PLAN AMENDMENT/ REZONING REPORT

▶ **FILE #:**	**11-N-26-RZ**	**AGENDA ITEM #:**	**35**
	11-D-26-PA	**AGENDA DATE:**	**11/12/2026**
▶ **APPLICANT:**	**BEN MULLINS**		
OWNER(S):	William A Terry		
TAX ID NUMBER:	145 023, 025	**View map on KGIS**	
JURISDICTION:	Commission District 4		
STREET ADDRESS:	8684 S NORTHSHORE DR (8686 S NORTHSHORE DR)		
▶ **LOCATION:**	**East side of S Northshore Dr, north of Tooles Bend Rd**		
▶ **TRACT INFORMATION:**	**11.23 acres.**		
GROWTH POLICY PLAN:	Planned Growth Area		
ACCESSIBILITY:	Access is via S Northshore Drive, a major arterial with 22-23 ft of pavement width within a right-of-way width that varies from 50-55 ft.		
UTILITIES:	Water Source: First Knox Utility District		
	Sewer Source: First Knox Utility District		
FIRE DISTRICT:	Rural Metro Fire		
WATERSHED:	Tennessee River		
▶ **CURRENT PLAN AND ZONING DESIGNATION:**	**RC (Rural Conservation), SP (Stream Protection) / A (Agricultural)**		
▶ **REQUESTED PLAN AND ZONING DESIGNATION:**	**SR (Suburban Residential), SP (Stream Protection) / PR (Planned Residential)**		
▶ **EXISTING LAND USE:**	**Rural Residential**		
▶ **DENSITY PROPOSED:**	**up to 12 du/ac**		
EXTENSION OF PLAN AND ZONING DESIGNATION:	It is not an extension of the plan designation or the zoning.		
HISTORY OF REQUESTS:	None noted.		
SURROUNDING LAND USE, PLAN DESIGNATION, ZONING	North:	Rural residential - RC (Rural Conservation), SP (Stream Protection) - A (Agricultural)	
	South:	Agriculture/forestry/vacant land - RC (Rural Conservation), SP (Stream Protection), HP (Hillside Protection) - PR (Planned Residential) up to 5 du/ac	
	East:	Agriculture/forestry/vacant land - RC (Rural Conservation), SP (Stream Protection), HP (Hillside Protection) - A (Agricultural)	
	West:	Agriculture/forestry/vacant land - SR (Suburban Residential), SP (Stream Protection), HP (Hillside Protection) - A (Agricultural), RB (General Residential)	

NEIGHBORHOOD CONTEXT: This area is characterized by a mix of homes in subdivisions on smaller lots along the west side of S Northshore Drive, while a more rural character is preserved on the east side of S Northshore Drive.

STAFF RECOMMENDATION:

- **Deny the SR (Suburban Residential) place type because there has not been a substantial change on conditions in the area to support the request. The SP (Stream Protection) designation would be retained.**

- **Deny the PR (Planned Residential) zone with up to 12 du/ac because it is not consistent with the adopted plans.**

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:
The RC (Rural Conservation) place type designation is not the result of an error or omission in the Comprehensive Plan. The RC place type is intended to conserve forested areas, ridges, wetlands, and other significant natural areas by clustering development and minimizing land disturbance. The subject property is part of a continuous swath of the RC place type on the east side of S Northshore Drive, where there is a Federal Emergency Management Agency (FEMA) floodway and tributaries of Sinking Creek.

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

CHANGES OF CONDITIONS (SUCH AS SURROUNDING LAND USES, ZONING, UNCONTROLLED NATURAL FORCES/DISASTERS, ETC.):
1. This section of S Northshore Drive has experienced a consistent trend in residential development since the early 2000s, with two new subdivisions completed within 0.65 miles of the subject property since 2024. However, these subdivisions were built at densities between 2.45 du/ac and 3.15 du/ac, comparable to the RC place type, which allows consideration of the PR (Planned Residential) zone with up to 5 du/ac.
2. There has not been an approved rezoning request in the area since the Comprehensive Plan was adopted.

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 has not been an introduction of new utilities or road improvements in the area that would make development more feasible at this location.
2. The subject property is accessed from S Northshore Drive, a major arterial with only a single travel lane in each direction, no turn lanes, and a limited shoulder in this section. The 2021 Northshore Drive Corridor Study identified that Northshore Drive experienced above-average crash rates compared to similar facilities across the state (Exhibit D: Crash Rates Map). Per the study, “Access along the corridor presents both safety and operational concerns. The prevalence of private driveways and neighborhood accesses necessitates vehicles stopping on Northshore Drive to wait for an acceptable gap in traffic to make left turns into these areas.” The lack of dedicated right- and left-turn lanes causes safety issues to arise, which can be confirmed by the presented analysis of crash trends and rates in the study (pg 68).

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 specific to the request that warrants a plan amendment to the SR (Suburban Residential) place type.

THE PROPOSED CHANGES SUPPORT THE POLICIES AND ACTIONS, GOALS, OBJECTIVES, AND CRITERIA OF THE PLAN:
1. The RC place type is intended for areas with environmental constraints, as it is intended to promote development that conserves significant natural areas through clustering development, limiting residential density, and minimizing land disturbance. The subject property meets the description of the RC place type, as a blue-line stream runs through the west side of the lots, which lies within a FEMA floodway and the 100-yr

and 500-yr floodplains (Exhibit B: FEMA Flood Map).
2. In growth areas, corridors and pockets of the RC place type indicate places that may be subject to development similar to the adjacent place types, but where more compact and low-impact site design is expected. This corridor of the RC place type abuts the RL (Rural Living) place type between S Northshore Drive and the Tennessee River, providing a buffer between the established suburban area to the west and the less dense residential development and environmentally sensitive areas to the east.
3. An amendment to the SR place type would disrupt this buffer and is not consistent with the Comprehensive Plan's Implementation Policy 2: Ensure the context of new development is sensitive to existing community character.

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. The surrounding area is an established suburban residential area that has experienced ongoing single-family residential and townhouse development. Development has been primarily focused northwest of S Northshore Drive between and southeast of Westland Drive. Development east of the S Northshore Drive has been sporadic due to the proximity of the Tennessee River and related creeks, streams, and floodplain.
2. Two single-family subdivisions have been completed within 0.65 miles of the subject property since 2024. However, these subdivisions were built with densities between 2.45 du/ac and 3.15 du/ac, which align with the surrounding development pattern.
3. There has been a consistent shift from the A (Agricultural) zone to the PR (Planned Residential) zone with up to 2 to 5 du/ac and the RA (Low Density Residential) zone since the early 2000s.

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. Residential areas thus established would be characterized by a unified building and site development program.
2. A blue-line stream runs through the front of the properties, where there is a FEMA floodway and a 100-yr and 500-yr floodplains. The no-fill, non-disturbance area of the creek floodway encompasses roughly 1.8 ac of the 11.23 ac site (Exhibit B: FEMA Flood Map). Development would be required to focus on the rear of the properties, where there appears to be a large closed contour at the northeast corner of 8684 S Northshore Drive, unless a geotechnical study is conducted to determine otherwise (Exhibit C: Contour Map).
3. Though the subject property meets the intent of the PR zone, the requested density of 12 du/ac is significantly higher than the surrounding residential development, which consists of subdivisions built out at densities between 2 and 4.75 du/ac.

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 PR zone with up to 12 du/ac could yield up to 134 dwelling units, which would require a Traffic Impact Study to be conducted during the development plan phase.
2. The PR zone ensures that site plans undergo a public review process and obtain Planning Commission approval before construction begins. The plan would be reviewed to determine whether the proposed development is compatible with the surrounding community.
3. The subject property is within the 2021 Northshore Drive Corridor Study area, which identified this section of S Northshore Drive as experiencing above-average crash rates due to the significant volume of traffic and limited turn lanes along this segment (pg 68).

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 subject property is designated RC (Rural Conservation) in the Knox County Comprehensive Plan, which does not allow consideration of the PR zone with up to 12 du/ac. A plan amendment to accommodate this request is not recommended.
2. The proposed rezoning is not consistent with the Comprehensive Plan's Implementation Policy 2: Ensure

development is sensitive to existing community character, and Implementation Policy 9: Coordinate infrastructure improvements with development. The PR zone with up to 12 du/ac could allow more intensive residential development on an environmentally sensitive section of S Northshore Drive. Furthermore, S Northshore Drive is a two-lane arterial road that experiences high daily traffic volumes and frequent crashes. There are currently no improvement projects planned for this section of S Northshore Drive in the foreseeable future.
3. The subject property is within the Planned Growth Area of the Growth Policy Plan, which encourages a more compact pattern of development and coordinates the action of the public and private sectors, particularly with regard to the provision of adequate roads, utilities, schools, drainage, and other public facilities and services.

ESTIMATED TRAFFIC IMPACT: 878 (average daily vehicle trips)

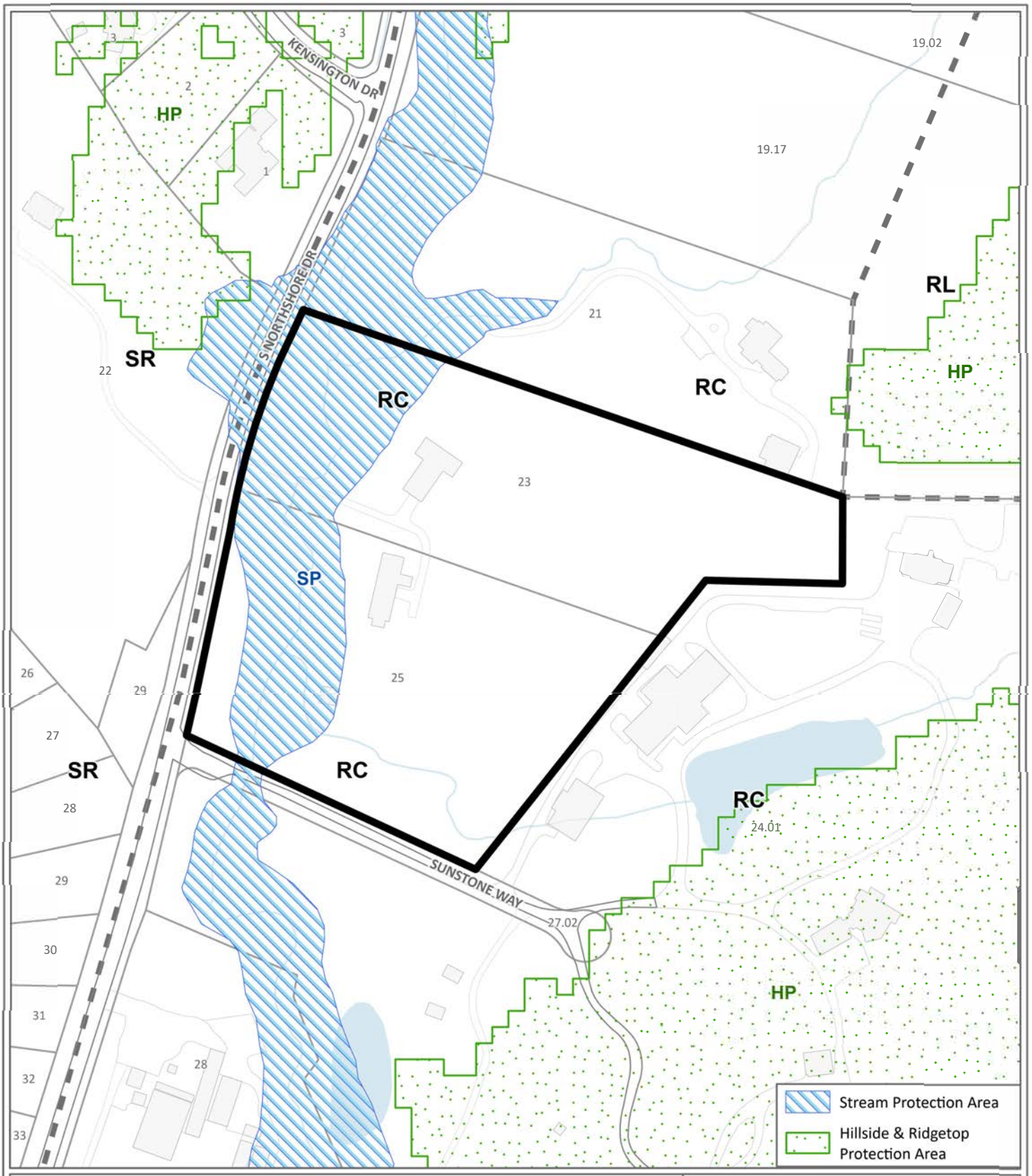
Average Daily Vehicle Trips are computed using national average trip rates reported in the latest edition of "Trip Generation," published by the Institute of Transportation Engineers. Average Daily Vehicle Trips represent the total number of trips that a particular land use can be expected to generate 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: 9 (public school children, grades K-12)

Schools affected by this proposal: Rocky Hill Elementary, West Valley 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-D-26-PA
COMPREHENSIVE LAND USE PLAN MAP

From: RC (Rural Conservation), SP (Stream Protection)

To: SR (Suburban Residential), SP (Stream Protection)

Petitioner: Ben Mullins

Map No: 145

Jurisdiction: County

0 210

Feet

Original Print Date: 10/7/2026

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

Exhibit A. Contextual Images



AERIAL MAP

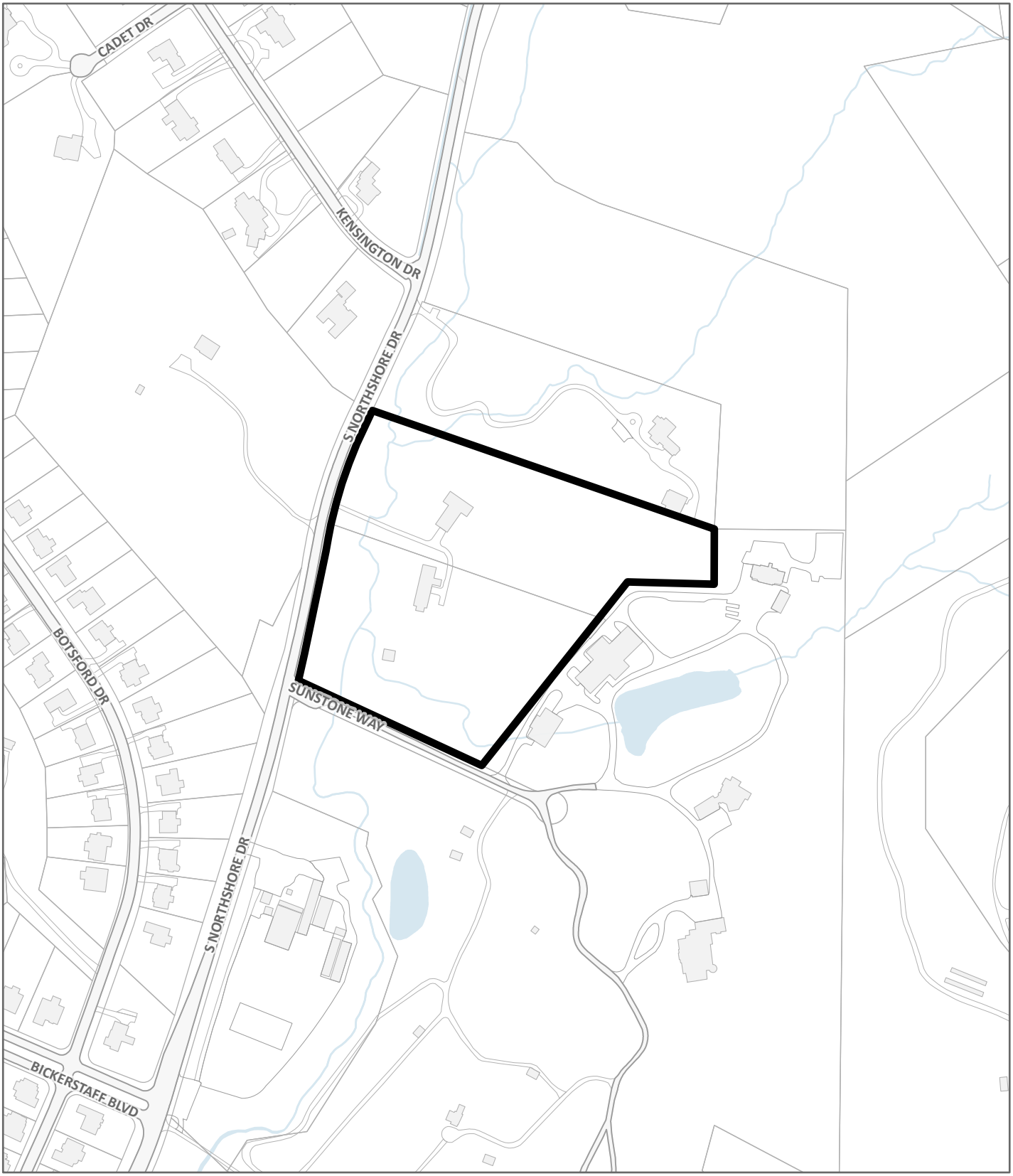
Case boundary

0 180

Feet

N

Exhibit A. Contextual Images



LOCATION MAP **11-D-26-PA / 11-N-26-RZ**

Case boundary

0 360

Feet

N

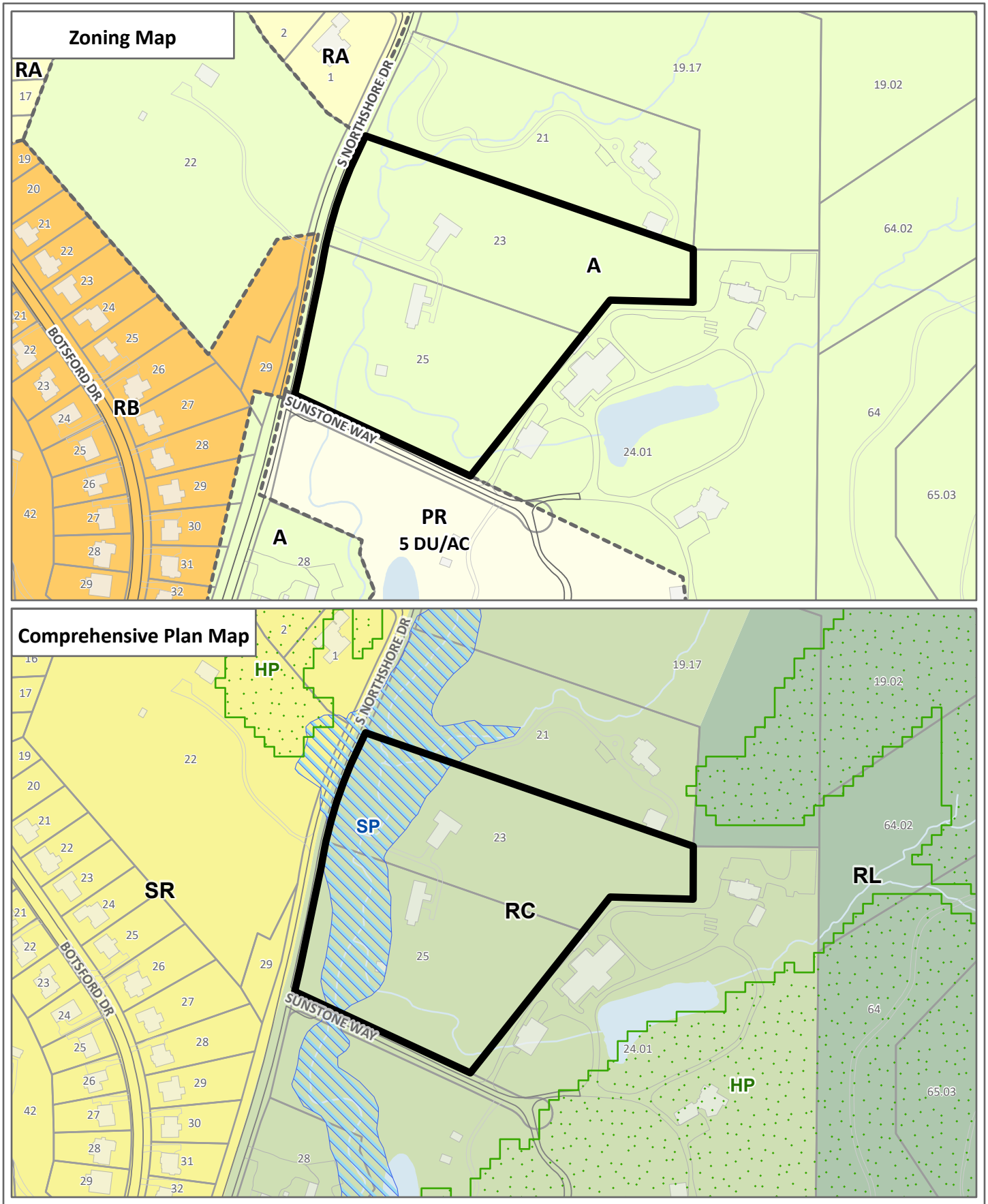


EXHIBIT A, CONTEXTUAL MAPS **11-D-26-PA / 11-N-26-RZ**

Case boundary

0 360

Feet

N

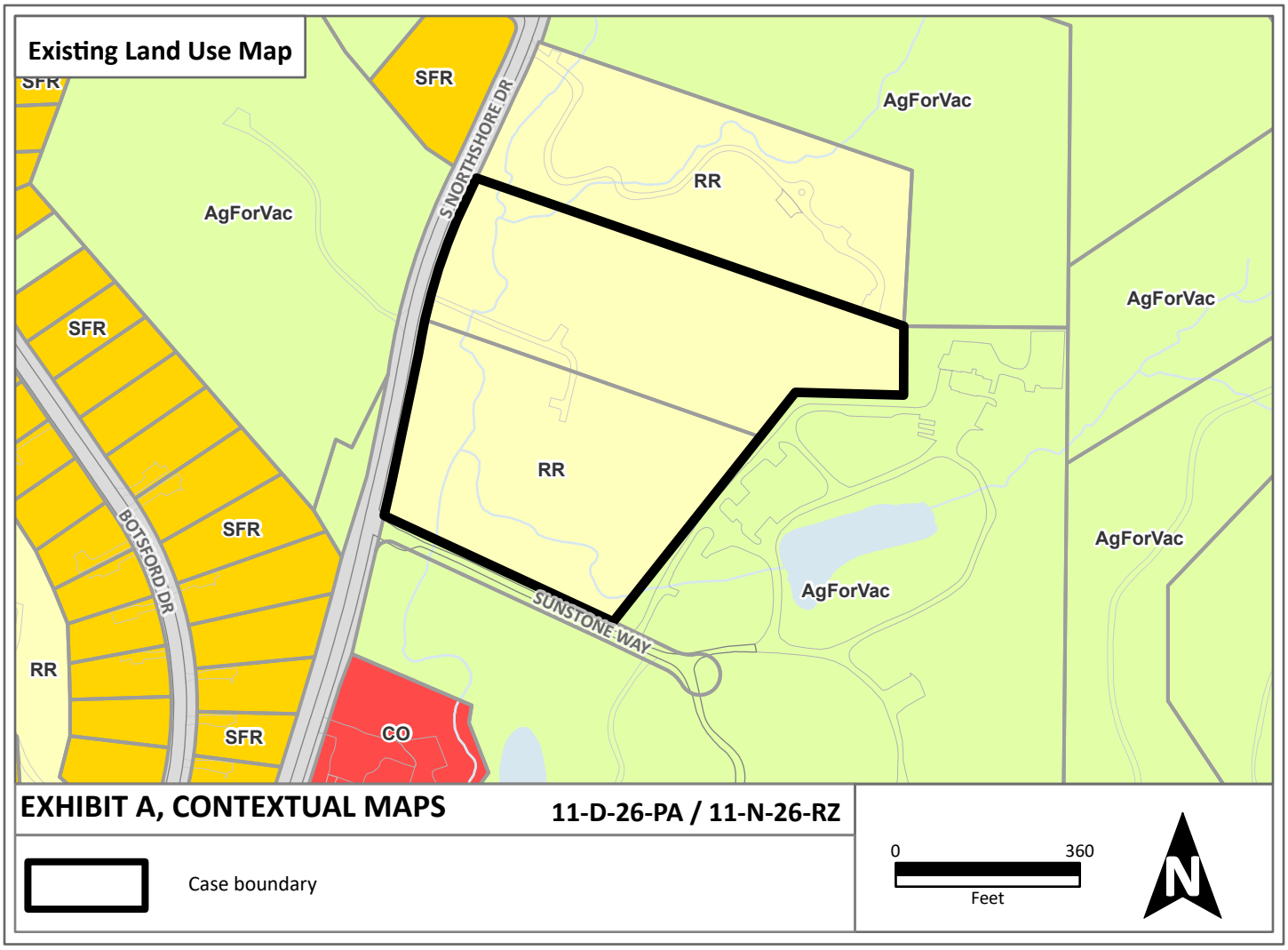

Existing Land Use Map
SFR
SFR
AgForVac
S NORTHSHORE DR
RR
AgForVac
AgForVac
SFR
RR
BOTSFORD DR
SFR
AgForVac
SUNSTONE WAY
RR
SFR
CO
EXHIBIT A, CONTEXTUAL MAPS
11-D-26-PA / 11-N-26-RZ
Case boundary
0
360
Feet
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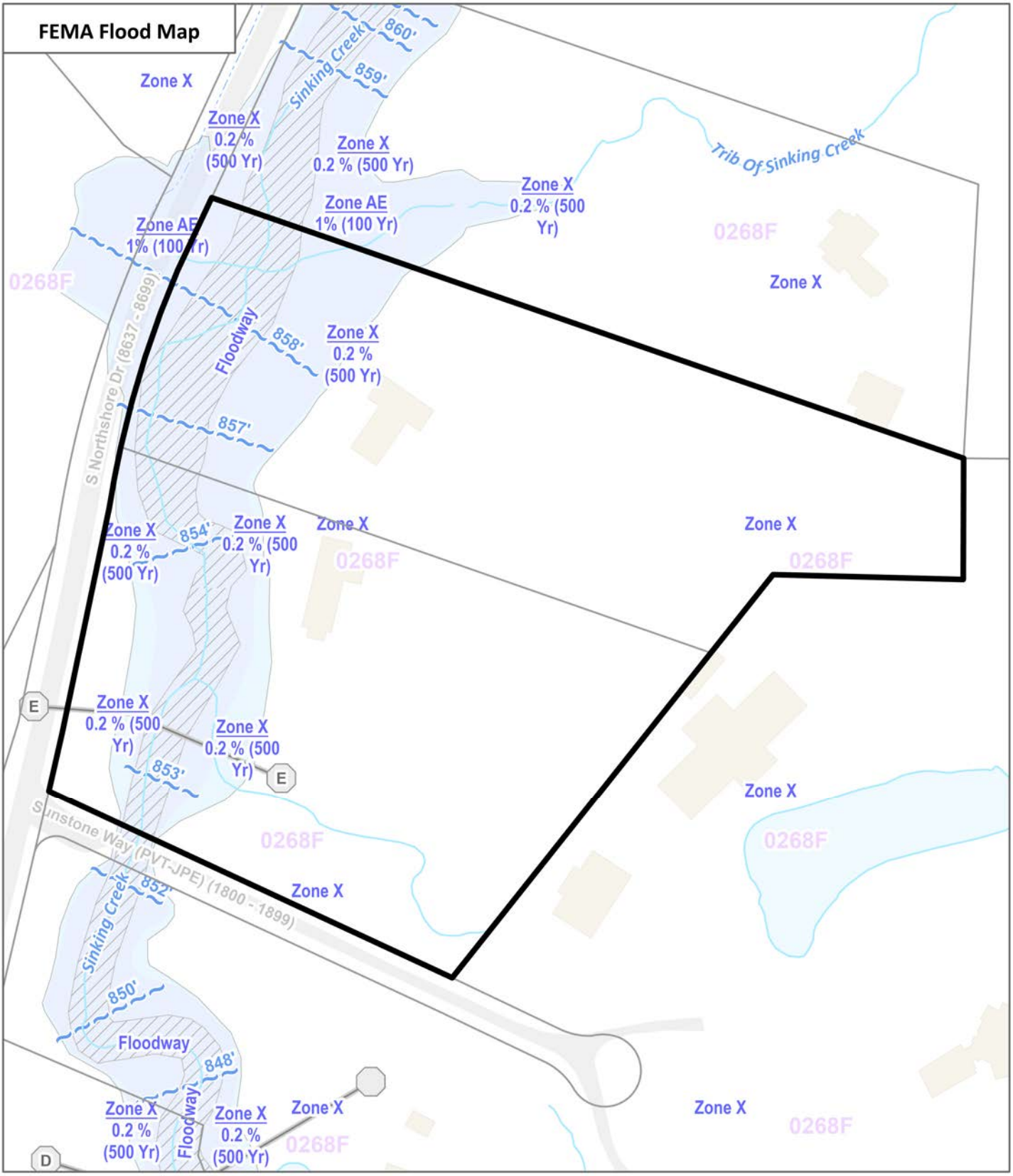
Exhibit B. FEMA Flood Map



SUPPLEMENTAL MAP **11-N-26-RZ/11-D-26-PA**

Case Boundary

0 160

Feet

N

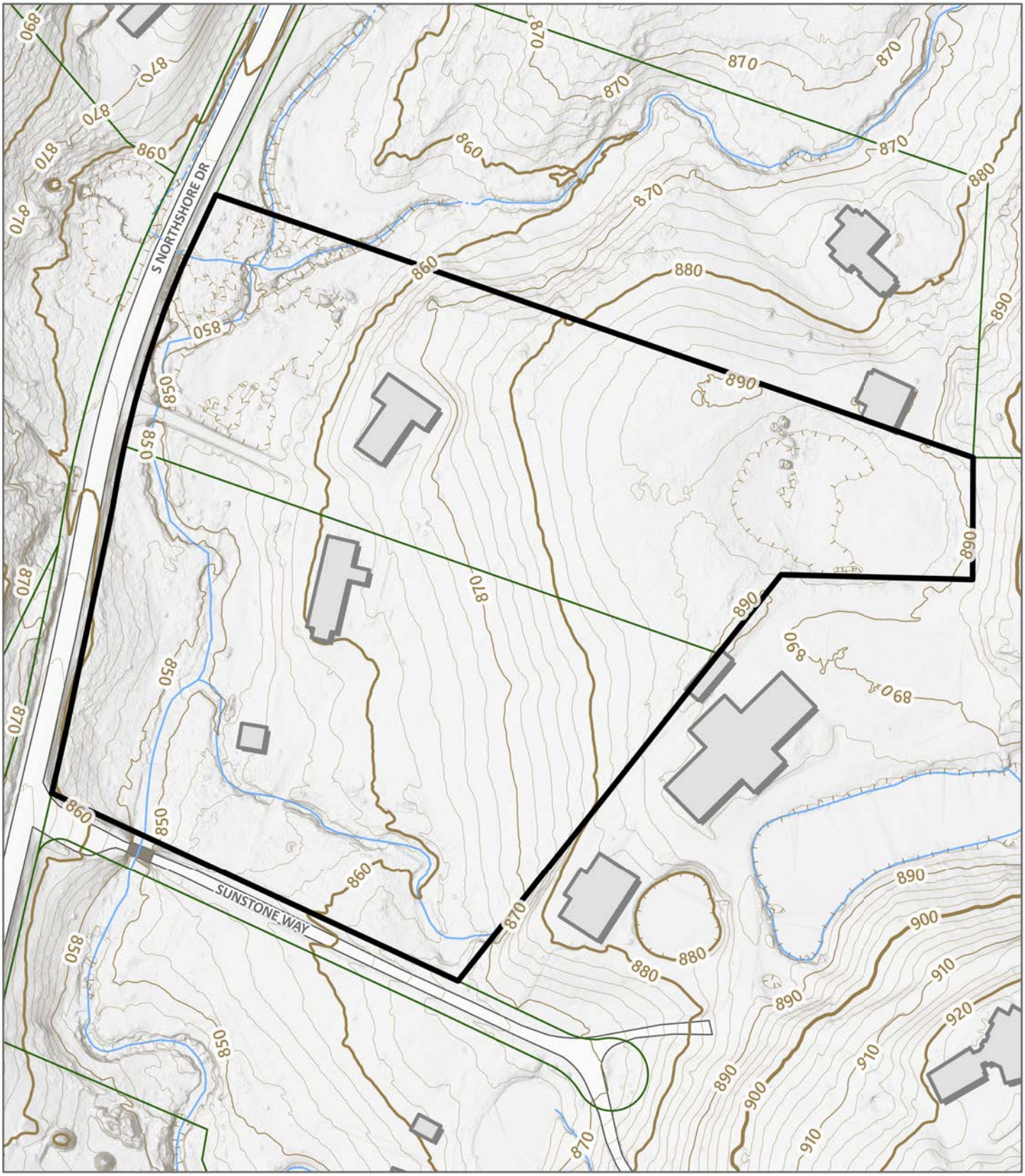


Exhibit C: Contour Map

11-N-26-RZ/11-D-26-PA

Petitioner: Ben Mullins

Case Boundary

Map No: 145

Jurisdiction: County

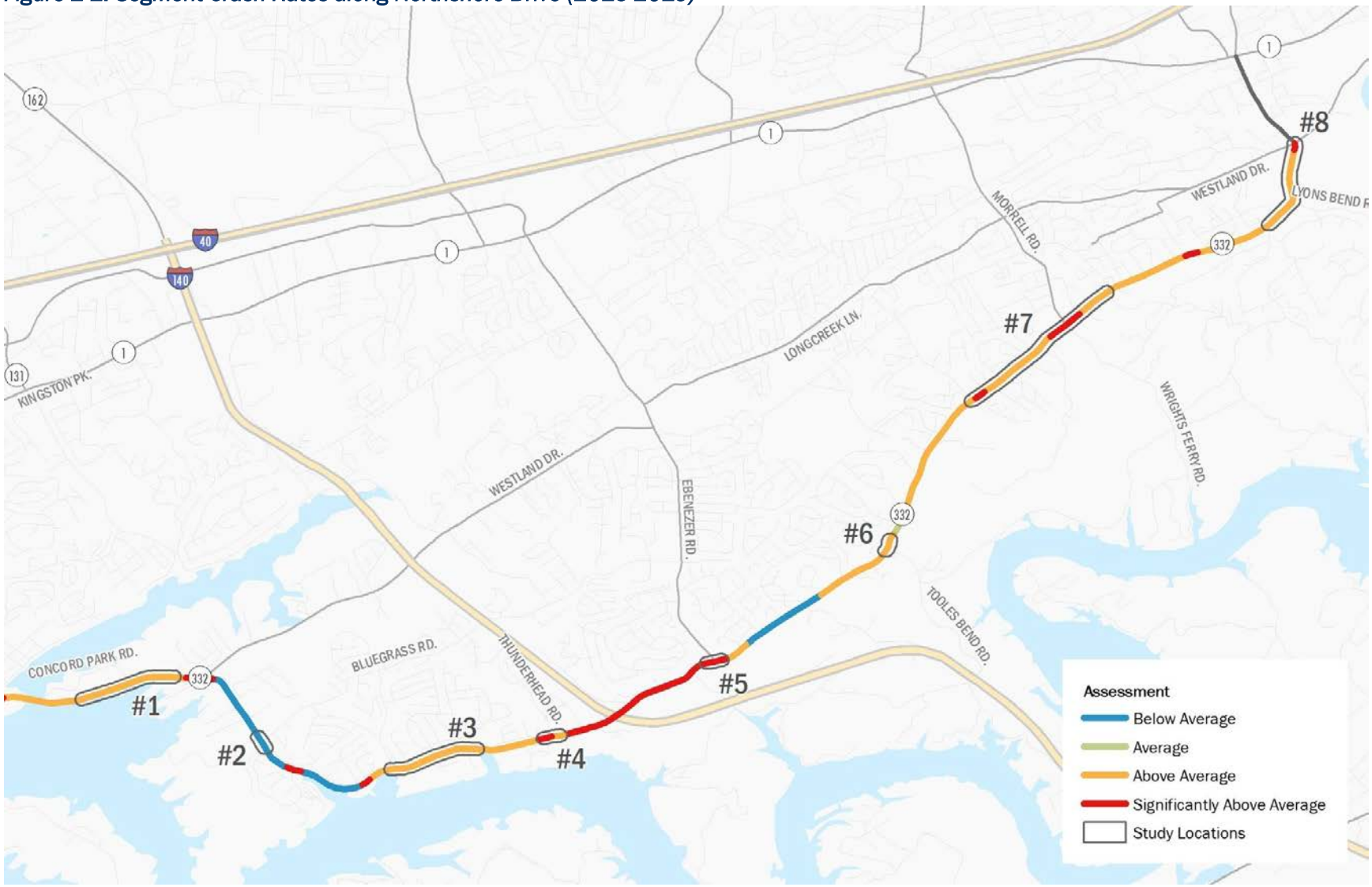
0 150

Feet

Original Print Date: 10/7/2026

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

Figure 2-2. Segment Crash Rates along Northshore Drive (2015-2019)



(1) Docusign Envelope ID: AB0C9AFE-A3E9-8A2D-8026-858742368FB6 ...applications@knoxplanning.org and include
(2) Sign the application digitally 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

☒ here is an obvious or gnificant 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

This area of RC placetype, which includes this property is a significan error in the plan. The parcels which front the SE side of S. Northshore Drive should have been provided the SR placetype consistent with the property to the NW side of S. Northshore Drive. This property is not in the Planned Growth (not the Rural Area) of the Growth Policy Plan, and S. Nothshore Dr. is a Major Artery per the Road Plan. The RC seeks to preserve 50 to 70% of the property as open space (with cluster housing); however, given the floodway along the frontage of the property, which cannot be developed, the same purpose regardless of the placetype. The SR allows for additioanl density and flexibility in development that is more consistent with the surrounding area than the RC placetype.

Additionally, there has been significant work on the stormwater and utility infrasturcture along the Northshore corridor to address past flooding issues. This area of Knox County is among the most populated parts of the county along a major artery which carries between 15,489 and 16,407 trips per day. Trends in houseing population call for additional consideration for "missing middle" or "light-touch density" housing by way of townhomes and other attached-housing products in the County. This further supports the following Policies of the Comprehensive Plan:

2. Ensure development is sensitive to existing community chacacter.
5. Create neighborhoods with a variety of housing types and amenities in close proximity.
6. Promote attainble housing that meets the needs of the current and future resedents.
7. Encourage development practices that conserve and connect natural features and habitae.

DocuSigned by:
William Terry
99C40FBBCEE14DC...
Property Owner Signature

William Terry
~~Benjamin C. Mullins~~
Print Name

9-28-26
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

DS
WT

Docusign Envelope ID: A4EFC544-F5C6-85AE-8389-17B043D0DC37

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

Applicant Signature

Benjamin C. Mullins — Applicant Name

Date