



PLAN AMENDMENT REPORT

▶ **FILE #:** 4-B-25-SP **AGENDA ITEM #:** 6
 POSTPONEMENT(S): 4/10/2025 **AGENDA DATE:** 5/14/2026
 ▶ **APPLICANT:** L. D. GASS
 OWNER(S): L. D. Gass

TAX ID NUMBER: 106 J B 012 [View map on KGIS](#)
 JURISDICTION: Council District 3
 STREET ADDRESS: 7504 GRANDA DR
 ▶ **LOCATION:** South side of Granda Avenue, east of Glade Hill Drive
 ▶ **APPX. SIZE OF TRACT:** 0.71 acres
 SECTOR PLAN: Northwest County
 GROWTH POLICY PLAN: N/A (Within City Limits)
 ACCESSIBILITY: Access is via Granda Drive, an unstriped local street with 24 ft of pavement width within a 50-ft right-of-way.
 UTILITIES: Water Source: Knoxville Utilities Board
 Sewer Source: Knoxville Utilities Board
 FIRE DISTRICT: Knoxville Fire Department
 WATERSHED: Ten Mile Creek

▶ **CURRENT PLAN AND ZONING DESIGNATION:** LDR (Low Density Residential) / RN-1 (Single-Family Residential Neighborhood)
 ▶ **REQUESTED PLAN DESIGNATION:** MDR (Medium Density Residential)
 ▶ **EXISTING LAND USE:** Single Family Residential

EXTENSION OF PLAN AND ZONING DESIGNATION: No, this will not be an extension.

HISTORY OF REQUESTS: In 1985 the property was part of a government rezoning from R-2 (General Residential) to R-1A (Low Density Residential) (7-U-85-RZ).

SURROUNDING LAND USE, PLAN DESIGNATION, ZONING
 North: Multifamily residential - LDR (Low Density Residential)
 South: Multifamily residential, 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 subject property is in a neighborhood with a mix of single family residential and multifamily residential uses, most of which were in planned districts. The multifamily developments feature a mix of duplexes, townhouses, a mobile home park, and small apartment buildings. The property is 0.5 miles from the Middlebrook Pike corridor, which features a

mix of commercial, office, and public-quasi public land uses (churches, Shannondale assisted living and senior housing). Bearden Middle School lies approximately 1 mile to the southeast, and The Spirit Life Academy lies approximately 0.25 miles to the south.

STAFF RECOMMENDATION:

- ▶ **Deny the MDR (Medium Density Residential) land use classification because it does not meet the criteria for a sector plan amendment.**

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. There have been no apparent changes to the roads or utilities in this area since the adoption of the 2016 Northwest County Sector Plan.

AN OBVIOUS OR SIGNIFICANT ERROR OR OMISSION IN THE PLAN:

1. There are no apparent errors or omissions in the sector plan with regard to the subject property. There are several multifamily developments nearby that were developed prior to the adoption of the sector plan; but the sector plan still classified these parcels as low density residential, indicating the current classification is appropriate for this area.

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 or the requested MDR classification.

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

1. There are no recent significant development changes in this area north of Middlebrook Pile.

ADDITIONAL CONSIDERATION:

1. The property does not meet the location criteria of the MDR classification since it is accessed by a local road, has greater than 15% slopes for a portion of the site, lacks nearby sidewalk connections, and is not in an area that would provide a transition between more intensive non-residential uses and low-density residential neighborhoods.

ESTIMATED TRAFFIC IMPACT: Not required.

ESTIMATED STUDENT YIELD: Not applicable.

Schools affected by this proposal: West Hills Elementary, Bearden Middle, and Bearden High.

If approved, this item will be forwarded to Knoxville City Council for action on 6/23/2026 and 7/7/2026. 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-P-25-RZ **AGENDA ITEM #:** 6
 4-C-25-PA **AGENDA DATE:** 5/14/2026

POSTPONEMENT(S): 4/10/2025

▶ **APPLICANT:** L. D. GASS
 OWNER(S): L. D. Gass

TAX ID NUMBER: 106 J B 012 [View map on KGIS](#)

JURISDICTION: Council District 3

STREET ADDRESS: 7504 GRANDA DR

▶ **LOCATION:** South side of Granda Avenue, east of Glade Hill Drive

▶ **TRACT INFORMATION:** 0.71 acres.

SECTOR PLAN: Northwest County

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

ACCESSIBILITY: Access is via Granda Drive, an unstriped local street with 24 ft of pavement width within a 50-ft right-of-way.

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

FIRE DISTRICT: Knoxville Fire Department

WATERSHED: Ten Mile Creek

▶ **CURRENT PLAN AND ZONING DESIGNATION:** LDR (Low Density Residential) / RN-1 (Single-Family Residential Neighborhood)

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

▶ **EXISTING LAND USE:** Single Family Residential

▶
 EXTENSION OF PLAN AND ZONING DESIGNATION: Yes, it is an extension of the zoning district, but it is not an extension of the plan designation.

HISTORY OF REQUESTS: In 1985 the property was part of a government rezoning from R-2 (General Residential) to R-1A (Low Density Residential) (7-U-85-RZ).

SURROUNDING LAND USE, PLAN DESIGNATION,
 ZONING North: Multifamily residential - LDR (Low Density Residential) - RN-4 (General Residential Neighborhood)

South: Multifamily residential, single family residential - LDR (Low Density Residential) - RN-4 (General Residential Neighborhood), RN-1 (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-1 (Single-Family Residential Neighborhood)

NEIGHBORHOOD CONTEXT: The subject property is in a neighborhood with a mix of single family residential and multifamily residential uses, most of which were in planned districts. The multifamily developments feature a mix of duplexes, townhouses, a mobile home park, and small apartment buildings. The property is 0.5 miles from the Middlebrook Pike corridor, which features a mix of commercial, office, and public-quasi public land uses (churches, Shannondale assisted living and senior housing). Bearden Middle lies approximately 1 mile to the southeast, and The Spirit Life Academy lies approximately 0.25 miles to the south.

STAFF RECOMMENDATION:

- ▶ **Deny the MDR (Medium Density Residential) land use classification because it does not meet the criteria for a One Year Plan amendment.**

- ▶ **Deny the RN-4 (General Residential Neighborhood) district because it is inconsistent with the LDR land use classification and 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. There are no apparent errors or omissions in the One Year Plan with regards to the subject property.

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. There have not been any significant changes in the development pattern in this general area in the last decade. The only two developments that have occurred in the general area since 2013 have been single family detached subdivisions (The Village at Bearden and Creekhead Cove). Also, no known major public infrastructure improvement has occurred in recent times.
2. The subject property is within an established residential development consisting of single-family homes that are consistent with the LDR land use classification.

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 that warrant an amendment to the MDR land use classification..

ADDITIONAL CONSIDERATION:

1. The property does not meet the location criteria of the MDR classification since it is accessed by a local road, has greater than 15% slopes for a portion of the site, lacks nearby sidewalk connections, and is not in an area that would provide a transition between more intensive non-residential uses and low-density residential neighborhoods.

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. There have been no significant development changes in this area. The pervasive development pattern is more intensive, attached residential developments are located directly off of the major arterials in the area. These occur predominantly on Middlebrook Pike to the south, but also occur off of Piney Grove Church Road to the north.
2. Other residential developments in the larger surrounding occurred more than 10 years ago and are accessed off of arterial streets, such as Middlebrook Pike, Francis Road, and Helmbolt Road. In the more immediate area, the only major residential development occurred over 17 years ago (Kirkwood subdivision), which is also accessed off an arterial (Middlebrook Pike).
3. At the time of adopting the current zoning ordinance, several nearby properties were designated as the RN-4 zoning district. However, other than the lots created in the Chatham Village subdivision to the north, surrounding properties are aligned with the RN-2 (Single Family Residential Neighborhood) district's minimum lot area requirements and could have been designated as such, which would have been consistent with the LDR land use classification. An extension of the RN-4 district runs counter to the recommendations of the sector plan and is not consistent with the surrounding development pattern in the immediate vicinity.

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

1. The requested RN-4 district is intended to accommodate mixed medium density residential development within the City of Knoxville that includes single-family, two-family, townhouse, and low-rise multi-family dwellings.
2. While the area has a mix of residential uses, including houses, duplexes, townhouses, and small multi-family developments, the 30,739-sq ft subject parcel could yield up to 15 multifamily units with the requested RN-4 district, which would be inconsistent with the area. As mentioned previously, the more intensive development types occur on arterial streets and not within established, single family residential developments on local roads.
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. Considering the maximum development potential of the RN-4 district, the property could be developed in a manner that is incompatible with the abutting houses and the surrounding mix of small-scale residential developments.

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 requested RN-4 district is not consistent with General Plan Development Policy 9.3, to ensure the context of new development, including scale and compatibility, does not impact existing neighborhoods and communities, since it would allow more intensive housing than the surrounding area. The existing house on the property is of similar scale to other residential uses on Granda Avenue.
2. The RN-4 district is inconsistent with the LDR land use classification of the Northwest County Sector Plan and One Year Plan, and staff does not support its amendment to MDR.

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. Bearden Middle School is located within a mile, but nearby streets do not have sidewalk connections. The nearest bus route is on Middlebrook Pike which is 0.4 miles to the south and features a mix of commercial, office, and public-quasi public land uses.
2. This is an urbanized area with adequate utility infrastructure provided by KUB.

ESTIMATED TRAFFIC IMPACT: Not required.

ESTIMATED STUDENT YIELD: Not applicable.

Schools affected by this proposal: West Hills Elementary, Bearden Middle, and Bearden High.

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**4-B-25-SP
NORTHWEST COUNTY SECTOR PLAN MAP**

Petitioner: L. Gass

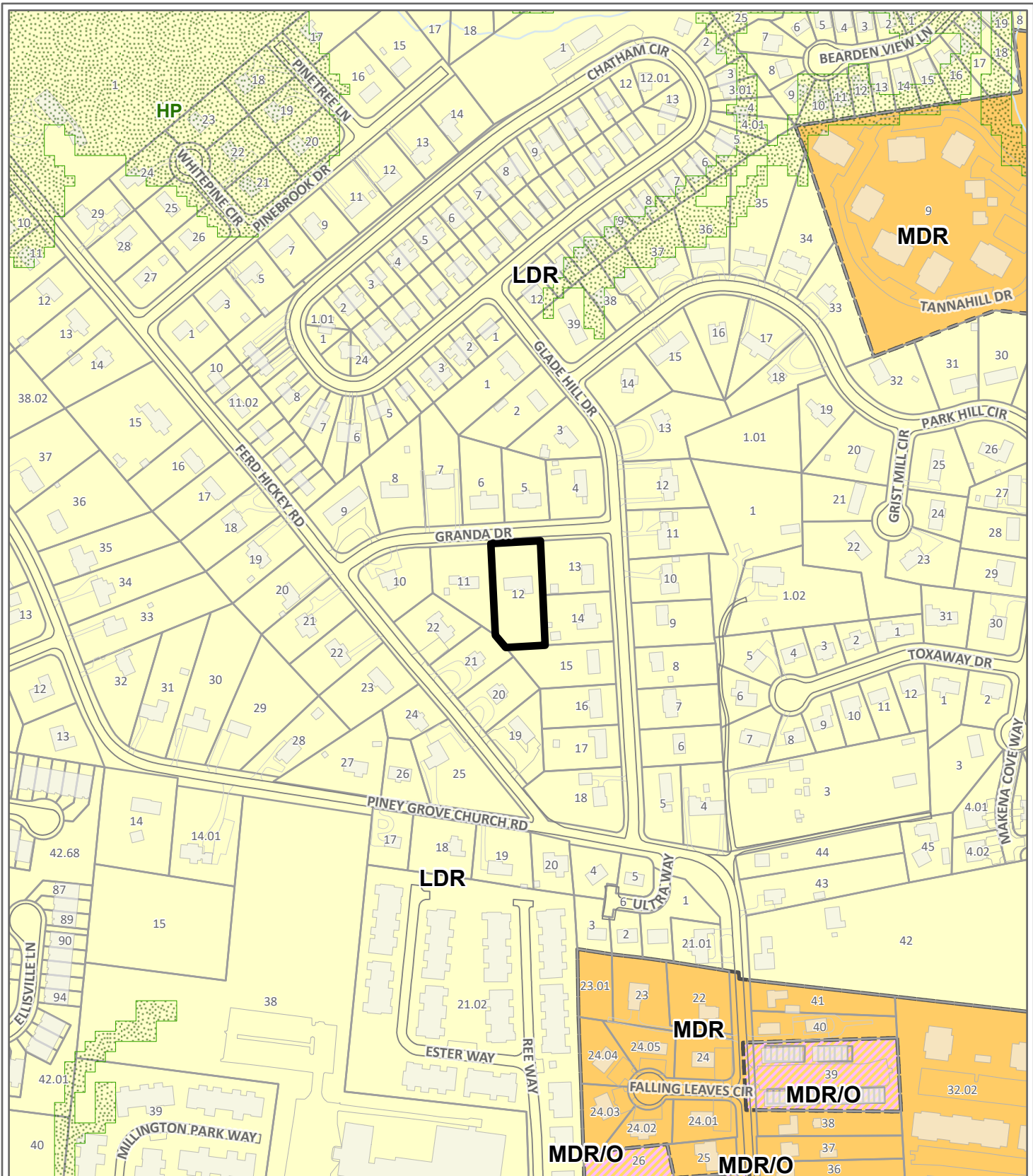


From: LDR (Low Density Residential)
To: MDR (Medium Density Residential)

Map No: 106
Jurisdiction: City

Original Print Date: 3/14/2025
Knoxville - Knox County Planning Commission * City / County Building * Knoxville, TN 37902





ONE YEAR PLAN MAP

4-C-25-PA

Petitioner: L. Gass



From: LDR (Low Density Residential)

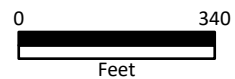
To: MDR (Medium Density Residential)

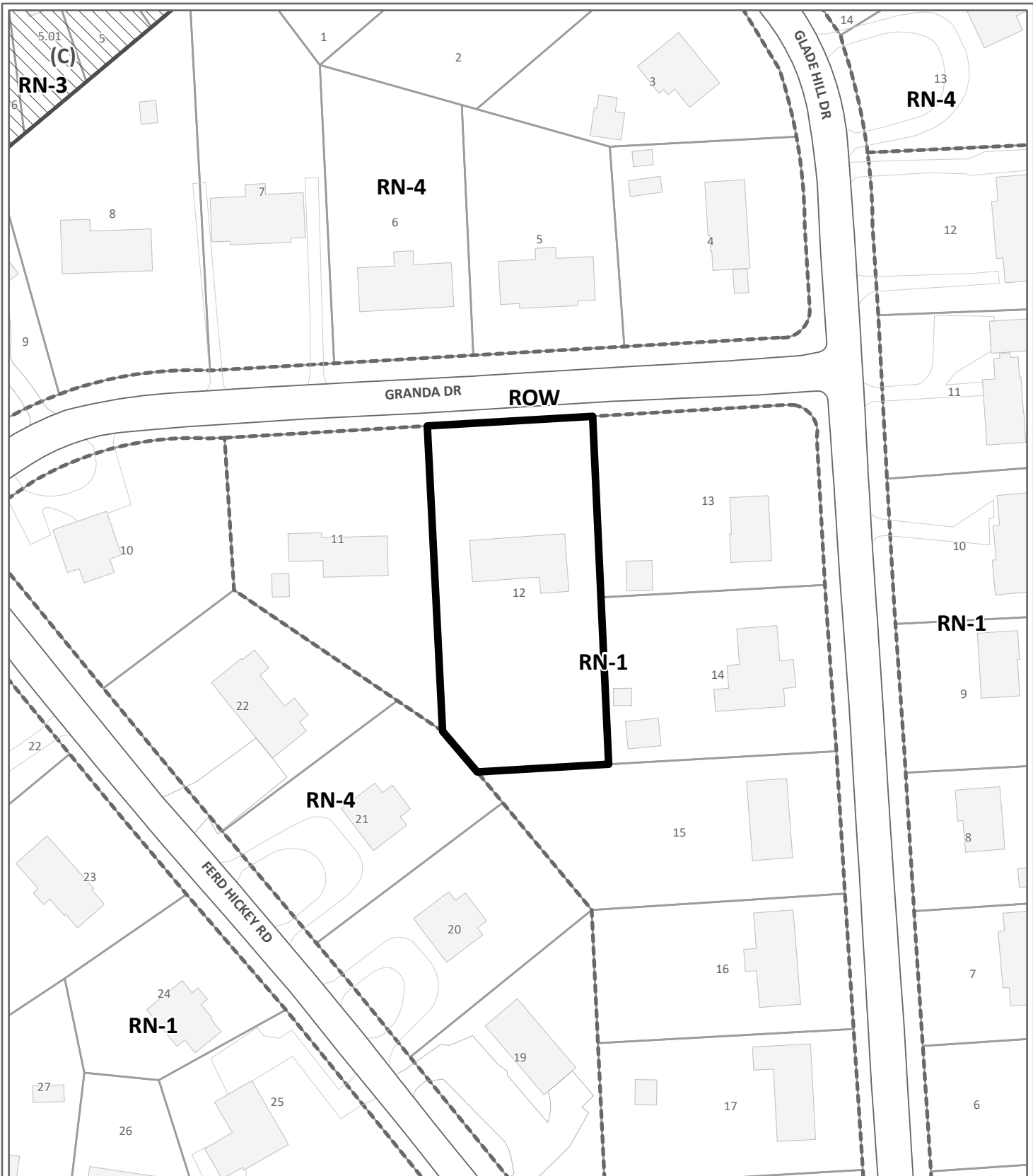
Map No: 106

Jurisdiction: City

Original Print Date: 2/27/2025

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





REZONING

4-P-25-RZ

Petitioner: L. Gass



From: RN-1 (Single-Family Residential Neighborhood)

To: RN-4 (General Residential Neighborhood)

Map No: 106
Jurisdiction: City

Original Print Date: 2/27/2025
 Knoxville - Knox County Planning Commission * City / County Building * Knoxville, TN 37902

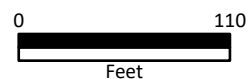
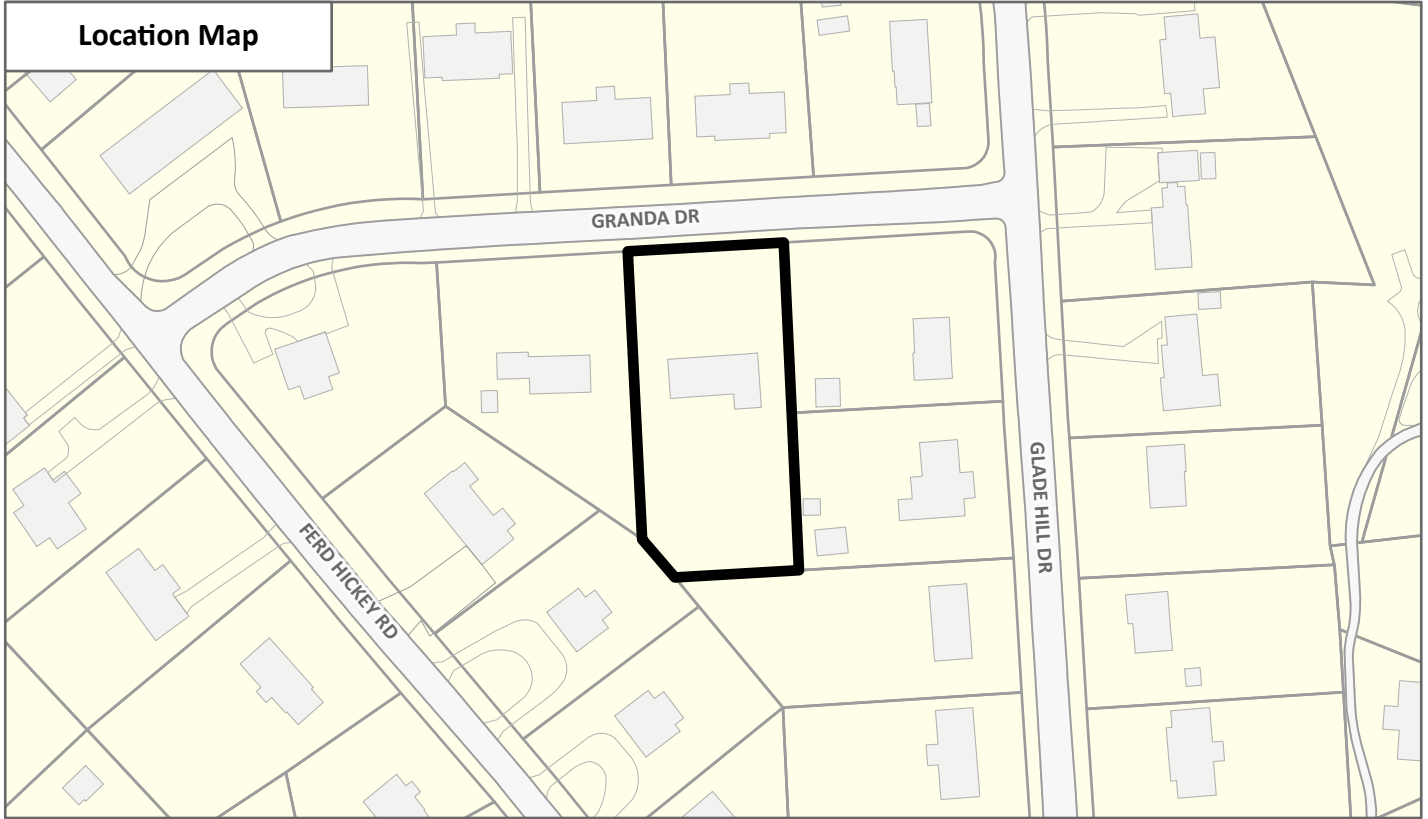


Exhibit A. Contextual Images

Location Map



Aerial Map

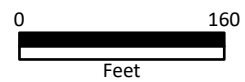


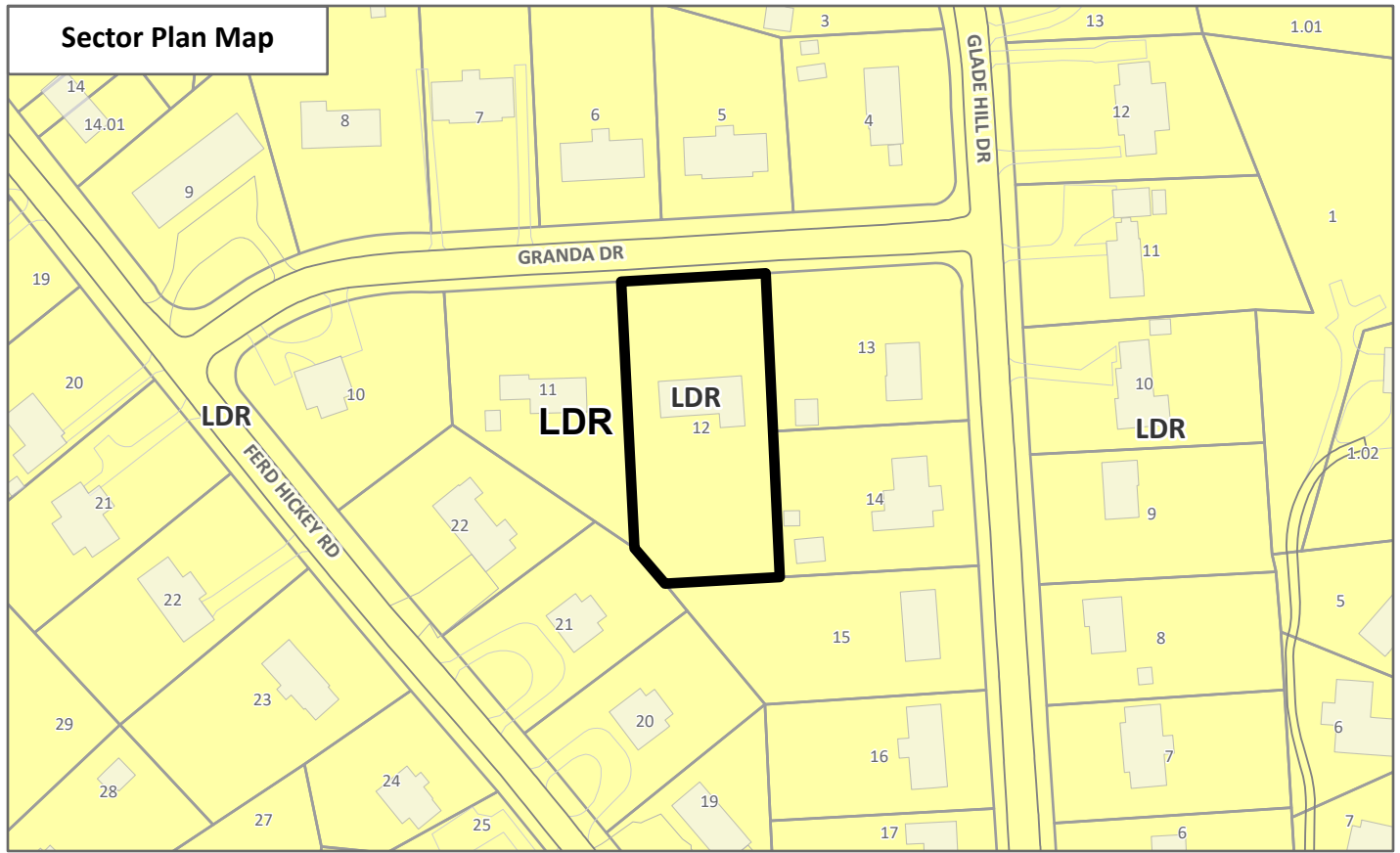
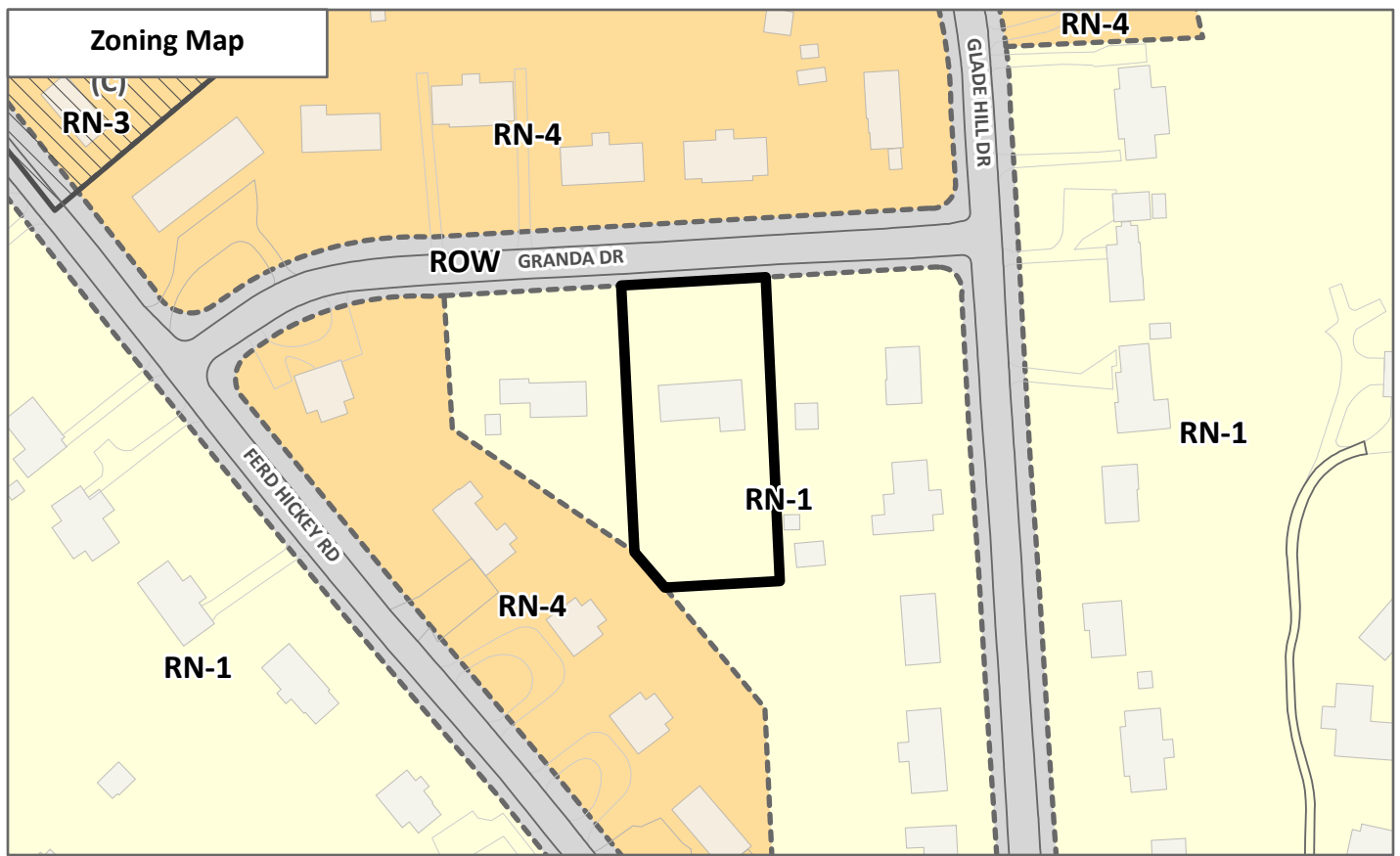
CONTEXTUAL MAPS 1

4-C-25-PA / 4-P-25-RZ



Case boundary





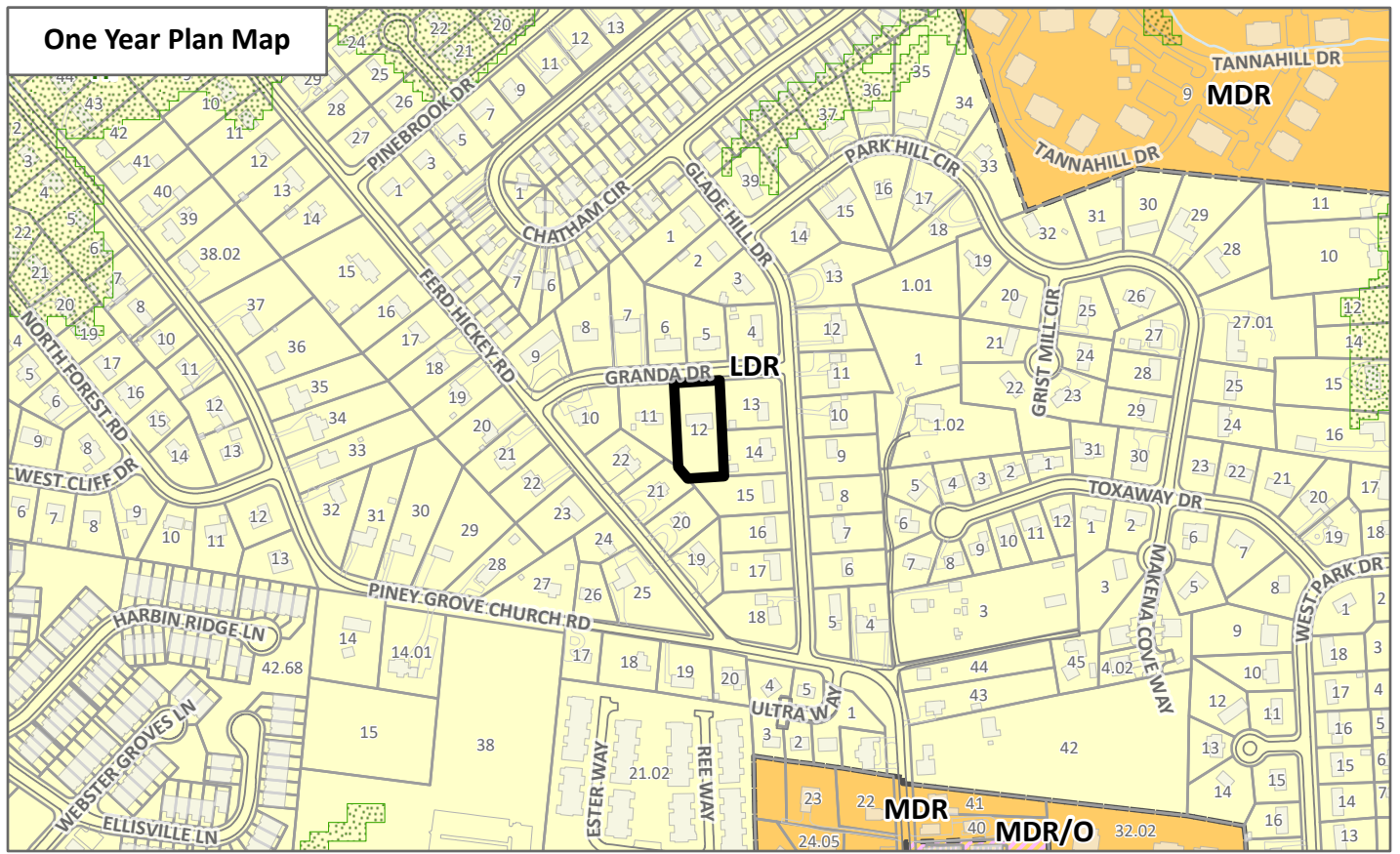
CONTEXTUAL MAPS 2 4-C-25-PA / 4-P-25-RZ

Case boundary

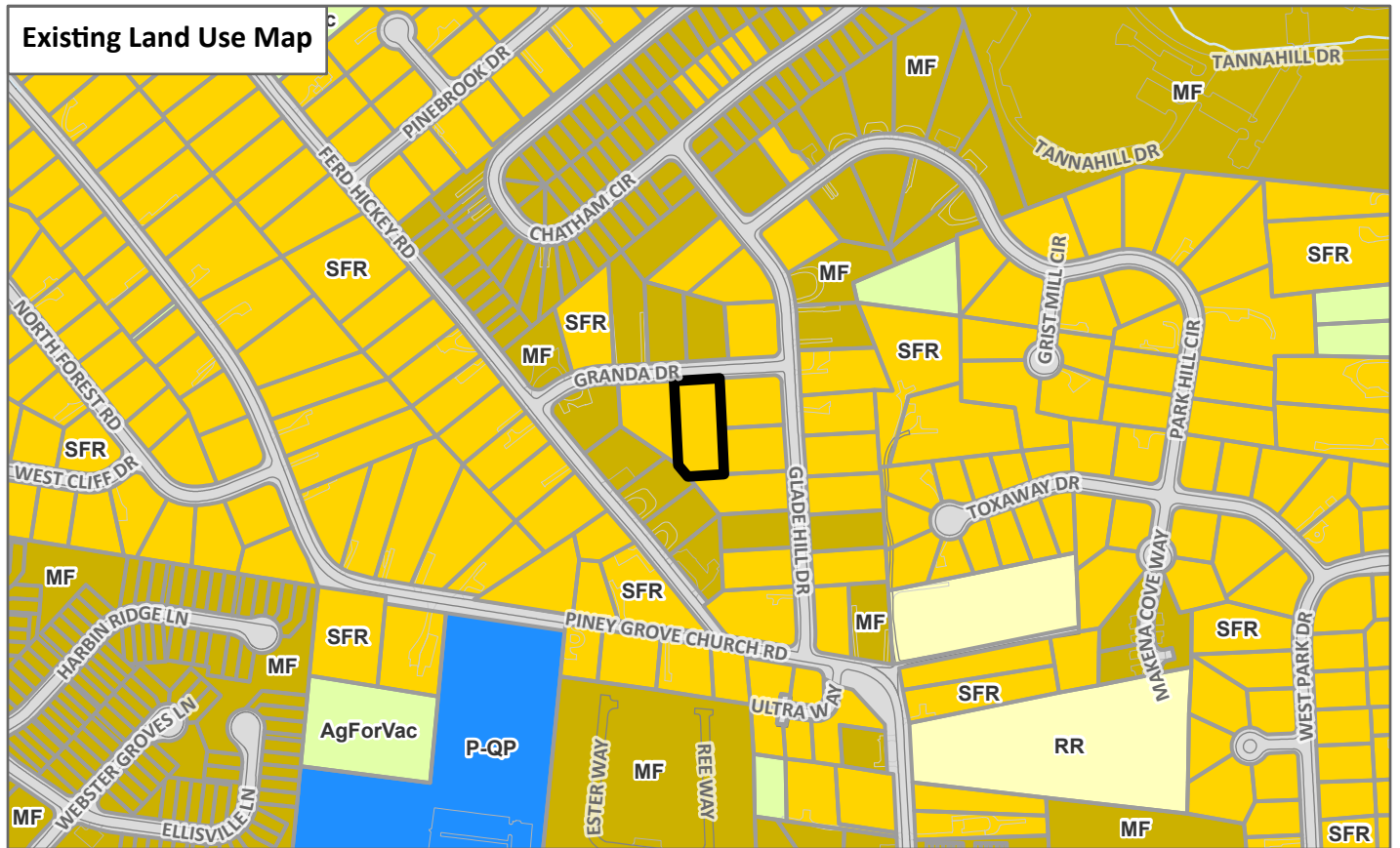
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One Year Plan Map



Existing Land Use Map

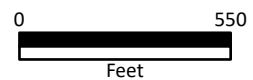


CONTEXTUAL MAPS 3

4-C-25-PA / 4-P-25-RZ



Case boundary





Public Notice and Community Engagement

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.

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).

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.

3-25-25
Date to be Posted

4-11-25
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

Linda Gass
Applicant Signature

LINDA GASS
Applicant Name

2-23-25
Date