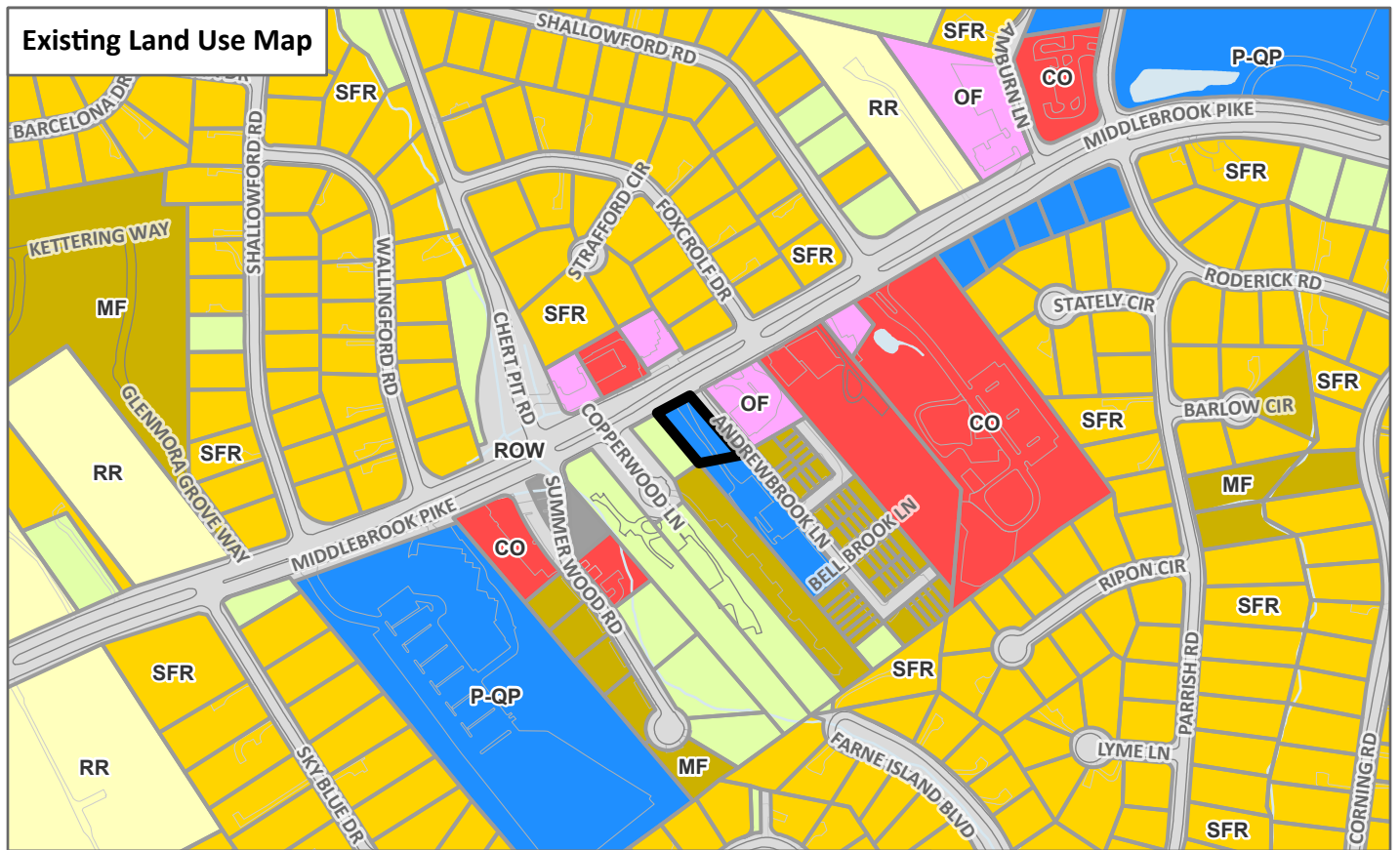
5-L-25-RZ / 5-E-25-PA



Case boundary



Existing Land Use Map



CONTEXTUAL MAPS 3

5-L-25-RZ / 5-E-25-PA



Case boundary



STAFF REVIEW ☐

Development Request

Subdivision ☐ Concept Plan ☐ Final Plat**Zoning** ☒ Rezoning ☐ Plan Amendment**Development** ☐ Development Plan ☐ Planned Development ☐ Use on Review / Special Use ☐ Hillside Protection COA

Gabriella Sharman

Approved agent on behalf of property owner

Applicant Name

Affiliation

03/14/2025

05/08/2025

File Number(s)

Date Filed

Meeting Date (if applicable)

5-L-25-RZ

5-E-25-PA

Correspondence

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

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

Gabriella Sharman

Apex Construction and Remodeling LLC

Name

Company

P.O. Box 695

Ross

OH

45061

Address

City

State

ZIP

(321) 315-2191

Phone

Email

Current Property Info

Cory Griffis (Agent for Owner)

9048 Middlebrook Pike

(865) 282-6415

Property Owner Name (if different)

Property Owner Address

Property Owner Phone

9048 Middlebrook Pike, Knoxville, TN 37923

105OC026 (partial)

Property Address

Parcel ID

West Knox Utility District

West Knox Utility District

N

Sewer Provider

Water Provider

Septic (Y/N)

Development Request

☐ Residential ☐ Non-Residential

RELATED CITY PERMIT NUMBER

Proposed Use

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

MARCH 2025

Subdivision Request

		RELATED REZONING FILE NUMBER
Proposed Subdivision Name		
Unit / Phase Number	<input type="checkbox"/> Combine Parcels <input type="checkbox"/> Divide Parcel	Proposed Number of Lots (total)
<input type="checkbox"/> Other (specify) _____		
Specify if requesting: <input type="checkbox"/> Variance <input type="checkbox"/> Alternative design standard		
Specify if a traffic impact study is required: <input type="checkbox"/> Yes (required to be submitted with application) <input type="checkbox"/> No		

Zoning Request

CA / .44 acre		PENDING PLAT FILE NUMBER
<input checked="" type="checkbox"/> Zoning Change	Proposed Zoning Proposed Density (units/acre, for PR zone only)	
<input type="checkbox"/> Sector Plan <input type="checkbox"/> One Year Plan <input type="checkbox"/> Comprehensive Plan		
<input checked="" type="checkbox"/> Plan Amendment Change	CMU / .44 acre	+
Proposed Plan Designation(s)		
<input checked="" type="checkbox"/> If, in Knox county, submit plan amendment request with application	N/A	
Previous Rezoning Requests		
<input type="checkbox"/> Other (specify) _____		

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

Gabriella Sharman

Digitally signed by Gabriella Sharman
Date: 2025.03.21 13:31:04 -04'00'

Gabriella Sharman

03/21/2025

Applicant Signature

Please Print

Date

(321) 315-2191

Phone Number

Email

Cory Griffis

Digitally signed by Cory Griffis
Date: 2025.03.22 11:57:43 -04'00'

Cory Griffis

03/21/2025

Property Owner Signature

Please Print

Date Paid

Staff Use Only

ADDITIONAL REQUIREMENTS ☐ Property Owners / Option Holders

FEE 1		FEE 2		FEE 3		TOTAL
0608	\$650.00	0803	\$1,000.00			\$1,650.00

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

The West Knoxville Church of Christ is coming before the approval boards in hopes of approval for the front portion of their property to be reconsidered for a different zoning use. The existing free standing signage on site has a changeable copy portion, which we would like to have updated to have (2) electronic message center screens. The screens are intended to be utilized to share Scriptures with the community in a similar manner as the existing changeable copy sign, and will allow updates on a more frequent basis (daily).

Our current zoning is RA - Low Density Residential, and it does not allow for EMC signs. We are proposing for the front portion of the property to the CA (General Business) zone and the CMU (Corridor Mixed Use) place type. It would be a minor extension of both the zone and place type. That would leave the rear portion, where the church building is located, within the existing RA (Low Density Residential) zone and the CI (Civic Institutional) place type, which aligns with the use of a church.

Griffis, Cory
Digitally signed by Griffis, Cory
DN: CN="Griffis, Cory", OU=Users,
OU=TN-Knoxville, OU=GSP, DC=global, DC=GSP
Date: 2025.03.20 14:17:47-04'00"

Cory Griffis

3/20/2025

Property Owner Signature

Print Name

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

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.

~~04/28/25~~ 4-25-2025

05/09/25

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

Gabriella
Sharman

Digitally signed by Gabriella
Sharman
Date: 2025.03.21 13:30:48 -04'00'

Gabriella Sharman

03/21/2025

Applicant Signature

Applicant Name

Date