



PLAN AMENDMENT REPORT

▶ **FILE #:** 4-E-26-SP

AGENDA ITEM #: 15

AGENDA DATE: 4/9/2026

▶ **APPLICANT:** SHAWN SMITH
 OWNER(S): Tariq & Areej Hamdan

TAX ID NUMBER: 93 B B 035, 036 [View map on KGIS](#)

JURISDICTION: Council District 3

STREET ADDRESS: 4601 WESTERN AVE (4605 WESTERN AVE)

▶ **LOCATION:** North side of Western Ave, southwest of Ball Camp Pike

▶ **APPX. SIZE OF TRACT:** 2.31 acres

SECTOR PLAN: Northwest City

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

ACCESSIBILITY: Access is via Western Avenue, a state-owned major arterial with four lanes and a center turn lane within a right-of-way width that varies from 100-115 ft.

UTILITIES: Water Source: Knoxville Utilities Board

Sewer Source: Knoxville Utilities Board

FIRE DISTRICT: Knoxville Fire Department

WATERSHED: Third Creek

▶ **CURRENT PLAN AND ZONING DESIGNATION:** MDR (Medium Density Residential), HP (Hillside Protection) / RN-1 (Single-Family Residential Neighborhood), HP (Hillside Protection Overlay)

▶ **REQUESTED PLAN DESIGNATION:** GC (General Commercial), HP (Hillside 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, ZONING
 North: Rural residential - LDR (Low Density Residential), HP (Hillside Protection) - RN-1 (Single-Family Residential Neighborhood), HP (Hillside Protection Overlay)

South: Agriculture/forestry/vacant land - MDR (Medium Density Residential), HP (Hillside Protection) - C-H-1 (Highway Commercial), HP (Hillside Protection Overlay)

East: Agriculture/forestry/vacant land - GC (General Commercial), LDR (Low Density Residential), HP (Hillside Protection) - C-H-1 (Highway Commercial), RN-2 (Single-Family Residential Neighborhood), HP (Hillside Protection Overlay)

West: Agriculture/forestry/vacant land - MDR (Medium Density

NEIGHBORHOOD CONTEXT: This section of the Western Avenue corridor features a mix of commercial and office uses and undeveloped wooded lots. Single-family and small-scale multifamily residential development is concentrated north and south of Western Avenue. The I-75 interchange is 0.65 miles to the east, and the Third Creek Greenway and Victor Ashe Park are to the northwest.

STAFF RECOMMENDATION:

- ▶ **Approve the GC (General Commercial) 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. Between 2011 and 2016, a \$33-million capital improvement project was completed to widen Western Avenue from Copper Kettle Street to Schaad Road, expanding it from a two-lane road to a five-lane road with sidewalks. The Northwest City Sector Plan was adopted in 2015 while the project was ongoing and recommended a mix of general commercial, neighborhood commercial, medium-density residential, and office uses along this 3.9-mile segment.
2. The subject property is located at the border of the MDR and GC classifications, and extending the commercial classification generally supports the sector plan's goal to develop this corridor with a variety of medium- to high-intensity uses. This is further supported by a transit route along this segment, which was not in place when the plan was adopted.

AN OBVIOUS OR SIGNIFICANT ERROR OR OMISSION IN THE PLAN:

1. There are no apparent errors or omissions in the Central City Sector Plan with regard to the subject property. However, as mentioned above, the proposed plan amendment to the GC land use will be an extension of this classification from the east.

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. This segment of Western Avenue primarily includes commercial developments and forested vacant lands. No residential developments have occurred within the immediate MDR classification since the most recent adoption of the sector plan. Approval of the GC classification will be consistent with the commercial character of this corridor.

ESTIMATED TRAFFIC IMPACT: Not required.

ESTIMATED STUDENT YIELD: Not applicable.

Schools affected by this proposal: West Haven Elementary, Northwest 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-S-26-RZ **AGENDA ITEM #:** 15
 4-E-26-PA **AGENDA DATE:** 4/9/2026

▶ **APPLICANT:** SHAWN SMITH
OWNER(S): Tariq & Areej Hamdan

TAX ID NUMBER: 93 B B 035, 036 [View map on KGIS](#)

JURISDICTION: Council District 3

STREET ADDRESS: 4601 WESTERN AVE (4605 WESTERN AVE)

▶ **LOCATION:** North side of Western Ave, southwest of Ball Camp Pike

▶ **TRACT INFORMATION:** 2.31 acres.

SECTOR PLAN: Northwest City

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

ACCESSIBILITY: Access is via Western Avenue, a state-owned major arterial with four lanes and a center turn lane within a right-of-way width that varies from 100-115 ft.

UTILITIES: Water Source: Knoxville Utilities Board

Sewer Source: Knoxville Utilities Board

FIRE DISTRICT: Knoxville Fire Department

WATERSHED: Third Creek

▶ **CURRENT PLAN AND ZONING DESIGNATION:** MDR (Medium Density Residential), HP (Hillside Protection) / RN-1 (Single-Family Residential Neighborhood), HP (Hillside Protection Overlay)

▶ **REQUESTED PLAN AND ZONING DESIGNATION:** GC (General Commercial), HP (Hillside Protection) / C-H-1 (Highway Commercial), 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: Rural residential - LDR (Low Density Residential), HP (Hillside Protection) - RN-1 (Single-Family Residential Neighborhood), HP (Hillside Protection Overlay)

ZONING South: Agriculture/forestry/vacant land - MDR (Medium Density Residential), HP (Hillside Protection) - C-H-1 (Highway Commercial), HP (Hillside Protection Overlay)

East: Agriculture/forestry/vacant land - GC (General Commercial), LDR (Low Density Residential), HP (Hillside Protection) - C-H-1

(Highway Commercial), RN-2 (Single-Family Residential Neighborhood), HP (Hillside Protection Overlay)

West: Agriculture/forestry/vacant land - MDR (Medium Density Residential), HP (Hillside Protection) - C-H-1 (Highway Commercial), HP (Hillside Protection Overlay)

NEIGHBORHOOD CONTEXT: This section of the Western Avenue corridor features a mix of commercial and office uses and undeveloped wooded lots. Single-family and small-scale multifamily residential development is concentrated north and south of Western Avenue. The I-75 interchange is 0.65 miles to the east, and the Third Creek Greenway and Victor Ashe Park are to the northwest.

STAFF RECOMMENDATION:

- ▶ **Approve the GC (General Commercial) 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 C-H-1 (Highway Commercial) district because it is consistent with the recommended GC 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. There are no apparent errors or omissions in the One Year Plan with regard to the subject property. However, the proposed plan amendment to the GC land use will be an extension of this classification from the east.

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. Between 2011 and 2016, a \$33-million capital improvement project was completed to widen Western Avenue from Copper Kettle Street to Schaad Road, expanding it from a two-lane road to a five-lane road with sidewalks. The Northwest City Sector Plan was adopted in 2015 while the project was ongoing and recommended a mix of general commercial, neighborhood commercial, medium-density residential, and office uses along this 3.9-mile segment.
2. The subject property is located at the border of the MDR and GC classifications, and extending the commercial classification generally supports the sector plan's goal to develop this corridor with a variety of medium- to high-intensity uses. This is further supported by a transit route along this segment, which was not in place when the plan was adopted.
3. Development pattern in this street segment primarily includes commercial uses and forested vacant lands. No residential developments have occurred within the immediate MDR classification since the most recent adoption of the sector plan. Approval of the GC classification would be consistent with the commercial character of this corridor.

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. The Western Avenue road widening project in this area was completed in 2016, and a 30-minute frequency transit route was introduced to this corridor by the 2023 KAT Reimagined Network Plan. The road infrastructure and proximity to the I-640 interchange support the consideration of the highway commercial district at this location.
2. Between I-640 and Ball Camp Pike, all properties along Western Avenue are zoned for highway commercial districts, except for the subject property. The proposed rezoning will allow for a consistent development pattern along this commercial corridor.

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

1. The existing RN-1 district is intended to accommodate traditional low density residential neighborhoods, exhibiting a predominant development pattern of single-family homes on relatively large lots and with generous setbacks.
2. The requested C-H-1 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.
3. The subject property's location along Western Avenue, a major arterial street with nearby access to Interstate 640, combined with the nearby commercial developments, meets the intent of the C-H-1 district. Both of the subject parcels meet the minimum lot size and minimum lot width requirements.
4. The subject parcels are entirely within the HP Overlay. However, a significant portion of this property was previously disturbed and may be exempt from HP Overlay regulations under Article 8.9.B.4. This shall be verified during the permitting phase for any development contemplated for the property.
5. 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. No significant adverse impacts are anticipated with this rezoning, considering the adjacent properties along Western Avenue are also zoned C-H-1, and a 20-ft Class B landscape buffer will be required along the northern and eastern boundaries that abut residential districts.
2. The existing access to Western Avenue may pose a safety concern, according to the City of Knoxville Engineering Department. However, a new driveway permit will be required from the Tennessee Department of Transportation if the property is developed for any use allowed under the C-H-1 district, and safety concerns will be addressed at that time.

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 along a major arterial street with a nearby connection to Interstate 640 is consistent with the General Plan's Development Policy 9.11, which recommends locating community-serving commercial areas where they can be easily shared by several neighborhoods.
2. The General Plan's Development Policy 8.12 encourages improving land use transitions between commercial and residential properties via fencing, landscaping screens, earthberms, height restrictions, and/or deeper than usual building setbacks. Existing vegetation separates the subject property from nearby residential structures, and the nearest house is 144 ft away from the rear property line. As mentioned above, a Class B landscape buffer will be required along the rear and eastern boundaries if the property is developed.
3. The C-H-1 district is consistent with the recommended GC land use classification of the Northwest 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:

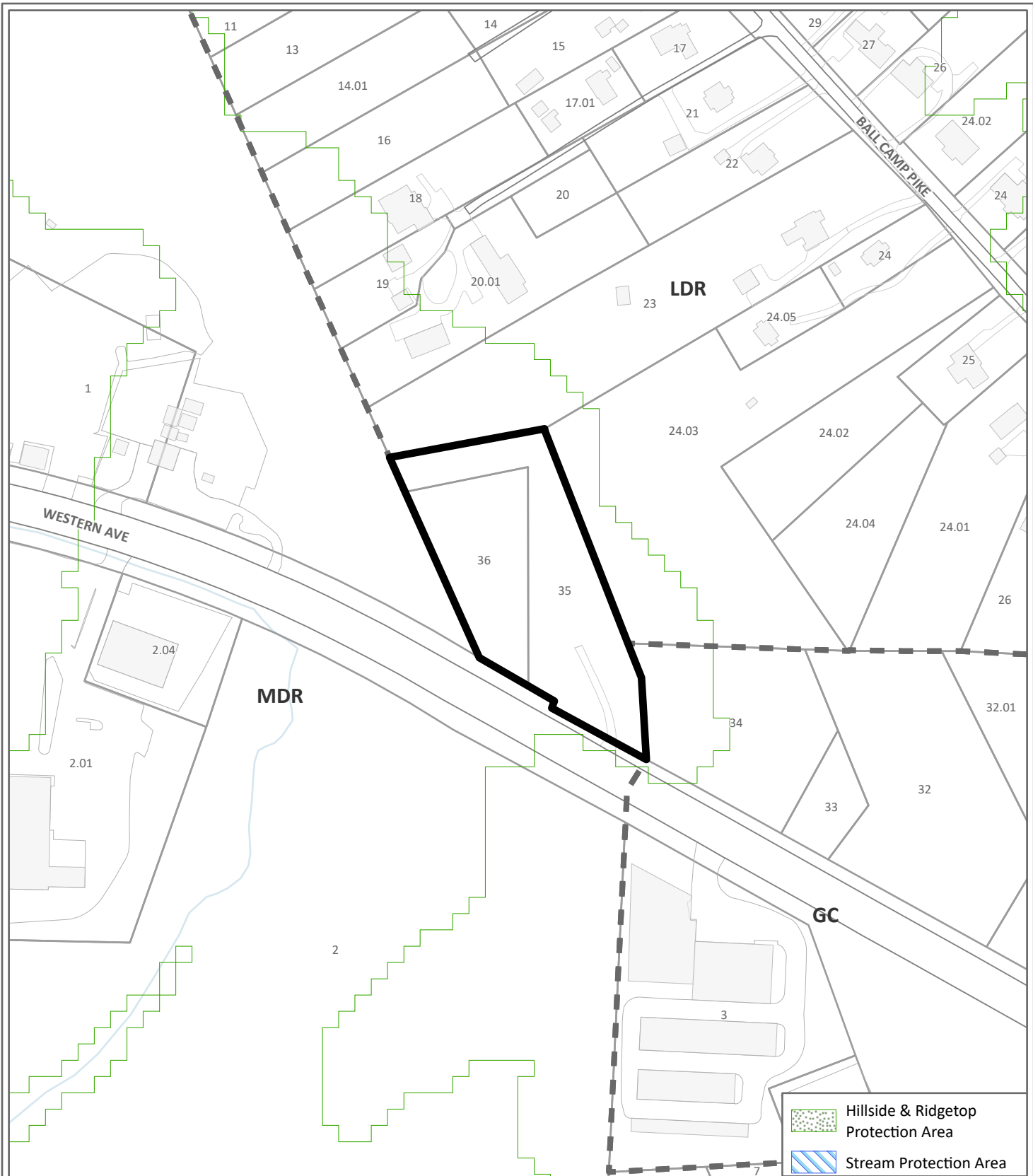
1. This is an urbanized area with adequate utility infrastructure and access to Western Avenue, a major throughfare with sidewalk connections and a transit route.

ESTIMATED TRAFFIC IMPACT: Not required.

ESTIMATED STUDENT YIELD: Not applicable.

Schools affected by this proposal: West Haven Elementary, Northwest 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-E-26-SP
NORTHWEST CITY SECTOR PLAN MAP**

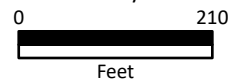
Petitioner: Shawn Smith

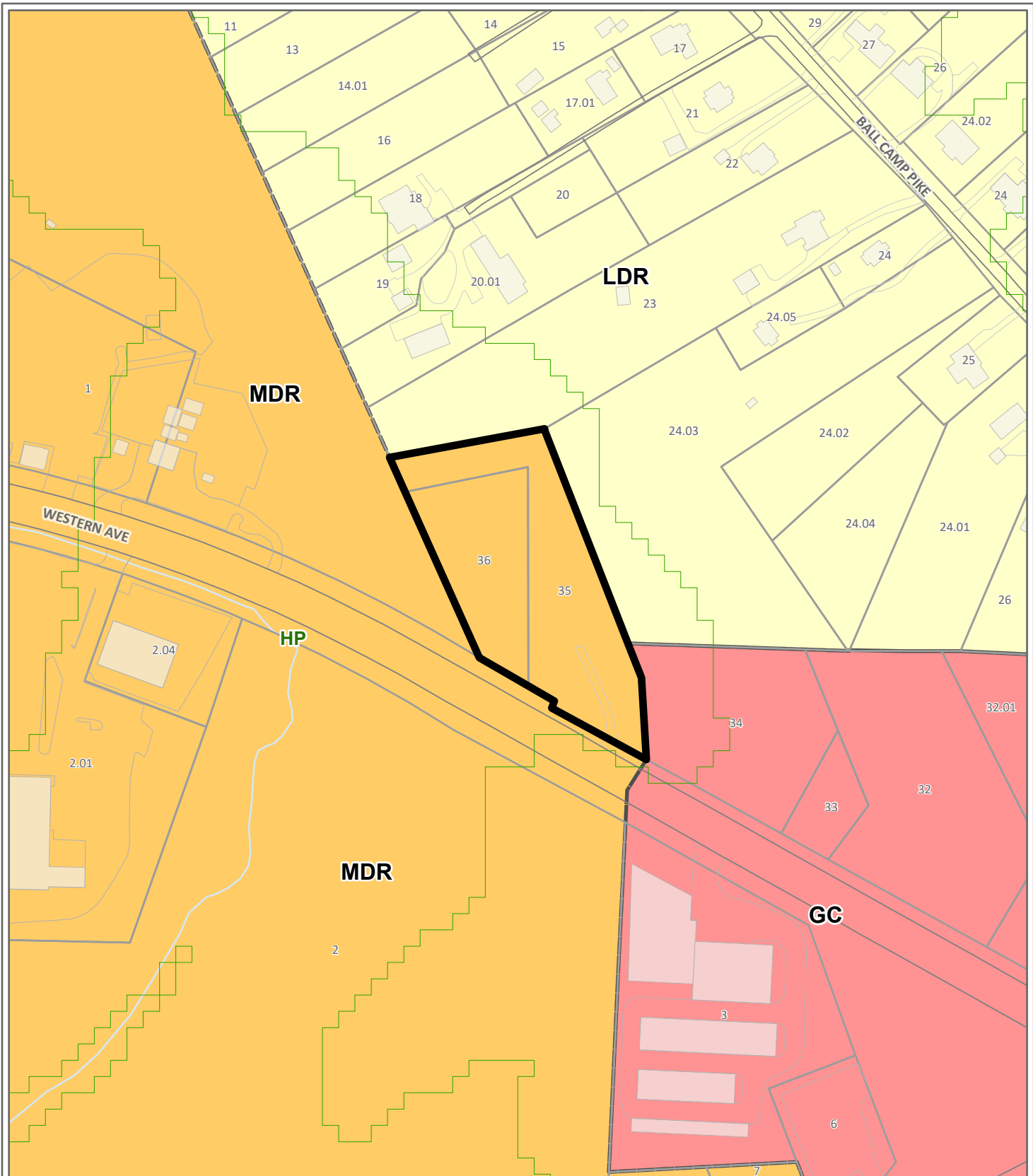


From: MDR (Medium Density Residential), HP (Hillside Ridgetop Protection)
To: GC (General Commercial), HP (Hillside Ridgetop Protection)

Map No: 93
Jurisdiction: City

Original Print Date: 3/11/2026
 Knoxville - Knox County Planning Commission * City / County Building * Knoxville, TN 37902





ONE YEAR PLAN MAP

4-E-26-PA

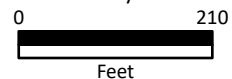
Petitioner: Shawn Smith



From: MDR (Medium Density Residential), HP (Hillside Ridgetop Protection)
To: GC (General Commercial), HP (Hillside Ridgetop Protection)

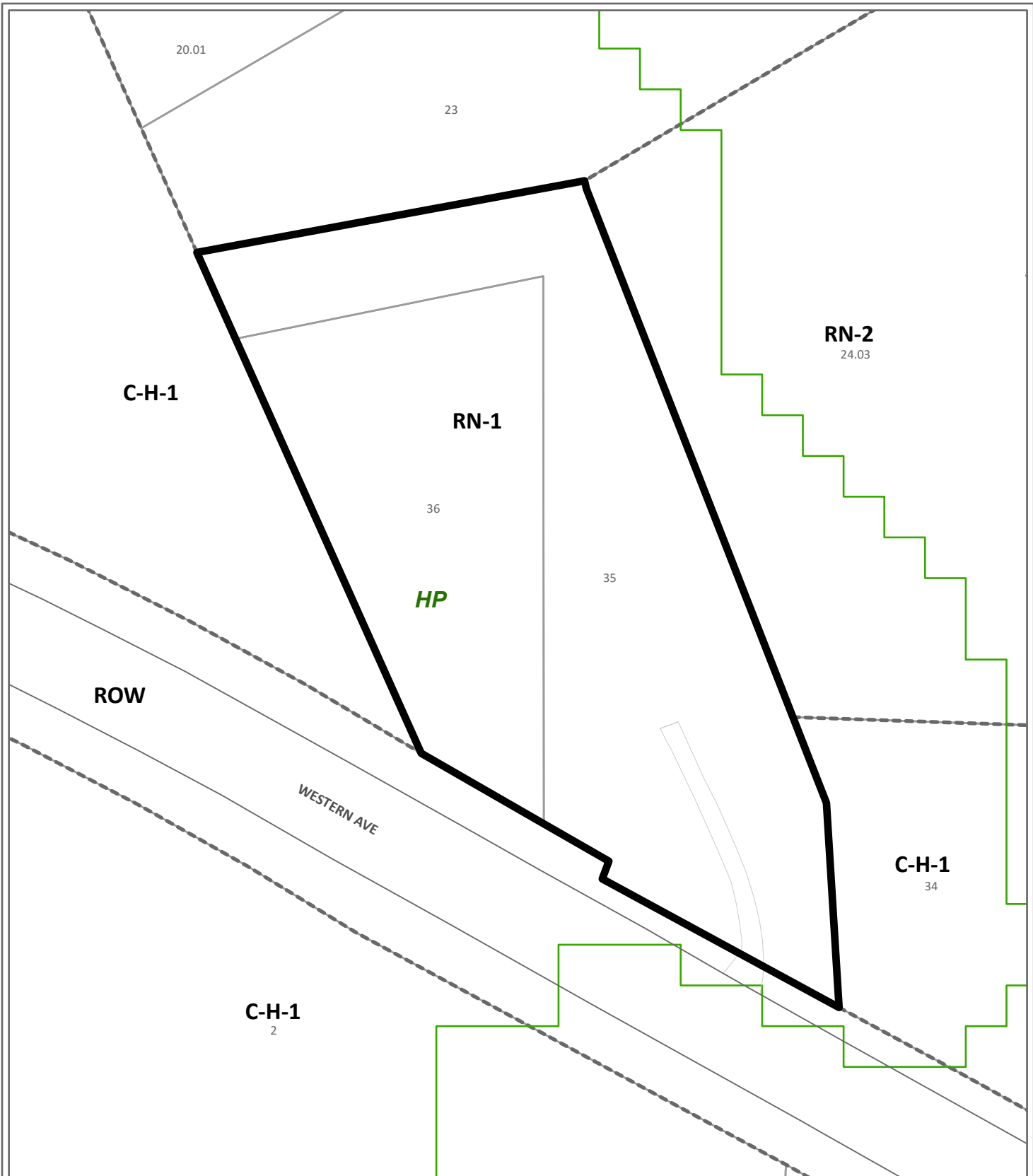
Map No: 93

Jurisdiction: City



Original Print Date: 3/11/2026

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



REZONING

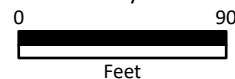
4-S-26-RZ

Petitioner: Shawn Smith

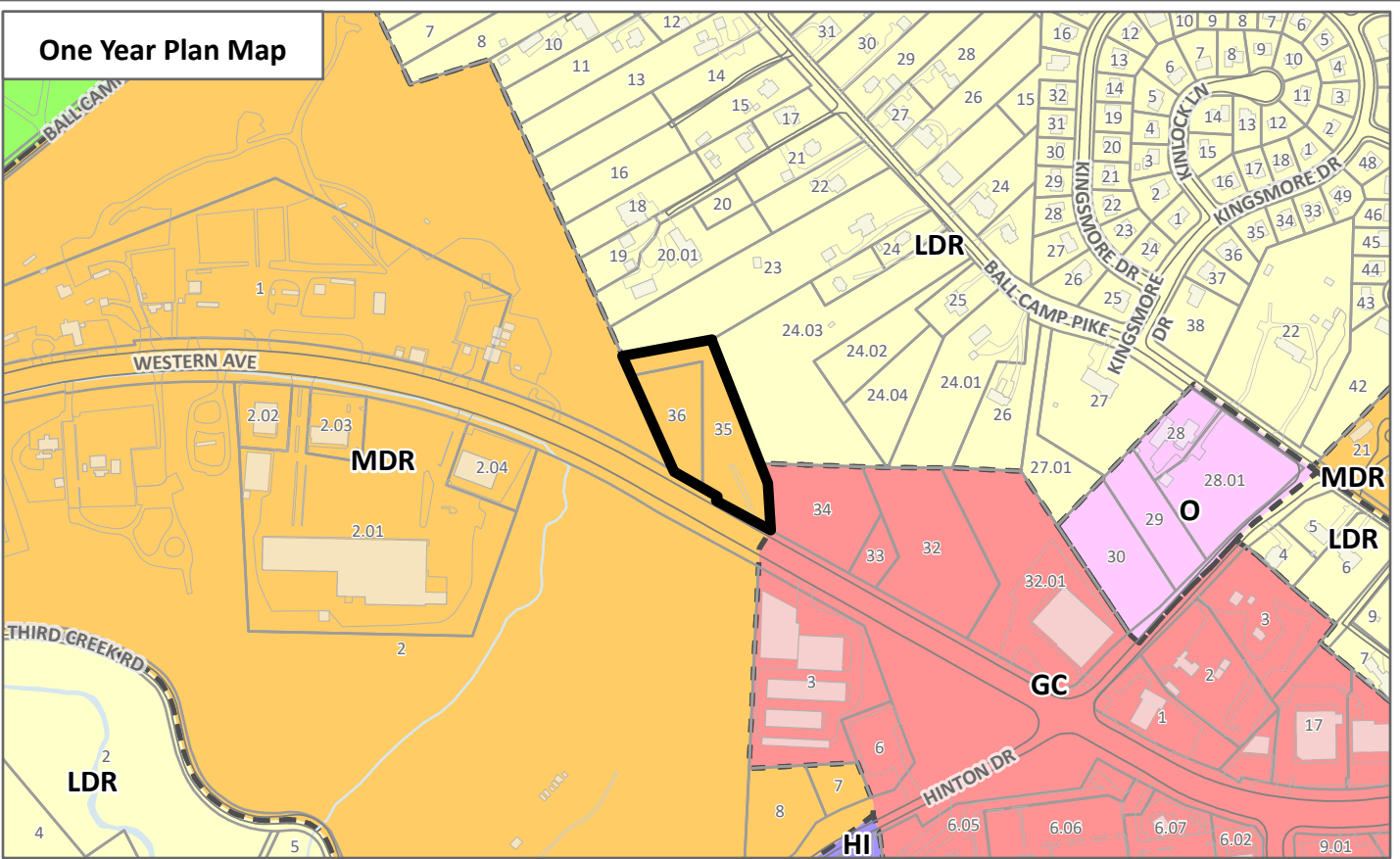


From: RN-1 (Single-Family Residential Neighborhood), HP (Hillside Protection Overlay)
To: C-H-1 (Highway Commercial)

Map No: 93
Jurisdiction: City



One Year Plan Map



Existing Land Use Map

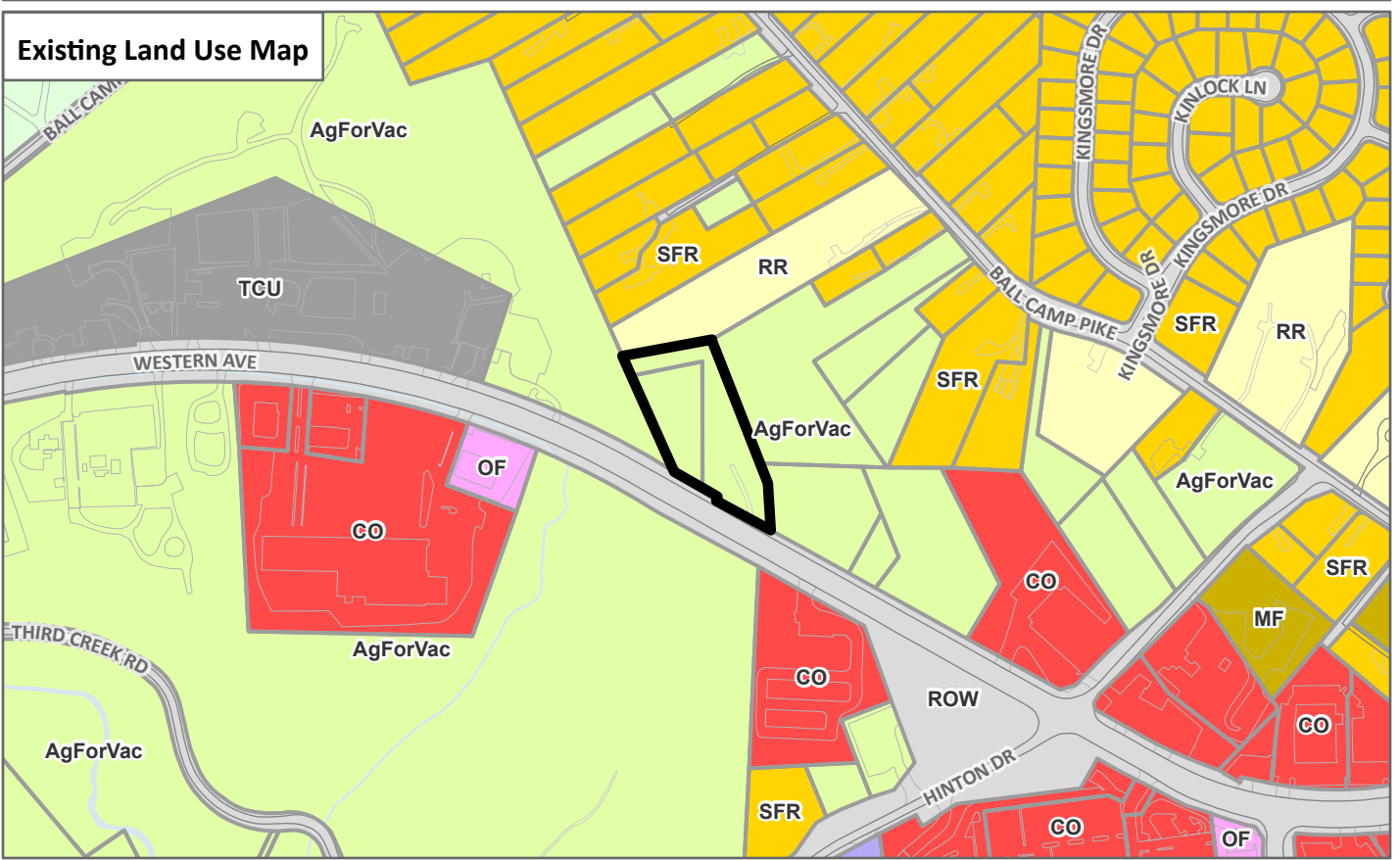


EXHIBIT A, CONTEXTUAL MAPS

4-S-26-RZ

 Case boundary

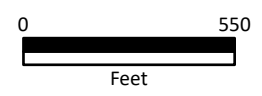
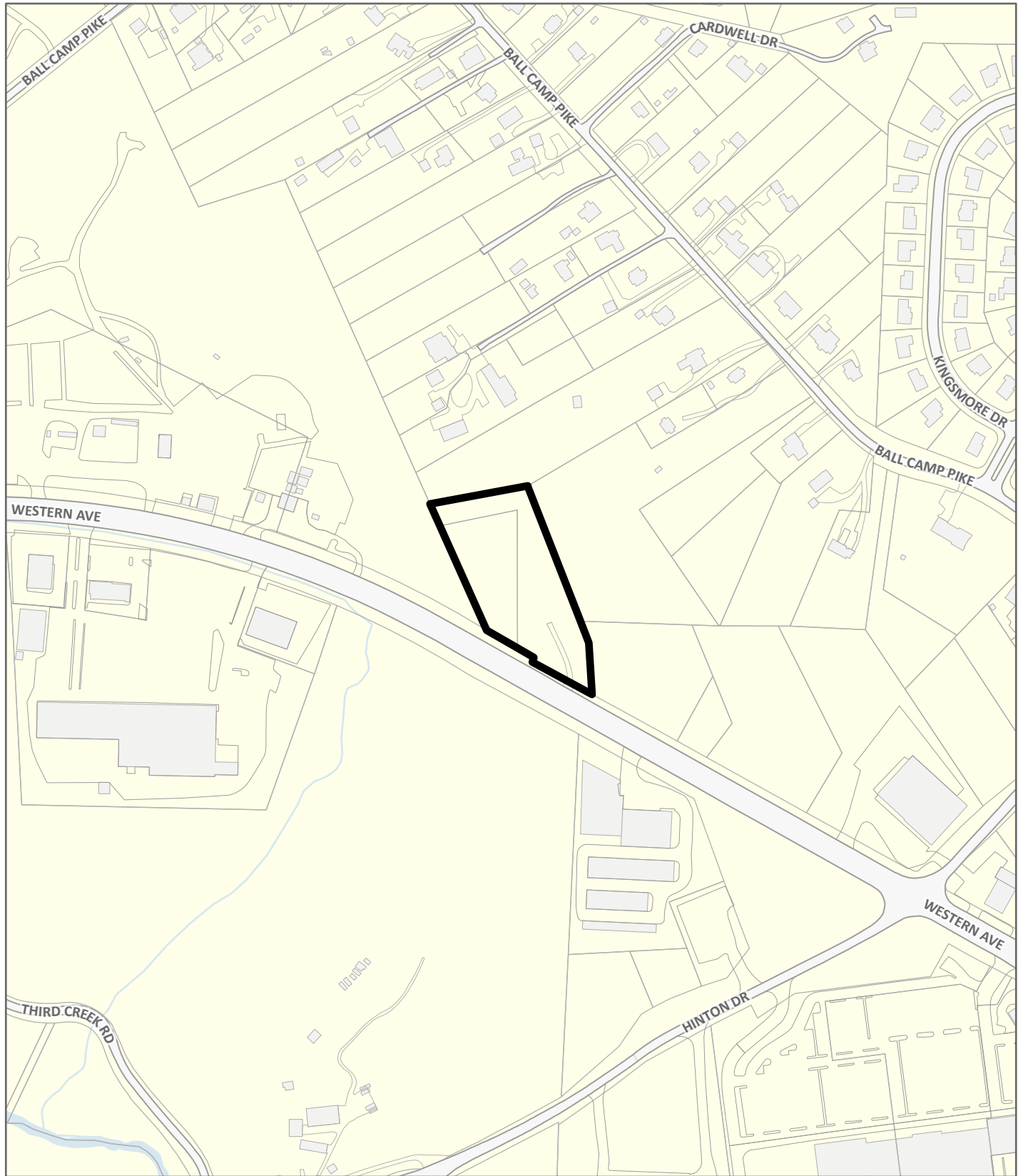


Exhibit A. Contextual Images



LOCATION MAP

4-E-26-PA / 4-S-26-RZ



Case boundary



Exhibit A. Contextual Images



AERIAL MAP



Case boundary



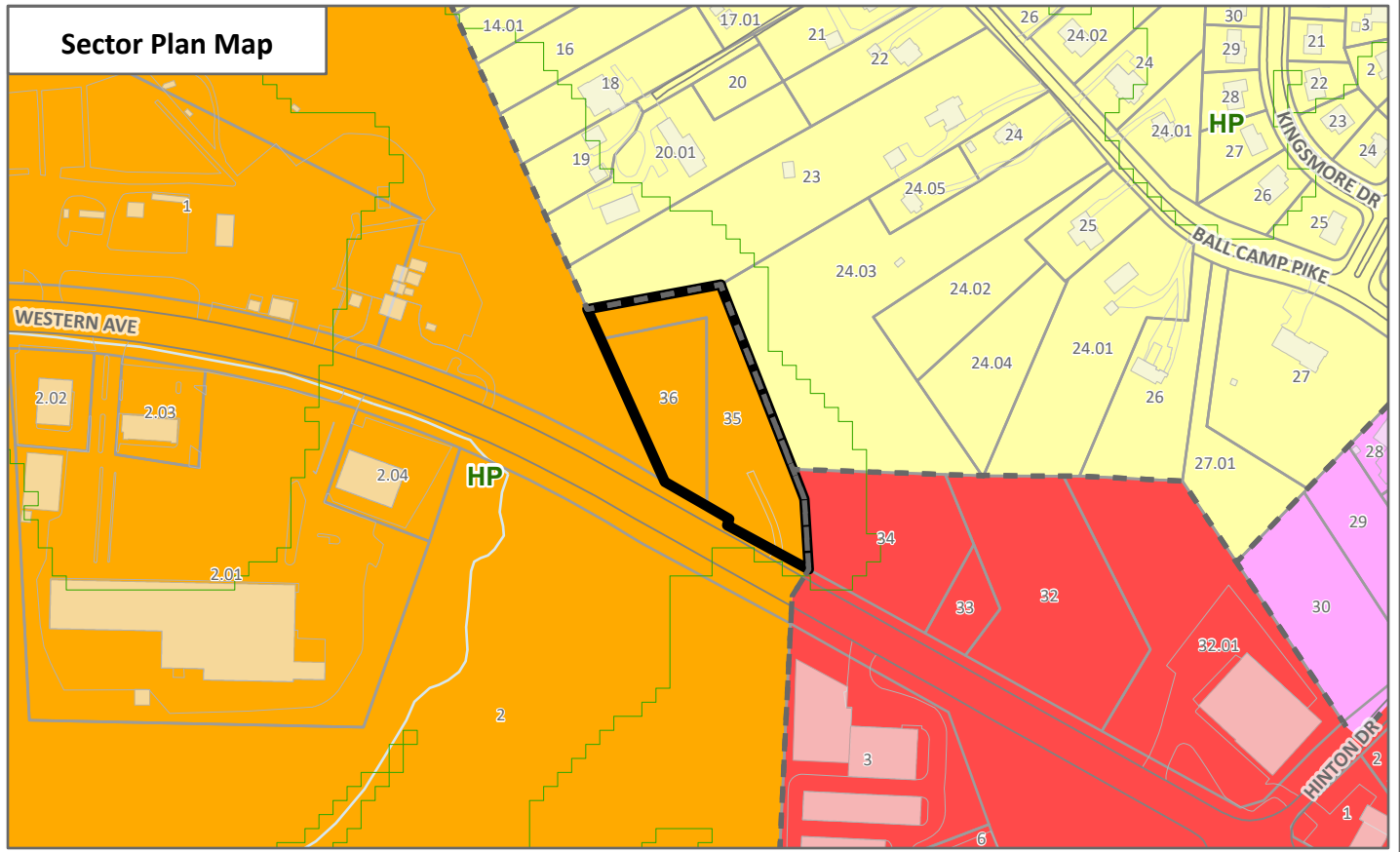
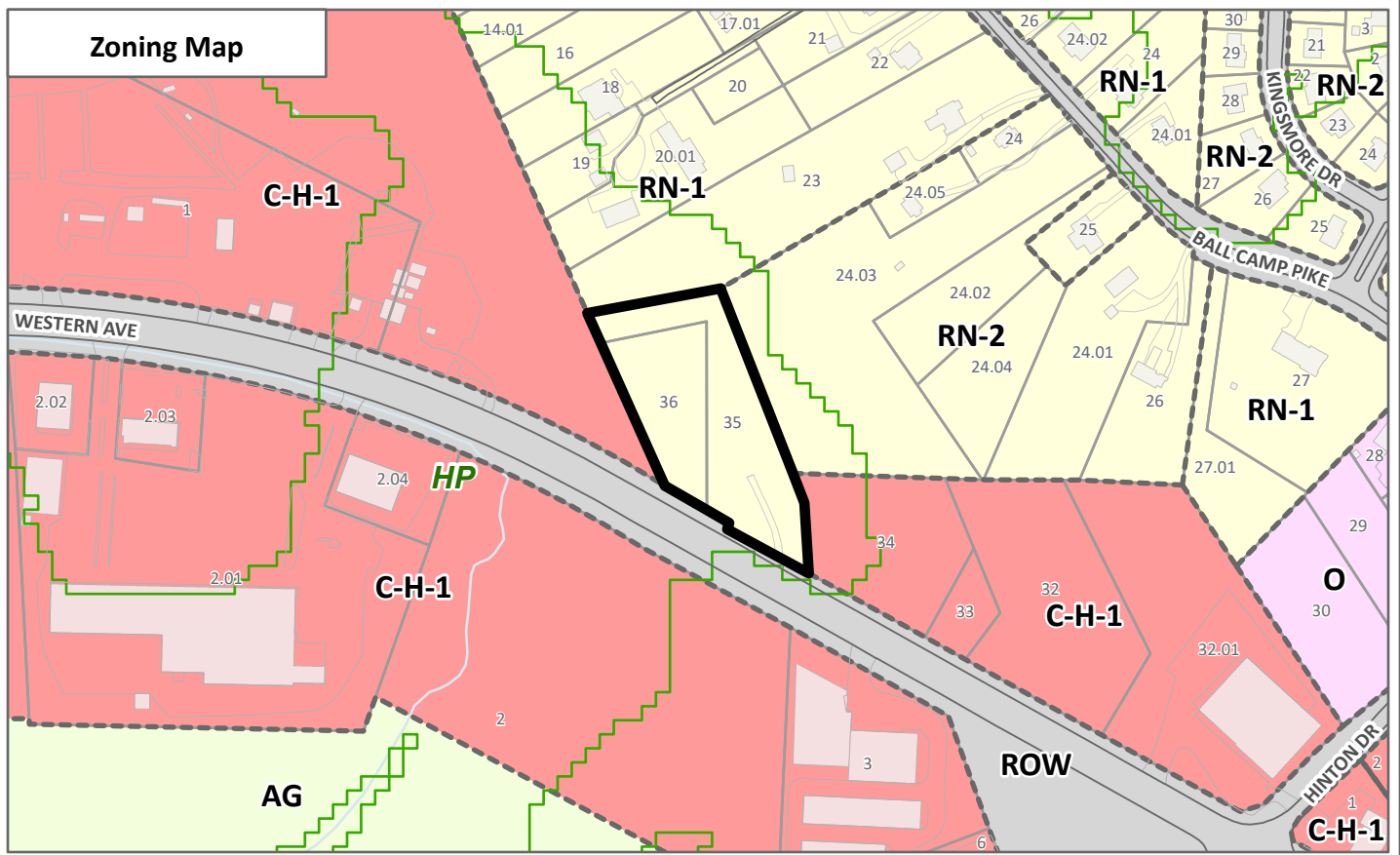


EXHIBIT A, CONTEXTUAL MAPS **4-E-26-PA / 4-S-26-RZ**

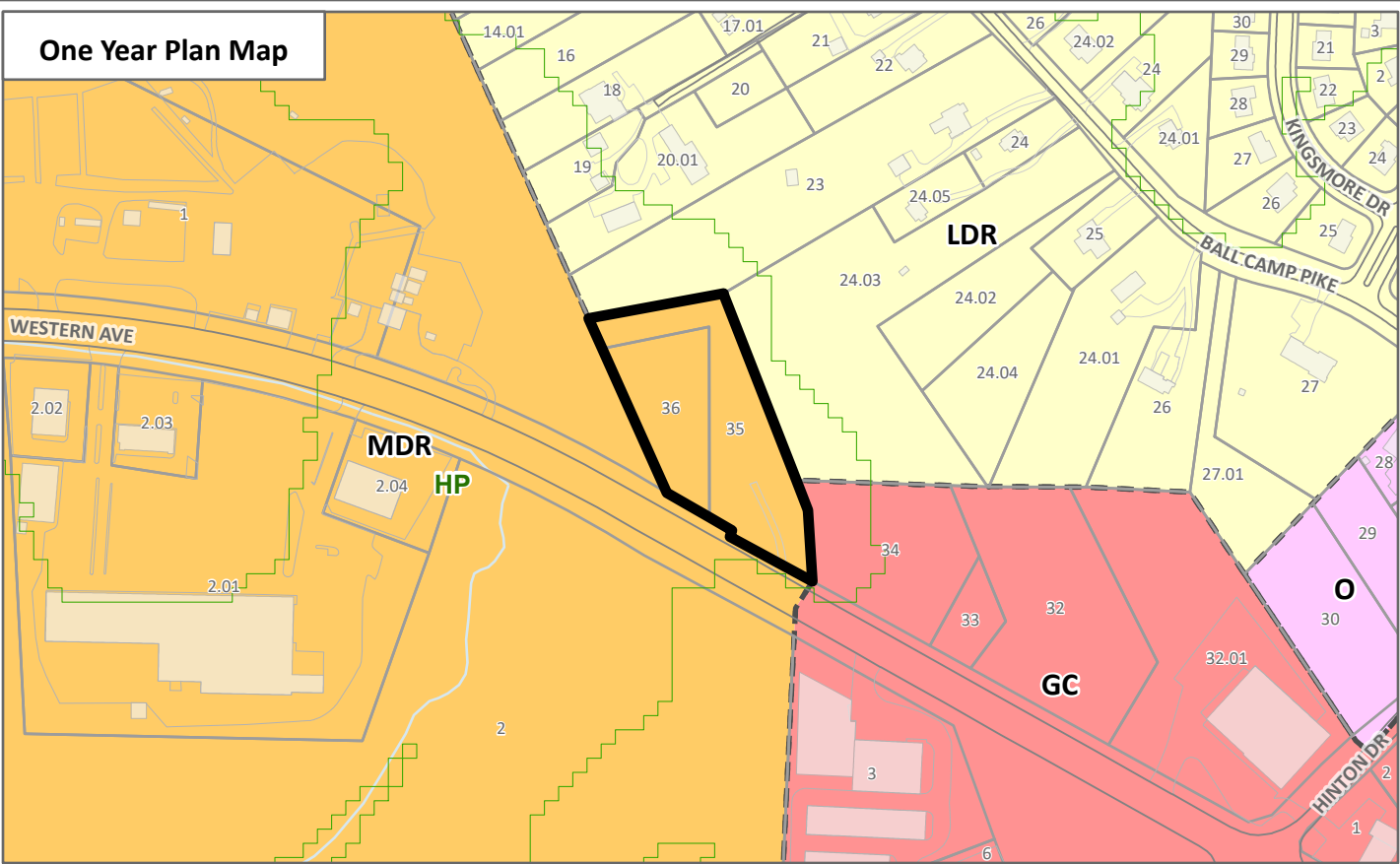
Case boundary

0 360

Feet

N

One Year Plan Map



Existing Land Use Map

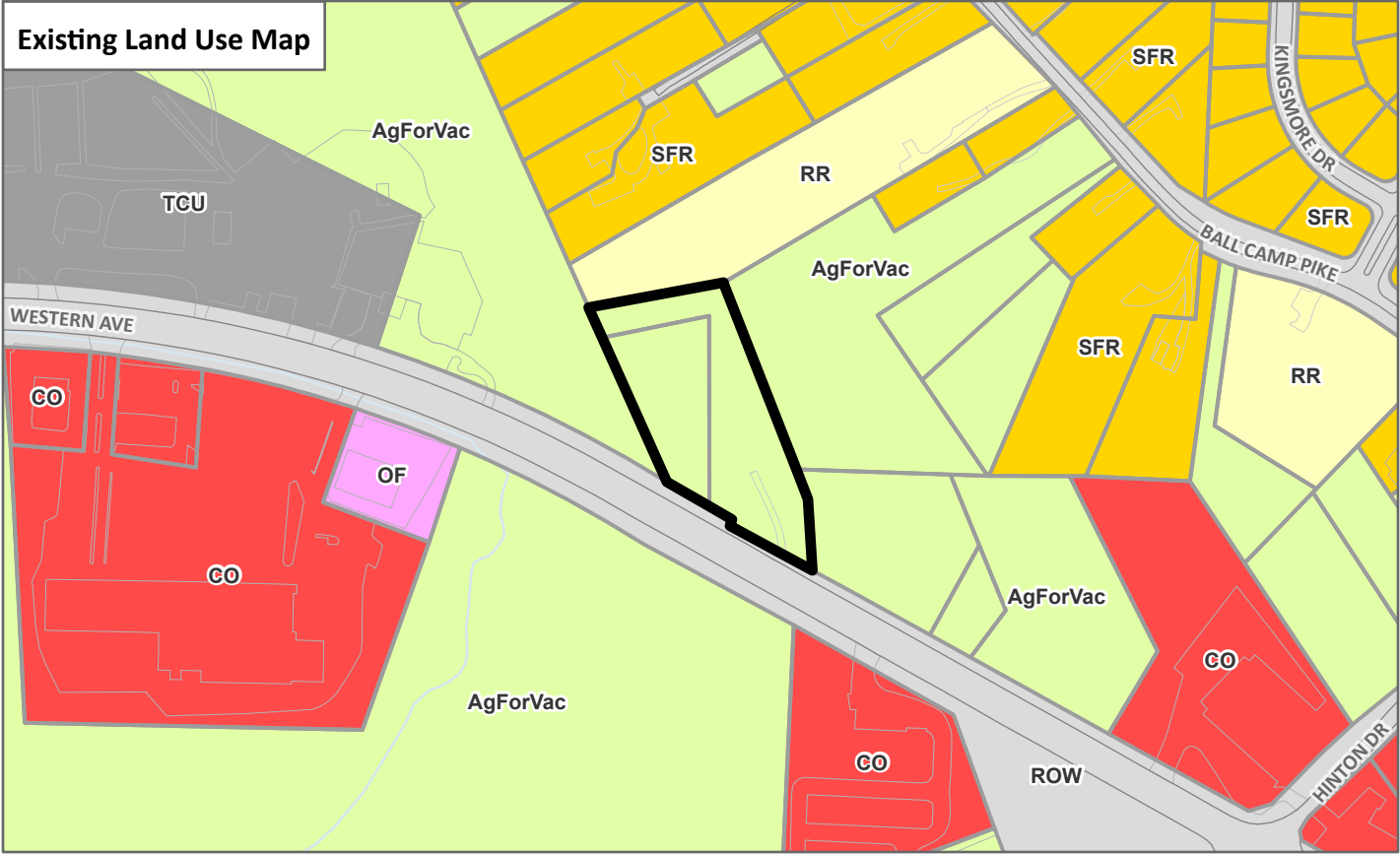
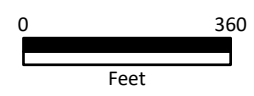


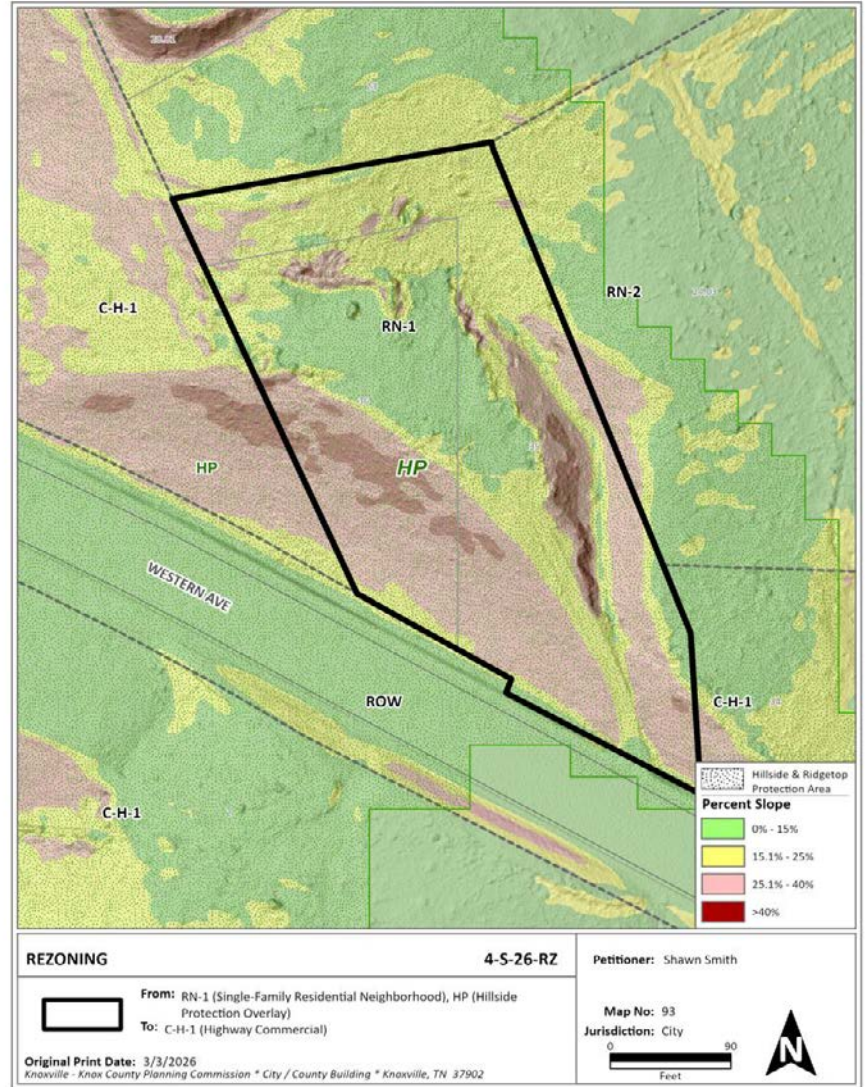
EXHIBIT A, CONTEXTUAL MAPS

4-E-26-PA / 4-S-26-RZ

 Case boundary



CATEGORY	SQFT	ACRES	RECOMMENDED DISTURBANCE BUDGET (Percent)	DISTURBANCE AREA (Sqft)	DISTURBANCE AREA (Acres)
Total Area of Site	100,638.4	2.31			
Non-Hillside	0.0	0.00	N/A		
0-15% Slope	21,038.3	0.48	100%	21,038.3	0.48
15-25% Slope	35,348.9	0.81	50%	17,674.4	0.41
25-40% Slope	38,281.2	0.88	20%	7,656.2	0.18
Greater than 40% Slope	5,969.9	0.14	10%	597.0	0.01
Ridgetops					
Hillside Protection (HP) Area	100,638.4	2.31	Recommended disturbance budget within HP Area	46,966.0	1.08
			Percent of HP Area	46.7%	



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

04/10/2026

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

Authentisign


Shawn Smith / Dream House Realty

02/19/2026

Applicant Signature

Applicant Name

Date