



REZONING REPORT

▶ **FILE #:** 2-D-26-RZ (REVISED)

AGENDA ITEM #: 12

AGENDA DATE: 2/12/2026

▶ **APPLICANT:** TAYLOR D. FORRESTER

OWNER(S): Schaad Sisters, LLC

TAX ID NUMBER: 59 K C 00204

[View map on KGIS](#)

JURISDICTION: City Council District 4

STREET ADDRESS: 0 WASHINGTON PIKE

▶ **LOCATION:** East side of Washington Pike, north of Green Meadow Ln

▶ **APPX. SIZE OF TRACT:** 0.54 acres

SECTOR PLAN: East City

GROWTH POLICY PLAN: N/A (Within the City limits)

ACCESSIBILITY: Access is via Washington Pike, a minor arterial with 22-27 ft of pavement width within a 67-ft right-of-way.

UTILITIES: Water Source: Knoxville Utilities Board

Sewer Source: Knoxville Utilities Board

FIRE DISTRICT: Knoxville Fire Department

WATERSHED: Love Creek

▶ **CURRENT ZONING:** O (Office)

▶ **REQUESTED ZONING:** C-N (Neighborhood Commercial)

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

▶ **EXTENSION OF ZONING:** No, it is not an extension.

HISTORY OF ZONING: In 1991 the property was rezoned from RP-1 (Planned Residential) to O-1 (Office, Medical, & Related Services) (4-I-91-RZ). In 1993 a request to rezone this parcel from O-1 to C-6 (Commercial Park) was denied (7-N-93-RZ).

SURROUNDING LAND USE AND ZONING: North: Commercial - C-H-2 (Highway Commercial)

South: Office - O (Office)

East: Commercial - I-MU (Industrial Mixed-Use)

West: Single family residential - RN-1 (Single-Family Residential Neighborhood), RN-3 (General Residential Neighborhood), (C) (Former Planned District)

NEIGHBORHOOD CONTEXT: The subject property lies at the southern edge of the commercial development along South Mall Road, and there are single family houses on large lots, townhouses, and apartments to the northwest, west, and south. The Washington Pike and I-640 interchange lies 0.27 miles to the north, and Richard Yoakley School and Alice Bell Park and Ballfields lie within a mile to the southwest.

STAFF RECOMMENDATION:

- ▶ **Approve the C-N (Neighborhood Commercial) district because it is compatible with surrounding development.**

COMMENTS:

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. Recent development trends in the area have been primarily residential in nature, including the construction of the 156-unit multifamily development (completed 2024) 300 feet to the northwest of the subject property (The Jewel) and the 160-unit multifamily development (completed 2025) 0.72 miles to the east of the subject property (Emerald Knoxville). The residential density has also increased within the past three years with nearby rezonings from O (Office) and RN-1 (Single-Family Residential Neighborhood) to RN-4 (General Residential Neighborhood).
2. There have been large commercial developments to the north of I-640 since the construction of East Towne Mall in 1984, and the subject property is directly to the south of a large shopping center constructed in 1995. There has been little change to commercial development in the area since the early 2000s.
3. The subject property was included along with parcels to the east and south in a 1993 rezoning request to C-6 (Commercial Park) district, but it and the neighboring parcels fronting Washington Pike were excluded from the approval, retaining their O-1 (Office, Medical, and Related Services) zoning. In 2006 the C-6 district was extended to another parcel to the southeast of the subject property without direct frontage on Washington Pike to expand an existing self-storage business that abuts the subject property's eastern lot line.

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

1. The C-N (Neighborhood Commercial) district is intended to provide for an environment of integrated residential development and small-scale commercial and service uses, predominantly serving nearby residential neighborhoods. Low-intensity mixed-use is encouraged, with dwellings permitted above the ground floor, as well as multifamily and townhouse development located alongside select commercial uses.
2. The surrounding area features an integrated mix of residential, office, and commercial uses that is consistent with the intended environment of the C-N district.
3. Rezonings 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 C-N district permits similar uses to the current O zoning, but it also allows for small-scale commercial and service uses that are intended to be compatible with nearby residential development.

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. As previously mentioned, the commercial uses allowed within the C-N district are intended to be compatible with surrounding residential development. The C-N district is subject to additional design standards that are not required in the current O zoning, and these ensure safe pedestrian access from the public right-of-way and minimize potentially dangerous traffic movements and points of conflict between vehicles, pedestrians, and bicyclists.
2. The subject property is part of an existing land use transition from the auto-oriented commercial uses in the C-H-2 (Highway Commercial) district to the north and the residential neighborhood to the south, which would be maintained with the C-N district. The subject property does not abut any residential uses that could be negatively impacted by small-scale commercial development.
3. More intense commercial uses that could generate significant traffic, such as restaurants and gas stations, may be permitted in the C-N district through special use approval, which is a public review process to ensure the proposed development would not negatively impact surrounding properties and would be compatible with the character of the surrounding neighborhood.

THE PROPOSED AMENDMENT SHALL BE CONSISTENT WITH AND NOT IN CONFLICT WITH THE KNOXVILLE-KNOX COUNTY GENERAL PLAN AND ITS COMPONENT PARTS, INCLUDING ADOPTED SECTOR PLANS, CORRIDOR PLANS, AND RELATED DOCUMENTS.

1. This rezoning is consistent with the East City Sector Plan's East Town Center Mall Area Mixed-Use Special District designation (MU-SD, EC-4). While C-N is not a recommended district under the specified land use classifications, the MU-SD recommends planned zones or a new form code (see Exhibit B). The C-N district's design standards meet the intent of the plan's recommendations, as these standards are intended to help development in the C-N district contribute positively to the surrounding area. The plan also recommends a mix of residential, office, institutional, and commercial uses which align with those allowed in the C-N district.

2. The rezoning is consistent with the General Plan's Development Policies 9.3, to ensure the scale and compatibility of new development does not impact existing neighborhoods, and 11.4, to create gradual zoning transition patterns by placing medium intensity zones between higher intensity uses and residential development.

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:

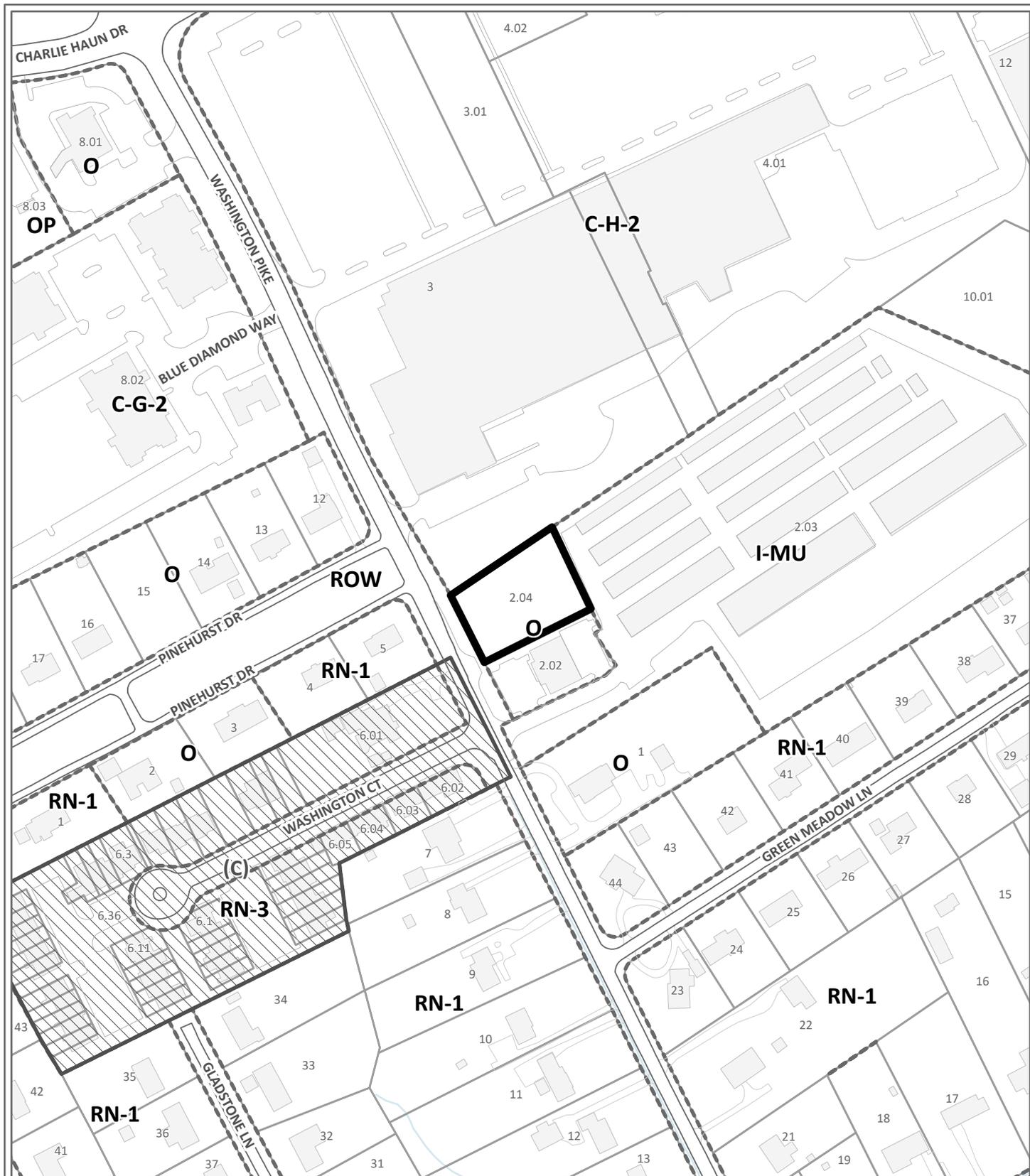
1. The subject property lies on a minor arterial street within 0.25 miles of interstate access and is in an urbanized area with ample utilities, all of which can support commercial developments in the C-N district that are not permitted in the current O district.

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 3/17/2026 and 3/31/2026. 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.



REZONING

2-D-26-RZ

Petitioner: Taylor D. Forrester

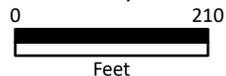


From: O (Office)

To: C-H-2 (Highway Commercial)

Map No: 59

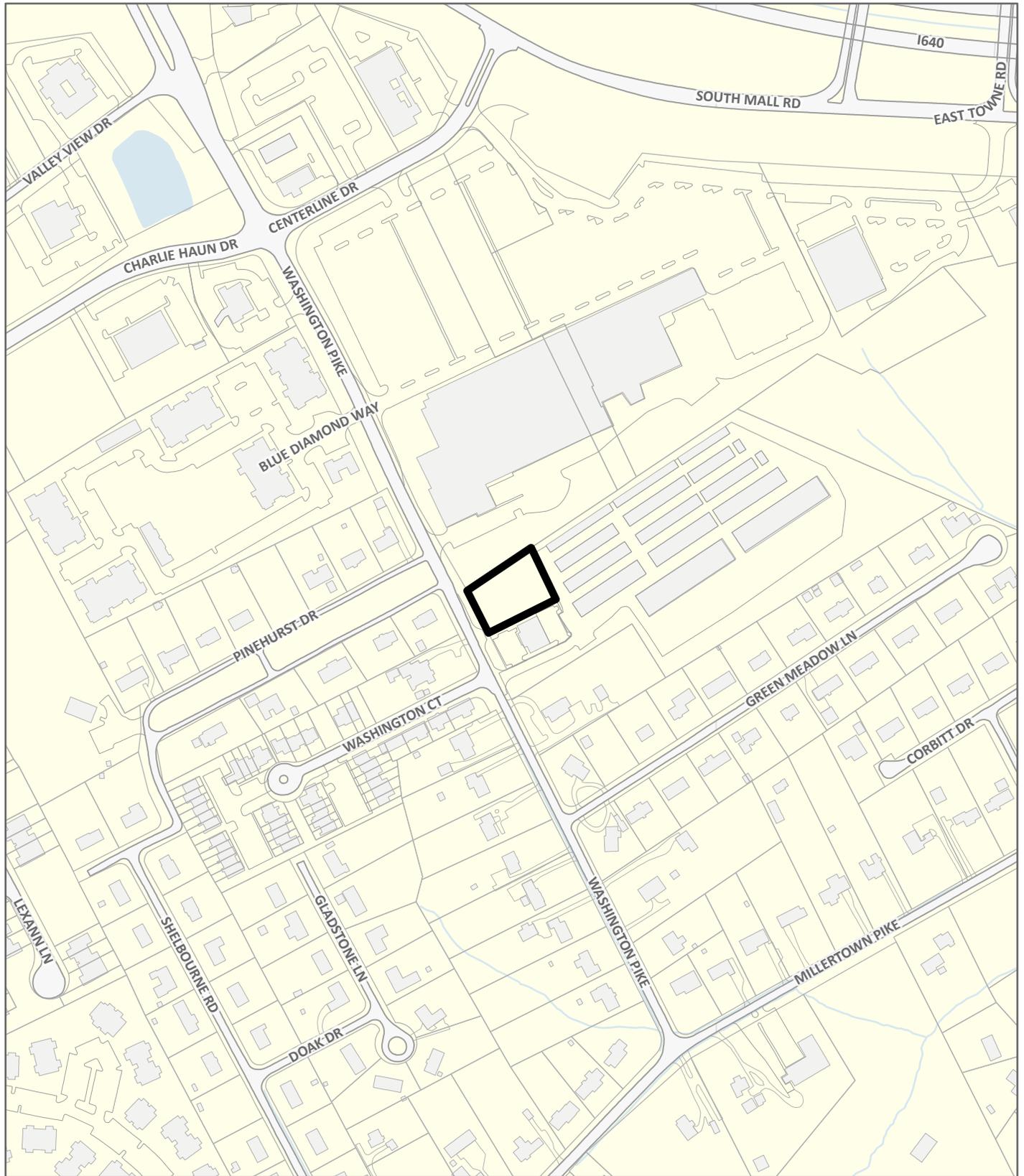
Jurisdiction: City



Original Print Date: 1/6/2026

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

Exhibit A. Contextual Images



LOCATION MAP

2-D-26-RZ



Case boundary

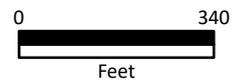


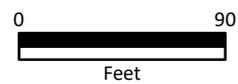
Exhibit A. Contextual Images



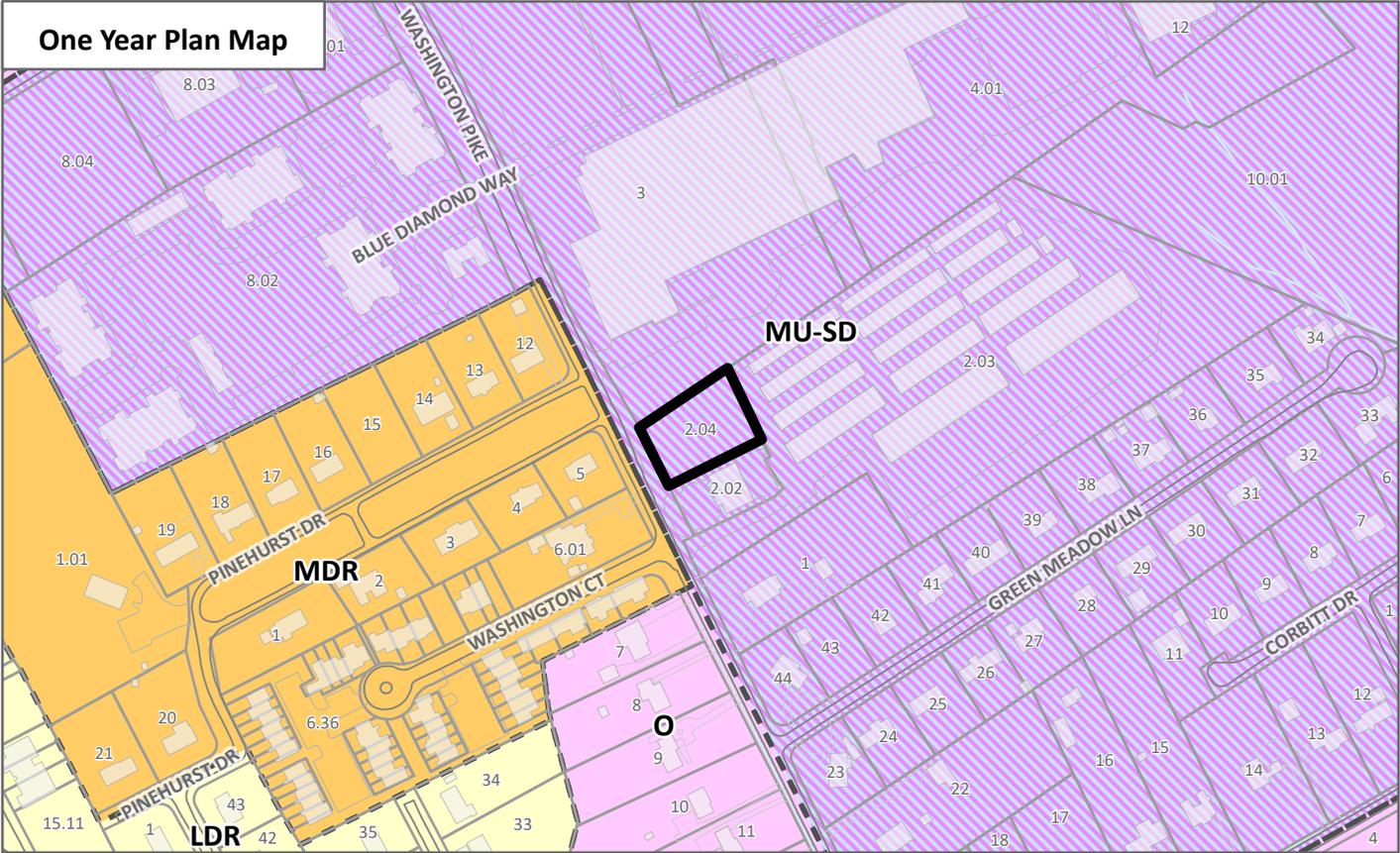
AERIAL MAP



Case boundary



One Year Plan Map



Existing Land Use Map

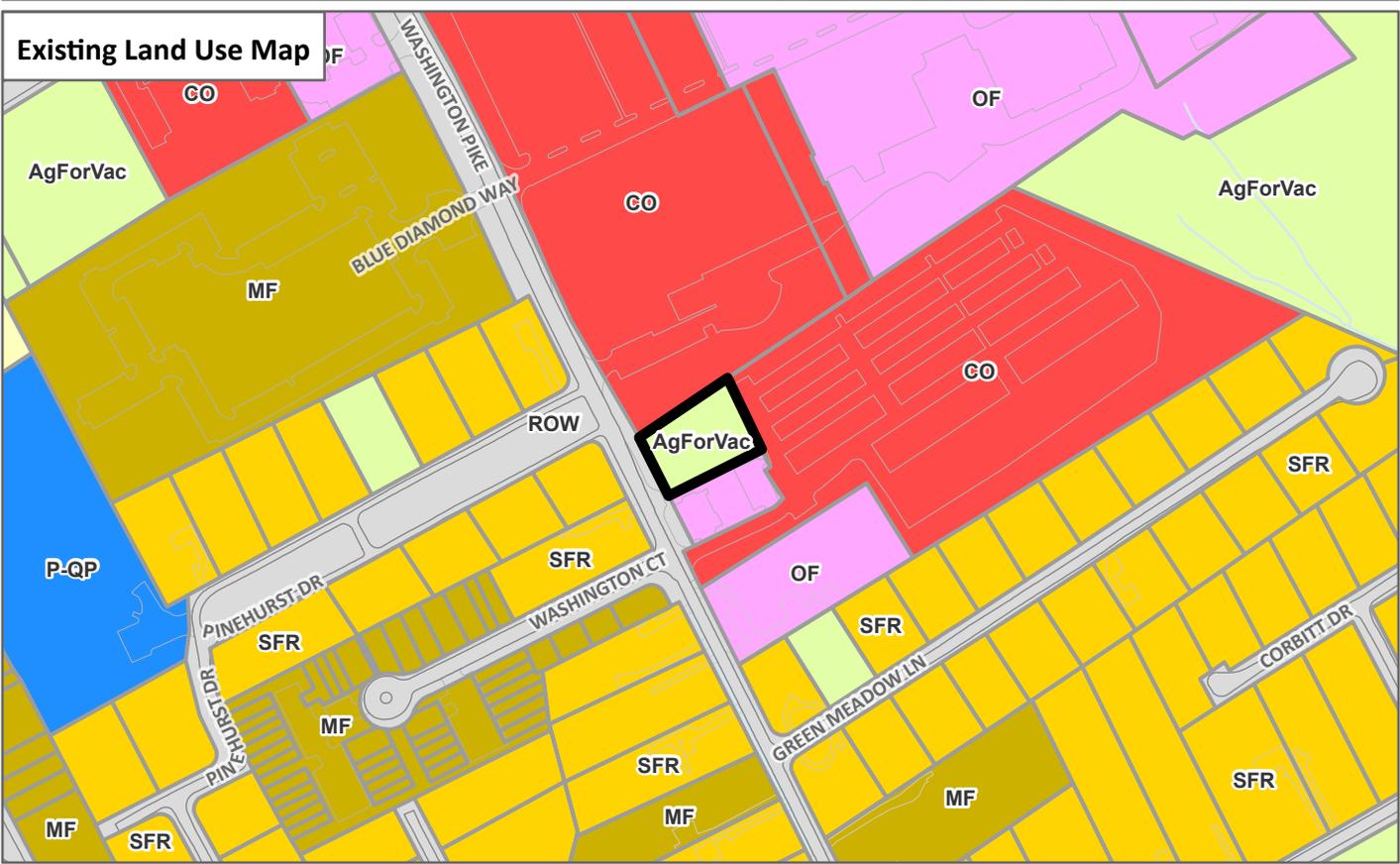


EXHIBIT A, CONTEXTUAL MAPS

2-D-26-RZ

 Case boundary

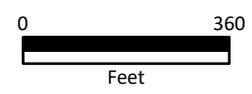


Exhibit B: East Town Center Mall Area Mixed-Use Special District

EC-3:

Broadway (Washington Pike to I-640)

Historic Context:

In 1905, a trolley line was constructed on Broadway, connecting Emory Place to Fountain City. Before WWII, Broadway was mainly a residential corridor. After WWII, with the establishment of the federal highway program, the character of the road changed from a road supporting mass transit, slow travel speeds, shallower setbacks, and having neighborhood serving businesses to a road designed primarily for the automobile with large parking lots in front of strip commercial development, large signs, larger setbacks, loss of green space and higher travel speeds.

Recommended Uses:

A mix of uses should be allowed along Broadway, including residential, office and commercial development. In the long-term, current C-3 General Commercial zoning should be replaced with design-oriented zoning such as a form-based code or corridor overlay district. The concept is to allow mixed-use, building forms that are more urban (for example, multiple stories and small front yard setbacks) and designed to enhance the pedestrian experience. Planned commercial or residential zones could also be considered. Land uses should be consistent with the Medium Density Residential (MDR), Office (O) and General Commercial (GC) land use classifications.

Recommended Zoning:

New form-based district, Corridor Overlay Zone or Planned Residential or Commercial Zones, requiring use on review or zoning conditions are recommended. The recommended zoning should address design standards, such as consistent front and side yard landscaping, allowances in a reduction in parking, consistency in building setbacks/settings, buffers between commercial and adjoining residential properties, and adherence to adopted plans such as the *Knoxville Street Tree Master Plan*. These measures could address the extensive post-1950 strip commercial development that is present today and foster more intensive redevelopment to support transit.

Transportation Improvements:

- Develop a corridor plan that creates a new road profile, better balancing pedestrian, automobile, bicycle, and mass transit needs. Look at access management and signalization. Speeding is an issue in some of the adjacent neighborhoods. The specific streets and the solutions for traffic calming need to be addressed through a revised City traffic calming policy.
- Improve KAT service by increasing frequency and enhancing amenities.

EC-4:

East Town Center Mall Area

Historic Context:

Knoxville Center, formerly East Towne Mall; located in Knoxville, Tennessee, is a super-regional shopping mall serving the Knoxville metropolitan area. The mall opened in 1984, and is located at Exit 8 on Interstate 640. The area lacks visibility from the interstate due to overgrown vegetation in the interstate right-of-way and lacks signage from the interstate to direct people to this area. In addition, the roadway circulation pattern around the mall area is confusing.

Recommended Uses:

A mix of uses should be allowed within this area, including residential, office, institutional, and commercial development. When redevelopment occurs the current zoning should be replaced with design-oriented zoning such as a form-based code. The concept is to allow mixed-use, building forms that are more urban, and incorporate multiple modes of transportation. Planned commercial or residential zones could also be considered. Land uses should be consistent with the Medium Density Residential (MDR), Office (O) and General Commercial (GC) land use classification. There is an opportunity to include this area in future redevelopment scenarios involving the mall, including parcel consolidation and creating a regional center, possibly a town center concept.

Recommended Zoning:

Planned zones consistent with the land use recommendations or a new form code.

Transportation Improvements:

- Improve the circulation around the interstate interchanges. Seek an Interchange Modification Study from TDOT.
- Improve site visibility from the interstate system and adjacent roads.
- Improve directional signage from the interstate.



Infill development should be allowed in such areas as this site and new parking standards (allowing less parking) should be adopted.

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.

01/31/2026

02/13/2026

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

Taylor D.
Forrester

Digitally signed by Taylor D. Forrester
DN: cn=Taylor D. Forrester, o=United States of America, ou=Knox County, email=tdforrester@tkwat.com, c=US
Reason: I am the author of this document
Location:
Date: 2025.11.19 18:26:05-00

Taylor D. Forrester

12/23/2025

Applicant Signature

Applicant Name

Date