



PLAN AMENDMENT REPORT

▶ **FILE #:** 7-B-26-SP

AGENDA ITEM #: 9

AGENDA DATE: 7/9/2026

▶ **APPLICANT:** CONNOLLY DEVELOPMENT VENTURES, LLC

OWNER(S): Dan Levan Adelaide Development LLC

TAX ID NUMBER: 109 B E 015

[View map on KGIS](#)

JURISDICTION: Council District 1

STREET ADDRESS: 2704 SEVIER AVE

▶ **LOCATION:** Northeast side of Sevier Ave, west side of James White Parkway, northeast terminus of Baker Ave

▶ **APPX. SIZE OF TRACT:** 20738 square feet

SECTOR PLAN: South City

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

ACCESSIBILITY: Access is via Sevier Avenue, a major collector with 25 ft of pavement width within a right-of-way width that varies from 54-66 ft.

UTILITIES: Water Source: Knoxville Utilities Board

Sewer Source: Knoxville Utilities Board

FIRE DISTRICT: Knoxville Fire Department

WATERSHED: Baker Creek

▶ **CURRENT PLAN AND ZONING DESIGNATION:** MDR (Medium Density Residential) / RN-2 (Single-Family Residential Neighborhood)

▶ **REQUESTED PLAN DESIGNATION:** NC (Neighborhood Commercial)

▶ **EXISTING LAND USE:** Multifamily Residential

EXTENSION OF PLAN AND ZONING DESIGNATION: No, it is not an extension of the zoning or plan designation.

HISTORY OF REQUESTS: In 1996 the property was rezoned from C-1 (Neighborhood Commercial) to R-2 (General Residential) (1-Q-96-RZ).

SURROUNDING LAND USE, PLAN DESIGNATION, ZONING North: Agriculture/forestry/vacant land - LDR (Low Density Residential) - RN-2 (Single-Family Residential Neighborhood)

South: Multifamily residential - MDR (Medium Density Residential) - RN-5 (General Residential Neighborhood)

East: James White Parkway right-of-way

West: Multifamily residential, single family residential - LDR (Low Density Residential), MDR (Medium Density Residential), HP (Hillside Protection) - RN-5 (General Residential Neighborhood), RN-2 (Single-Family Residential Neighborhood), HP (Hillside Protection Overlay)

NEIGHBORHOOD CONTEXT The subject property lies in an area to the west side of James White Parkway that features predominantly single family houses and multifamily developments, interspersed with limited commercial and office uses. The Cottrell Street intersection with James White Parkway and Rock City Park lie within 0.25 miles to the southeast.

STAFF RECOMMENDATION:

- ▶ **Deny the NC (Neighborhood Commercial) land use classification because it would be an encroachment of a commercial land use classification in a residential area and does not meet the location criteria for the NC land use classification.**

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. The Sevier Avenue Roadway Project is underway northwest of the subject property. This project will add a roundabout at Sevier Avenue and Island Home Avenue intersection and new ADA-compliant sidewalks, streetlights, and traffic signals. However, this project is on a different section of Sevier Avenue that is more commercial in nature that has a different character than the section of Sevier Avenue where the subject property is located.
2. This section of Sevier Avenue is included in the annual resurfacing program and in the Sevier Avenue Utility and Conduit Project, which will relocate all overhead utilities to underground conduits and duct banks, but that project has not yet begun.
3. These significant infrastructure improvements, though notable, do not necessarily make nonresidential development at this location more feasible. The Sevier Avenue Roadway Project encourages the expansion of nonresidential development in the area more directly affected by the improvement, along the corridor to the northwest of the subject property and bounded by its intersection with Anita Drive. This is consistent with the recommendations of the sector plan.

AN OBVIOUS OR SIGNIFICANT ERROR OR OMISSION IN THE PLAN:

1. The current MDR (Medium Density Residential) land use classification reflects the property's current use as a duplex, and the surrounding apartment developments with RN-4 (General Residential Neighborhood) and RN-5 (General Residential Neighborhood Zoning). It is not the result of an error or omission in the sector plan. This section of Sevier Avenue is predominantly residential, so more commercial zoning at this site would be an encroachment of commercial zoning into a residential area.

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

1. There has been no change in government policy that warrants a land use change to the NC (Neighborhood Commercial) land use classification at this location.

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

1. Development trends along this section of Sevier Avenue have not significantly changed since adopting the 2011 South City Sector Plan, and the area has remained stable outside of a 15-unit townhouse development within 250 feet to the north of the subject property that was completed in 2026. There has been a significant increase in commercial and mixed-use development focused along Sevier Avenue to the northwest of the subject property, to the west of its intersection with Island Home Avenue, whereas residential development has increased in the Old Sevier neighborhood to the south of this mixed-use corridor.

OTHER CONSIDERATIONS

1. The subject property does not meet all of the location criteria for the NC land use classification, as there is existing commercial development within a half-mile to the north and south. The location criteria for this land use states that new NC should not be zoned for or developed within a half-mile of existing commercial

development that features sales of day-to-day goods and services.

ESTIMATED TRAFFIC IMPACT: Not required.

ESTIMATED STUDENT YIELD: Not applicable.

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

If approved, this item will be forwarded to Knoxville City Council for action on 8/18/2026 and 9/1/2026. 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-N-26-RZ
7-B-26-PA

AGENDA ITEM #: 9
AGENDA DATE: 7/9/2026

▶ **APPLICANT:** CONNOLLY DEVELOPMENT VENTURES, LLC
OWNER(S): Dan Levan Adelaide Development LLC

TAX ID NUMBER: 109 B E 015 [View map on KGIS](#)

JURISDICTION: Council District 1

STREET ADDRESS: 2704 SEVIER AVE

▶ **LOCATION:** Northeast side of Sevier Ave, west side of James White Parkway, northeast terminus of Baker Ave

▶ **TRACT INFORMATION:** 20738 square feet.

SECTOR PLAN: South City

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

ACCESSIBILITY: Access is via Sevier Avenue, a major collector with 25 ft of pavement width within a right-of-way width that varies from 54-66 ft.

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

FIRE DISTRICT: Knoxville Fire Department

WATERSHED: Baker Creek

▶ **CURRENT PLAN AND ZONING DESIGNATION:** MDR (Medium Density Residential) / RN-2 (Single-Family Residential Neighborhood)

▶ **REQUESTED PLAN AND ZONING DESIGNATION:** NC (Neighborhood Commercial) / C-N (Neighborhood Commercial)

▶ **EXISTING LAND USE:** Multifamily Residential

▶ **EXTENSION OF PLAN AND ZONING DESIGNATION:** No, it is not an extension of the zoning or plan designation.

HISTORY OF REQUESTS: In 1996 the property was rezoned from C-1 (Neighborhood Commercial) to R-2 (General Residential) (1-Q-96-RZ).

SURROUNDING LAND USE, PLAN DESIGNATION, ZONING

North: Agriculture/forestry/vacant land - LDR (Low Density Residential) - RN-2 (Single-Family Residential Neighborhood)

South: Multifamily residential - MDR (Medium Density Residential) - RN-5 (General Residential Neighborhood)

East: James White Parkway right-of-way

West: Multifamily residential, single family residential - LDR (Low Density Residential), MDR (Medium Density Residential), HP (Hillside Protection) - RN-5 (General Residential Neighborhood), RN-2

(Single-Family Residential Neighborhood), HP (Hillside Protection Overlay)

NEIGHBORHOOD CONTEXT:

The subject property lies in an area to the west side of James White Parkway that predominantly features single family houses and multifamily developments, interspersed with limited commercial and office uses. The Cottrell Street intersection with James White Parkway and Rock City Park lie within 0.25 miles to the southeast.

STAFF RECOMMENDATION:

- ▶ **Deny the NC (Neighborhood Commercial) land use classification because it would be an encroachment of a commercial land use classification in a residential area and does not meet the location criteria for the NC land use classification.**

- ▶ **Deny the C-N (Neighborhood Commercial) zoning district because it does not meet all of the criteria for a rezoning.**

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 current MDR (Medium Density Residential) land use classification is not an error in the One Year Plan and reflects the property's current use as a duplex and the surrounding apartment developments with RN-4 (General Residential Neighborhood) and RN-5 (General Residential Neighborhood Zoning). This section of Sevier Avenue is predominantly residential, so more commercial zoning at this site would be an encroachment of commercial zoning into a residential area.

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. The Sevier Avenue Roadway Project is underway northwest of the subject property near the waterfront. This project will add a roundabout at Sevier Avenue and Island Home Avenue intersection and new ADA-compliant sidewalks, streetlights, and traffic signals. However, this project is on a different section of Sevier Avenue that is more commercial in nature that has a different character than the section of Sevier Avenue where the subject property is located.
2. This section of Sevier Avenue is included in the annual resurfacing program and in the Sevier Avenue Utility and Conduit Project, which will relocate all overhead utilities to underground conduits and duct banks, but that project has not yet begun. These significant infrastructure improvements, though notable, do not necessarily make nonresidential development at this location more feasible.
2. There has been an increase in commercial and mixed-used development focused along Sevier Avenue to the northwest of the subject property, and the Sevier Avenue Roadway Project supports these development trends along the section of the corridor bounded by its intersection with Anita Drive. However, the subject property is within the Old Sevier neighborhood to the south of the corridor, which has seen an increase in residential development, including a 15-unit townhouse development within 250 feet to the north that was completed in 2026.

CHANGE IN PUBLIC POLICY, UNANTICIPATED BY THE PLAN:

1. There has been no change in government policy that warrants a land use change to the NC (Neighborhood Commercial) land use classification at this location.

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 have not been any new plans or studies produced that have revealed the need for a plan amendment at this location.

OTHER CONSIDERATIONS

1. The subject property does not meet all of the location criteria for the NC land use classification, as there is

existing commercial development at nodes within 600 feet to the north and south. The location criteria for this land use states that new NC should not be zoned for or developed within a half-mile of existing commercial development that features sales of day-to-day goods and services.

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 subject property is within the Old Sevier neighborhood that has been experiencing increased residential development since the late 1990s, including the construction of two dense apartment developments in 1999 and of a 15-unit townhouse development in 2026 within 0.25 miles of the subject property.
2. This section of Sevier Avenue is included in the annual resurfacing program and in the Sevier Avenue Utility and Conduit Project, which will relocate all overhead utilities to underground conduits and duct banks, but that project has not yet begun. These significant infrastructure improvements, though notable, do not necessarily make nonresidential development at this location more feasible.
3. In contrast, there has been an increase in commercial and mixed-used development focused along Sevier Avenue to the northwest of the subject property near the waterfront, and the Sevier Avenue Roadway Project, currently underway, supports these development trends in that area. This project will add a roundabout at Sevier Avenue and Island Home Avenue intersection and new ADA-compliant sidewalks, streetlights, and traffic signals.
4. In 2024 the applicant requested a rezoning and plan amendment from RN-2 (Single-Family Residential Neighborhood) and LDR (Low Density Residential) to C-N (Neighborhood Commercial) and NC (Neighborhood Commercial) at a property 250 feet to the north that was approved, and a townhouse development was completed in the property in 2026 (4-T-24-RZ/4-J-24-PA/4-L-24-SP). However, that property abutted existing C-G-1 (General Commercial) zoning and NC land use classification to the north, so approval was recommended because it was a minor extension of an existing commercial node. Conversely, in 2025 a rezoning and plan amendment request from RN-2 and LDR to C-N and NC was denied at a property on Sevier Avenue 0.3 miles to the northwest that was within an established residential area and in close proximity to existing commercial amenities because it would have been an encroachment of a commercial land use classification into a residential area (7-J-25-RZ/7-D-25-PA/7-D-25-SP).
5. The subject property contains a house built in the late 1800s that has been used as a duplex since at least the 1990s when it was rezoned from C-1 (Neighborhood Commercial) to R-2 (General Residential) to make the duplex a legal use (1-Q-96-RZ).

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

1. The C-N (Neighborhood Commercial) zoning district is intended to provide for an environment of integrated residential development and small-scale commercial and service uses. Though the C-N district is typically compatible with a residential area, the zoning district is not appropriate at this location, as it would be a nonresidential district encroaching into an established neighborhood that already features commercial nodes within 600 feet to the north and south of the subject property and that is separated from the wide mix of uses along the northwestern section Sevier Avenue.
2. Approving C-N zoning at the subject property could encourage the commercial nodes to the north and south, that bound this section of Sevier Avenue, to expand, which does not align with the intent of the C-N zone or the NC land use classification.
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 C-N district permits residential development, select commercial uses, and low-intensity mixed-use development. Although the townhouse and multifamily uses permitted in C-N that are not permitted under the property's current RN-2 zoning are compatible with surrounding land uses, some of the permitted commercial uses would be incompatible. The property's current MDR (Medium Density Residential) plan designation supports rezoning requests to the RN-4 (General Residential) and RN-5 (General Residential) districts that also allow these residential uses and consistent with the nearby multifamily 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. The C-N district requires additional design standards for nonresidential developments abutting single-family residential zoning districts that are intended to mitigate adverse impacts on residential areas, such as increased setbacks, decreased building height, and noise and lighting requirements. Nonresidential development must adhere to Section 5.3.B of the City of Knoxville's Zoning Ordinance and Article 12.8, which requires a buffer yard between residential and nonresidential districts for any new construction.
2. Some of the commercial uses permitted in the C-N district could create traffic conflicts at the intersection with Baker Avenue across the street and are not supported by existing pedestrian amenities.

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 C-N district is not supported by the existing MDR land use classification in the One Year Plan and South City Sector Plan. Plan amendments are not recommended to accommodate this rezoning request because the subject property does not meet the location criteria for the NC land use classification.
2. The proposed rezoning does not comply with the General Plan's Development Policy 8.2, to locate neighborhood commercial so that it will enhance, rather than hinder, the stability of residential areas, and Development Policy 8.4, to protect residential areas from encroaching commercial development. As mentioned, the subject property lies along a residential section of Sevier Avenue that is bounded by existing commercial nodes within 600 feet to the north and south.
3. Other nearby areas have been identified as more appropriate for commercial and mixed-use development, such as the established South Waterfront district encompassing the mixed-use corridor along Sevier Avenue to the northwest.

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:

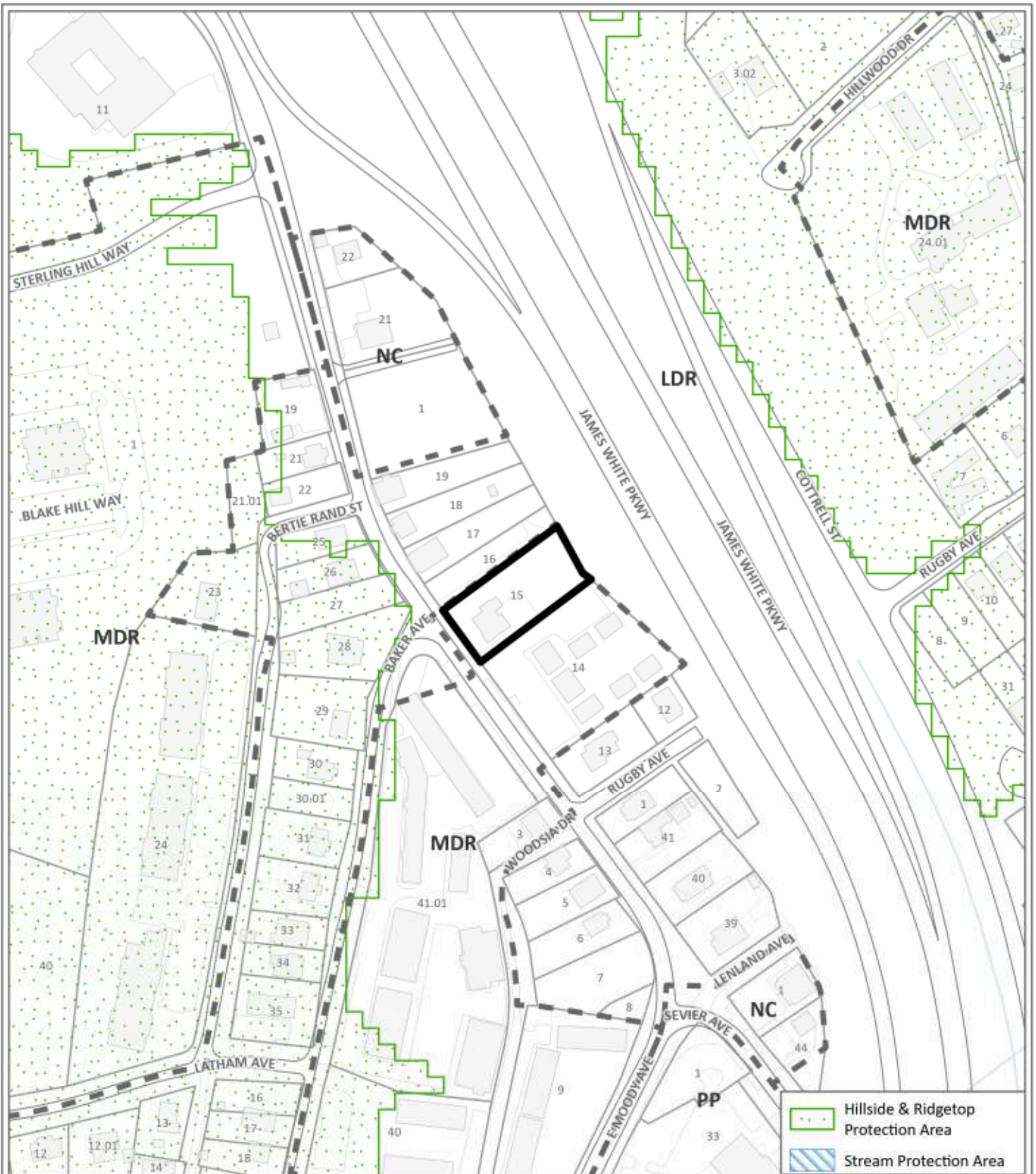
1. This is an urbanized area with ample utility and facility infrastructure to support a rezoning of this site.

ESTIMATED TRAFFIC IMPACT: Not required.

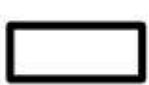
ESTIMATED STUDENT YIELD: Not applicable.

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

If approved, this item will be forwarded to Knoxville City Council for action on 8/18/2026 and 9/1/2026. 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.



**7-B-26-SP
SOUTH CITY SECTOR PLAN MAP**

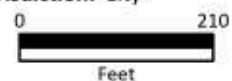


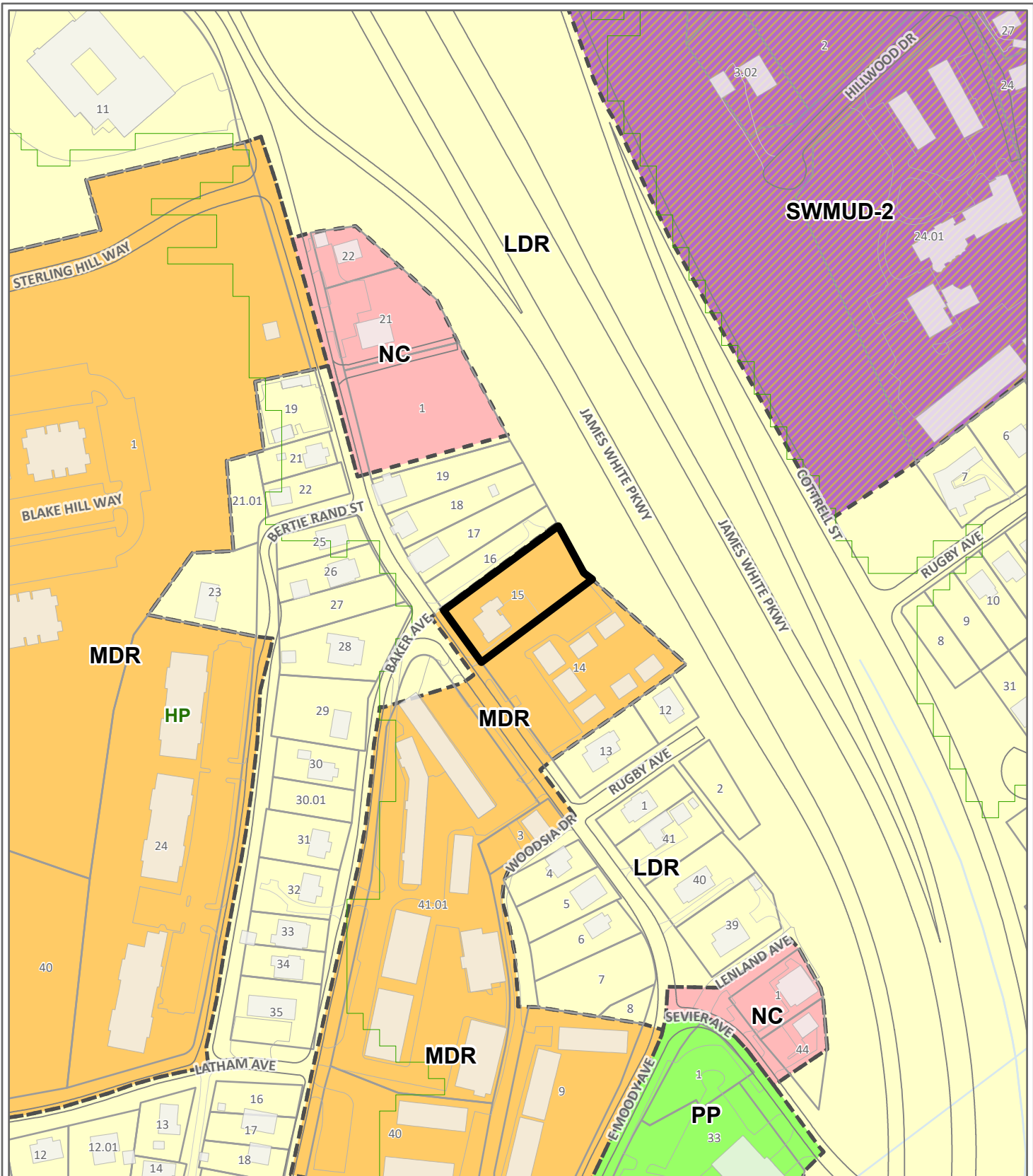
From: MDR (Medium Density Residential)
To: NC (Neighborhood Commercial)

Original Print Date: 7/2/2026
Knoxville - Knox County Planning Commission * City / County Building * Knoxville, TN 37902

Petitioner: Connolly Development Ventures, LLC

Map No: 109
Jurisdiction: City





ONE YEAR PLAN MAP

7-B-26-PA

Petitioner: Connolly Development Ventures, LLC

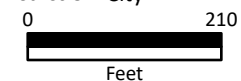


From: MDR (Medium Density Residential)

To: NC (Neighborhood Commercial)

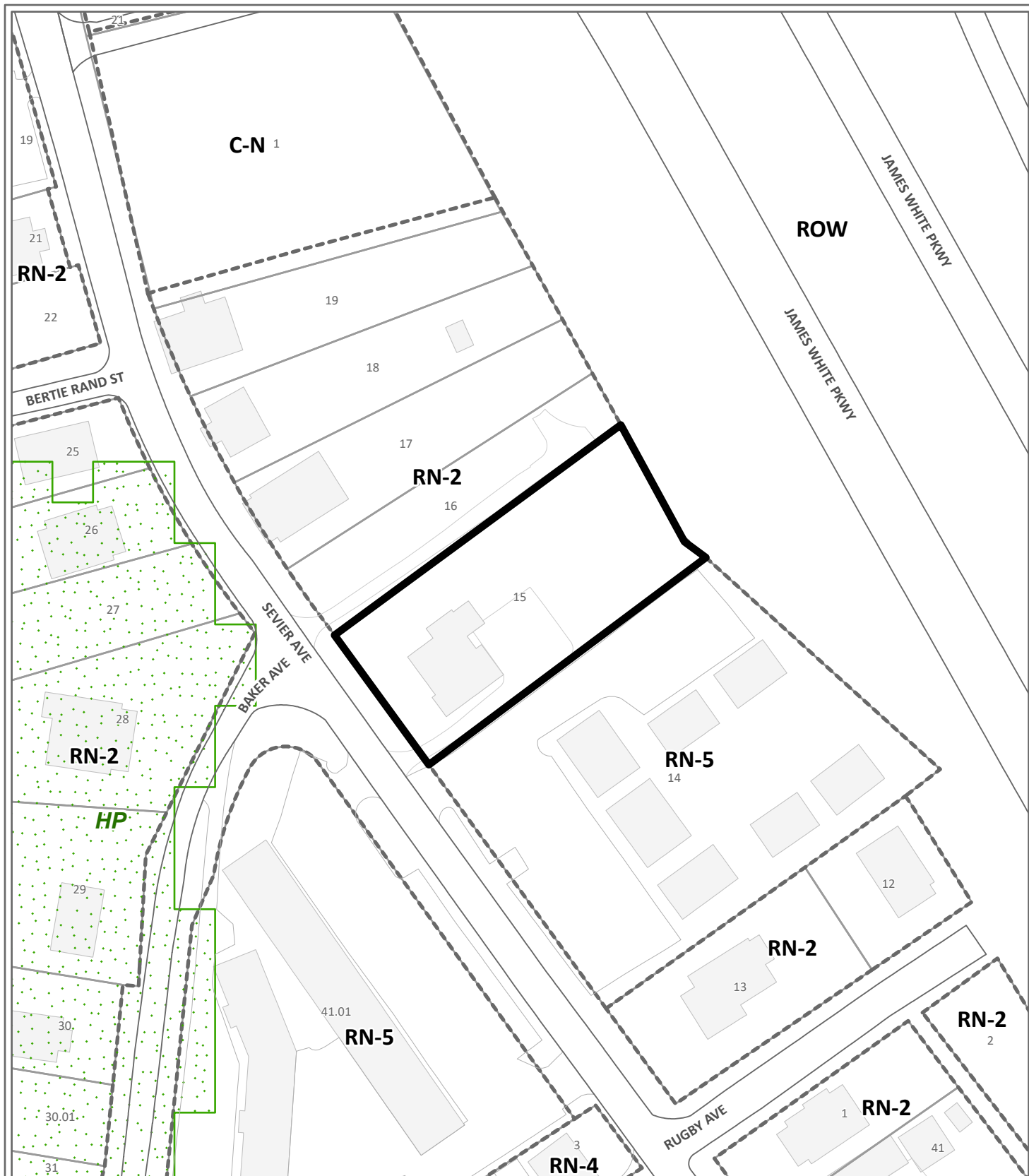
Map No: 109

Jurisdiction: City



Original Print Date: 5/29/2026

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



REZONING

7-N-26-RZ

Petitioner: Connolly Development Ventures, LLC

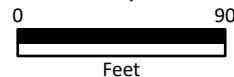


From: RN-2 (Single-Family Residential Neighborhood)

To: C-N (Neighborhood Commercial)

Map No: 109

Jurisdiction: City



Original Print Date: 5/29/2026

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

Exhibit A. Contextual Images



AERIAL MAP



Case boundary

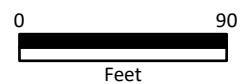
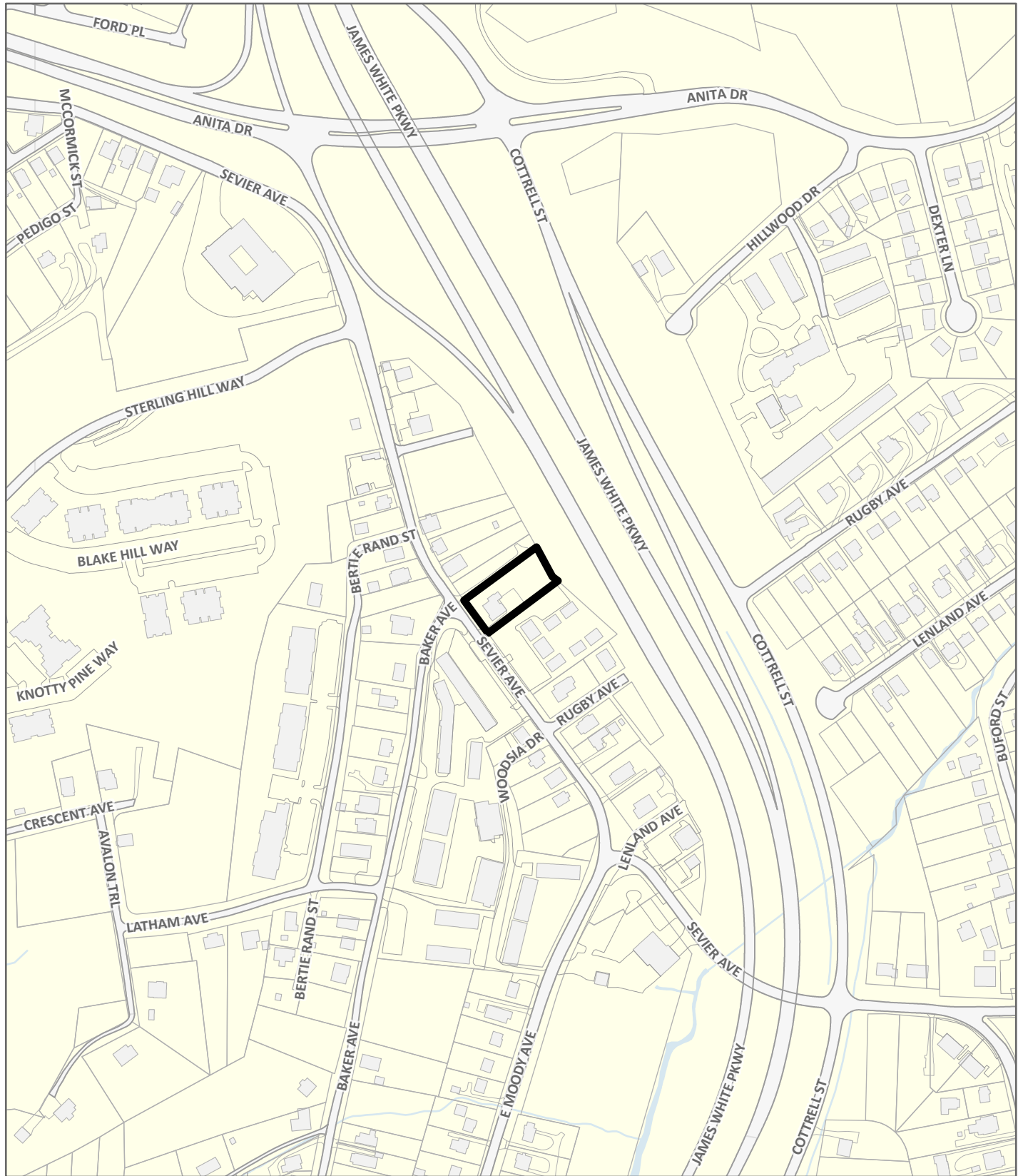


Exhibit A. Contextual Images

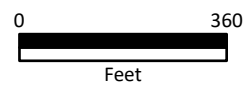


LOCATION MAP

7-N-26-RZ / 7-B-26-PA



Case boundary



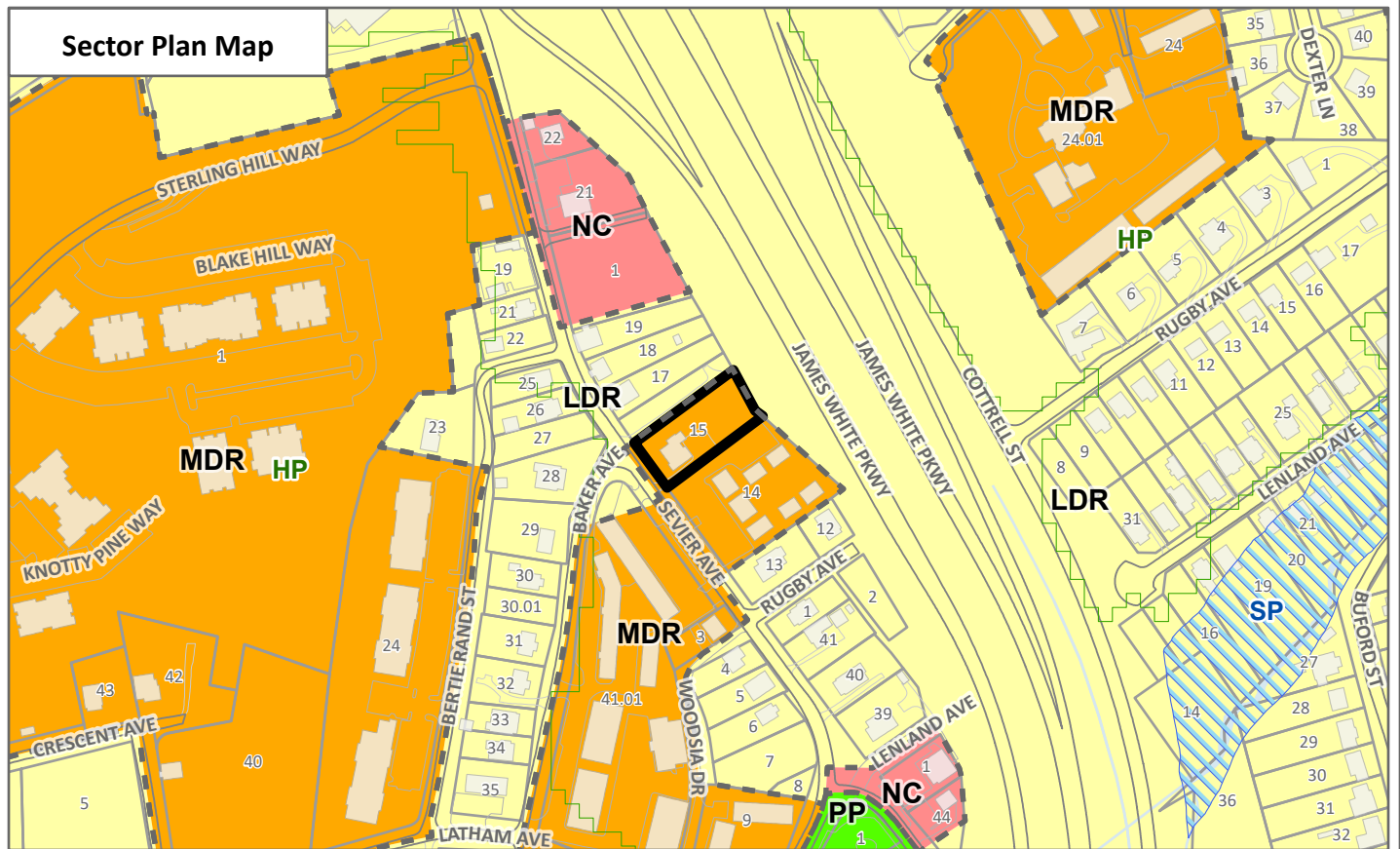
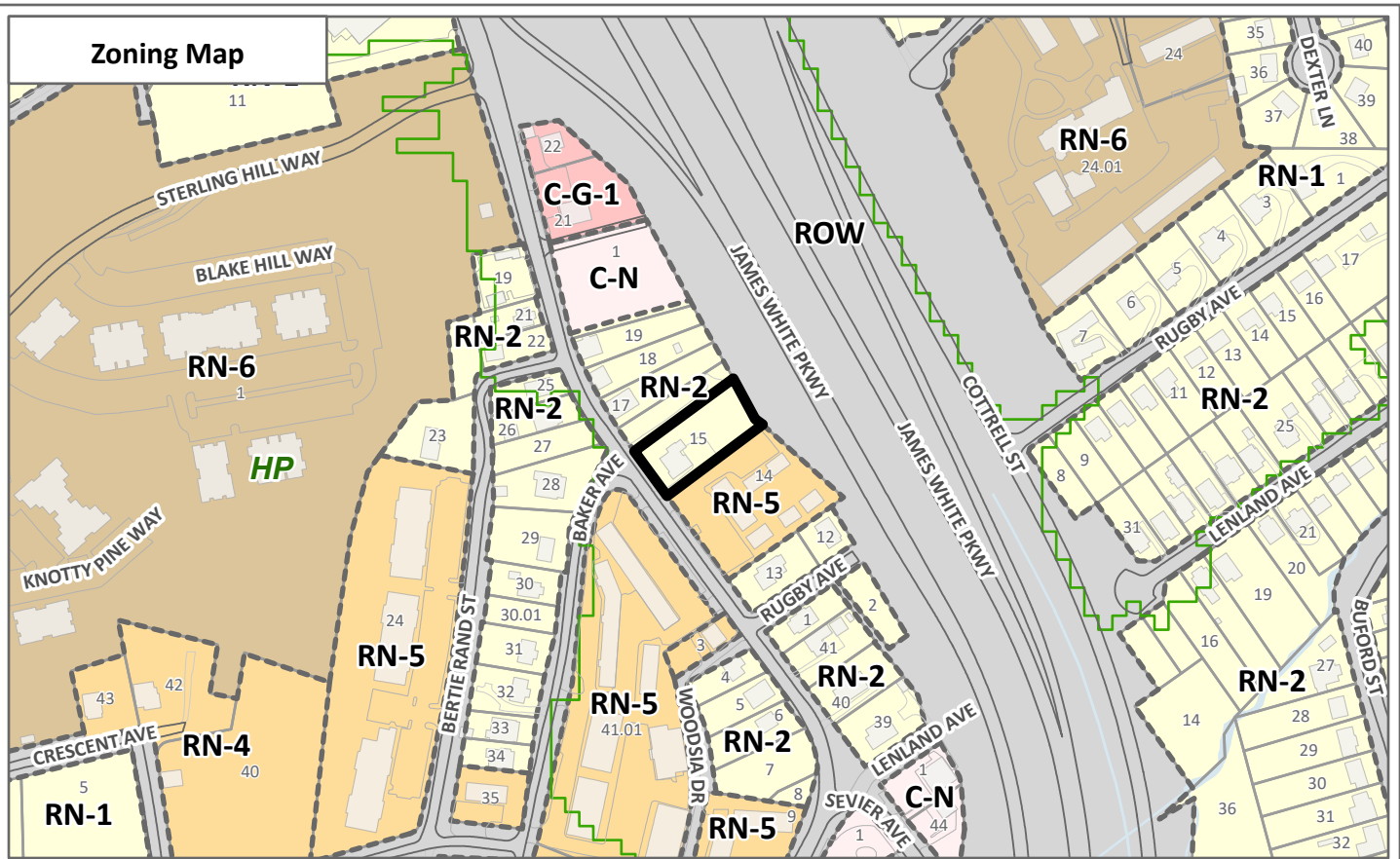




EXHIBIT A, CONTEXTUAL MAPS 7-B-26-PA / 7-N-26-RZ

Case boundary

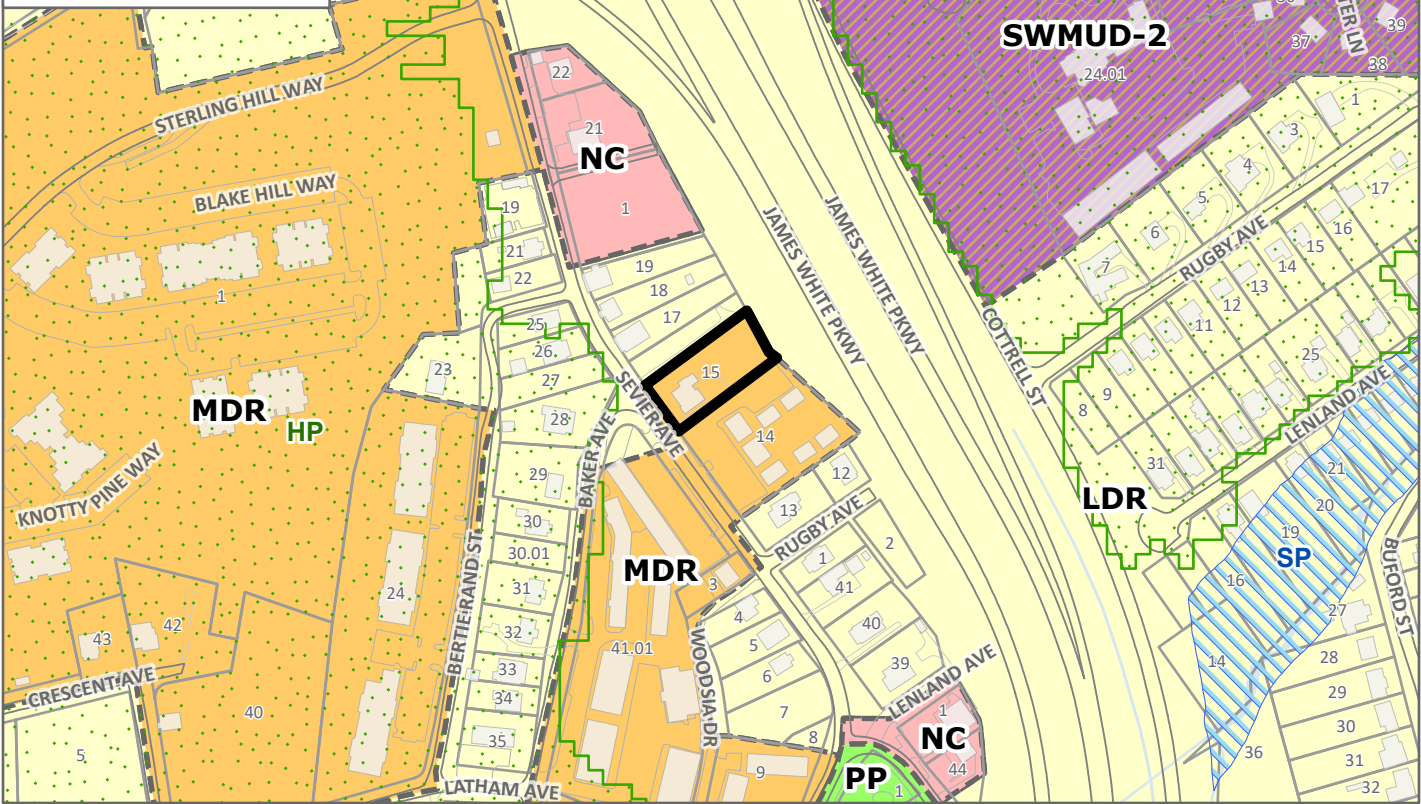
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Feet



One Year Plan Map



Existing Land Use Map

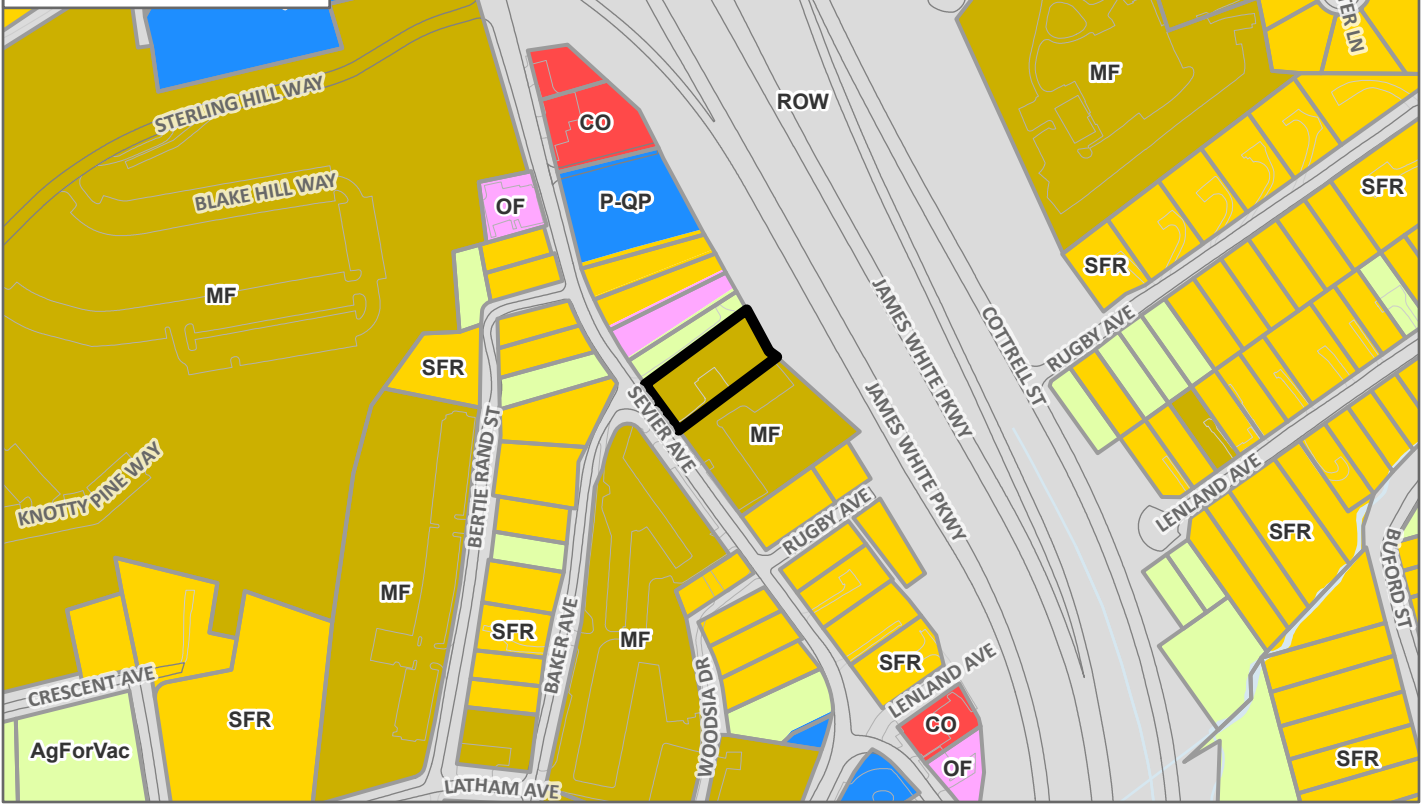


EXHIBIT A, CONTEXTUAL MAPS

7-B-26-PA / 7-N-26-RZ

 Case boundary

