



# PLAN AMENDMENT REPORT

▶ **FILE #:** 4-C-26-SP

**AGENDA ITEM #:** 12

**AGENDA DATE:** 4/9/2026

▶ **APPLICANT:** **HALEY MCLAUGHLIN**  
**OWNER(S):** David Metler

**TAX ID NUMBER:** 94 H A 00601 [View map on KGIS](#)

**JURISDICTION:** Council District 3

**STREET ADDRESS:** 0 RICHMOND AVE

▶ **LOCATION:** **West of the northern terminus of Richmond Ave, south and west of Western Ave**

▶ **APPX. SIZE OF TRACT:** **1.19 acres**

**SECTOR PLAN:** Central City

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

**ACCESSIBILITY:** Access is off of Richmond Avenue, an unstriped local street with 17 ft of pavement width within a 33-ft right-of-way.

**UTILITIES:** Water Source: Knoxville Utilities Board

Sewer Source: Knoxville Utilities Board

**FIRE DISTRICT:** Knoxville Fire Department

**WATERSHED:** Third Creek

▶ **CURRENT PLAN AND ZONING DESIGNATION:** **LI (Light Industrial), HP (Hillside Ridgetop Protection) / I-G (General Industrial), HP (Hillside Protection Overlay)**

▶ **REQUESTED PLAN DESIGNATION:** **TDR (Traditional Neighborhood Residential), HP (Hillside Ridgetop Protection)**

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

**EXTENSION OF PLAN AND ZONING DESIGNATION:** Yes, it is an extension of both the plan designation and the zoning.

**HISTORY OF REQUESTS:** None noted.

**SURROUNDING LAND USE, PLAN DESIGNATION,** North: Agriculture/forestry/vacant land - LI (Light Industrial), HP (Hillside Ridgetop Protection) - I-G (General Industrial), HP (Hillside Protection Overlay)

**ZONING** South: Agriculture/forestry/vacant land - TDR (Traditional Residential Neighborhood), HP (Hillside Ridgetop Protection) - RN-2 (Single-Family Residential Neighborhood), HP (Hillside Protection Overlay), (C) (Former Planned District)

East: Single family residential, multifamily residential - TDR (Traditional Residential Neighborhood), HP (Hillside Ridgetop Protection) - RN-2 (Single-Family Residential Neighborhood), HP (Hillside Protection Overlay), (C) (Former Planned District)

West: Commercial - LI (Light Industrial), HP (Hillside Ridgetop Protection) - OP (Office Park), HP (Hillside Protection Overlay)

NEIGHBORHOOD CONTEXT: The subject property lies in an area comprised of single family houses, small multifamily buildings, and vacant land to the south and east. There are commercial, industrial, and wholesale uses to the north and west near Western Avenue.

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**STAFF RECOMMENDATION:**

- ▶ **Approve the TDR (Traditional Neighborhood Residential) land use classification because it is compatible with the surrounding development and is an extension of this classification. The HP (Hillside Protection) designation would be retained.**

**COMMENTS:**

PURSUANT TO THE GENERAL PLAN, PLANNING FRAMEWORK CHAPTER, THE PLANNING COMMISSION RESERVES THE AUTHORITY TO RECOMMEND LAND USE PLAN CHANGES BASED ON SUBSTANTIALLY CHANGED CONDITIONS. SUBSTANTIALLY CHANGED CONDITIONS INCLUDE (may meet any of these):

INTRODUCTION OF SIGNIFICANT NEW ROADS OR UTILITIES THAT WERE NOT ANTICIPATED IN THE PLAN AND MAKE DEVELOPMENT MORE FEASIBLE:

1. Although the subject parcel is located on a narrow local street, it is only 0.55 miles from Western Avenue. Between 2018 and 2020, Western Avenue to the east was widened from a two-lane street with no sidewalks to a five-lane multimodal street, and nearby intersections at Keith Avenue and Sterchi Street were realigned to ensure a safer connection to the major arterial street.

AN OBVIOUS OR SIGNIFICANT ERROR OR OMISSION IN THE PLAN:

1. The subject parcel is situated at the edge of a steep slope and is 25 to 40 feet higher than the adjacent nonresidential properties with the LI classification. The TDR land use will be an extension of this classification from the east and south sides and is more suitable at this location next to residential uses.

CHANGES IN GOVERNMENT POLICY, SUCH AS A DECISION TO CONCENTRATE DEVELOPMENT IN CERTAIN AREAS.

1. There are no known changes in government policy pertaining to this area.

TRENDS IN DEVELOPMENT, POPULATION OR TRAFFIC THAT WARRANT RECONSIDERATION OF THE ORIGINAL PLAN PROPOSAL:

1. Development trends in this area include minor infill developments and a small house community to the southeast of the subject parcel constructed between 2018-20. While these changes alone do not warrant a reconsideration of the original plan proposal, retaining the LI classification here could negatively affect neighboring residential properties if the subject property is developed for industrial uses.

ESTIMATED TRAFFIC IMPACT: Not required.

ESTIMATED STUDENT YIELD: Not applicable.

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

If approved, this item will be forwarded to Knoxville City Council for action on 5/12/2026 and 5/26/2026. 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.



# PLAN AMENDMENT/ REZONING REPORT

▶ **FILE #:** 4-N-26-RZ **AGENDA ITEM #:** 12  
 4-C-26-PA **AGENDA DATE:** 4/9/2026

▶ **APPLICANT:** HALEY MCLAUGHLIN  
**OWNER(S):** David Metler

**TAX ID NUMBER:** 94 H A 00601 [View map on KGIS](#)

**JURISDICTION:** Council District 3

**STREET ADDRESS:** 0 RICHMOND AVE

▶ **LOCATION:** **West of the northern terminus of Richmond Ave, south and west of Western Ave**

▶ **TRACT INFORMATION:** **1.19 acres.**

**SECTOR PLAN:** Central City

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

**ACCESSIBILITY:** Access is off of Richmond Avenue, an unstriped local street with 17 ft of pavement width within a 33-ft right-of-way.

**UTILITIES:** Water Source: Knoxville Utilities Board

Sewer Source: Knoxville Utilities Board

**FIRE DISTRICT:** Knoxville Fire Department

**WATERSHED:** Third Creek

▶ **CURRENT PLAN AND ZONING DESIGNATION:** LI (Light Industrial), HP (Hillside Ridgetop Protection) / I-G (General Industrial), HP (Hillside Protection Overlay)

▶ **REQUESTED PLAN AND ZONING DESIGNATION:** TDR (Traditional Neighborhood Residential), HP (Hillside and Ridgetop Protection) / RN-2 (Single-Family Residential Neighborhood), HP (Hillside Protection Overlay)

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

▶ **EXTENSION OF PLAN AND ZONING DESIGNATION:** Yes, it is an extension of both the plan designation and the zoning.

**HISTORY OF REQUESTS:** None noted.

**SURROUNDING LAND USE, PLAN DESIGNATION,** North: Agriculture/forestry/vacant land - LI (Light Industrial), HP (Hillside Ridgetop Protection) - I-G (General Industrial), HP (Hillside Protection Overlay)

**ZONING** South: Agriculture/forestry/vacant land - TDR (Traditional Residential Neighborhood), HP (Hillside Ridgetop Protection) - RN-2 (Single-Family Residential Neighborhood), HP (Hillside Protection Overlay), (C) (Former Planned District)

East: Single family residential, multifamily residential - TDR (Traditional Residential Neighborhood), HP (Hillside Ridgetop Protection) - RN-2 (Single-Family Residential Neighborhood), HP (Hillside Protection Overlay), (C) (Former Planned District)

West: Commercial - LI (Light Industrial), HP (Hillside Ridgetop Protection) - OP (Office Park), HP (Hillside Protection Overlay)

NEIGHBORHOOD CONTEXT: The subject property lies in an area comprised of single family houses, small multifamily buildings, and vacant land to the south and east. There are commercial, industrial, and wholesale uses to the north and west near Western Avenue.

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**STAFF RECOMMENDATION:**

- ▶ **Approve the TDR (Traditional Neighborhood Residential) land use classification because it is compatible with the surrounding development and is an extension of this classification. The HP (Hillside Protection) designation would be retained.**
  
- ▶ **Approve the RN-2 (Single-Family Residential Neighborhood) district because it is consistent with the recommended TDR land use classification and is compatible with the surrounding development. The HP (Hillside Protection) Overlay district would be retained.**

**COMMENTS:**

PURSUANT TO THE CITY OF KNOXVILLE ONE YEAR PLAN, CHAPTER 1, PLAN AMENDMENT, ONE OF THE FOLLOWING CRITERIA MUST BE MET FOR ALL ONE YEAR PLAN AMENDMENTS (may meet any of these):

**AN ERROR IN THE PLAN:**

1. The subject parcel is situated at the edge of a steep slope and is 25 to 40 feet higher than the adjacent nonresidential properties with the LI classification. The TDR land use will be an extension of this classification from the east and south sides and is more suitable at this location next to residential uses.

**A SIGNIFICANT CHANGE IN THE DEVELOPMENT PATTERN, OR THE COMPLETION OF A PUBLIC IMPROVEMENT (ROAD, PARK, SEWER), WHICH CHANGES THE BASIS ON WHICH THE PLAN WAS DEVELOPED FOR AN AREA:**

1. Although the subject parcel is located on a narrow local street, it is only 0.55 miles from Western Avenue. Between 2018 and 2020, Western Avenue to the east was widened from a two-lane street with no sidewalks to a five-lane multimodal street, and nearby intersections at Keith Avenue and Sterchi Street were realigned to ensure a safer connection to the major arterial street.

**CHANGE IN PUBLIC POLICY, UNANTICIPATED BY THE PLAN:**

1. There has been no change in public policy pertaining to this area.

**NEW INFORMATION (INCLUDING NEW PLANS AND STUDIES PRODUCED BY KNOXVILLE-KNOX COUNTY PLANNING) BECOMING AVAILABLE, WHICH REVEALS THE NEED FOR A PLAN AMENDMENT:**

1. There are no new studies or plans specific to this area or the MDR land use classification that apply to this request.

**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. Between 2018 and 2020, Western Avenue to the east was widened from a two-lane street with no sidewalks to a five-lane multimodal street, and nearby intersections at Keith Avenue and Sterchi Street were realigned to ensure a safer connection to the major arterial street. The area has experienced minor infill developments and a small house community to the southeast of the subject parcel since these road improvements have occurred.

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

1. The RN-2 district is intended to accommodate low density single-family residential development on relatively small lots with smaller setbacks. Two-family dwellings may also be allowed by special use approval. Limited nonresidential uses that are compatible with the character of the district may also be permitted.
2. The RN-2 district will be an extension of this district from the east side, and the area meets the intent of the zoning district. If subdivided, the 1.19-acre property could accommodate up to four houses or duplexes via base zone standards. The property would also be eligible for Middle Housing types if the TDR classification is approved.
3. The entirety of the property is within the HP Overlay. The slope analysis recommends a maximum disturbance budget of 52.6% (0.63 acres), which shall be reviewed when any developments are proposed on this property.
4. 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 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 present I-G district would allow developments that may adversely impact the surrounding residential uses. The proposed rezoning is better suited for this area.

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. The proposed rezoning would eliminate the incompatible I-G district next to residential properties, aligning with the General Plan's Development Policy 8.4, which recommends protecting residential areas from encroaching commercial development and other incompatible uses.
2. The RN-2 district is consistent with the recommended TDR land use classification of the Central City Sector Plan and One Year 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:

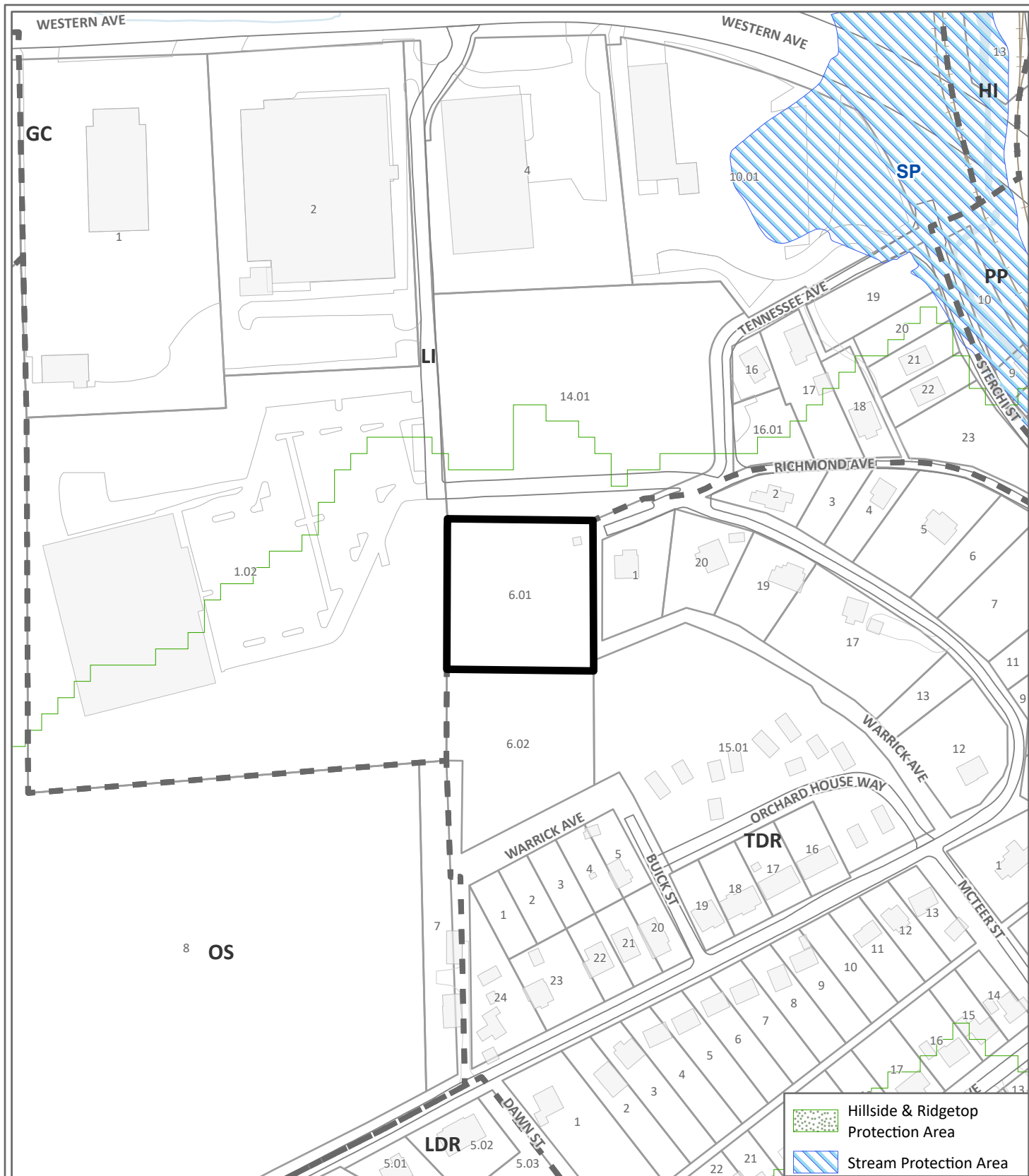
1. This is an urbanized area with adequate utility infrastructure and easy access to Western Avenue, a major thoroughfare. The Engineering Department may require road widening if the property is developed for more than one dwelling unit. Nonetheless, uses allowed by the RN-2 district should cause less strain on the nearby residential streets than the uses allowed by the I-G district, since the majority of those uses are more intensive and require truck traffic.

ESTIMATED TRAFFIC IMPACT: Not required.

ESTIMATED STUDENT YIELD: Not applicable.

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

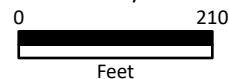
If approved, this item will be forwarded to Knoxville City Council for action on 5/12/2026 and 5/26/2026. If denied, Knoxville-Knox County Planning Commission's action is final, unless the action to deny is appealed to Knoxville City Council. The date of the appeal hearing will depend on when the appeal application is filed. Appellants have 15 days to appeal a Planning Commission decision in the City.



**4-C-26-SP  
CENTRAL CITY SECTOR PLAN MAP**

**Petitioner:** Haley McLaughlin

**Map No:** 94  
**Jurisdiction:** City

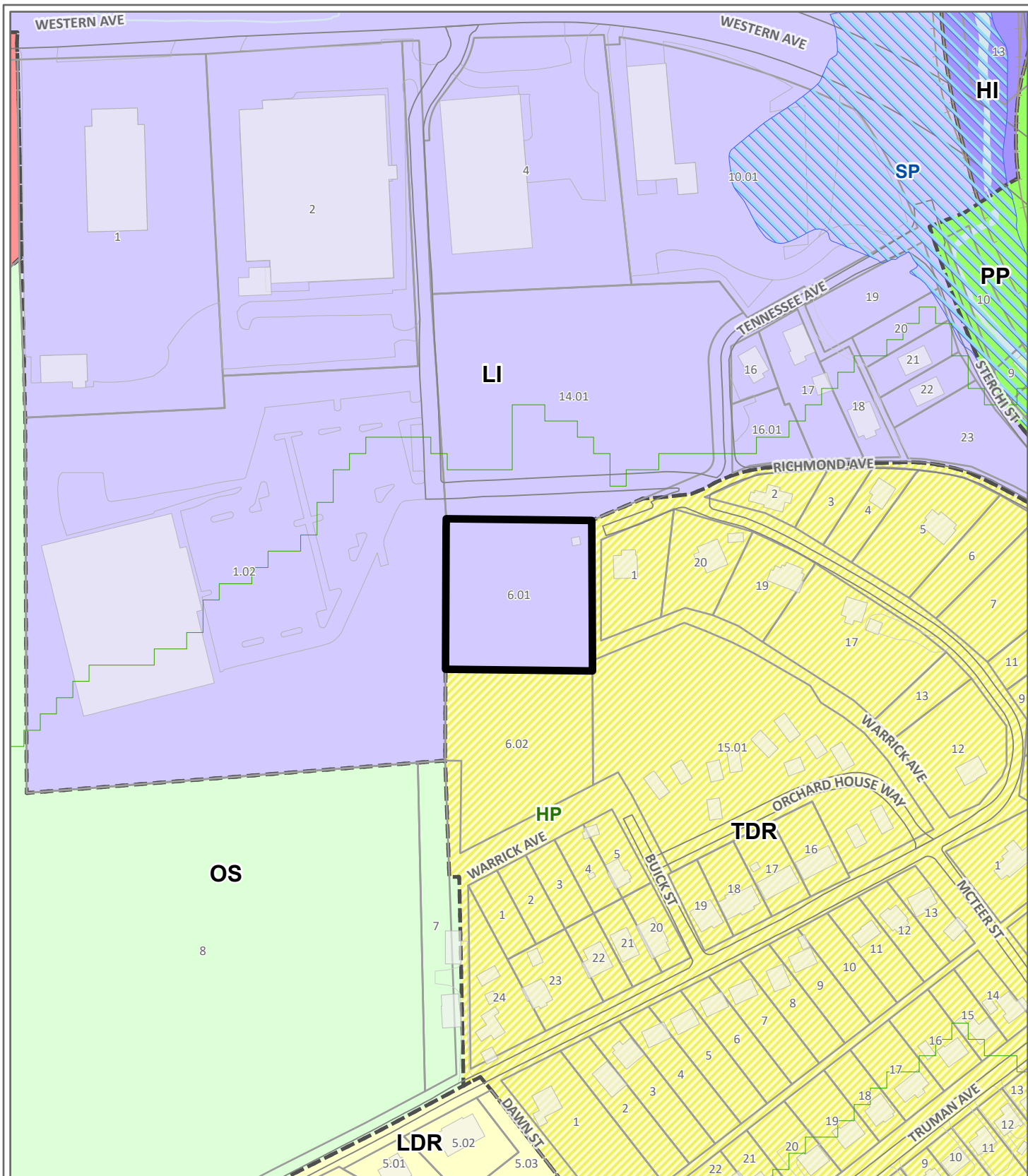


**From:** LI (Light Industrial), HP (Hillside Ridgeway Protection)

**To:** TDR (Traditional Neighborhood Residential), HP (Hillside Ridgeway Protection)

**Original Print Date:** 3/11/2026

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



**ONE YEAR PLAN MAP**

**4-C-26-PA**

**Petitioner:** Haley McLaughlin

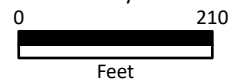


**From:** LI (Light Industrial), HP (Hillside Ridgetop Protection)

**To:** TDR (Traditional Neighborhood Residential)

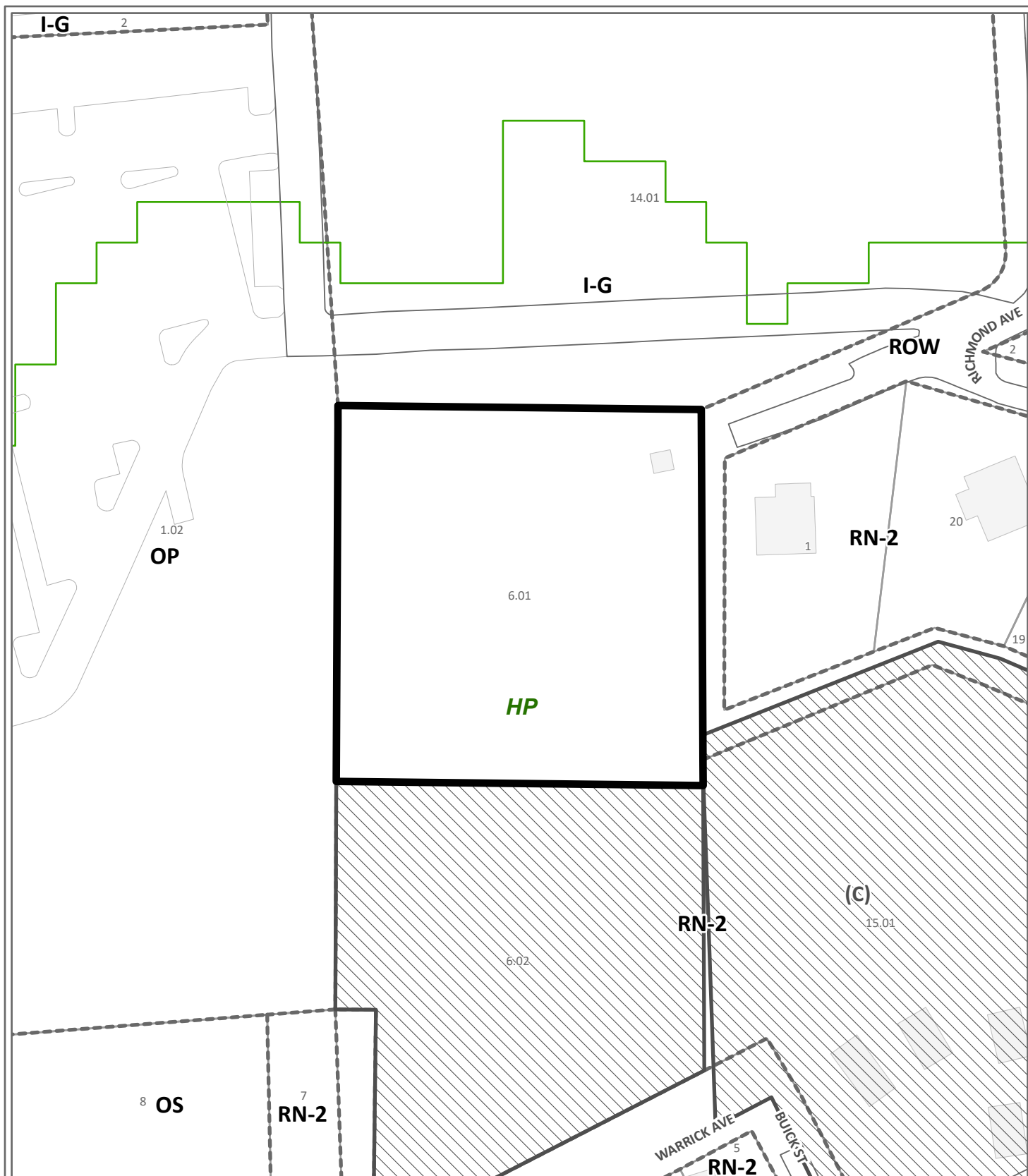
**Map No:** 94

**Jurisdiction:** City



**Original Print Date:** 3/2/2026

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



**REZONING**

**4-N-26-RZ**

**Petitioner:** Haley McLaughlin

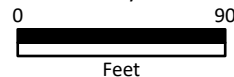


**From:** I-G (General Industrial), HP (Hillside Protection Overlay)

**To:** RN-2 (Single-Family Residential Neighborhood), HP (Hillside Protection Overlay)

**Map No:** 94

**Jurisdiction:** City



**Original Print Date:** 3/2/2026

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

# Exhibit A. Contextual Images



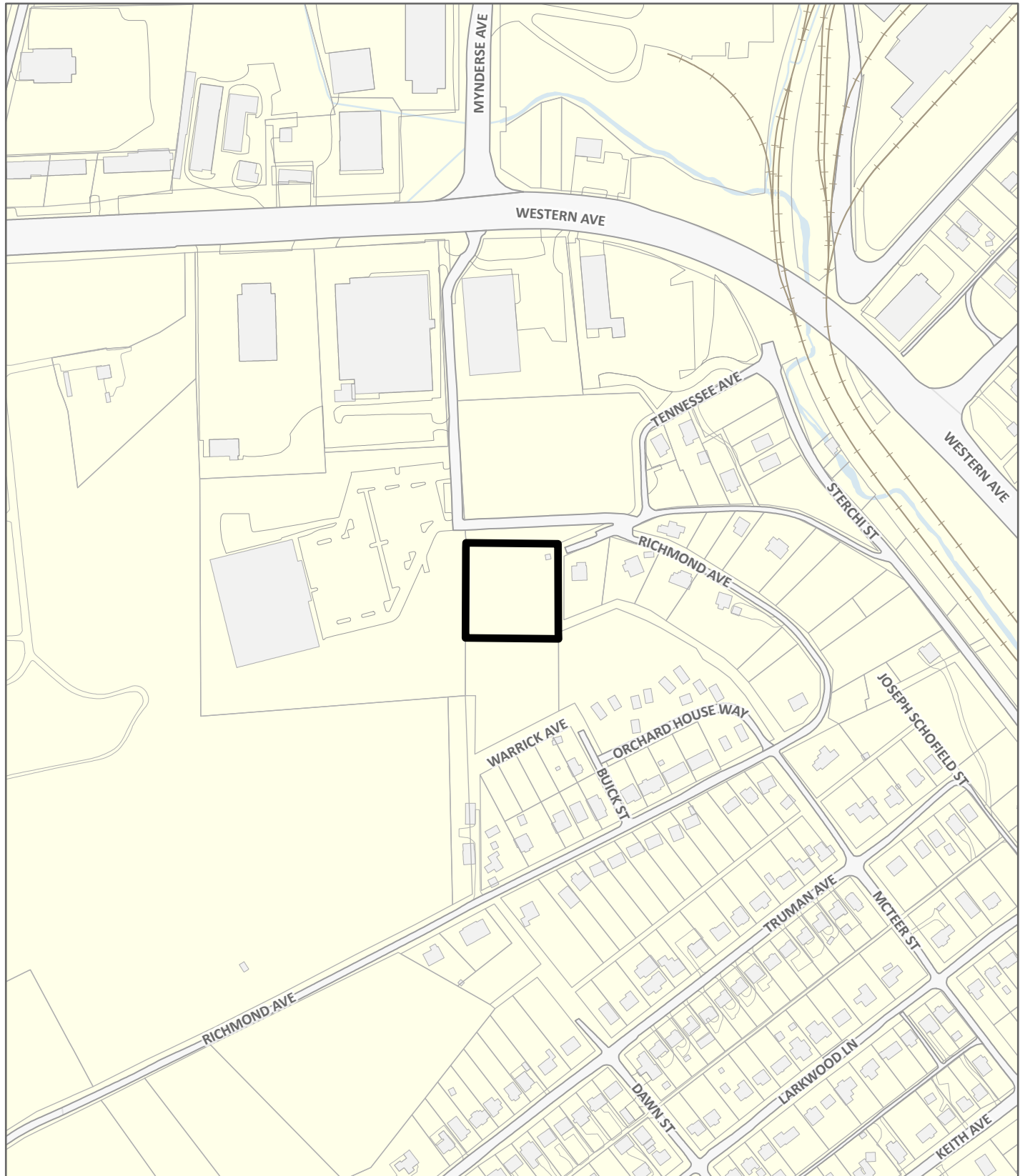
## AERIAL MAP



Case boundary



# Exhibit A. Contextual Images



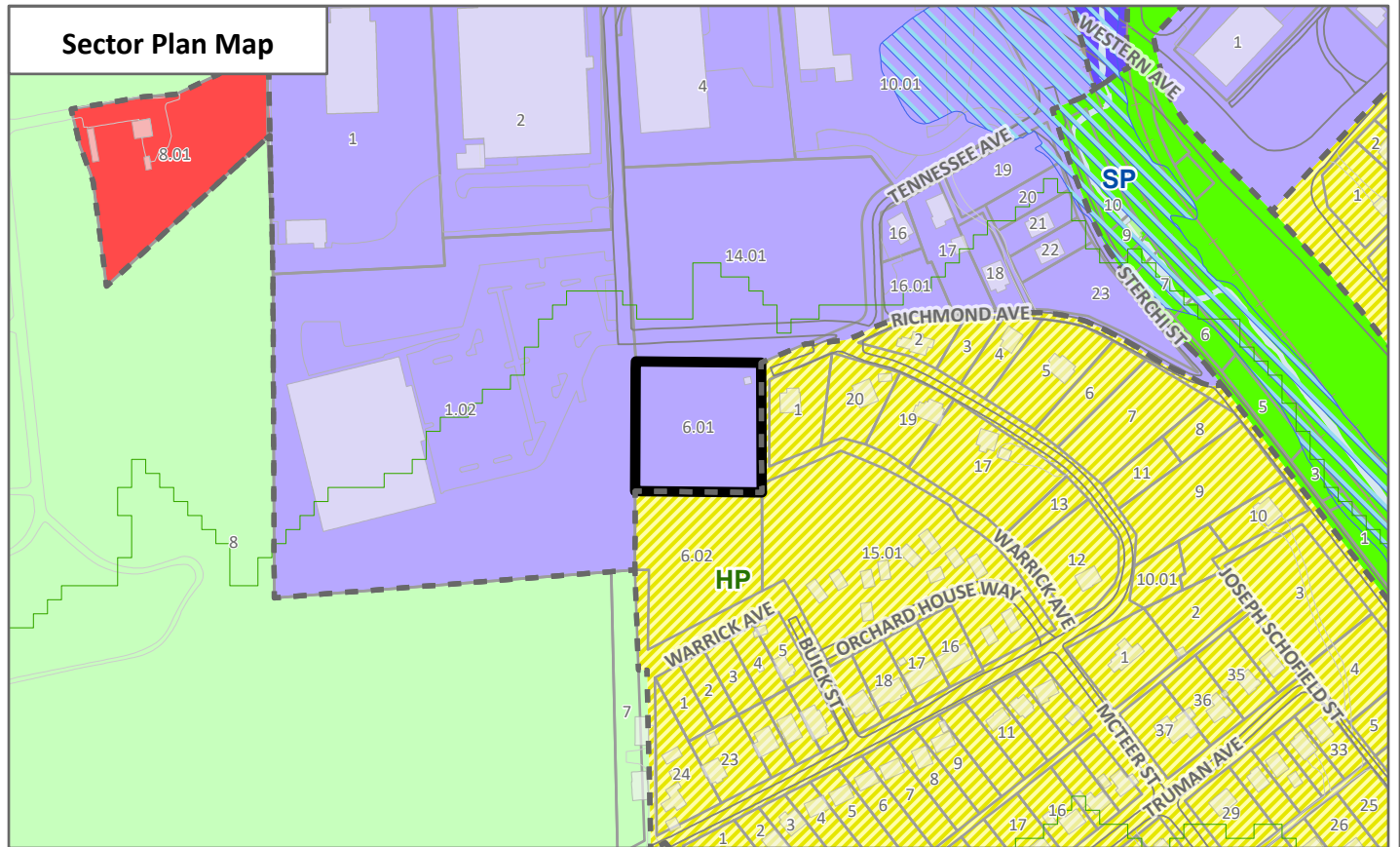
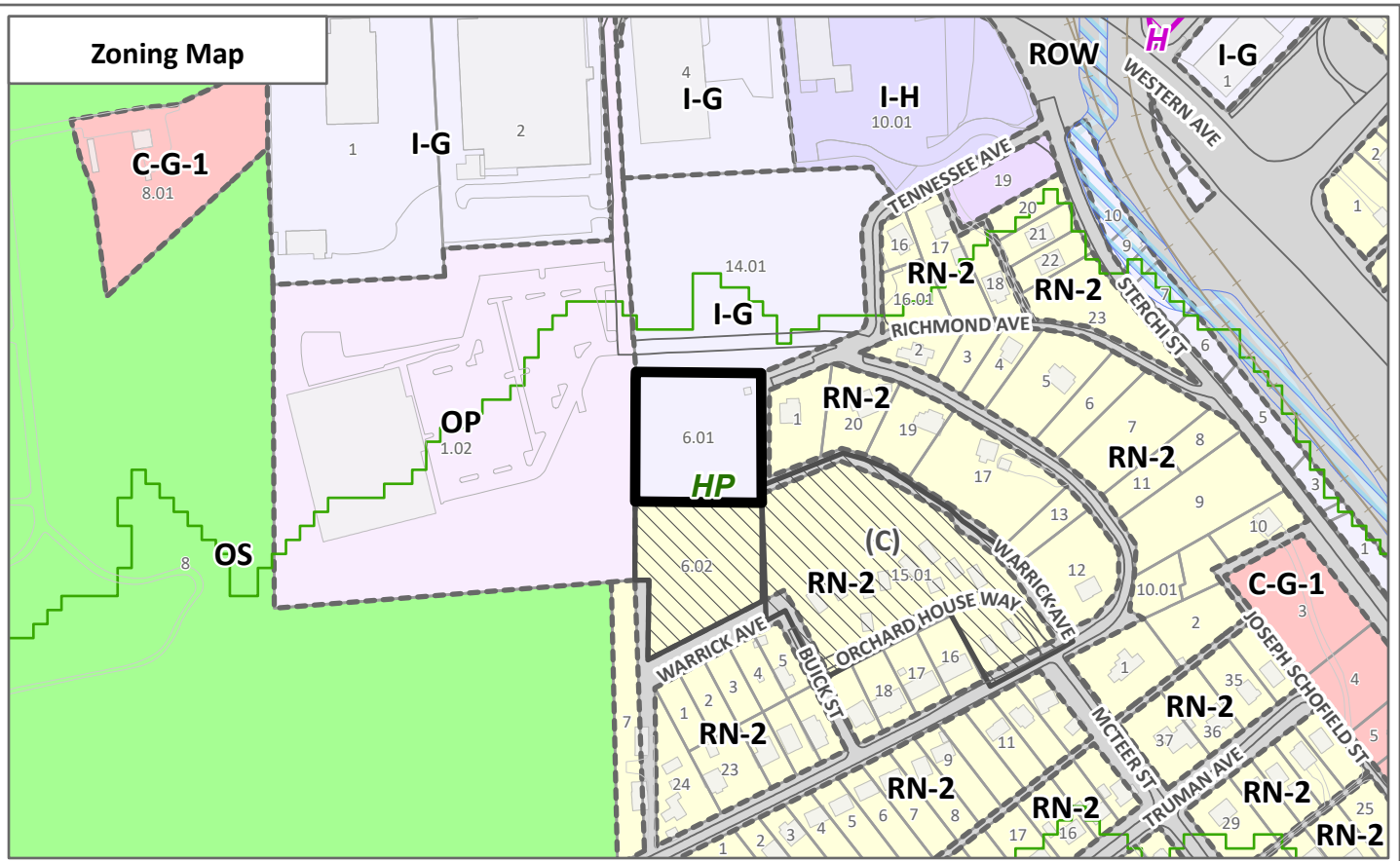
## LOCATION MAP

4-C-26-PA / 4-N-26-RZ



Case boundary





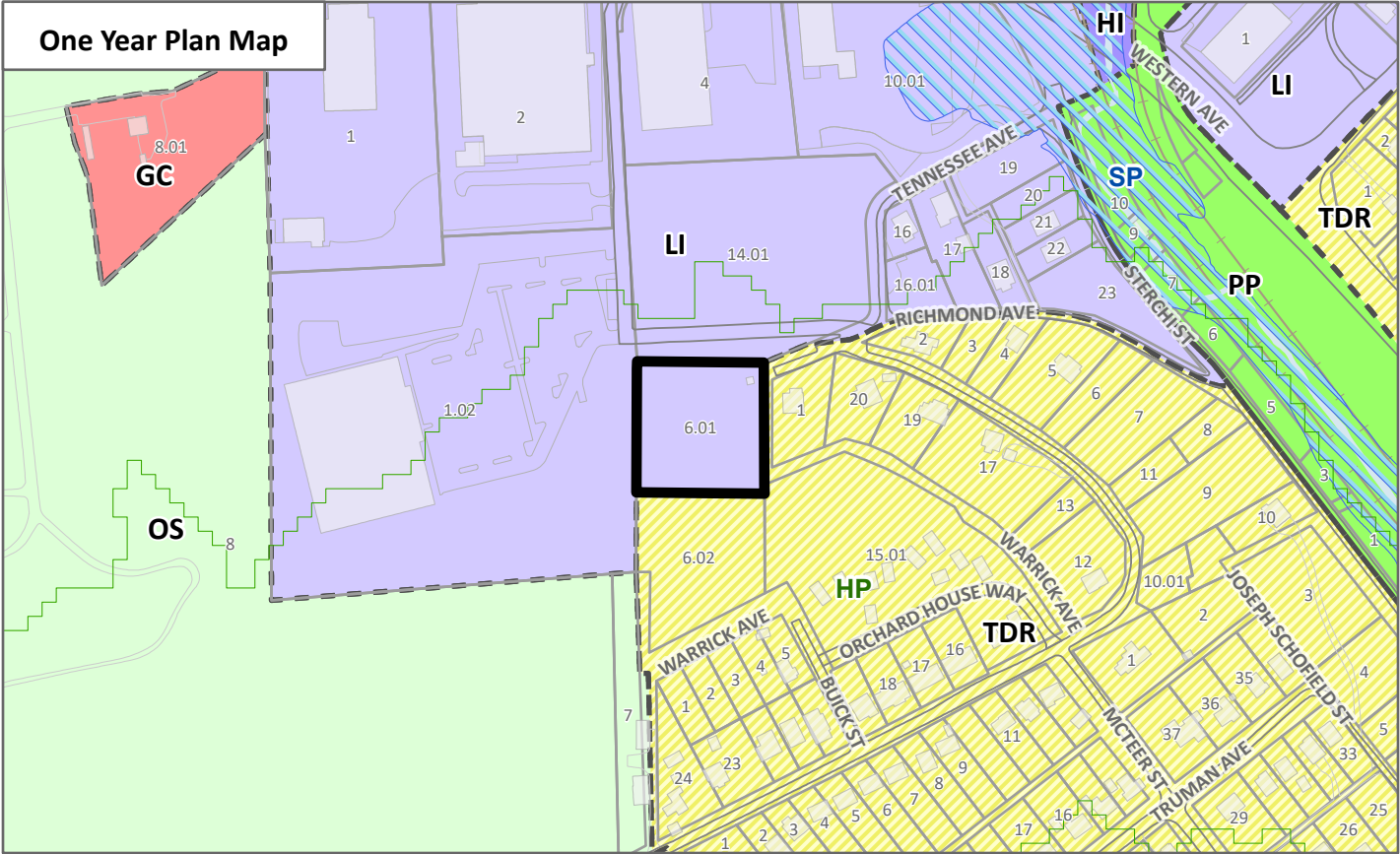
**EXHIBIT A, CONTEXTUAL MAPS** **4-C-26-PA / 4-N-26-RZ**

Case boundary

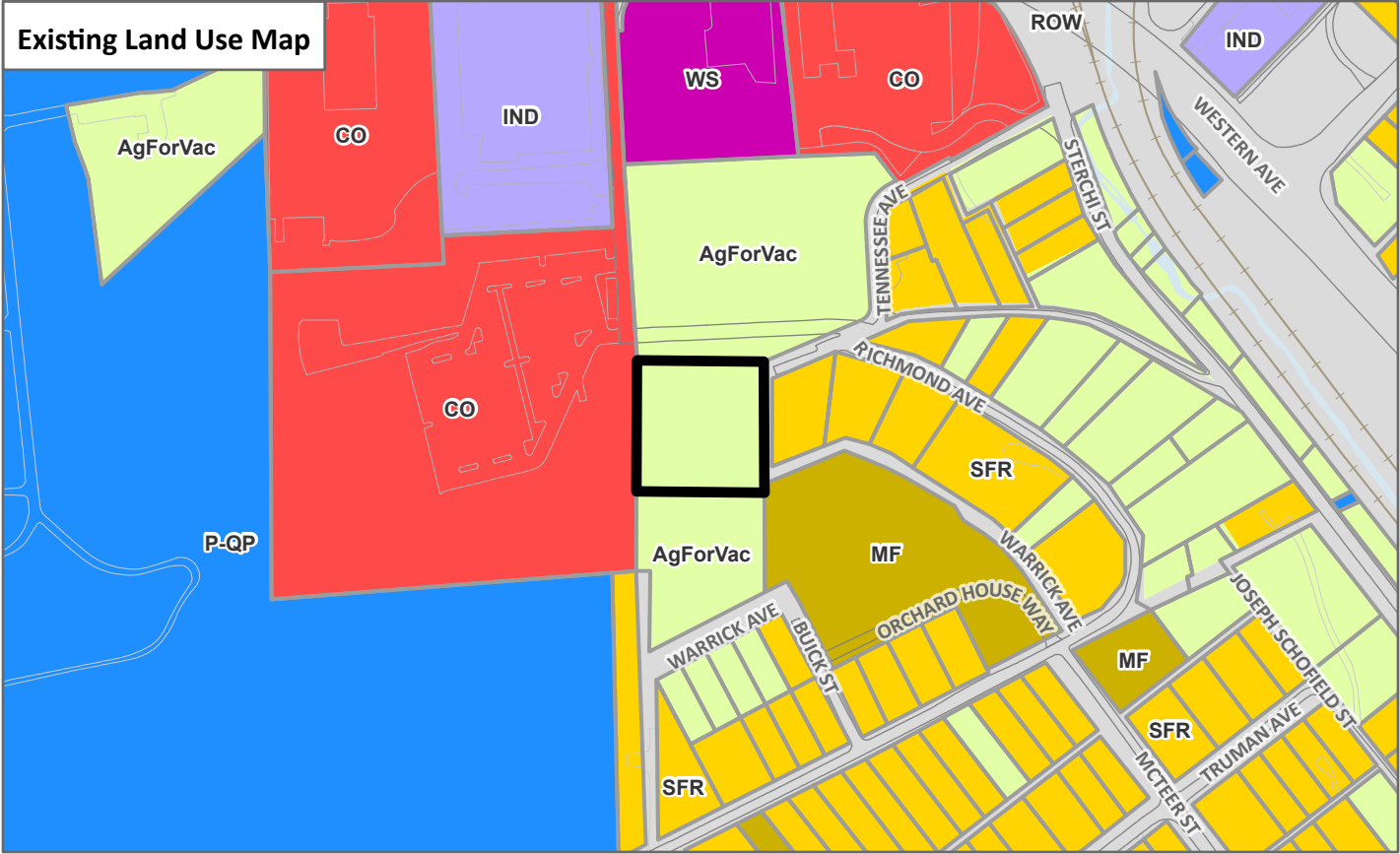
0 360  
Feet

N

**One Year Plan Map**



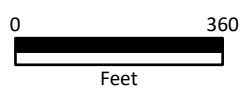
**Existing Land Use Map**



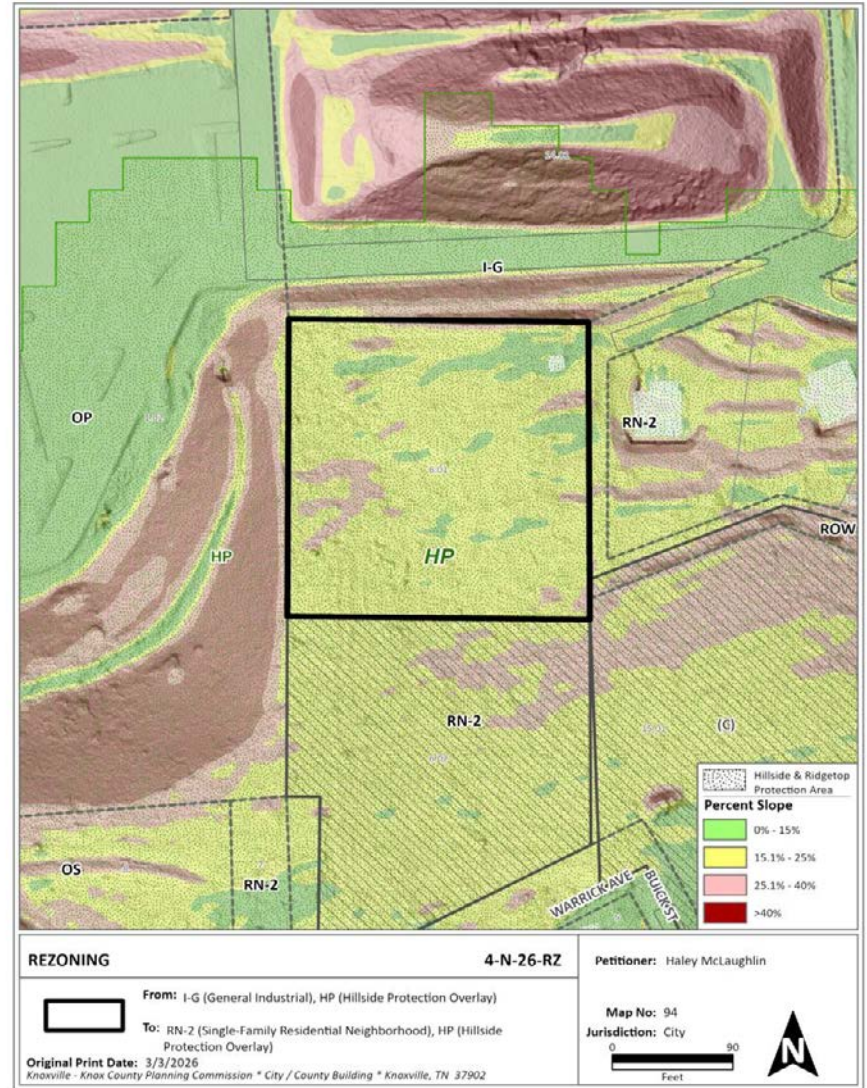
**EXHIBIT A, CONTEXTUAL MAPS**

4-C-26-PA / 4-N-26-RZ

 Case boundary



CATEGORY	SQFT	ACRES	RECOMMENDED DISTURBANCE BUDGET (Percent)	DISTURBANCE AREA (Sqft)	DISTURBANCE AREA (Acres)
<b>Total Area of Site</b>	<b>51,933.4</b>	<b>1.19</b>			
Non-Hillside	0.0	0.00	N/A		
0-15% Slope	5,768.4	0.13	100%	5,768.4	0.13
15-25% Slope	41,126.6	0.94	50%	20,563.3	0.47
25-40% Slope	4,776.9	0.11	20%	955.4	0.02
Greater than 40% Slope	261.5	0.01	10%	26.2	0.00
Ridgetops					
<b>Hillside Protection (HP) Area</b>	<b>51,933.4</b>	<b>1.19</b>	Recommended disturbance budget within HP Area	<b>27,313.2</b>	<b>0.63</b>
			Percent of HP Area	<b>52.6%</b>	



# 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). The contact information you provide in your application may be used for that purpose. 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.

03/28/2026

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

Applicant Name

Date