

# REZONING REPORT

► **FILE #:** 10-L-25-RZ

**AGENDA ITEM #:** 46

**AGENDA DATE:** 10/2/2025

► **APPLICANT:** DAVID NICLEY

OWNER(S): David Nicley

TAX ID NUMBER: 59 N B 006

[View map on KGIS](#)

JURISDICTION: City Council District 4

STREET ADDRESS: 3021 SHELBOURNE RD

► **LOCATION:** West side of Shelbourne Rd at its intersection with Doak Dr, northwest of Washington Pike

► **APPX. SIZE OF TRACT:** 16011 square feet

SECTOR PLAN: East City

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

ACCESSIBILITY: Access is via Shelbourne Road, local street with a pavement width of 19 ft within a 40-ft right-of-way.

UTILITIES: Water Source: Knoxville Utilities Board

Sewer Source: Knoxville Utilities Board

FIRE DISTRICT: Knoxville Fire Department

WATERSHED: Love Creek

► **PRESENT ZONING:** RN-1 (Single-Family Residential Neighborhood)

► **ZONING REQUESTED:** RN-2 (Single-Family Residential Neighborhood)

► **EXISTING LAND USE:** Agriculture/Forestry/Vacant Land

► **EXTENSION OF ZONE:** No, this is not an extension.

**HISTORY OF ZONING:** None noted.

**SURROUNDING LAND USE AND ZONING:** North: Single family residential - RN-1 (Single Family Residential Neighborhood)

South: Single family residential - RN-1 (Single Family Residential Neighborhood)

East: single family residential - RN-1 (Single Family Residential Neighborhood)

West: multifamily residential - RN-6 (Multi-Family Residential Neighborhood)

**NEIGHBORHOOD CONTEXT:** This area is characterized by a mix of single family detached dwellings on a mix of small and medium suburban-style lots and single family attached and multifamily dwellings. Single family attached and multifamily dwellings are in self-contained developments with singular access points and perimeter landscaping buffers to single family lots. There are a number of commercial and office uses to the northeast of the subject parcel at the Centerline Drive commercial node and along Millertown Pike. Spring Hill Elementary School is about .5 miles to the southeast of the parcel.

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**STAFF RECOMMENDATION:**

- **DENY the RN-2 (Single Family Residential Neighborhood) as it is inconsistent with conditions in the area and with the scale of neighborhood lots.**

**COMMENTS:**

REZONING REQUIREMENTS FROM ZONING ORDINANCES (must meet all of these):

THE PROPOSED AMENDMENT SHALL BE NECESSARY BECAUSE OF SUBSTANTIALLY CHANGED OR CHANGING CONDITIONS IN THE AREA AND DISTRICTS AFFECTED, OR IN THE CITY GENERALLY :

1. Development in the area surrounding the subject property is residential in nature, with higher density developments from the 1990s being located adjacent to and near the parcel. The Jewel at Washington Pike is a multi-family development completed in 2024 off Washington Pike adjacent to the commercial node at Centerline Drive. While in the vicinity of the case location, that development is external to the subject property's neighborhood and has direct access to a minor arterial street.
2. A 4-acre parcel in the subject property's neighborhood was recently rezoned from O (Office) to RN-4 (General Residential) which brought that parcel's zoning into better alignment with it's residential surroundings (10-K-24-RZ).
3. While there have been development and land use changes in the broader area, the subject property is embedded within the Pinehurst subdivision, which has remained unchanged since its establishment in 1954. The lot is part of a cohesive neighborhood with uniform lots and dwelling forms. There have been no changes in this context that necessitate an upzoning to permit more subdivision and residential development on this lot.

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

1. The requested RN-2 (Single Family Residential Neighborhood) zoning district is intended for low density single-family residential development on relatively small lots with smaller setbacks. The intent of the property's existing RN-1 (Single Family Residential Neighborhood) district is to accommodate traditional low density residential neighborhoods with a predominant pattern of single-family homes on larger lots with larger setbacks. This parcel has a lot width of 120 ft and a lot area of about 16,000 sq ft, both of which are consistent with the longstanding parcel sizes throughout this closed street network. The RN-2 district would permit more intensive residential development or subdivision, which would be an outlier in the neighborhood. The RN-1 district is more aligned with the character of this traditional 1950s neighborhood than with the requested RN-2 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. The proposed rezoning to RN-2 would not be anticipated to adversely affect adjacent properties, since it permits the same uses as the property's current zone.

THE PROPOSED AMENDMENT SHALL BE CONSISTENT WITH AND NOT IN CONFLICT WITH THE GENERAL PLAN OF KNOXVILLE AND KNOX COUNTY, INCLUDING ANY OF ITS ELEMENTS, MAJOR ROAD PLAN, LAND USE PLAN, COMMUNITY FACILITIES PLAN, AND OTHERS :

1. This rezoning would not support the General Plan's Development Policy 8.1 to "Develop 'infill' housing on vacant lots and redevelopment parcels that is compatible with neighboring residences in scale, design, and site layout." As mentioned previously, the lot width and lot area of the subject parcel is consistent with the development pattern along Shelbourne Road. RN-2 zoning would permit subdivision that is out of character with this development pattern.
2. The RN-2 zoning district can be considered with this property's LDR (Low Density Residential) land use classification in the One Year Plan and East City Sector Plan.

WHETHER ADEQUATE PUBLIC FACILITIES ARE AVAILABLE INCLUDING, BUT NOT LIMITED TO, SCHOOLS, PARKS, POLICE AND FIRE PROTECTION, ROADS, SANITARY SEWERS, STORM 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 well developed transportation, utility and transit infrastructure. There are commercial uses in the vicinity of the property, and Spring Hill Elementary is about .5 miles away.

ESTIMATED TRAFFIC IMPACT: Not required.

ESTIMATED STUDENT YIELD: Not applicable.

Schools affected by this proposal: Spring Hill Elementary, Holston Middle, and Fulton High.

If approved, this item will be forwarded to Knoxville City Council for action on 11/11/2025 and 11/25/2025. 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.