PLAN AMENDMENT/ REZONING REPORT

▶ **FILE #:**	**11-B-26-RZ**	**AGENDA ITEM #:**	**26**
	11-B-26-PA	**AGENDA DATE:**	**11/12/2026**
▶ **APPLICANT:**	**ALEX SCHUBERT**		
OWNER(S):	WALLACE ROAD PROPERTIES		
TAX ID NUMBER:	133 K A 003 133NA032	**View map on KGIS**	
JURISDICTION:	Commission District 4		
STREET ADDRESS:	8417 S NORTHSHORE DR (8423 S NORTHSHORE DR)		
▶ **LOCATION:**	**Northeast corner of the intersection of S Northshore Dr and Wallace Rd**		
▶ **TRACT INFORMATION:**	**3 acres.**		
GROWTH POLICY PLAN:	Urban Growth Area (Outside City Limits)		
ACCESSIBILITY:	Access is via S Northshore Drive, a state-owned major arterial with pavement width that varies from 22-40 ft within a right-of-way width that varies from 50-80 ft. Access is also via Wallace Road, a minor collector with 19-22 ft of pavement width within a 55.5-ft right-of-way.		
UTILITIES:	Water Source: First Knox Utility District, Knoxville Utilities Board		
	Sewer Source: First Knox Utility District		
FIRE DISTRICT:	Rural Metro Fire		
WATERSHED:	Tennessee River		
▶ **CURRENT PLAN AND ZONING DESIGNATION:**	**BP (Business Park) / OA(k) (Office Park, with conditions)**		
▶ **REQUESTED PLAN AND ZONING DESIGNATION:**	**SMR (Suburban Mixed Residential) / PR (Planned Residential)**		
▶ **EXISTING LAND USE:**	**Agriculture/Forestry/Vacant Land**		
▶ **DENSITY PROPOSED:**	**5 du/ac**		
EXTENSION OF PLAN AND ZONING DESIGNATION:	No, it is not an extension of the plan designation or the zoning.		
HISTORY OF REQUESTS:	In 2001 a request to rezone the property from RA (Low Density Residential) to OA (Office Park) was withdrawn (3-R-01-RZ). In 2007 the property was rezoned from RA to OA (k) (Office Park, with conditions) (9-E-07-RZ).		
SURROUNDING LAND USE, PLAN DESIGNATION, ZONING	North: Rural residential, single family residential - SR (Suburban Residential), HP (Hillside Protection) in the County - RA (Low Density Residential) in the County		
	South: Agriculture/forestry/vacant land, rural residential, single family residential - O (Office), LDR (Low Density Residential) in the City, SR (Suburban Residential) in the County - O (Office), RN-1 (Single-Family Residential Neighborhood) in the City, PR (Planned Residential) up to 8 du/ac, RA (Low Density Residential) in the County		

East: Agriculture/forestry/vacant land - SR (Suburban Residential) in the County - RA (Low Density Residential) in the County

West: Multifamily residential - LDR (Low Density Residential) in the City - RN-6 (Multi-Family Residential Neighborhood) in the City

NEIGHBORHOOD CONTEXT: The surrounding area is characterized by single family and multifamily subdivisions, interspersed with large parcels, near the Tennessee River. There is a commercial and office node at the S Northshore Drive and Morell Road intersection 0.7 miles to the northeast.

STAFF RECOMMENDATION:

- **Approve the SMR (Suburban Mixed Residential) place type due to an omission in the Knox County Comprehensive Plan and because it is compatible with surrounding development.**

- **Approve PR (Planned Residential) up to 5 du/ac because it is compatible with surrounding development, subject to one condition:**

  1. Access for a future development on the subject property shall only be permitted via Wallace Road.

COMMENTS:

PURSUANT TO THE COMPREHENSIVE PLAN, CHAPTER 3 IMPLEMENTATION, A PLAN AMENDMENT MAY BE APPROPRIATE IF THERE IS AN OBVIOUS OR SIGNIFICANT ERROR OR OMISSION IN THE PLAN, OR IF TWO OR MORE OF THE OTHER CRITERIA APPLY.

OBVIOUS OR SIGNIFICANT ERROR OR OMISSION IN THE PLAN:
1. In 2007 a rezoning from RA (Low Density Residential) to OA(k) (Office Park, with conditions) and a plan amendment from LDR (Low Density Residedntial) to O (Office) were approved on the subject property. From this rezoning to the present, the subject property is the only one on this section of S Northshore Drive with a nonresidential zone and future land use designation, with the nearest being at commercial nodes 0.6 miles to the northeast and 2.3 miles to the southwest.
2. The O future land use designation allowed consideration of the OA, OC (Civic and Institutional), PC (Planned Commercial), and OB (Office, Medical, and Related Services) zones. The Knox County Comprehensive Plan does not have an equivalent place type to the previous O designation, which was exclusively intended for business and professional offices and office parks that are predominantly low intensity. The property's BP (Business Park) place type is intended for employment intensive uses that may include corporate office, light industrial, advanced manufacturing, research and development, support services, or incubator facilities for startups. It is the closest equivalent where a focus on office uses is specifically identified within the primary intent of the place type, but it allows more intensvie zones than the O land use class, such as BP (Business and Technology Park), EC (Employment Center), and LI (Light Industrial). Additionally, the BP place type is intended for sites that are at least 10 acres.
3. The Comprehensive Plan could have considered either the SR (Suburban Residential) or SMR (Suburban Mixed Residential) place types, as both are in the surrounding area and allow zones more consistent with the surrounding area. The subject property is the only one on S Northshore Drive with the BP designation, and its 3 acre size and location along a two-lane major arterial residential thoroughfare that exclusively abuts residential zoning and land uses (with the exception of two parcels varying in depth from 2-30 ft directly in front of the subject property) is inappropriate for the BP place type.
4. The light industrial and manufacturing uses that characterize BP would be injurious to surrounding neighborhoods and available infrastructure, whereas the requested SMR place type is intended for single family residential development, including attached housing or small-scale multifamily housing, located near or adjacent to collector roads within close proximity of neighborhood services. The subject property is located at the intersection of a major arterial and a minor collector within a residential area.

IF THERE ARE NO ERRORS OR OMISSIONS, TWO OF THE FOLLOWING CRITIERIA MUST BE MET:

CHANGES OF CONDITIONS (SUCH AS SURROUNDING LAND USES, ZONING, UNCONTROLLED NATURAL FORCES/DISASTERS, ETC.):
1. There are no changing conditions since the adoption of the Comprehensive Plan that support a plan amendment on this property.

INTRODUCTION OF SIGNIFICANT NEW UTILITIES OR LOCAL/STATE/FEDERAL ROAD PROJECTS THAT WERE NOT ANTICIPATED IN THE PLAN AND MAKE DEVELOPMENT MORE FEASIBLE:
1. There are no relevant improvements that support a plan amendment.

NEW DATA REGARDING TRENDS OR PROJECTIONS, POPULATION, HOUSING CONDITIONS, OR TRAFFIC GROWTH THAT WARRANT RECONSIDERATION OF THE ORIGINAL PLAN:
1. There is no new data or reporting on this property or the surrounding area that warrants a plan amendment.

THE PROPOSED CHANGES SUPPORT THE POLICIES AND ACTIONS, GOALS, OBJECTIVES, AND CRITERIA OF THE PLAN:
1. The current BP designation is incompatible with the surrounding SR and SMR place types and residential development pattern. The proposed plan amendment supports Implementation Policy 2, ensure that development is sensitive to existing community character.
2. The surrounding area features a mix of single family houses, townhouses, and apartments with close proximity to neighborhood commercial nodes and public amenities. The SMR place type supports a mix of housing types and allows for consideration of civic and commercial amenities. This is consistent with Implementation Policy 5, to create neighborhoods with a variety of housing types and amenities in close proximity.

PURSUANT TO THE KNOX COUNTY ZONING ORDINANCE, ARTICLE 6.30.01, THE FOLLOWING CONDITIONS MUST BE MET FOR ALL REZONINGS (must meet all of these):

THE PROPOSED AMENDMENT SHALL BE NECESSARY BECAUSE OF SUBSTANTIALLY CHANGED OR CHANGING CONDITIONS IN THE AREA AND ZONES AFFECTED, OR IN THE COUNTY GENERALLY.
1. When the property was rezoned in 2007, it was the only nonresidential zoning district and plan designation on this residential section of S Northshore Drive, and development trends have continued to be exclusively residential. Since 1980, there have been no rezonings to nonresidential zones within 0.6 miles to the northeast and 2.3 miles to the southwest, with the exception of the subject property.
2. Residential density in the area has steadily increased since the early 1980s. Recent development within 0.3 miles of the subject property are all within the PR (Planned Residential) zone and include a 10-unit townhouse development completed in 2012, a 76-unit apartment development completed in 2017, a 48-unit single family subdivision completed in 2020, and a 44-unit single family subdivision completed in 2024.

THE PROPOSED AMENDMENT SHALL BE CONSISTENT WITH THE INTENT AND PURPOSES OF THE APPLICABLE ZONING ORDINANCE.
1. The PR zone is intended to provide optional methods of land development which encourage more imaginative solutions to environmental design problems. Each planned development shall be compatible with the surrounding or adjacent zones.
2. The subject property is relatively flat, outside of steep slopes around the perimeter from past grading. While the property is not environmentally constrained, it lies directly to the south of a property within the HP (Hillside Protection) area with 15-25% slopes along the shared lot line, and City records indicate stormwater complaints and the formation of sinkholes at the intersection of Dunwoody Boulevard and S Northshore Drive, directly across from the subject property. The potential impacts of development on nearby properties with environmental constraints support the intended flexibility of the PR zone.
3. The requested density of 5 dwelling units per acre is compatible with the zoning of adjacent properties, which includes RA and PR up to 8 du/ac in the County and RN-1 (Single-Family Residential Neighborhood) and RN-6 (Multi-Family Residential Neighborhood) in the City.

THE PROPOSED AMENDMENT SHALL NOT ADVERSELY AFFECT ANY OTHER PART OF THE COUNTY NOR SHALL ANY DIRECT OR INDIRECT ADVERSE EFFECTS RESULT FROM SUCH AN AMENDMENT.
1. The 2007 rezoning was approved with 12 extensive conditions regulating permitted uses and site design (Exhibit B) that predominantly address concerns about the impacts of nonresidential development. While most of these are not relevant to the current residential rezoning request, condition 5 limited "access to the property to a single entrance from Wallace Road," reflecting concerns about traffic impacts on S Northshore Drive. Access to S Northshore Drive is currently obstructed by two parcels between the subject property and the road. Since the 2007 approval, those parcels have been developed into a steep berm providing a visual buffer from the road, and a driveway has been constructed off Wallace Road. The recommended condition that

access for a future development on the subject property only be permitted via Wallace Road reflects the prior approval and reduces congestion and additional curb cuts along this narrow, high-traffic major arterial.
2. The PR zone up to 5 du/ac is less intensive than the property's current OA zoning and is compatible with the residential zoning of nearby properties. Within 0.3 miles of the subject property, there are 7 developments within the PR zone with densities ranging from 3.15 to 15 du/ac, so the requested density is consistent with existing development. A maximum of 15 units could be built on this 3 acre property if rezoned.
3. The PR zone ensures that site plans undergo a public review process and obtain Planning Commission approval of any proposed developments. A site plan would be reviewed to determine whether a proposed development is compatible with the surrounding community.
4. 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 residential uses permitted in the PR zone are compatible with surrounding residential zoning.

PROPOSED AMENDMENT SHALL BE CONSISTENT WITH AND NOT IN CONFLICT WITH THE COMPREHENSIVE PLAN OF KNOX COUNTY, INCLUDING ANY OF ITS ELEMENTS, MAJOR ROAD PLAN, LAND USE PLAN, COMMUNITY FACILITIES PLAN, AND OTHERS:
1. The PR zone up to 5 du/ac is partially related to the recommended plan amendment to the SMR place type. Per Appendix H of the Comprehensive Plan, partially related zones must meet additional criteria to be approved. The proposed rezoning meets the second criterion, as it is compatible with the current RA zoning on abutting properties.
2. The PR zone supports a mix of housing types, and future development must undergo a public review process to ensure it is compatible with the surrounding community. This is supports Implementation Policy 5, to create neighborhoods with a variety of housing types and amenities in close proximity, and with Implementation Policy 2, to ensure that development is sensitive to existing community character. The recommended condition to limit access to Wallace Road is consistent with Implementation Policy 12, to improve safety for all users, as it avoids an additional curb cut on a two-lane, high traffic major arterial.
3. The subject property is within the Urban Growth Boundary of the Growth Policy Plan, which aims to encourage a reasonably compact pattern of development, promote expansion of the Knoxville-Knox County economy, and offer a wide range of housing choices. The proposed rezoning aligns with the intent of the Urban Growth Boundary.

ESTIMATED TRAFFIC IMPACT: 176 (average daily vehicle trips)

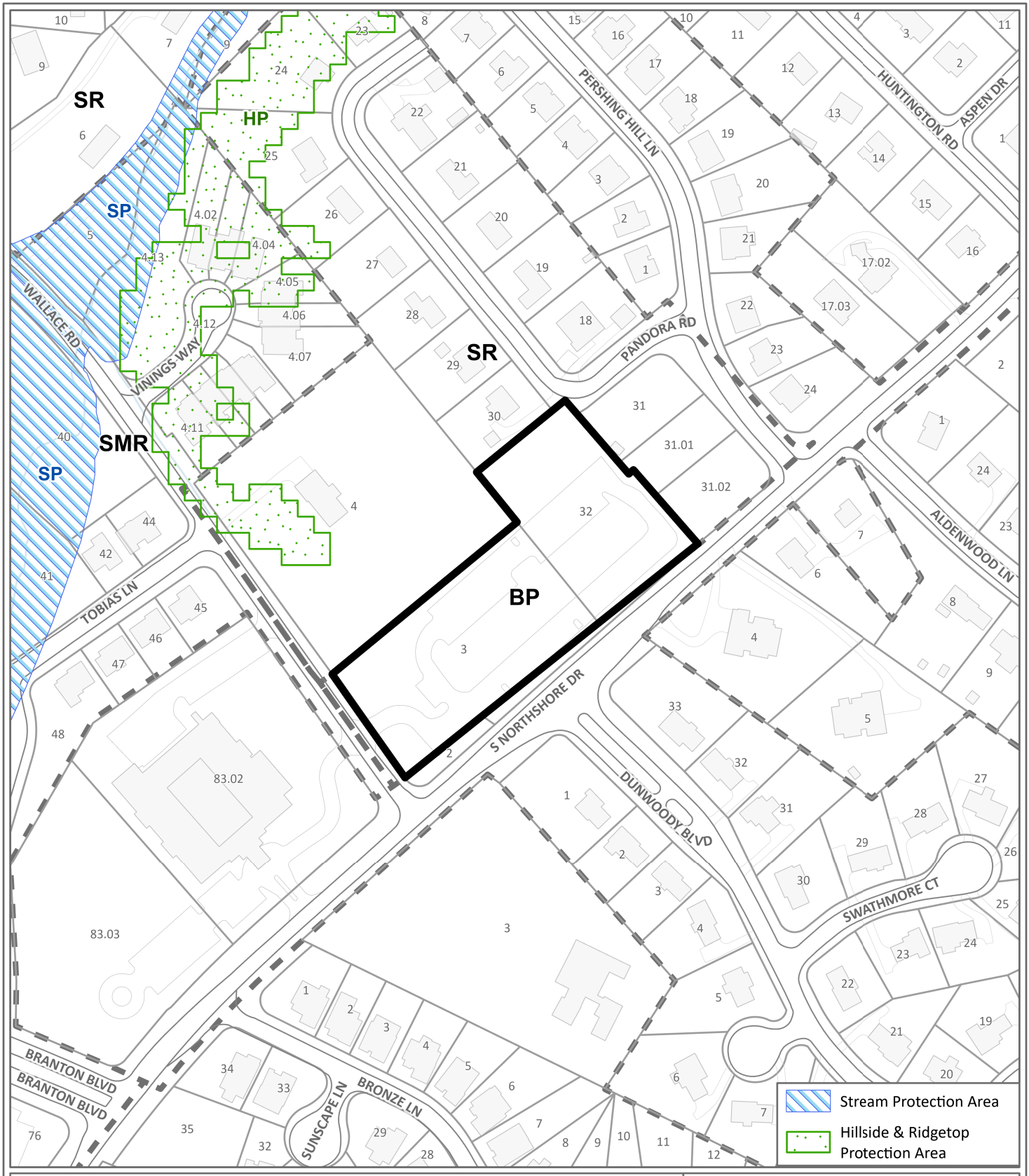
Average Daily Vehicle Trips are computed using national average trip rates reported in the latest edition of "Trip Generation," published by the Institute of Transportation Engineers. Average Daily Vehicle Trips represent the total number of trips that a particular land use can be expected to generate during a 24-hour day (Monday through Friday), with a "trip" counted each time a vehicle enters or exits a proposed development.

ESTIMATED STUDENT YIELD: 3 (public school children, grades K-12)

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

- Potential new school population is estimated using locally-derived data on public school student yield generated by new housing.
- Students are assigned to schools based on current attendance zones as determined by Knox County Schools. Students may request transfers to different zones, and zone boundaries are subject to change.
- Estimates presume full build-out of the proposed development. Build-out is subject to market forces, and timing varies widely from proposal to proposal.
- Student yields from new development do not reflect a net addition of children in schools. Additions occur incrementally over the build-out period. New students may replace current population that ages through the system or moves from the attendance zone.

If approved, this item will be forwarded to Knox County Commission for action on 12/14/2026. If denied, Knoxville-Knox County Planning Commission's action is final, unless the action to deny is appealed to Knox County Commission. The date of the appeal hearing will depend on when the appeal application is filed. Appellants have 30 days to appeal a Planning Commission decision in the County.



11-B-26-PA
COMPREHENSIVE LAND USE PLAN MAP

From: BP (Business Park)

To: SMR (Suburban Mixed Residential)

Petitioner: Alex Schubert

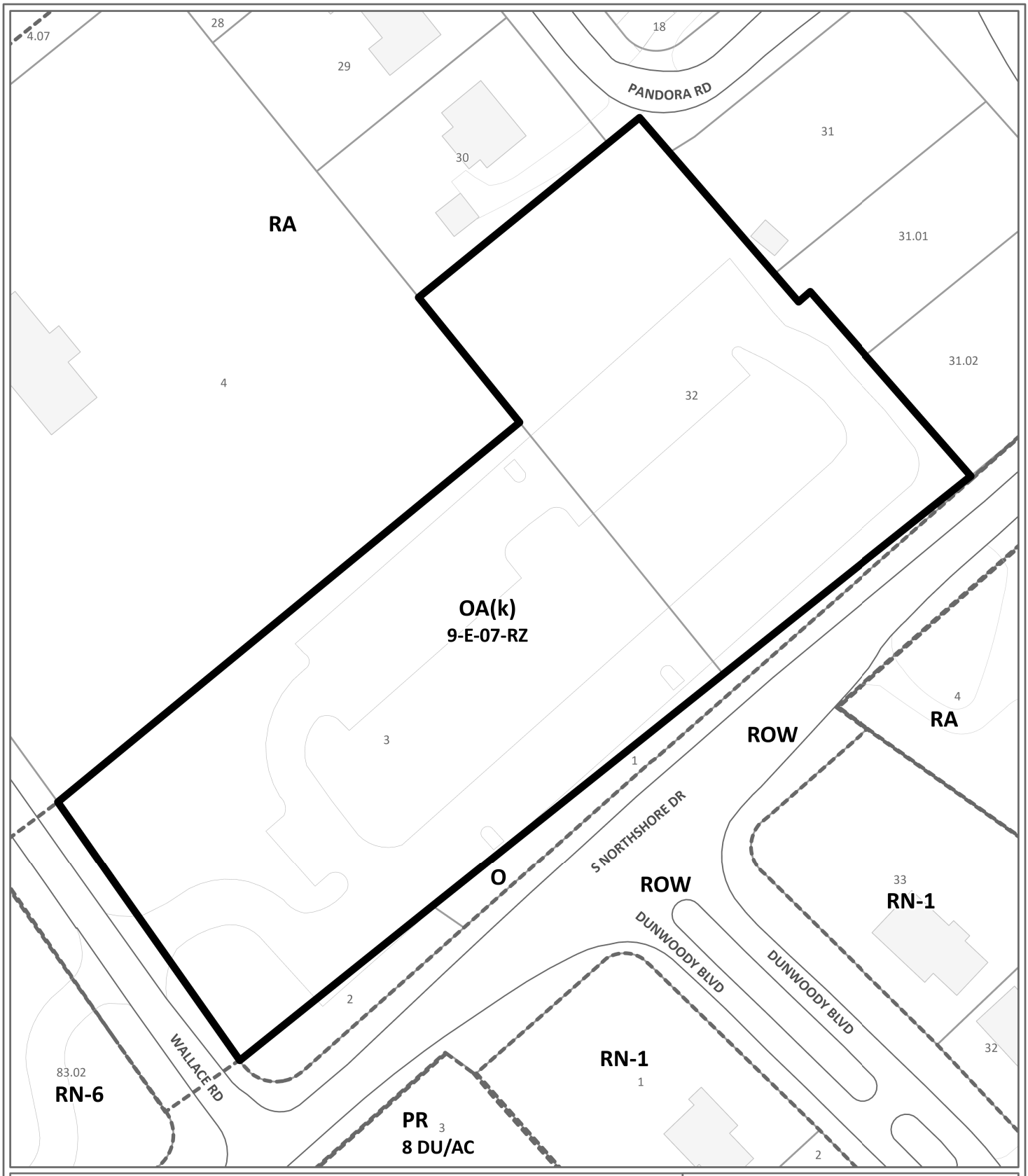
Map No: 133

Jurisdiction: County

0 210 Feet

Original Print Date: 10/6/2026

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



REZONING **11-B-26-RZ**

Petitioner: Alex Schubert

From: OA(k) (Office Park) with conditions

To: PR (Planned Residential) 5 du/ac

Map No: 133

Jurisdiction: County

0 90

Feet

N

Original Print Date: 10/6/2026

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

Exhibit A. Contextual Images



AERIAL MAP

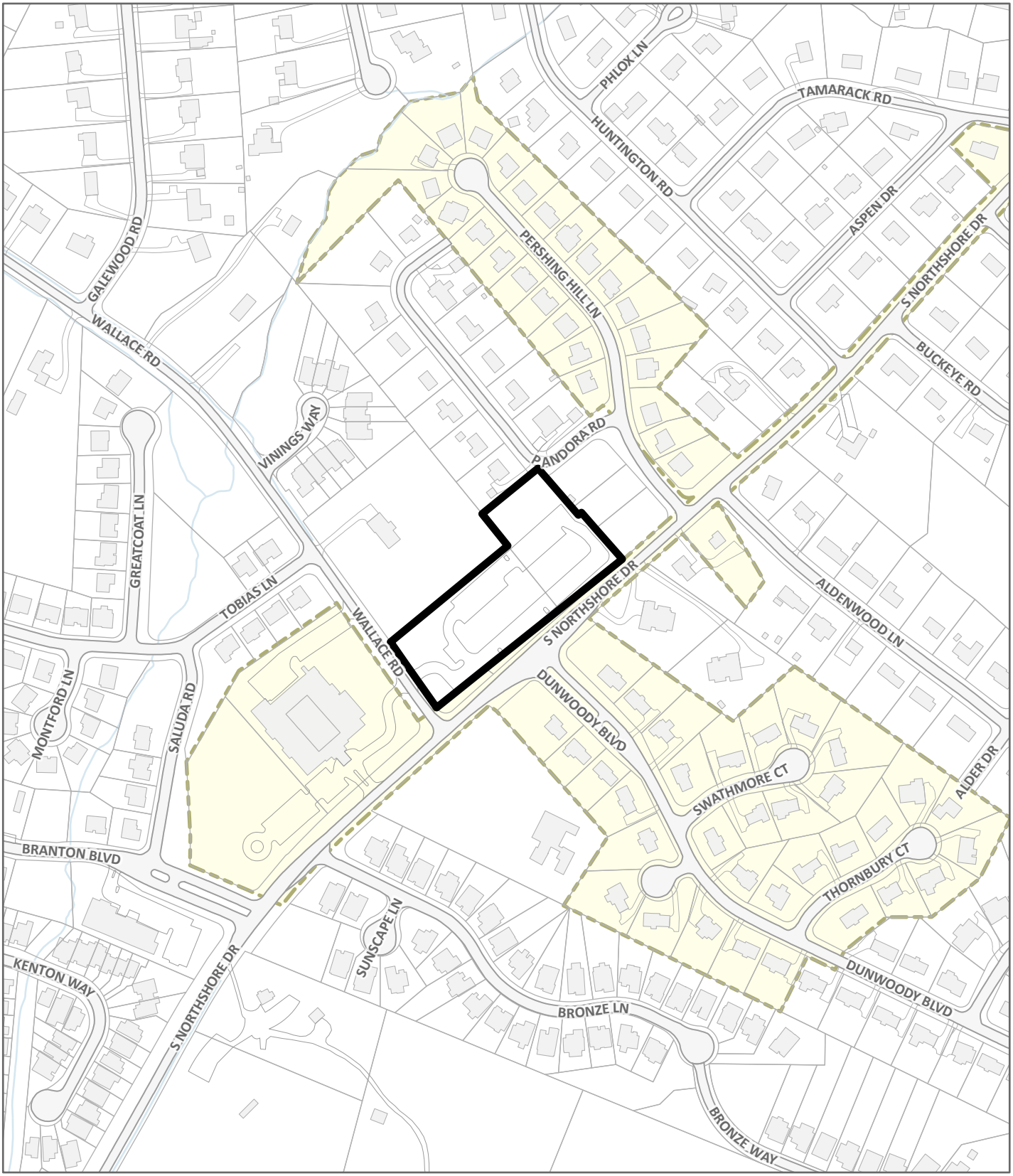
Case boundary

0 180

Feet

N

Exhibit A. Contextual Images



LOCATION MAP

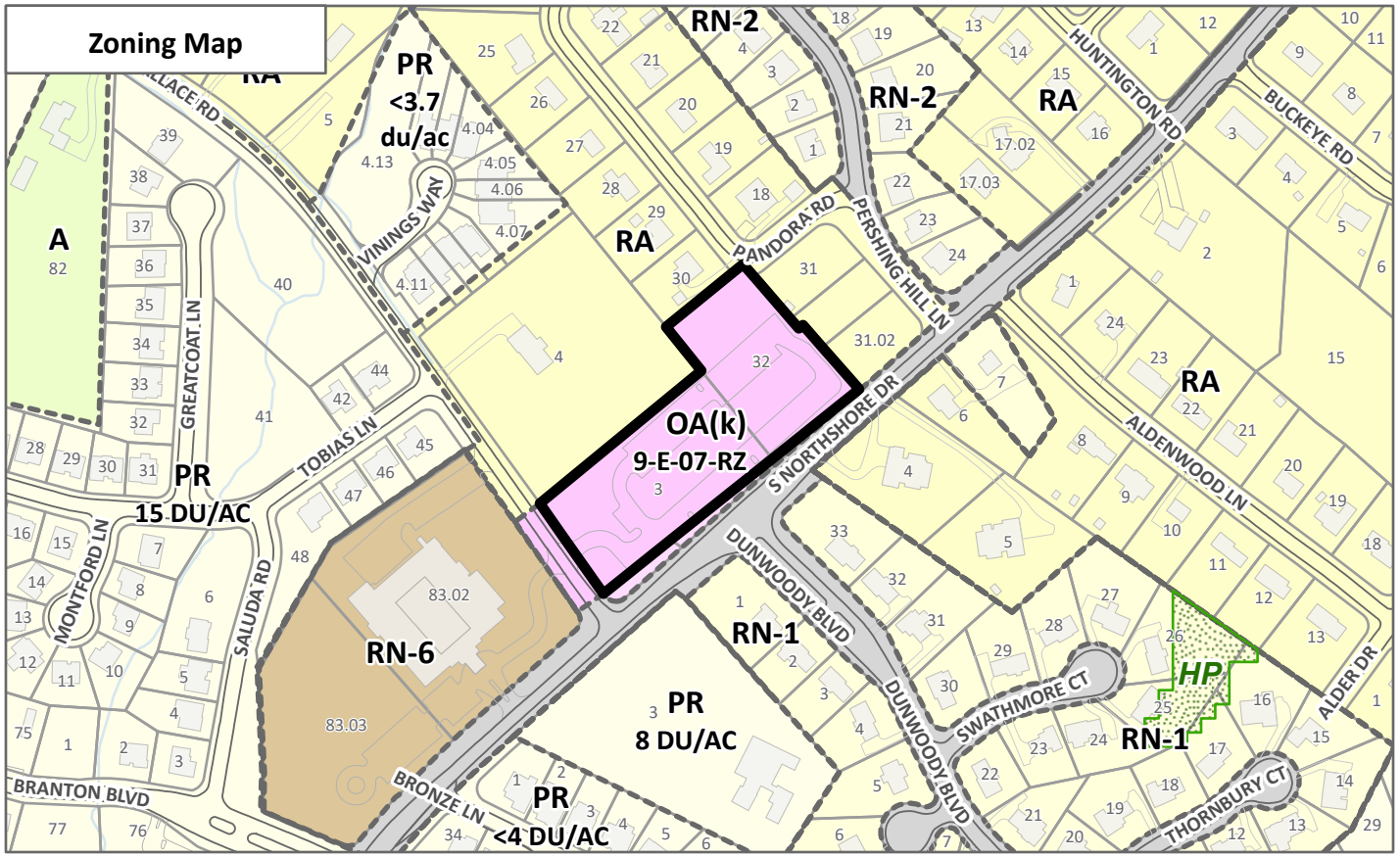
11-B-26-PA / 11-B-26-RZ

Case boundary

0 360

Feet

N



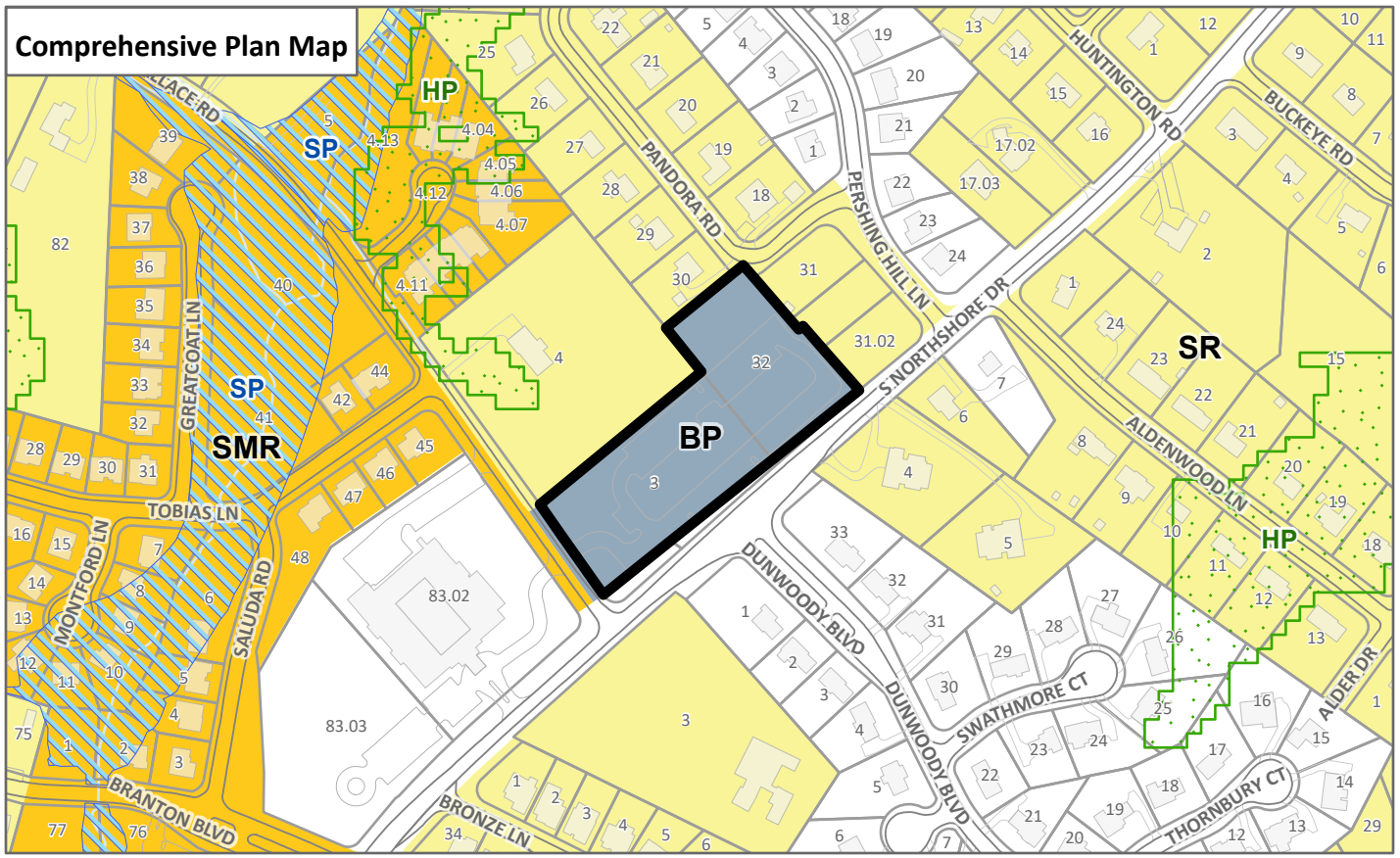


EXHIBIT A, CONTEXTUAL MAPS 11-B-26-PA / 11-B-26-RZ

Case boundary

0 360

Feet

N

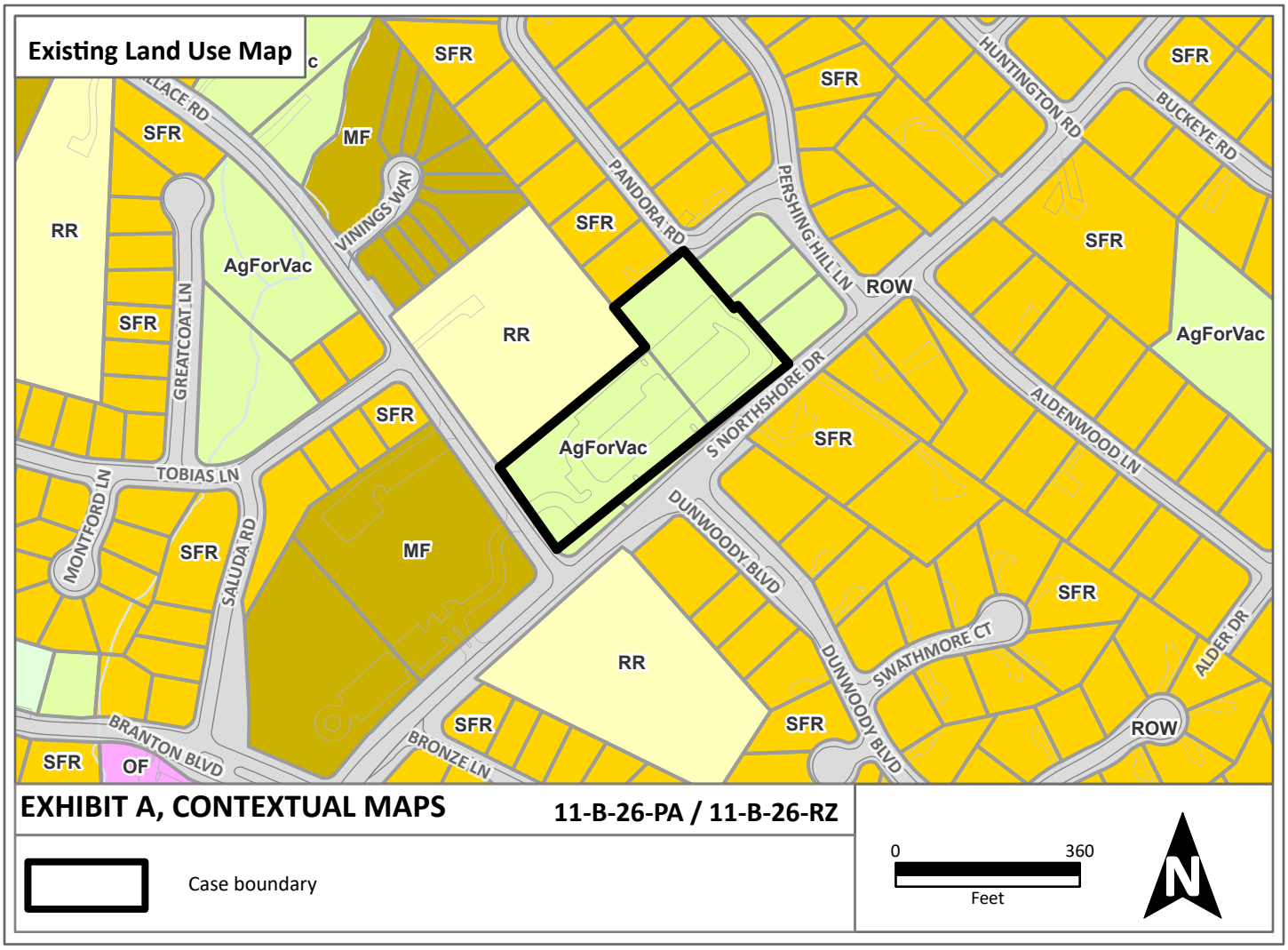


EXHIBIT A, CONTEXTUAL MAPS **11-B-26-PA / 11-B-26-RZ**

Case boundary

0 360

Feet

N

Exhibit B

CASE SUMMARY

APPLICATION TYPE: REZONING

KNOXVILLE·KNOX COUNTY
MPC
METROPOLITAN PLANNING COMMISSION
TENNESSEE
Suite 403 • City County Building
400 Main Street
Knoxville, Tennessee 37902
865 • 215 • 2500
FAX • 215 • 2068
www • knoxmpc • org

File Number: 9-E-07-RZ **Related File Number:** 9-C-07-SP

Application Filed: 7/27/2007 **Date of Revision:**

Applicant: ALEX SCHUBERT

PROPERTY INFORMATION

General Location: Northwest side S. Northshore Dr., northeast side Wallace Rd.

Other Parcel Info.:

Tax ID Number: 133 K A 003 OTHER: 132NA032 **Jurisdiction:** County

Size of Tract: 3.2 acres

Accessibility:

GENERAL LAND USE INFORMATION

Existing Land Use: Rental housing

Surrounding Land Use:

Proposed Use: Office building **Density:**

Sector Plan: West City **Sector Plan Designation:** Low Density Residential

Growth Policy Plan: Urban Growth Area (Outside City Limits)

Neighborhood Context:

ADDRESS/RIGHT-OF-WAY INFORMATION (where applicable)

Street:

Location:

Proposed Street Name:

Department-Utility Report:

Reason:

ZONING INFORMATION (where applicable)

Current Zoning: RA (Low Density Residential)

Former Zoning:

Requested Zoning: OA (Office Park)

Previous Requests: None noted

Extension of Zone:

History of Zoning:

PLAN INFORMATION (where applicable)

Current Plan Category:

Requested Plan Category:

SUBDIVISION INFORMATION (where applicable)

Subdivision Name:

No. of Lots Proposed: **No. of Lots Approved:** 0

Variances Requested:

S/D Name Change:

OTHER INFORMATION (where applicable)

Other Bus./Ord. Amend.:

MPC ACTION AND DISPOSITION

Planner In Charge: Ken Pruitt

Staff Recomm. (Abbr.): APPROVE OA (Office Park) zoning

Staff Recomm. (Full): OA Office Park zoning is compatible with surrounding residential uses, which includes a large two story assisted living facility.

Comments:

MPC Action: Approved **MPC Meeting Date:** 9/13/2007

Details of MPC action: 12 Conditions agreed to by DunbarOaks Neighborhood Association:
1. If Developer or a related party purchases property adjacent to the lots included in this application he will abide by the restrictions found herein if the adjacent property is rezoned to OA or any other non-residential zoning designation.
2. The uses permitted in the Office Park Zone be restricted to those stated in Article 5.40.02 A and H only; (A)Professional, business and governmental offices in which no activity is carried on catering to retail trade with the general public, and no stock of goods is maintained for sale to customers. These shall include, but not limited to offices for lawyers, architects, engineers, insurance and real estate agents. (H)Accessory buildings and uses customarily incidental and subordinate to permitted uses and structures. No retail branch bank shall operate on the premises.
3. While landscaping on the proposed development should remain consistent with MPC's OA zoning requirements, additional restrictions should include:
a. A berm or landscaping or a combination of the two shall be used along Northshore Drive to prevent cars parked on the property along Northshore Drive from being seen by passing motorists.
b. The owner or ownership association must provide irrigation and a lawn maintenance service to facilitate the proper maintenance of the property;
4. The building(s) on the property shall be constructed so as to be more consistent with a residential look rather than a commercial. Subject to approval by the appropriate permitting authority the building shall be:
a Primarily constructed from brick, stone and stucco;
b. Architecturally complimentary of the surrounding residences;
c. Use residential doors and windows; and
d. Compliant with building size and usage restrictions consistent with MPC's OA zoning;
5. Limit access to the property to a single entrance from Wallace Road;
a. This restriction should also apply to all vehicles during the construction phase of the proposed development;
6. Signage must follow the following limitations:
a. Road side signage must be limited to two signs at the Wallace Road entrance that are no higher than five(5) feet and with a design that uses the same materials found on the buildings exterior while in keeping with the building's architecture; and
b. Business signage must be:
i. Limited to one sign per business except for the tenant identification sign at the entrance;
ii. Use a uniform design such as inset cement or marble; and
iii. Must be adjacent to the door – not on or above the door;
7. Lighting on the proposed development must be designed to target the signage, buildings and parking areas using lights and lighting fixtures that minimize light pollution on the property and the adjacent roads and residences;
8. Parking spaces on the property should:
a. Be limited to a maximum of 10% more spaces than the minimum required number of spaces per applicable building codes;
b. Be designed so that employees/tenants/occupants park on the north side of the building and not along Northshore Drive; and

c. Spaces along Northshore Drive are limited to the spaces necessary to provide adequate parking to visitors/clients of the business occupants;
9. The developer shall incorporate these restrictions in the master deed.
10. The owner or ownership association of the property must not allow overnight parking on the premises except for tenants. There shall be no storage of RVs, trucks or boats on the premises;
11. Trash receptacles should not be visible from Northshore Drive or Wallace Road;
a. Trash collection should be limited to daylight hours only
12. All applicable noise restrictions must be followed by construction crews during the development of the property. In the absence of appropriate restrictions, construction must be limited to daylight hours on weekdays and 8am to sundown on weekends. Construction trades working indoors which do not cause disturbance to nearby residents properties are not limited by these restrictions.

Summary of MPC action: APPROVE OA(k) (Office Park) subject to 12 conditions as agreed to by the neighborhood (see attachments)

Date of MPC Approval: 9/13/2007 **Date of Denial:** **Postponements:**

Date of Withdrawal: **Withdrawn prior to publication?:** ☐ **Action Appealed?:**

LEGISLATIVE ACTION AND DISPOSITION

Legislative Body: Knox County Commission

Date of Legislative Action: 10/22/2007 **Date of Legislative Action, Second Reading:**

Ordinance Number: **Other Ordinance Number References:**

Disposition of Case: Approved **Disposition of Case, Second Reading:**

If "Other": **If "Other":**

Amendments: **Amendments:**

Date of Legislative Appeal: **Effective Date of Ordinance:**

1) Download and fill out this form at your convenience
2) Sign the application digitally

(3) Email applications@knoxplanning.org and include this signed form with your completed application

Reset Form

Planning
KNOXVILLE | KNOX COUNTY

Knox County Comprehensive Plan
Amendment Request

All requests to amend the Knox County Comprehensive Land Use and Transportation Plan must include justification for the changes as part of the application process.

The applicant must provide justification per Implementation Action IM.6, demonstrating:

Either

☐ There is an obvious or significant error or omission in the Plan

OR

2 or more of the following criteria apply

■ **Conditions Have Changed** Changes of conditions, such as surrounding land uses, zoning, uncontrolled natural forces/disasters, etc.

☐ **New Utilities / Projects** Introduction of significant new utilities or local/state/federal road projects that were not anticipated in the Plan and make development more feasible

■ **New Data** New data regarding trends or projections, population, housing conditions, or traffic growth that warrant reconsideration of the original Plan

■ **Proposed Changes Support Plan** The proposed changes support the Policies and Actions, goals, objectives, and criteria of the Plan

PLEASE EXPLAIN

Area has increased in the number of small lot residential developments. The proposed changes support the objectives and criteria of the plan.

Property Owner Signature	Alex Schubert Print Name	Date

***By signing above**, you certify that criteria for a Plan Amendment have been met and that any information to justify such action is specified above.*

FILE NUMBER

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.*

10/31/26
Date to be Posted

11/13/26
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

M A Schubert Jr
Applicant Signature

Morgan A. Schubert Jr
Applicant Name

6-5-2026
Date