



# PLAN AMENDMENT REPORT

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▶ **FILE #:** 7-G-24-SP **AGENDA ITEM #:** 5  
POSTPONEMENT(S): 7/11/2024, 10/2/2025 **AGENDA DATE:** 1/8/2026  
▶ **APPLICANT:** ANDREW THOMAS  
OWNER(S): Andrew Thomas, West Parkway 1, LLC

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TAX ID NUMBER: 69 A D 01101 [View map on KGIS](#)  
JURISDICTION: Council District 5  
STREET ADDRESS: 1210 WEST PARKWAY AVE  
▶ **LOCATION:** Southwest side of the intersection of Inskip Rd and W Parkway Ave  
▶ **APPX. SIZE OF TRACT:** 11080 square feet  
SECTOR PLAN: North City  
GROWTH POLICY PLAN: N/A (Within City Limits)  
ACCESSIBILITY: The corner lot has access via Inskip Road, a major collector with a pavement width of 25 ft within a 45-ft right-of-way, and via W Parkway Avenue, a local road with a pavement width of 19 ft within a 52-ft right-of-way.  
UTILITIES: Water Source: Knoxville Utilities Board  
Sewer Source: Knoxville Utilities Board  
FIRE DISTRICT: Knoxville Fire Department  
WATERSHED: First Creek

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▶ **PRESENT PLAN AND ZONING DESIGNATION:** LDR (Low Density Residential) / RN-2 (Single-Family Residential Neighborhood)  
▶ **PROPOSED PLAN DESIGNATION:** MDR (Medium Density Residential)  
▶ **EXISTING LAND USE:** Multifamily Residential

EXTENSION OF PLAN DESIGNATION: No, this is not an extension.

HISTORY OF REQUESTS: In 2013, the property was part of a governmental rezoning for a larger area from R-2 (General Residential) to the R-1A (Low Density Residential) district (8-C-13-RZ).

SURROUNDING LAND USE AND PLAN DESIGNATION: North: Multifamily residential - LDR (Low Density Residential)  
South: Single family residential - LDR (Low Density Residential)  
East: Single family residential - LDR (Low Density Residential)  
West: Single family residential - LDR (Low Density Residential)

NEIGHBORHOOD CONTEXT: The Inskip neighborhood is comprised of a wide range of housing forms, from single family detached houses to townhomes and multifamily developments. Sterchi Elementary School is located approximately 0.5 miles northwest of the subject property.

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**STAFF RECOMMENDATION:**

- ▶ **Deny the MDR (Medium Density Residential) land use classification because this does not meet the intent of the sector plan and Inskip Small Area Plan.**

**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. No known new roads or utilities have been introduced to this area.

AN OBVIOUS OR SIGNIFICANT ERROR OR OMISSION IN THE PLAN:

1. There are no apparent errors or omissions in the North City Sector Plan with regard to the subject property.
2. The two nearby multifamily developments along Inskip Road were developed prior to the adoption of the North City Sector Plan (2007), but the sector plan still classified these parcels as low density residential.
3. The sector plan recommended rezoning the area between Central Avenue Pike and Inskip Road, which includes the subject property, to the R-1A (Low Density Residential) district to reflect the majority of uses in the area and allow medium density residential uses only on collector and arterial streets (p. 21). The R1-A zone is comparable to the RN-2 zone, which is the current zone of this property.
4. The intent to keep this area as low density residential is echoed by the Inskip Small Area Plan (2011), which also called for downzoning the subject parcel from R-2 (General Residential) to the R-1A district (p. 21-24).
5. Because the request runs counter to the recommendations of the sector plan, approval of the MDR classification to allow the requested RN-4 district could be considered a 'spot amendment' here.

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. While there is an increased demand for housing, this request is not aligned with the intent of the plans in place.

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

1. There are some significant development changes in the broader Inskip community, most notably the \$6.5 million expansion of Inskip Elementary School in 2019 and two apartment complexes by KCDC (Central Terrace Apartments and Inskip Flats) built between 2023 and 2024 within 1.25 miles southwest of the subject parcel. However, recent development trends in the immediate vicinity remain low-density residential within properties zoned RN-1 and RN-2, which do not warrant a reconsideration of the original plan.

OTHER CONSIDERATIONS:

1. The location criteria of the MDR classification include properties that are located near community activity centers, on collector or arterial streets, have less than 15% slopes, work as transitional areas between more intensive non-residential uses and low-density residential neighborhoods, and are along or near corridors served by transit and sidewalks. The subject parcel is not situated in a transitional area.
2. Although the property is adjacent to a major collector street (Inskip Road), the property is accessed by a local street (West Parkview Avenue). Adjacent streets do not have any sidewalks. The nearby transit route along Cedar Lane was discontinued in 2024, as recommended in the KAT Reimagined network plan. Overall, the property does not meet the location criteria of the MDR classification.

ESTIMATED TRAFFIC IMPACT: Not required.

ESTIMATED STUDENT YIELD: Not applicable.

Schools affected by this proposal: Sterchi Elementary, Gresham Middle, and Central 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.



# PLAN AMENDMENT/ REZONING REPORT

▶ **FILE #:** 7-P-24-RZ **AGENDA ITEM #:** 5  
 7-G-24-PA **AGENDA DATE:** 1/8/2026

POSTPONEMENT(S): 7/11/2024, 10/2/2025

▶ **APPLICANT:** ANDREW THOMAS  
 OWNER(S): Andrew Thomas, West Parkway 1, LLC

TAX ID NUMBER: 69 A D 01101 [View map on KGIS](#)

JURISDICTION: Council District 5

STREET ADDRESS: 1210 WEST PARKWAY AVE

▶ **LOCATION:** Southwest side of the intersection of Inskip Rd and W Parkway Ave

▶ **TRACT INFORMATION:** 11080 square feet.

SECTOR PLAN: North City

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

ACCESSIBILITY: The corner lot has access via Inskip Road, a major collector with a pavement width of 25 ft within a 45-ft right-of-way, and via W Parkway Avenue, a local road with a pavement width of 19 ft within a 52-ft right-of-way.

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

FIRE DISTRICT: Knoxville Fire Department

WATERSHED: First Creek

▶ **PRESENT PLAN DESIGNATION/ZONING:** LDR (Low Density Residential) / RN-2 (Single-Family Residential Neighborhood)

▶ **PROPOSED PLAN DESIGNATION/ZONING:** MDR (Medium Density Residential) / RN-4 (General Residential Neighborhood)

▶ **EXISTING LAND USE:** Multifamily residential (Two-family dwelling)

▶ EXTENSION OF PLAN DESIGNATION/ZONING: No, this is not an extension of the plan designation or zoning district.

HISTORY OF ZONING REQUESTS: In 2013, the property was part of a governmental rezoning for a larger area from R-2 (General Residential) to the R-1A (Low Density Residential) district (8-C-13-RZ).

SURROUNDING LAND USE, PLAN DESIGNATION, ZONING North: Multifamily residential - LDR (Low Density Residential) - RN-5 (General Residential Neighborhood)

South: Single family residential - LDR (Low Density Residential) - RN-2 (Single-Family Residential Neighborhood)

East: Single family residential - LDR (Low Density Residential) - RN-1 (Single-Family Residential Neighborhood)

West: Single family residential - LDR (Low Density Residential) - RN-2 (Single-Family Residential Neighborhood)

NEIGHBORHOOD CONTEXT: The Inskip neighborhood is comprised of a wide range of housing forms, from single family detached houses to townhomes and multifamily developments.

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**STAFF RECOMMENDATION:**

- ▶ **Deny the MDR (Medium Density Residential) land use classification because it is inconsistent with the sector plan and Inskip Small Area Plan.**
  
- ▶ **Deny the RN-4 district because it is inconsistent with the LDR (Low Density Residential) classification.**

**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 regards to the subject property. The LDR land use classification is consistent with the recommendations of the North City Sector Plan and Inskip Small Area Plan, as described in the previous section.

**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. While there are some significant development changes in the broader Inskip community (e.g., expansion of Inskip Elementary School in 2019, and construction of 66-unit Inskip Flats in 2023 and 112-unit Central Terrace Apartments 2024), the development trend and public infrastructure in the immediate vicinity do not warrant the proposed plan amendment.

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

1. There are no known public policy changes pertaining to the subject property and its land use designation.

**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 that apply to this request. The Inskip Small Area Plan and North City Sector Plan call for low density residential zoning.

**OTHER CONSIDERATIONS:**

1. The location criteria of the MDR classification include properties that are located near community activity centers, on collector or arterial streets, have less than 15% slopes, work as transitional areas between more intensive non-residential uses and low-density residential neighborhoods, and are along or near corridors served by transit and sidewalks. The subject parcel is not situated in a transitional area.

2. Although the property is adjacent to a major collector street (Inskip Road), the property is accessed by a local street (West Parkview Avenue). Adjacent streets do not have any sidewalks. The nearby transit route along Cedar Lane was discontinued in 2024, as recommended in the KAT Reimagined network plan. Overall, the property does not meet the location criteria of the MDR classification.

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. This part of the Inskip neighborhood has retained its low-density residential character for at least the last 50 years, except for the two multifamily developments north of the subject parcel, which were built between the

late 1960s and early 1970s. There have been some infill house and duplex developments on properties zoned RN-1 and RN-2 in the immediate vicinity. The significant development changes in the broader community, as mentioned in the previous section, occurred at least 0.5 miles away from the subject parcel. The development trend and public infrastructure in the immediate vicinity do not warrant the proposed rezoning.

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

1. The RN-4 district is intended to accommodate mixed medium-density residential development, including single-family dwellings, two-family dwellings, townhouses, low-rise multi-family dwellings, cottage courts, and pocket neighborhoods. Townhouses, multi-family developments, and pocket neighborhoods are permitted upon review, and, in certain instances, with special use approval.
2. The area has a mix of residential uses, including houses, duplexes, and multi-family developments, and it is generally aligned with the intent of the RN-4 district. However, because the RN-4 zone is contrary to the sector plan and small area plan recommendations, it is not a zone that should be considered.
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 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 existing two-family dwelling use of the property is consistent with the area. The increased density that could result from development in RN-4 is not supported by the lack of pedestrian connectivity, making the area less safe for pedestrians, including children walking to school, since this property is within the Sterchi Elementary School Parental Responsibility Zone.
2. Due to the small lot size, an RN-4 development could feel much denser than that of the surrounding 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 RN-4 district would be inconsistent with the LDR land use classification of the sector plan and One Year plan. Despite the existence of multifamily developments in the vicinity, the sector plan recommended the low density classification here in 2007.
2. The Inskip Small Area Plan (2011) called for downzoning the subject parcel from R-2 (General Residential) to R-1A (Low Density Residential), as mentioned in the plan amendment section. The present RN-2 district is consistent with the plan's intent.
3. The proposed rezoning is consistent with the General Plan's Development Policy 8.1, which encourages growth in the existing urban area through infill housing on vacant lots and redevelopment parcels.

**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:**

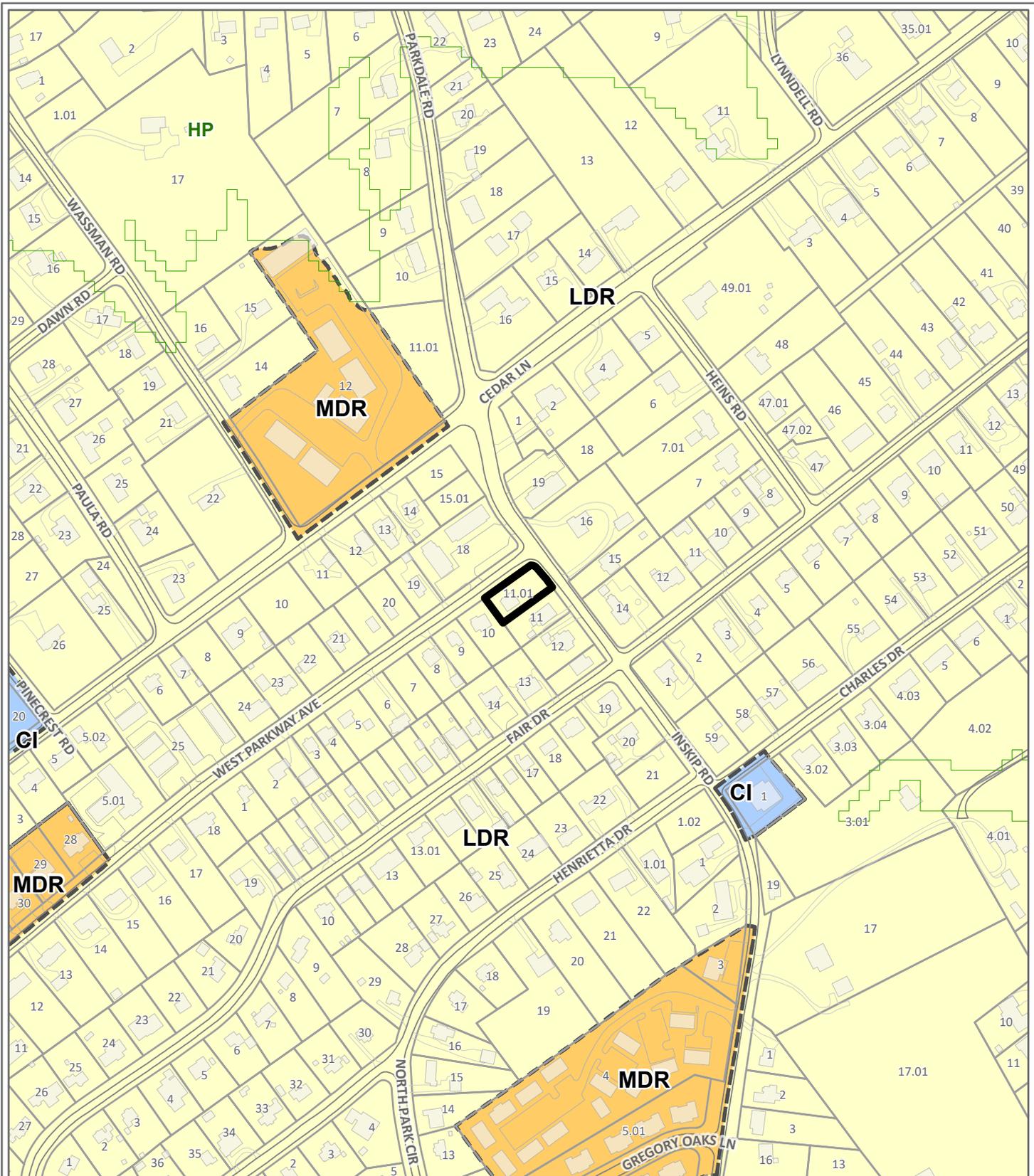
1. Medium intensity residential developments are generally preferred in pedestrian-oriented locations. Although the property is located within the parental responsibility zone of Sterchi Elementary, there are no sidewalks on the adjacent streets. The closest transit route along Cedar Lane was discontinued in 2024. There is, however, another transit route within a half mile along Highland Drive.
2. This is an urbanized area with utility infrastructure provided by KUB.

**ESTIMATED TRAFFIC IMPACT:** Not required.

**ESTIMATED STUDENT YIELD:** Not applicable.

Schools affected by this proposal: Sterchi Elementary, Gresham Middle, and Central 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.



**ONE YEAR PLAN MAP**

**7-G-24-PA**

**Petitioner:** Andrew Thomas

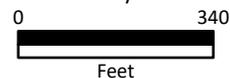


**From:** LDR (Low Density Residential)

**To:** MDR (Medium Density Residential)

**Map No:** 69

**Jurisdiction:** City



**Original Print Date:** 12/2/2025

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



**7-G-24-SP  
NORTH CITY SECTOR PLAN MAP**

**Petitioner:** Andrew Thomas



**From:** LDR (Low Density Residential)

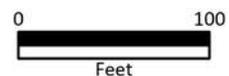
**To:** MDR (Medium Density Residential)

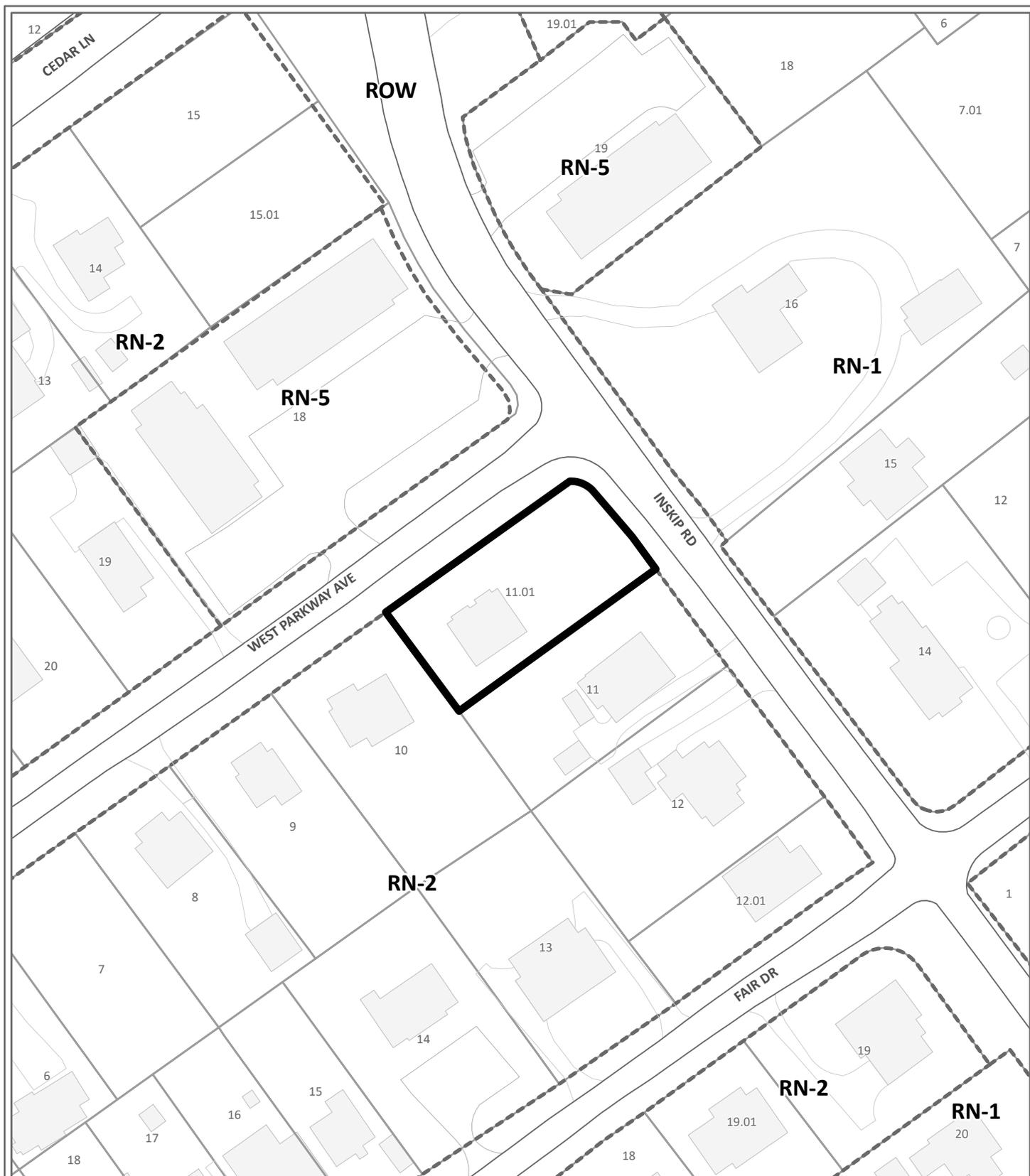
**Map No:** 69

**Jurisdiction:** City

**Original Print Date:** 8/27/2024

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**REZONING**

**7-P-24-RZ**

**Petitioner: Andrew Thomas**

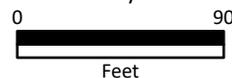


**From:** RN-2 (Single-Family Residential Neighborhood)

**To:** RN-4 (General Residential Neighborhood)

**Map No:** 69

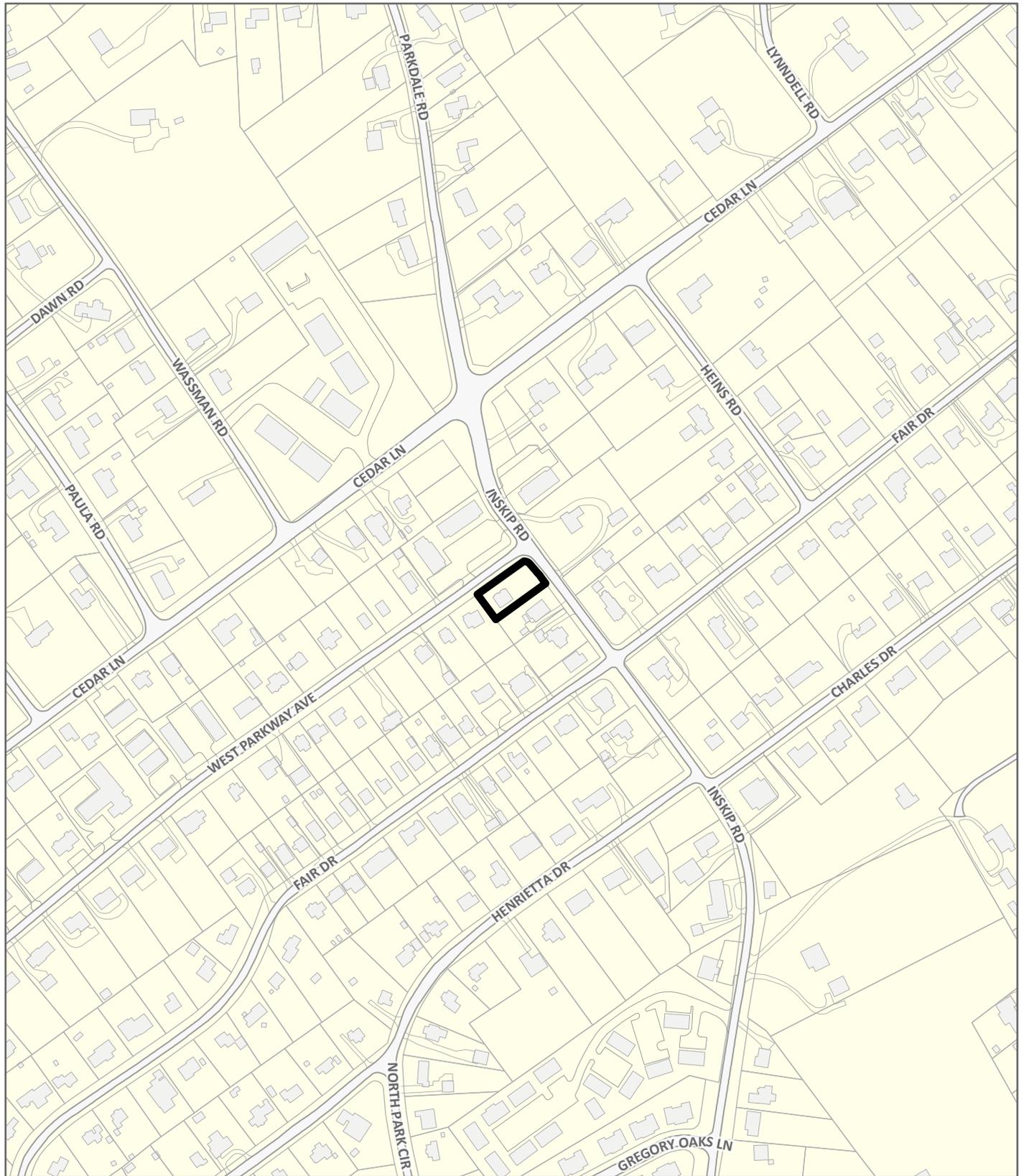
**Jurisdiction:** City



**Original Print Date:** 12/2/2025

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

# Exhibit A. Contextual Images

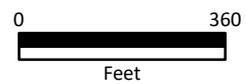


**LOCATION MAP**

**7-G-24-PA / 7-P-24-RZ**



Case boundary



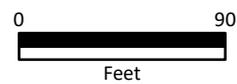
# Exhibit A. Contextual Images



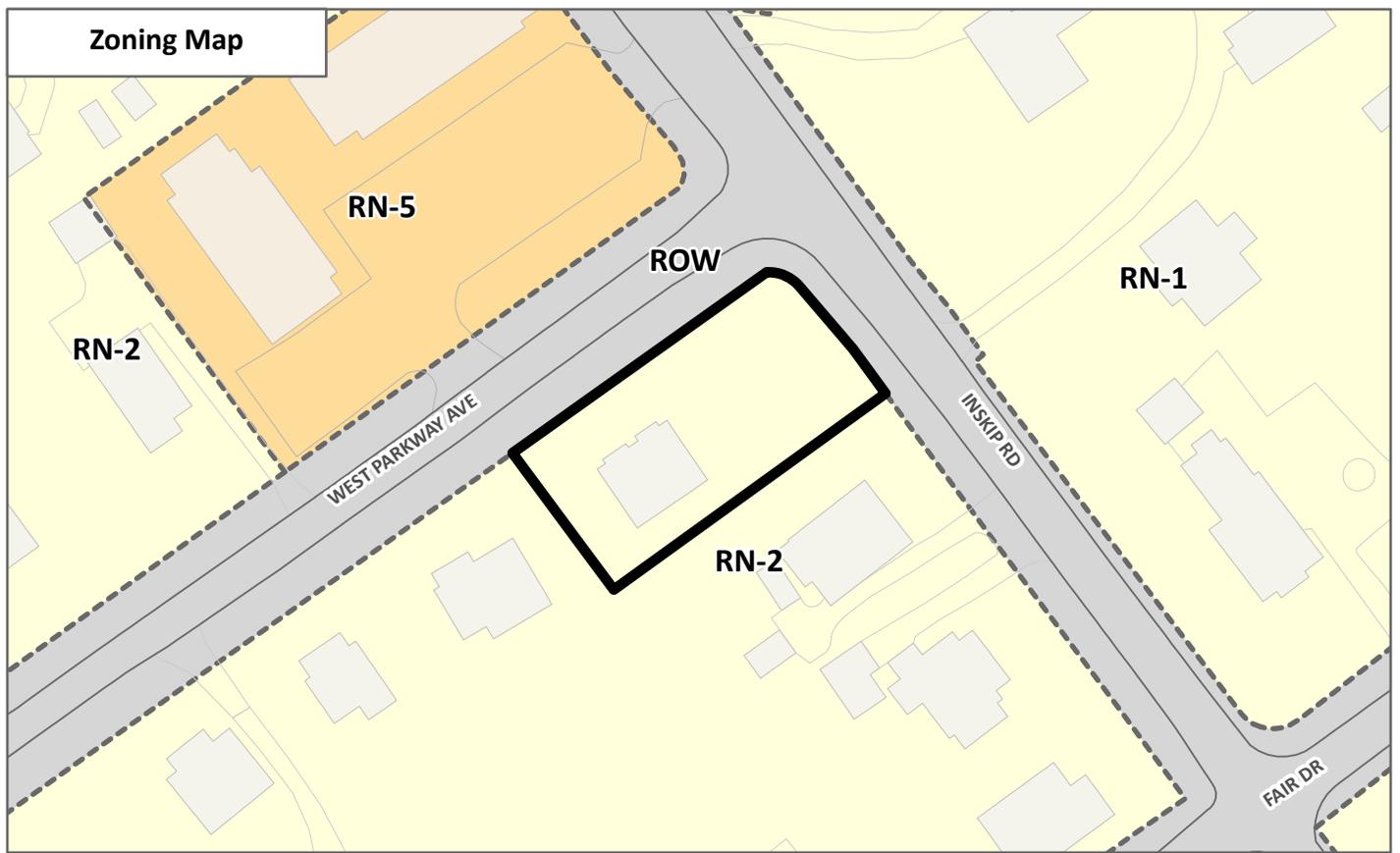
## AERIAL MAP



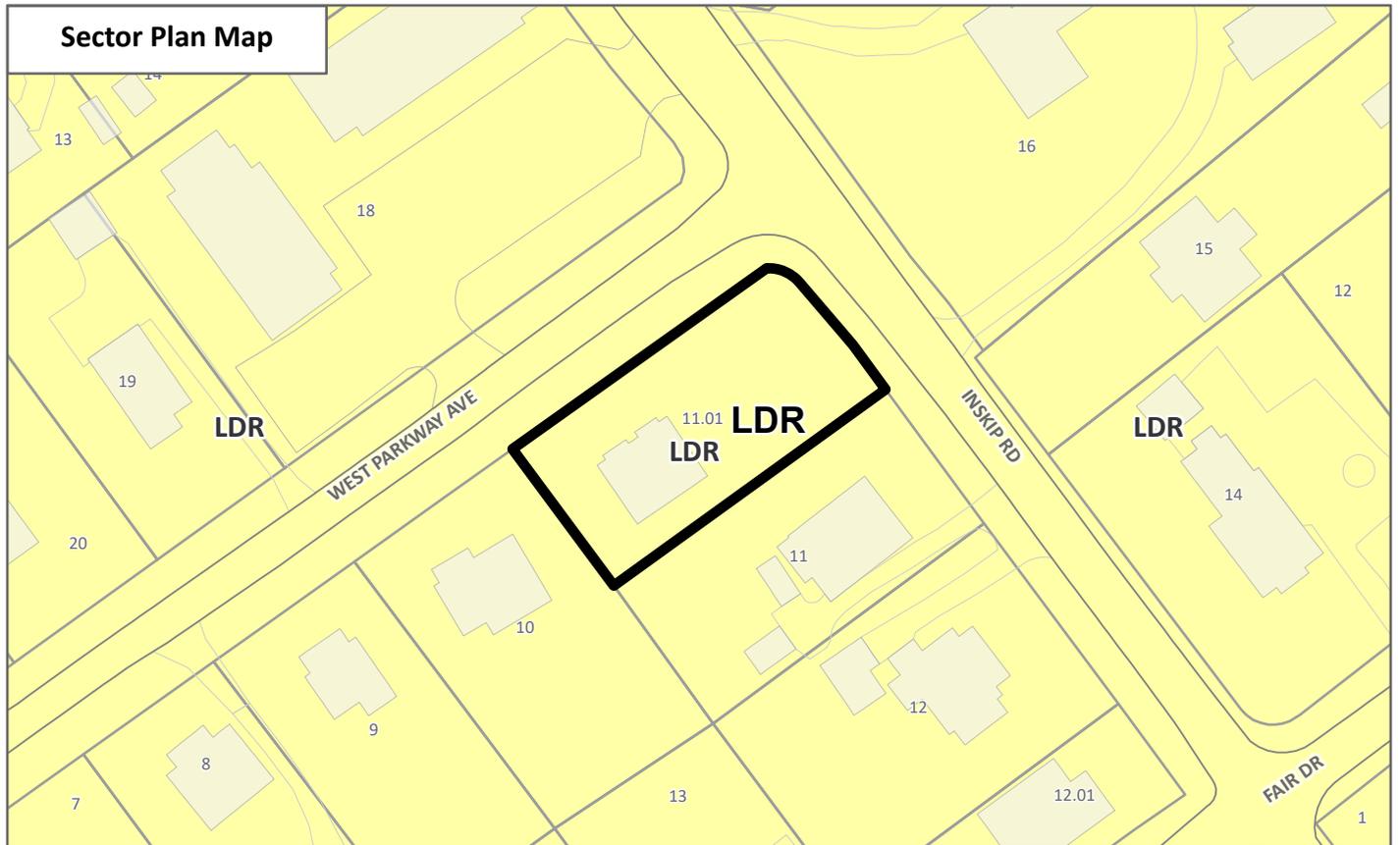
Case boundary



**Zoning Map**



**Sector Plan Map**

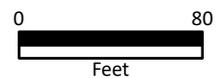


**CONTEXTUAL MAPS 2**

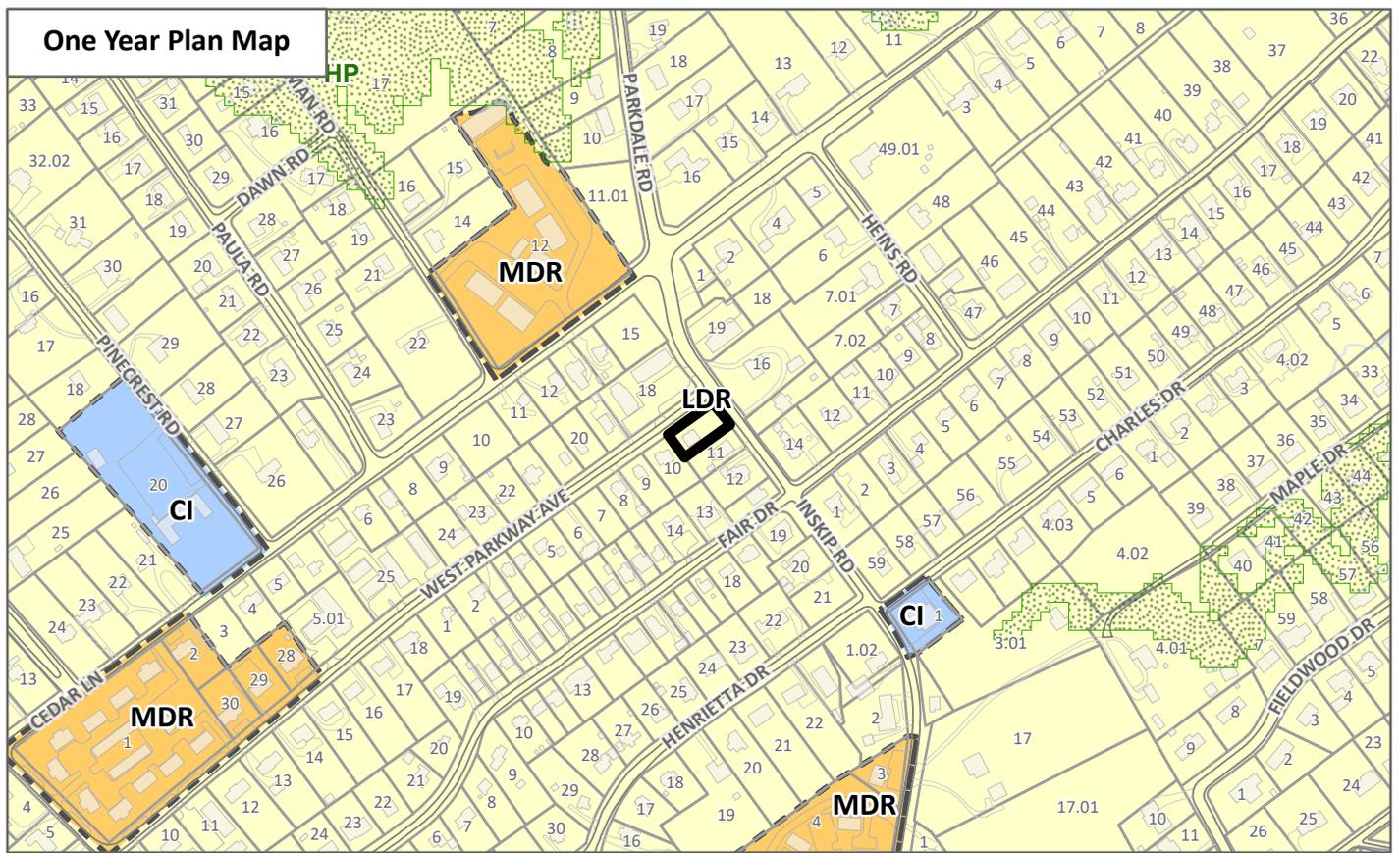
**7-G-24-PA / 7-P-24-RZ**



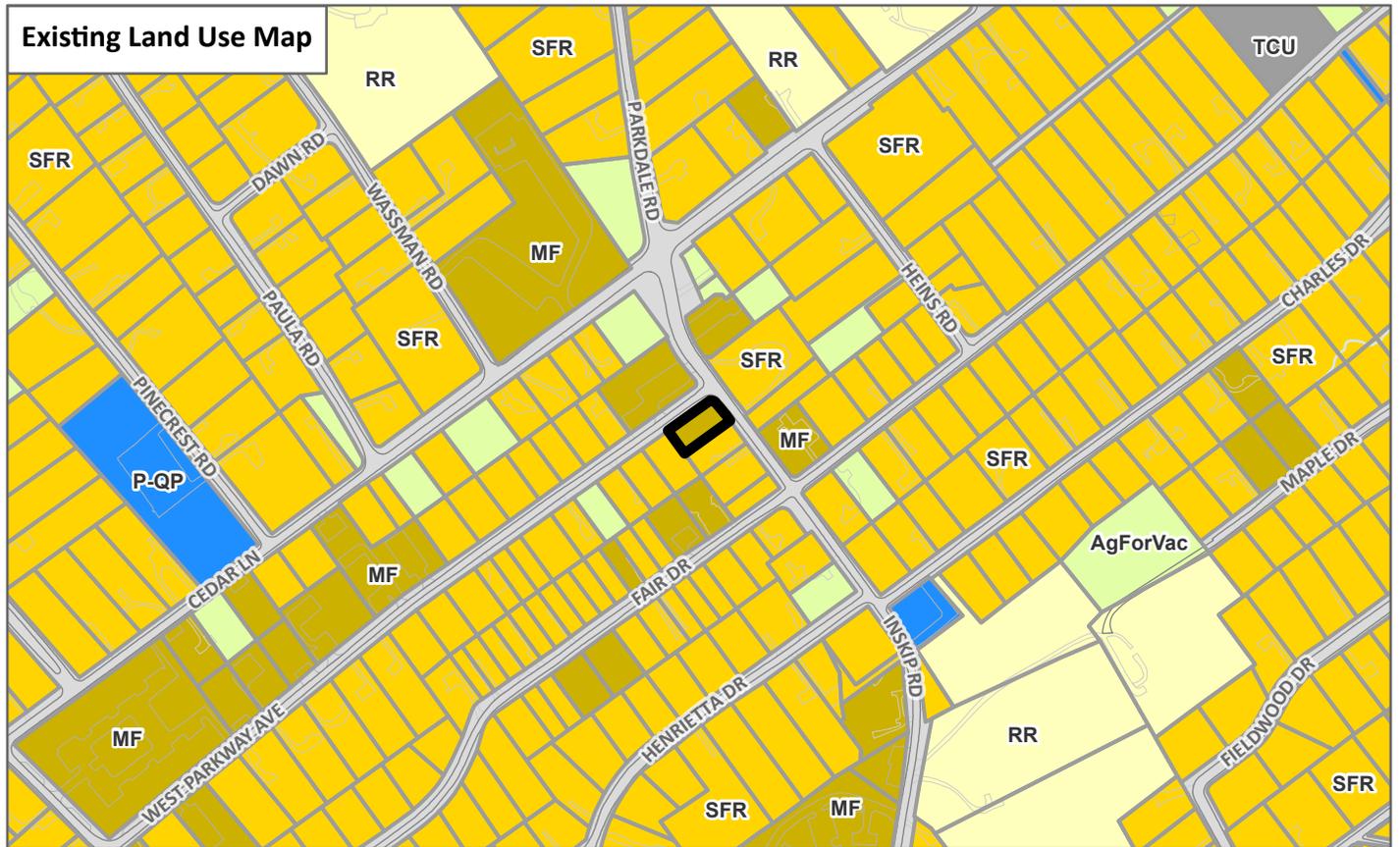
Case boundary



**One Year Plan Map**



**Existing Land Use Map**

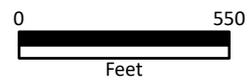


**CONTEXTUAL MAPS 3**

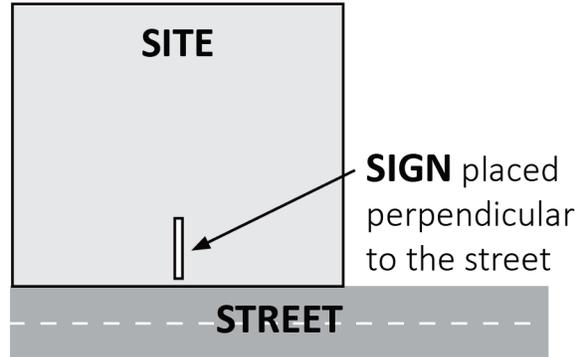
**7-G-24-PA / 7-P-24-RZ**



Case boundary



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, including the following applications: rezoning, plan amendment, concept plan, use on review/special use, planned development, right-of-way closure, and name change.



The required public notice sign(s) will be provided by Planning to the applicant when an application is submitted. If an application is submitted electronically, 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.

*The individual below is responsible for posting and removing the sign(s) provided consistent with the above guidelines and between the dates of:*

\_\_\_\_\_ June 28, 2024 \_\_\_\_\_ and \_\_\_\_\_ July 12, 2024 \_\_\_\_\_  
(applicant or staff to post sign) (applicant to remove sign)

Applicant Name: Andrew Thomas

Date: 5/28/2024

File Number: 7-P-24-RZ\_7-G-24-PA\_7-G-24-SP

- Sign posted by Staff
- Sign posted by Applicant