



PLAN AMENDMENT/ REZONING REPORT

▶ **FILE #:** 12-B-25-RZ **AGENDA ITEM #:** 6
 1-B-26-PA **AGENDA DATE:** 1/8/2026

▶ **APPLICANT:** SAAD AL QARAGHOLI
 OWNER(S): Saad Al Qaragholi

TAX ID NUMBER: 109 H A 025 [View map on KGIS](#)

JURISDICTION: Council District 1

STREET ADDRESS: 3109 Chapman Hwy.

▶ **LOCATION:** West side of Chapman Hwy, north and east of Fort Dickerson Rd

▶ **TRACT INFORMATION:** 11637 square feet.

SECTOR PLAN: South City

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

ACCESSIBILITY: Access is off of Chapman Hwy, a 4-lane major arterial with a pavement width of 70 ft within a 100-ft right-of-way.

UTILITIES: Water Source: Knoxville Utilities Board
 Sewer Source: Knoxville Utilities Board

FIRE DISTRICT: Knoxville Fire Department

WATERSHED: Goose Creek

▶ **PRESENT PLAN DESIGNATION/ZONING:** SWMUD II (South Waterfront Mixed Use District Type 2), HP (Hillside Protection Overlay) / C-G-2 (General Commercial), HP (Hillside Protection Overlay)

▶ **PROPOSED PLAN DESIGNATION/ZONING:** MU-SD, SC-4 (Mixed Use Special District, Chapman Highway, Downtown to Martin Mill Pike), HP (Hillside Protection Overlay) / C-H-1 (Highway Commercial), HP (Hillside Protection Overlay)

▶ **EXISTING LAND USE:** Commercial

▶ **EXTENSION OF PLAN DESIGNATION/ZONING:** No, this is not an extension.

HISTORY OF ZONING REQUESTS: None noted.

SURROUNDING LAND USE, PLAN DESIGNATION, North: Office, agriculture/forestry/vacant land - SWMUD-2 (South Waterfront Mixed Use District Type 2) - C-G-2 (General Commercial), RN-1 (Single-Family Residential Neighborhood), HP (Hillside Protection Overlay)

ZONING South: Public Parks - SWMUD-2 (South Waterfront Mixed Use District Type 2) - OS (Parks and Open Space), HP (Hillside Protection Overlay)

East: Office - SWMUD-2 (South Waterfront Mixed Use District Type 2) - C-G-2 (General Commercial), HP (Hillside Protection Overlay)

West: Multifamily - SWMUD-2 (South Waterfront Mixed Use District Type 2) - O (Office), HP (Hillside Protection Overlay)

NEIGHBORHOOD CONTEXT: This property is located on Chapman Highway just north of the intersection with Woodlawn Pike and the entrance to Fort Dickerson Park. The area is characterized by a mix of uses, including commercial, office, multifamily residential, single family residential, and a public park.

STAFF RECOMMENDATION:

- ▶ **Deny the MU-SD, SC-4 (Mixed Use Special District, Chapman Highway, Downtown to Martin Mill Pike) because it is not supported by changing conditions in the area. The HP (Hillside Protection Overlay) would be retained.**

- ▶ **Deny the C-H-1 (Highway Commercial) zoning district because it is not supported by the adopted plans or changing conditions in the area. The HP (Hillside Protection Overlay) 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. Though the One Year Plan and South City Sector Plan maps are currently misaligned, the existing SWMUD II (South Waterfront Mixed Use District Type 2) land use designation was not the result of an error in the One Year Plan. The boundary for the SWMUD II district is based on the study boundaries of the 2006 South Waterfront Vision Plan and was created to expand consideration of mixed-use development from the neighboring form-based code district within the SWMUD I (South Waterfront Mixed Use District Type 1) land use classification.
2. The SWMUD II district allows for diverse uses and a range of development intensities and forms. The creation of the SWMUD II land use classification in the One Year Plan reflected the City's decision to consider a wider mix of uses and zoning districts where infrastructure and growing amenities enable it.

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

1. The subject property is within 200 ft of the entrance to Fort Dickerson Park, where the City of Knoxville completed significant improvements in July 2025 to reopen the August Quarry.
2. The subject property is near the entrance of Chapman Highway south of the Henley Street Bridge and the Tennessee River waterfront. This area is one of the fastest-growing areas in the City, with several new apartment complexes and townhouse developments constructed within 0.75 miles since 2018. Additionally, there are two duplexes under construction directly abutting the subject property to the west. The significant trend in residential development has been accompanied by an increase in infill development of service-oriented and retail establishments, such as the Kerns Food Hall that opened in April 2024.
3. The primary distinction between the existing SWMUD II and the requested MU-SD, SC-4 (Chapman Highway District, Downtown to Martin Mill Pike) land use classifications is that the MU-SD, SC-4 class permits consideration of the C-H-1 (Highway Commercial) zoning district, which allows auto-oriented and higher intensity commercial uses by right. In contrast, the SWMUD II class permits zoning districts that require special use approval from the Planning Commission, which is appropriate to mitigate adverse impacts on the surrounding area.

A CHANGE IN PUBLIC POLICY, UNANTICIPATED BY THE PLAN.

1. There has not been a change in public policy pertaining to this area that was not anticipated by the plan.

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

1. No new plans or studies have been produced that reveal the need for a plan amendment at this location.

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 IS NECESSARY BECAUSE OF SUBSTANTIALLY CHANGED OR CHANGING CONDITIONS IN THE AREA AND DISTRICTS AFFECTED, OR IN THE CITY GENERALLY.

1. As stated previously, the subject property is near the entrance of Chapman Highway south of the Henley Street Bridge and the Tennessee River waterfront, one of the fastest-growing areas in the City, with several new developments recently completed or under construction.
2. The subject property is located next to the roadway entrance to Fort Dickerson Park, which was improved in 2017 to become a more prominent entrance point on Chapman Highway following the realignment of Fort Dickerson Road in 2015. The realignment added pedestrian crossing facilities connecting to the park entrance. The Augusta Quarry at Fort Dickerson was reopened in July 2025, adding additional amenities to the park and improving visitor safety.
3. The City of Knoxville was awarded a \$17.8 million Safe Streets and Roads for All (SS4A) federal grant in 2024 to implement major safety improvements along the section of Chapman Highway between Blount Avenue and Woodlawn Pike. The improvement project aims to enhance pedestrian and bicyclist safety by installing landscaped medians and a wide shared-use path on the west side of Chapman Highway, adjacent to the subject property. These grants and projects support the pedestrian-oriented intent of existing C-G district.
4. Surrounding properties along this segment of Chapman Highway that were previously zoned C-4 (Highway Commercial) were redesignated as C-G (General Commercial) with the adoption of the 2020 Zoning Ordinance. This zoning change was inspired by the findings of the 2006 Chapman Highway Corridor Study and the 2019 Chapman Highway Implementation Plan, which recommended that future development patterns should support multi-modal transit and foster a pedestrian-oriented environment.

THE PROPOSED AMENDMENT IS CONSISTENT WITH THE INTENT AND PURPOSES OF THIS CODE.

1. The requested C-H-1 (Highway Commercial) zoning 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. The auto-oriented nature of this district is not appropriate at this location.
2. The existing C-G-2 zoning district is intended to promote mixed-use development in a pedestrian-oriented environment and offers flexibility in the creation of integrated commercial, office, and residential spaces. This is supported by recently completed pedestrian-oriented street improvements, planned projects in the area, and the addition of several residential developments.
3. 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 subject property's location abuts a new residential development and Fort Dickerson Park. The auto-oriented and more intense commercial character of the C-H-1 zoning district would not be compatible with the development trends surrounding the subject property.

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 subject property is part of a cohesive block of C-G-2 zoning. The C-G-2 district has design standards for new construction, regulating building façade design, fenestration, and pedestrian access, and requires commercial site design to have a cohesive character (Article 5.4, Table 5-2). The requested C-H-1 district does not have design standards, which could result in development that is out of character with future neighboring development.
2. Although there are numerous auto-oriented establishments along this section of Chapman Highway, a key difference between the C-G-2 and C-H-1 districts is that the C-G-2 district requires special use approval for auto-oriented uses to mitigate potential impacts, whereas the C-H-1 district does not. Because of this, the C-H-1 district at this location could potentially create challenges in increasing pedestrian, bicycle, and transit activity in the area.

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. The MU-SD, SC-4 (Chapman Highway District, Downtown to Martin Mill Pike) land use classification in the

South City Sector Plan allows consideration of the C-H-1 zoning district. However, the South City Sector Plan recommends a mix of walkable retail, office, and residential developments with enhanced landscaping and urban design along this segment of Chapman Highway. The character of the C-H-1 zoning district does not align with these recommendations.

2. The C-H-1 district is not supported by the existing SWMUD II (South Waterfront Mixed Use District Type II) land use classification in the One Year Plan, and a plan amendment is not recommended to accommodate this rezoning request.

3. The 2006 Chapman Highway Corridor Study and the 2019 Chapman Highway Implementation Policy recommend development that fosters an environment that promotes bicyclist and pedestrian safety. The requested C-H-1 district would permit higher-intensity commercial and auto-oriented uses, which conflict with the adopted plans for the area.

4. The proposed rezoning does not comply with the General Plan's Development Policy 9.10: Encourage commercial and office development that improves the form and function of traditional "strip" development patterns. As previously mentioned, the C-H-1 zoning district does not have to adhere to design standards regulating building facades and commercial site design.

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. This is an urbanized area with ample facility and utility infrastructure to support a rezoning of this site.
2. There is a Knoxville Area Transit bus stop in front of the subject property near the entrance to Fort Dickerson Park.

ESTIMATED TRAFFIC IMPACT: Not required.

ESTIMATED STUDENT YIELD: Not applicable.

Schools affected by this proposal: South Knoxville Elementary, South Doyle Middle, and South Doyle High.

If approved, this item will be forwarded to Knoxville City Council for action on 2/17/2026 and 3/3/2026. 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.

(1) Download and fill out this form at your convenience.
(2) Sign the application digitally (or print, sign, and scan).

(3) Print the completed form and bring it to the
Knoxville-Knox County Planning offices OR email it to
applications@knoxplanning.org

Reset Form



Request to Postpone • Table • Withdraw

SAAD AL QARAGHOLI

Applicant Name (as it appears on the current Planning Commission agenda)

11/11/2025

Date of Request

December 11, 2025

Scheduled Meeting Date

12-B-25-RZ

File Number(s)

POSTPONE: To be placed on a postponement list, a postponement request must be received in writing by the applicable deadline. New applications are eligible for a one-time automatic postponement for 30 days. The deadline is noon on the Thursday preceding the Planning Commission meeting. All other applications may request a 30-day, 60-day, or 90-day postponement, which must be paid for in advance and approved by the Planning Commission at their regular meeting. The deadline is noon the day before the meeting. After this, applicants must request postponement at the Planning Commission meeting. If payment is not received by the applicable deadline, the item will be tabled.

SELECT ONE: 30 days 60 days 90 days

Postpone the above application(s) until the January 8, 2025 Planning Commission Meeting.

WITHDRAW: Applications may be withdrawn automatically if the request is received in writing no later than 3:30pm on Thursday the week prior to the Planning Commission meeting. Requests made after this deadline must be acted on by the Planning Commission. Applicants are eligible for a refund only if a written request for withdrawal is received no later than close of business 2 business days after the application submittal deadline and the request is approved by the Executive Director or Planning Services Manager.

**The refund check will be mailed to the original payee.*

TABLE: Any item requested for tabling must be acted upon by the Planning Commission before it can be officially tabled. There is no fee to table or untable an item.

By signing below, I certify I am the property owner, and/or the owners authorized representative.

SAAD AL:

Applicant Signature

SAAD AL:

Please Print

865-232-3276

Phone Number

EasyautoSales6015@gmail.com

Email

STAFF ONLY

Kelsey Bousquet

Staff Signature

Kelsey Bousquet

Please Print

N/A

Date Paid

No Fee

Eligible for Fee Refund? Yes No Amount:

Approved by:

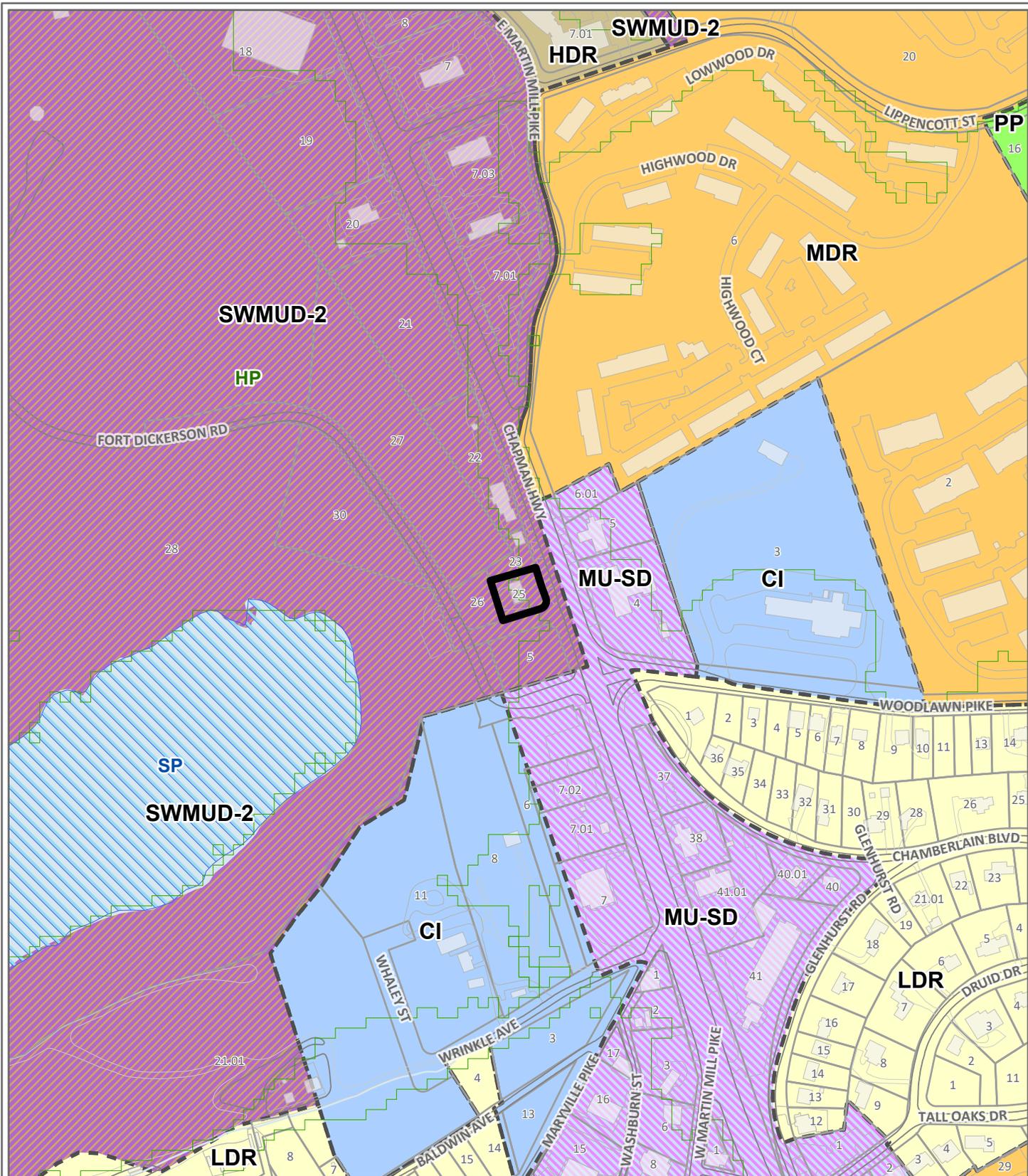
Date:

Payee Name

Payee Phone

Payee Address

August 2025



ONE YEAR PLAN MAP

1-B-26-PA

Petitioner: Saad Al Qaragholi

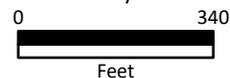


From: SWMUD II (South Waterfront Mixed Use District Type 2), HP (Hillside Protection Overlay)

To: MU-SD, SC-4 (Mixed Use Special District, Chapman Highway, Downtown to Martin Mill Pike), HP (Hillside Protection Overlay)

Map No: 109

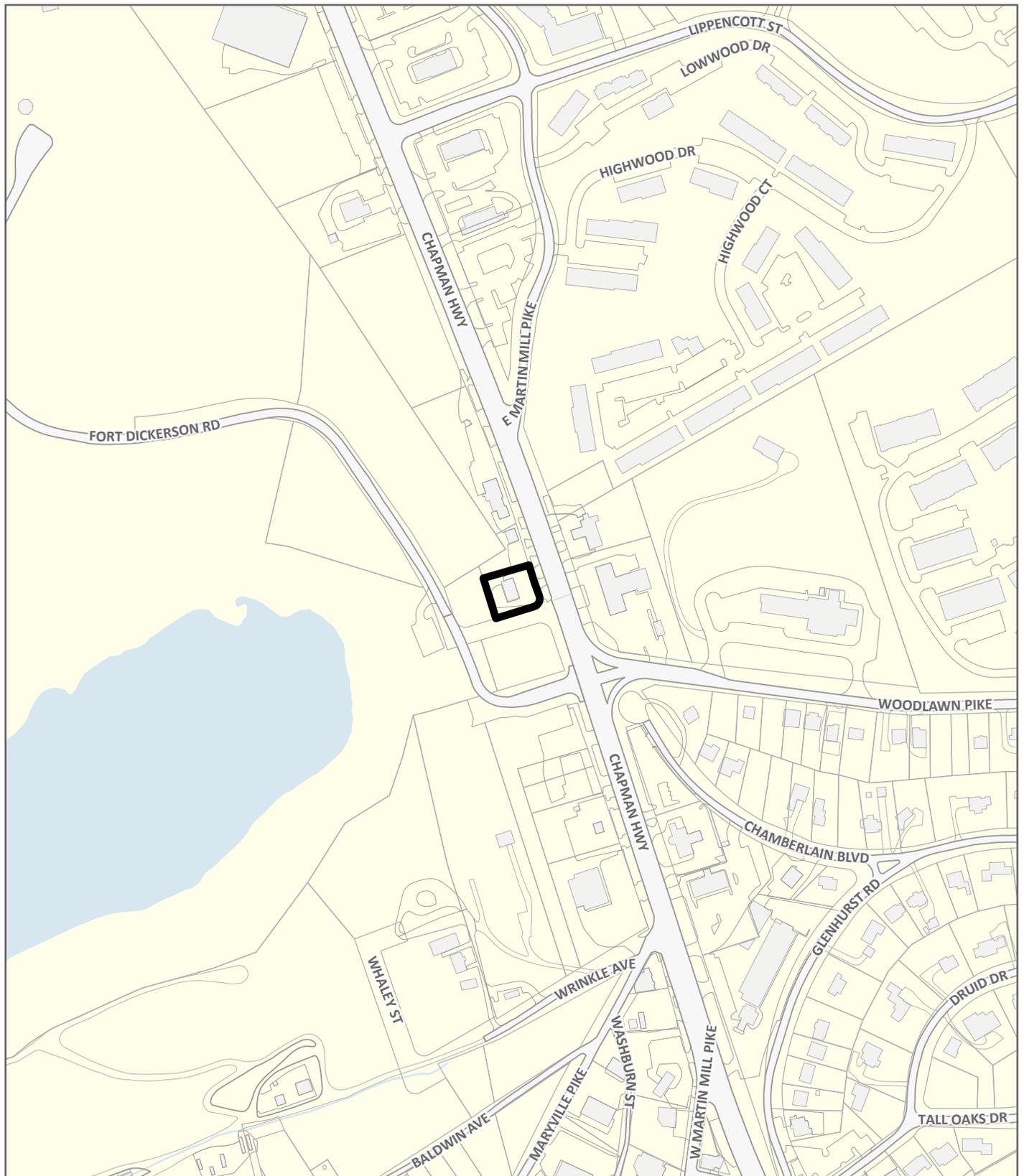
Jurisdiction: City



Original Print Date: 12/4/2025

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

Exhibit A. Contextual Images



LOCATION MAP

1-B-26-PA / 12-B-25-RZ



Case boundary

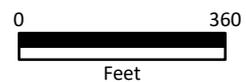


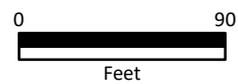
Exhibit A. Contextual Images



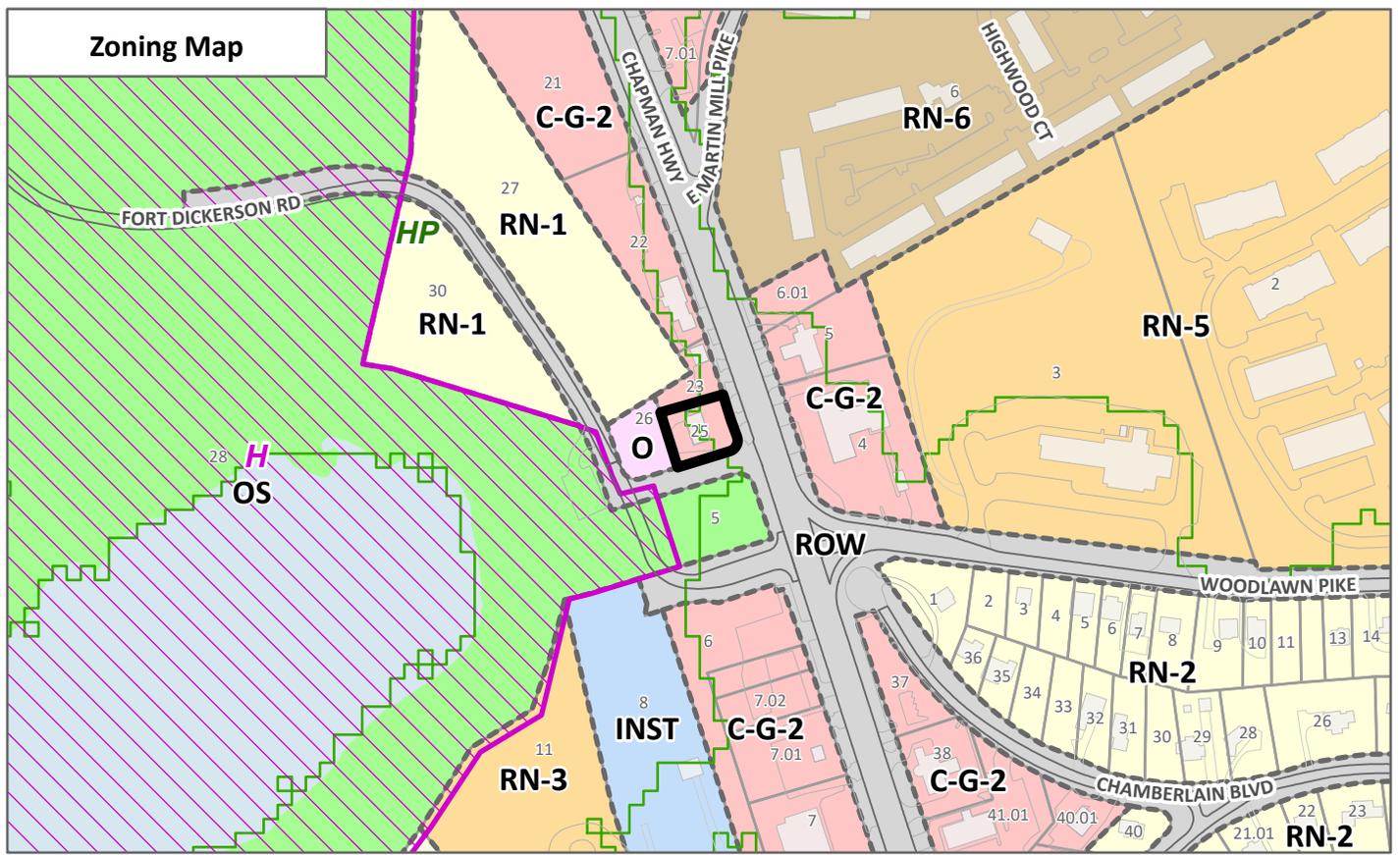
AERIAL MAP



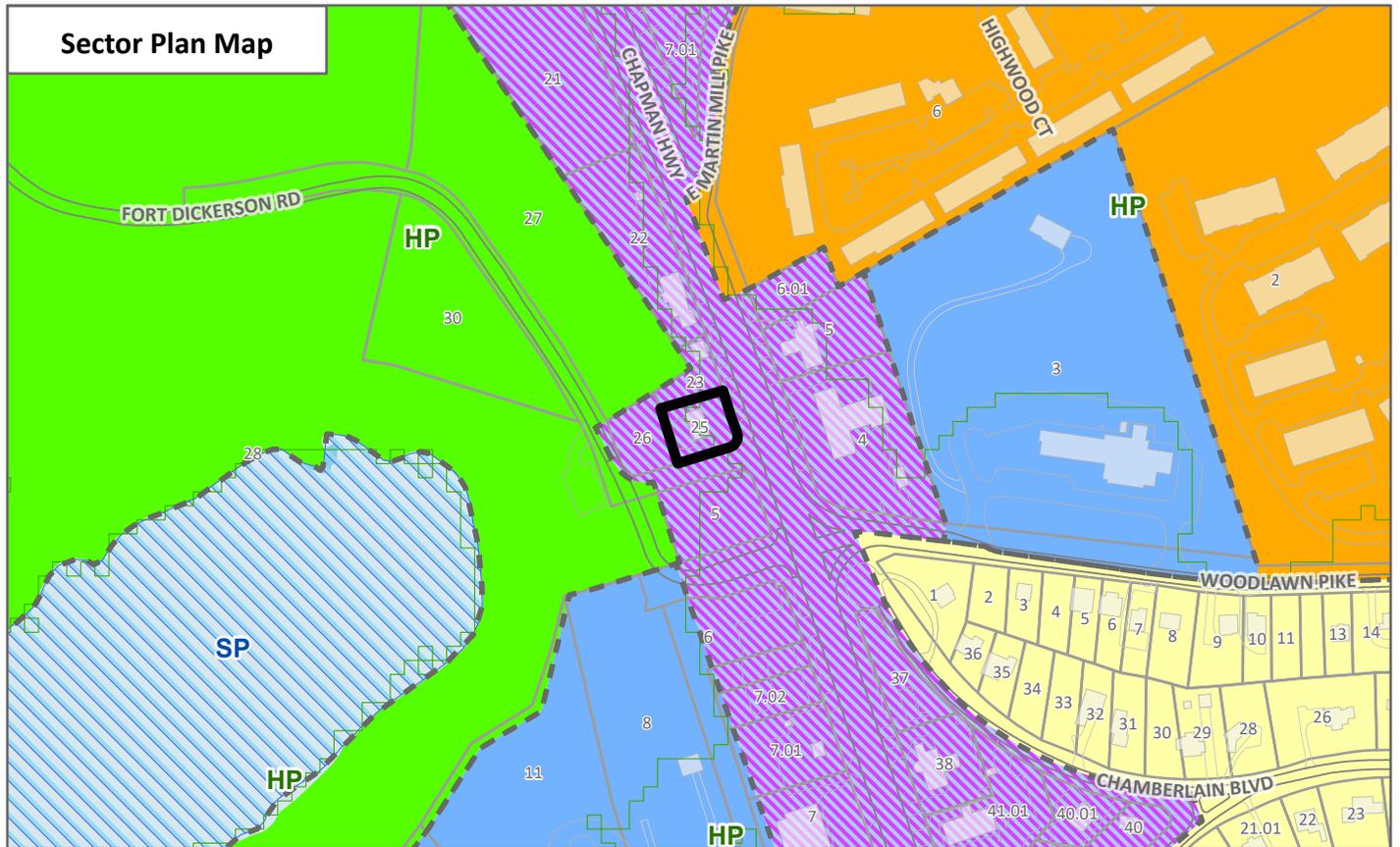
Case boundary



Zoning Map



Sector Plan Map

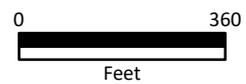


CONTEXTUAL MAPS 2

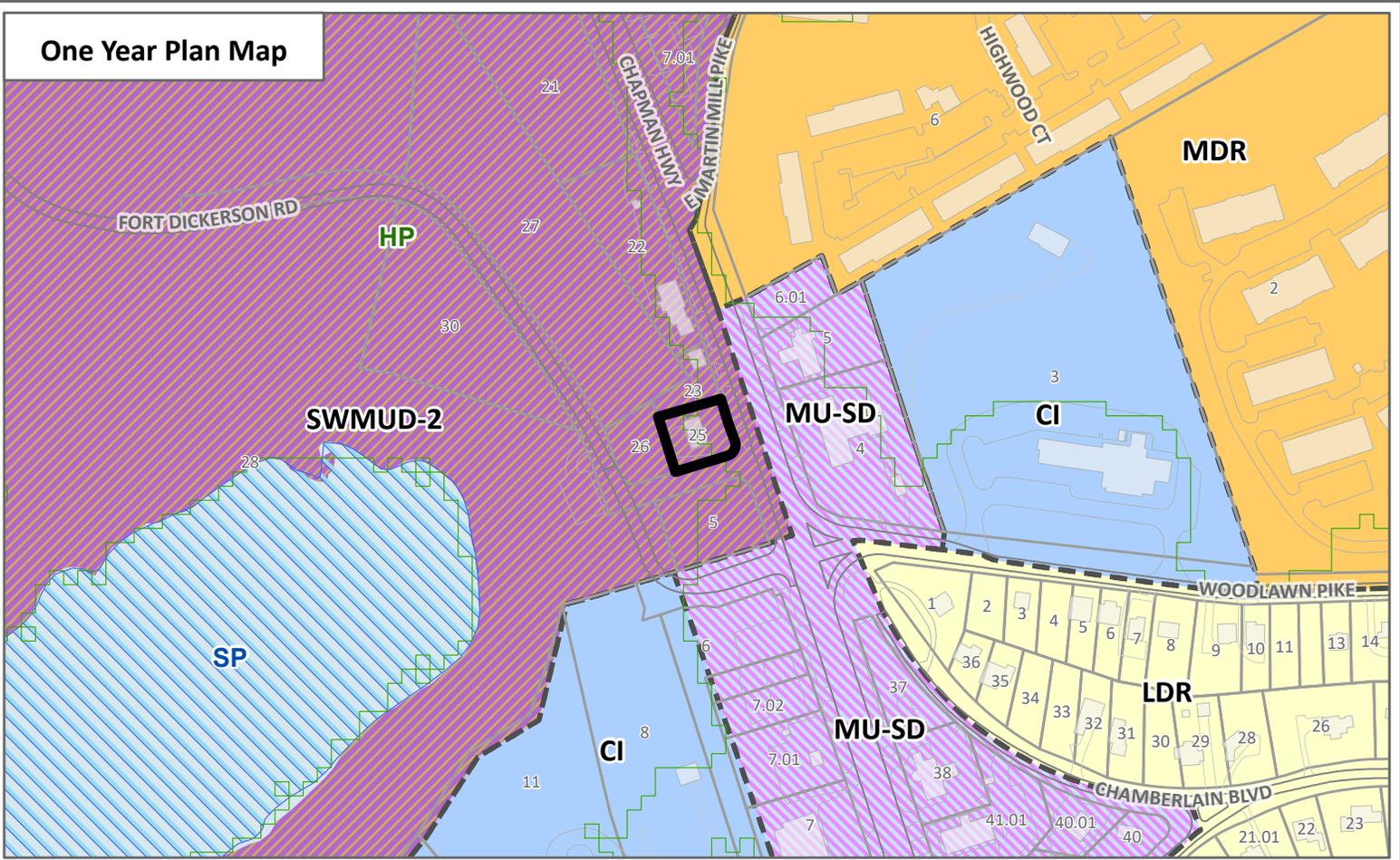
1-B-26-PA / 12-B-25-RZ



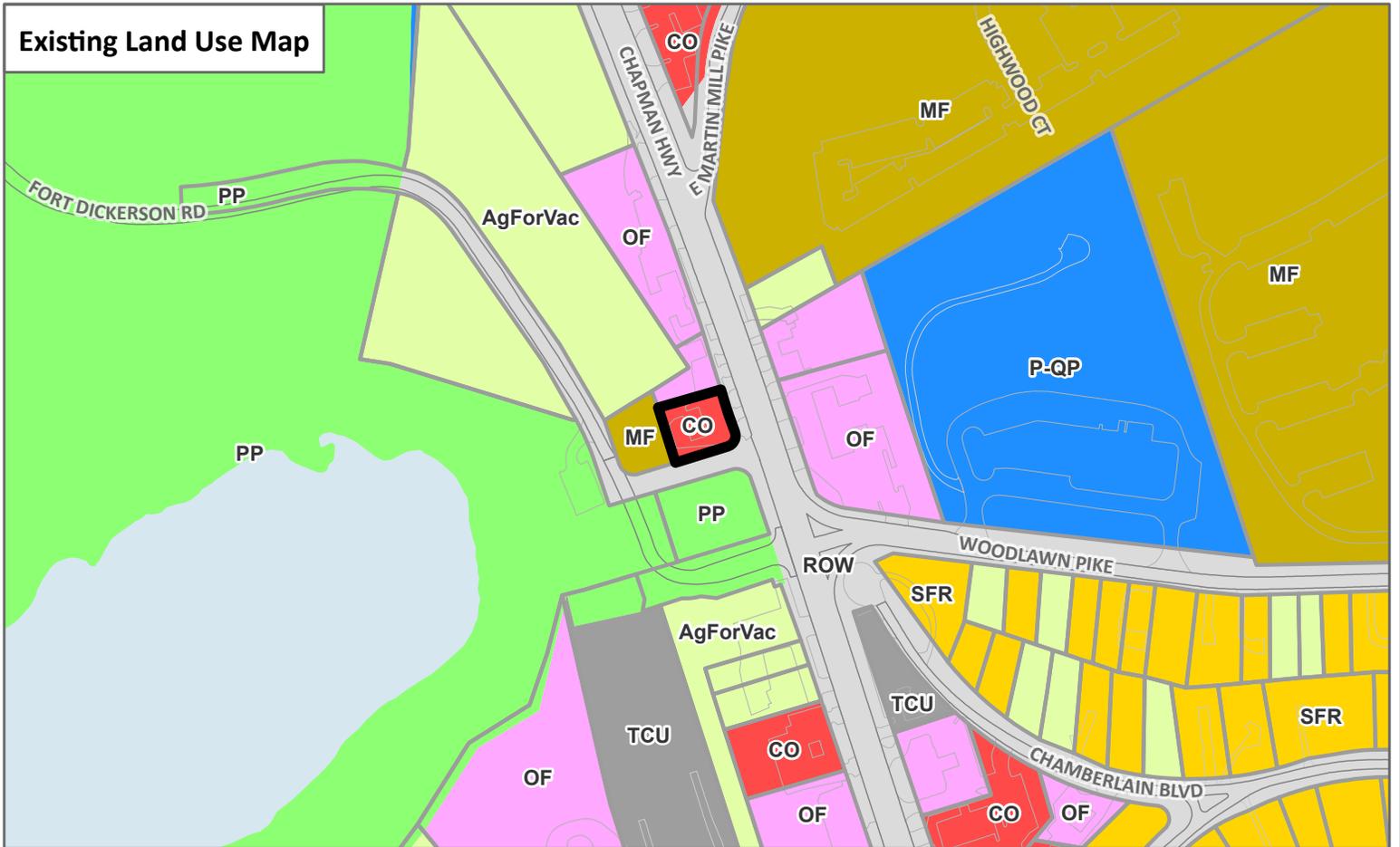
Case boundary



One Year Plan Map



Existing Land Use Map

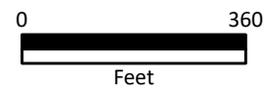


CONTEXTUAL MAPS 3

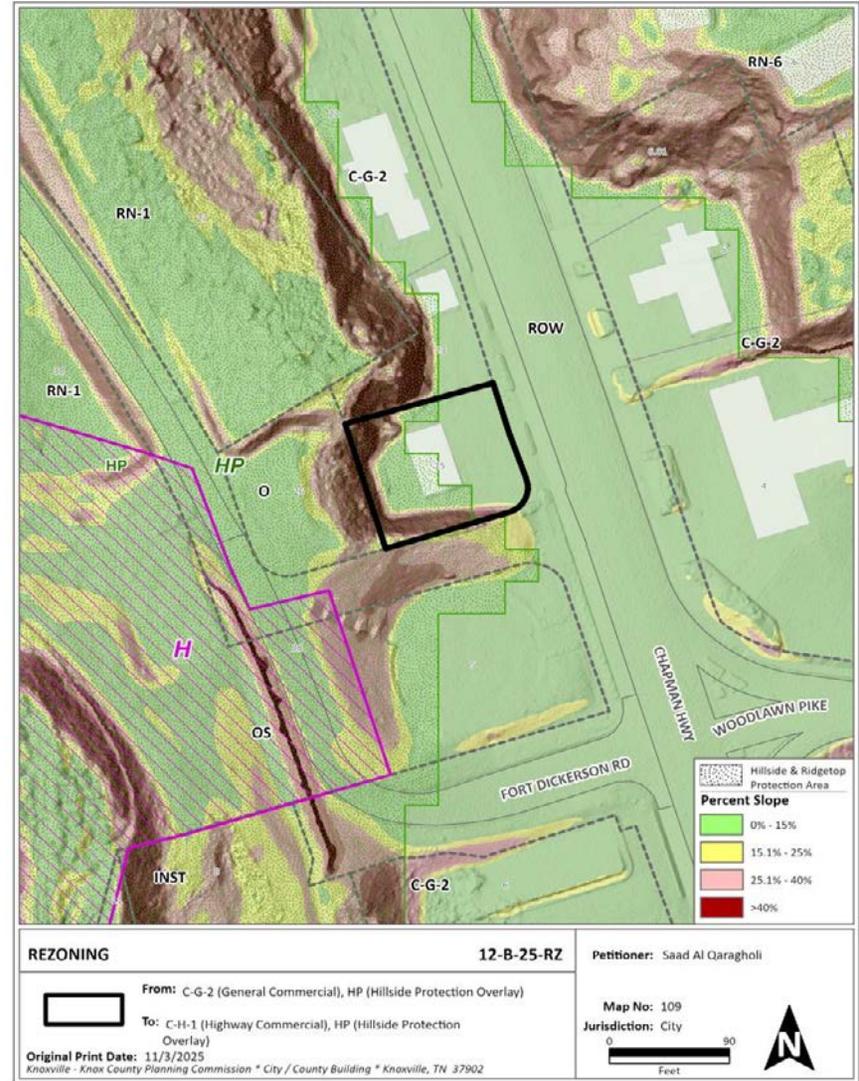
12-B-25-RZ / 1-B-26-PA



Case boundary



CATEGORY	SQFT	ACRES	RECOMMENDED DISTURBANCE BUDGET (Percent)	DISTURBANCE AREA (Sqft)	DISTURBANCE AREA (Acres)
Total Area of Site	11,637.2	0.27			
Non-Hillside	5,597.7	0.13	N/A		
0-15% Slope	2,683.5	0.06	100%	2,683.5	0.06
15-25% Slope	467.2	0.01	50%	233.6	0.01
25-40% Slope	454.1	0.01	20%	90.8	0.00
Greater than 40% Slope	2,434.6	0.06	10%	243.5	0.01
Ridgetops					
Hillside Protection (HP) Area	6,039.5	0.14	Recommended disturbance budget within HP Area	3,251.5	0.07
			Percent of HP Area	53.8%	



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.

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.

12/26/2025

Date to be Posted

01/9/2026

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

SAAD ALI

Applicant Signature

Saad AL Daraghale

Applicant Name

November 11, 2025

Date