



PLAN AMENDMENT REPORT

► **FILE #:** 10-A-26-SP

AGENDA ITEM #: 26

AGENDA DATE: 10/1/2026

► **APPLICANT:** ROBERT MARLINO
OWNER(S): D&D Developers Inc.

TAX ID NUMBER: 81 H E 008 (PARTIAL)

[View map on KGIS](#)

JURISDICTION: Council District 5

STREET ADDRESS: 0 RUDY ST

► **LOCATION:** West side of Rudy St, north of Heiskell Ave

► **APPX. SIZE OF TRACT:** 5000 square feet

SECTOR PLAN: Central City

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

ACCESSIBILITY: Access is via Rudy Street, an unstriped local street with 27-28 ft of pavement width within a right-of-way width that varies from 53-59 ft.

UTILITIES: Water Source: Knoxville Utilities Board

Sewer Source: Knoxville Utilities Board

FIRE DISTRICT: Knoxville Fire Department

WATERSHED: Second Creek

► **CURRENT PLAN AND ZONING DESIGNATION:** LI (Light Industrial) / I-MU (Industrial Mixed-Use), IH (Infill Housing Overlay)

► **REQUESTED PLAN DESIGNATION:** GC (General Commercial)

► **EXISTING LAND USE:** Agriculture/Forestry/Vacant Land

EXTENSION OF PLAN AND ZONING DESIGNATION: Yes, it is an extension of the zoning and the plan designation.

HISTORY OF REQUESTS: In 2006 the property was included in a larger rezoning to add the IH-1 (Infill Housing Overlay) (11-O-06-RZ).

SURROUNDING LAND USE, PLAN DESIGNATION, North: Transportation/communications/utilities - LI (Light Industrial) - I-MU (Industrial, Mixed-Use), IH (Infill Housing Overlay)

ZONING

South: Agriculture/forestry/vacant land, commercial - GC (General Commercial) - C-G-1 (General Commercial), IH (Infill Housing Overlay)

East: Commercial - GC (General Commercial) - C-G-1 (General Commercial), IH (Infill Housing Overlay)

West: Single family residential - TDR (Traditional Neighborhood Residential) - RN-2 (Single-Family Residential Neighborhood), IH (Infill Housing Overlay)

NEIGHBORHOOD CONTEXT The subject property lies to the north of a commercial node along Heiskell Avenue and is 0.1 miles from the Heiskell Avenue and I-275 interchange. The surrounding area features single family houses and small multifamily developments. There are commercial, office, and industrial uses to the northeast along Rudy Street, and the forested slopes of Sharp's Ridge lie to the west.

STAFF RECOMMENDATION:

- **Approve the GC (General Commercial) land use classification because it is a minor extension of this classification and is compatible with surrounding development.**

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 significant changing conditions since the adoption of the 2014 Central City Sector Plan to warrant an amendment of the land use plan in this area.

AN OBVIOUS OR SIGNIFICANT ERROR OR OMISSION IN THE PLAN:

1. In 2003 the subject area was subdivided from the abutting parcel to the north, 904 Dinwiddie Street, and combined with the current parcel. The LI (Light Industrial) future land use classification was assigned in the 2014 Central City Sector Plan to reflect the zoning boundary of the I-2 (Restricted Manufacturing and Warehousing) district. However, it did not consider that the subject area was part of the large, vacant parcel with C-3 (General Commercial) zoning and the GC (General Commercial) future land use classification.
2. The Central City Sector Plan reflects the recommendations of the 2005 Lonsdale Redevelopment Plan and Neighborhood Plan, which encourages the development of commercial space and buffering residential areas from industrial uses. The 2005 Plan includes a proposed land use plan that excludes the subject area from the surrounding industrial land use classification along Rudy Street. The GC future land use classification is more suitable at this location next to residential uses and would provide a buffer from the nearby industrially zoned properties with the LI land use classification.
3. The subject property is in close proximity to the Lonsdale and Oakwood/Lincoln park neighborhoods, and it is at a commercial node near the Heiskell Road and I-275 interchange. A minor extension of the GC future land use classification would support the development of commercial amenities to serve these neighborhoods and would be consistent with the General Plan's Policy 9.11, to locate commercial areas where they can easily be shared by several neighborhoods.

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

1. There has been no change in public policy pertaining to this area.

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

1. There have been no significant changing conditions to warrant an amendment of the land use plan in this area. However, the requested area for rezoning abuts a single family lot to the west, so the requested down-zoning allows for uses less likely to have an adverse impact on that property.

ESTIMATED TRAFFIC IMPACT: Not required.

ESTIMATED STUDENT YIELD: Not applicable.

Schools affected by this proposal: Lonsdale Elementary, Northwest Middle, and Central High.

If approved, this item will be forwarded to Knoxville City Council for action on 11/10/2026 and 11/24/2026. 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 #:** 10-A-26-RZ **AGENDA ITEM #:** 26
10-A-26-PA **AGENDA DATE:** 10/1/2026

► **APPLICANT:** ROBERT MARLINO
OWNER(S): D&D Developers Inc.

TAX ID NUMBER: 81 H E 008 (PARTIAL) [View map on KGIS](#)

JURISDICTION: Council District 5

STREET ADDRESS: 0 RUDY ST

► **LOCATION:** West side of Rudy St, north of Heiskell Ave

► **TRACT INFORMATION:** 5000 square feet.

SECTOR PLAN: Central City

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

ACCESSIBILITY: Access is via Rudy Street, an unstriped local street with 27-28 ft of pavement width within a right-of-way width that varies from 53-59 ft.

UTILITIES: Water Source: Knoxville Utilities Board

Sewer Source: Knoxville Utilities Board

FIRE DISTRICT: Knoxville Fire Department

WATERSHED: Second Creek

► **CURRENT PLAN AND ZONING DESIGNATION:** LI (Light Industrial) / I-MU (Industrial Mixed-Use), IH (Infill Housing Overlay)

► **REQUESTED PLAN AND ZONING DESIGNATION:** GC (General Commercial) / C-G-1 (General Commercial), IH (Infill Housing Overlay)

► **EXISTING LAND USE:** Agriculture/Forestry/Vacant Land

► **EXTENSION OF PLAN AND ZONING DESIGNATION:** Yes, it is an extension of the zoning and the plan designation.

HISTORY OF REQUESTS: In 2006 the property was included in a larger rezoning to add the IH-1 (Infill Housing Overlay) (11-O-06-RZ).

SURROUNDING LAND USE, PLAN DESIGNATION, North: Transportation/communications/utilities - LI (Light Industrial) - I-MU (Industrial, Mixed-Use), IH (Infill Housing Overlay)

ZONING

South: Agriculture/forestry/vacant land, commercial - GC (General Commercial) - C-G-1 (General Commercial), IH (Infill Housing Overlay)

East: Commercial - GC (General Commercial) - C-G-1 (General Commercial), IH (Infill Housing Overlay)

West: Single family residential - TDR (Traditional Neighborhood Residential) - RN-2 (Single-Family Residential Neighborhood), IH

(Infill Housing Overlay)

NEIGHBORHOOD CONTEXT: The subject property lies to the north of a commercial node along Heiskell Avenue and is 0.1 miles from the Heiskell Avenue and I-275 interchange. The surrounding area features single family houses and small multifamily developments. There are commercial, office, and industrial uses to the northeast along Rudy Street, and the forested slopes of Sharp's Ridge lie to the west.

STAFF RECOMMENDATION:

- ▶ **Approve the GC (General Commercial) land use classification because it is a minor extension of this classification and is consistent with the location criteria.**

- ▶ **Approve the C-G-1 (General Commercial) district because it is a minor extension and is compatible with surrounding development.**

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. In 2003 the subject area was subdivided from the abutting parcel to the north, 904 Dinwiddie Street, and combined with the current parcel. The LI (Light Industrial) future land use classification was assigned in the 2014 Central City Sector Plan to reflect the zoning boundary of the I-2 (Restricted Manufacturing and Warehousing) district. However, it did not consider that the subject area was part of the large, vacant parcel with C-3 (General Commercial) zoning and the GC (General Commercial) future land use classification.
2. The Central City Sector Plan reflects the recommendations of the 2005 Lonsdale Redevelopment Plan and Neighborhood Plan, which encourages the development of commercial space and buffering residential areas from industrial uses. The 2005 Plan includes a proposed land use plan that excludes the subject area from the surrounding industrial land use classification along Rudy Street.
3. The GC future land use will be a minor extension of this classification from the south and is more suitable at this location next to residential uses, which is consistent with the location criteria.

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 been no significant changing conditions to warrant an amendment of the land use plan in this area. However, the requested area for rezoning abuts a single family lot to the west, so the requested down-zoning allows for uses less likely to have an adverse impact on that property.

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 or the GC land use classification that apply to this request.

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. In 2003 the subject area was subdivided from the abutting parcel to the north, 904 Dinwiddie Street, and combined with the current parcel, creating dual zoning, with the small area of I-MU (Industrial Mixed-Use) zoning on the 1.4 acre parcel that is primarily zoned C-G-1 (General Commercial) and the I-MU zoning on the

subject portion of the property. The requested down-zoning would bring this portion of property into alignment with the rest of the parcel and will extend the C-G-1 zoning from the south.

2. There has been an increase in commercial development at this commercial node to the west of the Heiskell Avenue and I-275 interchange since 2009, including the construction of a gas station and dollar store on the abutting parcels to the south and a small shopping center on the east side of Rudy Street, which was rezoned from I-2 (Restricted Manufacturing and Warehousing) to C-3 (General Commercial) (9-H-09-RZ).

3. There has been an increase in residential development in the surrounding Lonsdale and Oakwood/Lincoln Park neighborhoods, spearheaded by KCDC's Transforming Western project and the adoption of the Middle Housing standards in 2024 that incentivize small-scale multifamily construction. The expansion of an existing commercial node could provide amenities to support new residents.

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

1. The property's current I-MU (Industrial-Mixed Use) district is intended to promote the reuse of older, character giving structures that may no longer be suitable for their original industrial purposes. This does not align with the subject property, which has historically been vacant and was used for commercial parking until 1996.

2. The requested C-G-1 district is intended to provide for a heterogeneous mix of retail, personal service, office, and residential uses within and along Knoxville's commercial nodes and corridors and to promote mixed-use development in a pedestrian oriented environment. The subject area is within an existing commercial node characterized by these uses and has sidewalk access, and the rezoning would be a minor extension of the parcel's existing C-G-1 zoning.

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-G-1 district permits less intensive uses than the existing I-MU district and has design standards to ensure compatibility and to mitigate effects to nearby residential development. This is a minor extension that is not anticipated to have adverse impacts.

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 subject property is in close proximity to the Lonsdale and Oakwood/Lincoln Park neighborhoods, and it is at a commercial node near the Heiskell Road and I-275 interchange. Locating commercial zoning on this property supports the General Plan's Development Policy 9.11, to locate commercial areas where they can be easily shared by several neighborhoods.

2. The proposed rezoning supports the recommendations of the 2005 Lonsdale Redevelopment Plan and Neighborhood Plan to encourage commercial and mixed-use development and to provide buffers between residential and industrial uses.

3. The C-G-1 zone is consistent with the recommended GC (General Commercial) land use classification of the One Year Plan and Central City Sector Plan.

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:

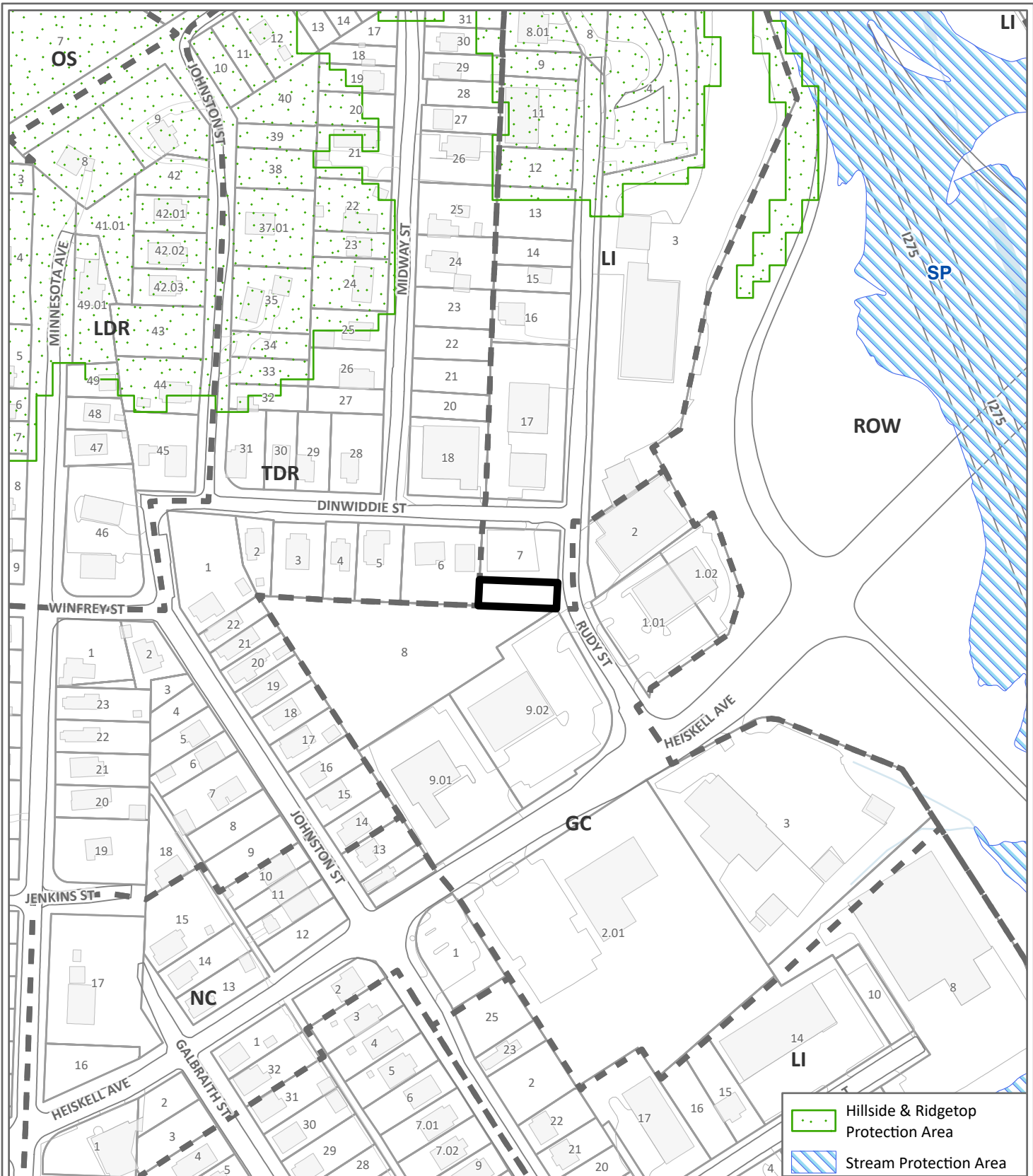
1. The subject property is in an urbanized area with adequate utility infrastructure and easy access to I-275.

ESTIMATED TRAFFIC IMPACT: Not required.

ESTIMATED STUDENT YIELD: Not applicable.

Schools affected by this proposal: Lonsdale Elementary, Northwest Middle, and Central High.

If approved, this item will be forwarded to Knoxville City Council for action on 11/10/2026 and 11/24/2026. 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.



**10-A-26-SP
CENTRAL CITY SECTOR PLAN MAP**

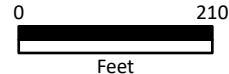


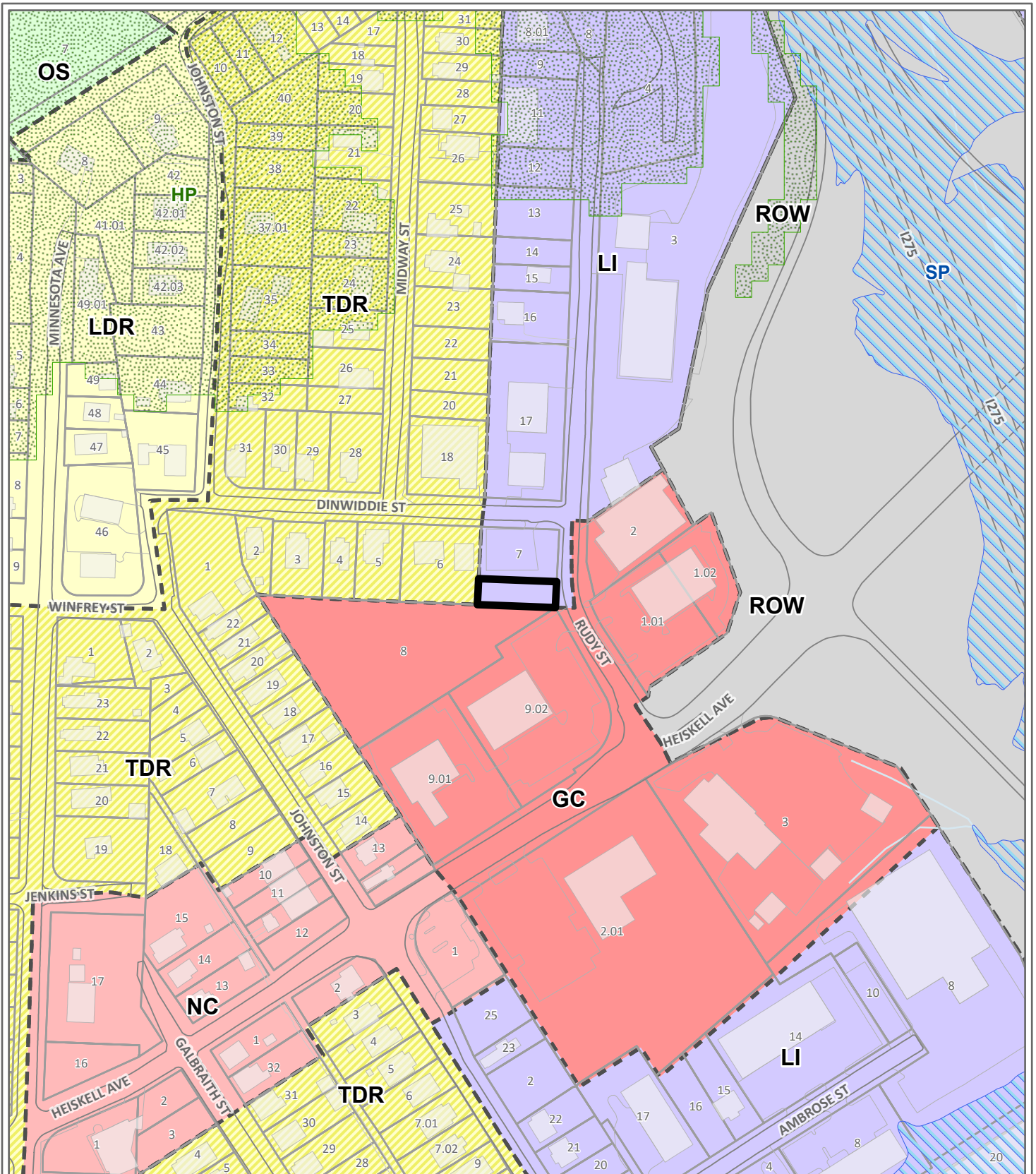
From: LI (Light Industrial)
To: GC (General Commercial)

Original Print Date: 8/20/2026
Knoxville - Knox County Planning Commission * City / County Building * Knoxville, TN 37902

Petitioner: Robert Marlino

Map No: 81
Jurisdiction: City





ONE YEAR PLAN MAP

10-A-26-PA

Petitioner: Robert Marlino



From: LI (Light Industrial)

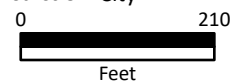
To: GC (General Commercial)

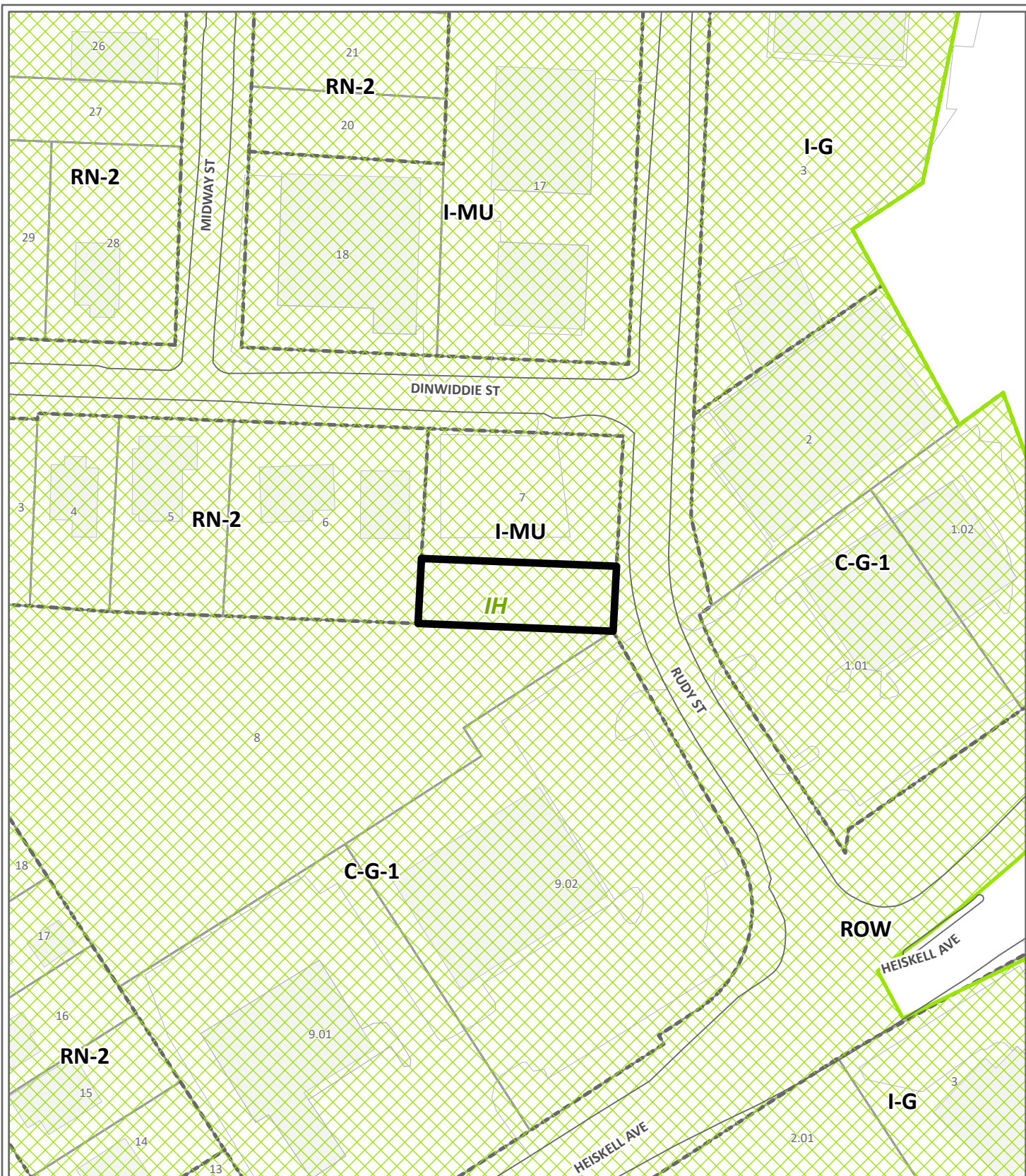
Original Print Date: 8/20/2026

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

Map No: 81

Jurisdiction: City





REZONING

10-A-26-RZ



From: I-MU (Industrial Mixed-Use), IH (Infill Housing Overlay)

To: C-G-1 (General Commercial); IH (Infill Housing Overlay)

Original Print Date: 8/20/2026

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

Petitioner: Robert Marlino

Map No: 81

Jurisdiction: City

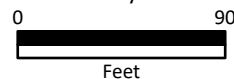
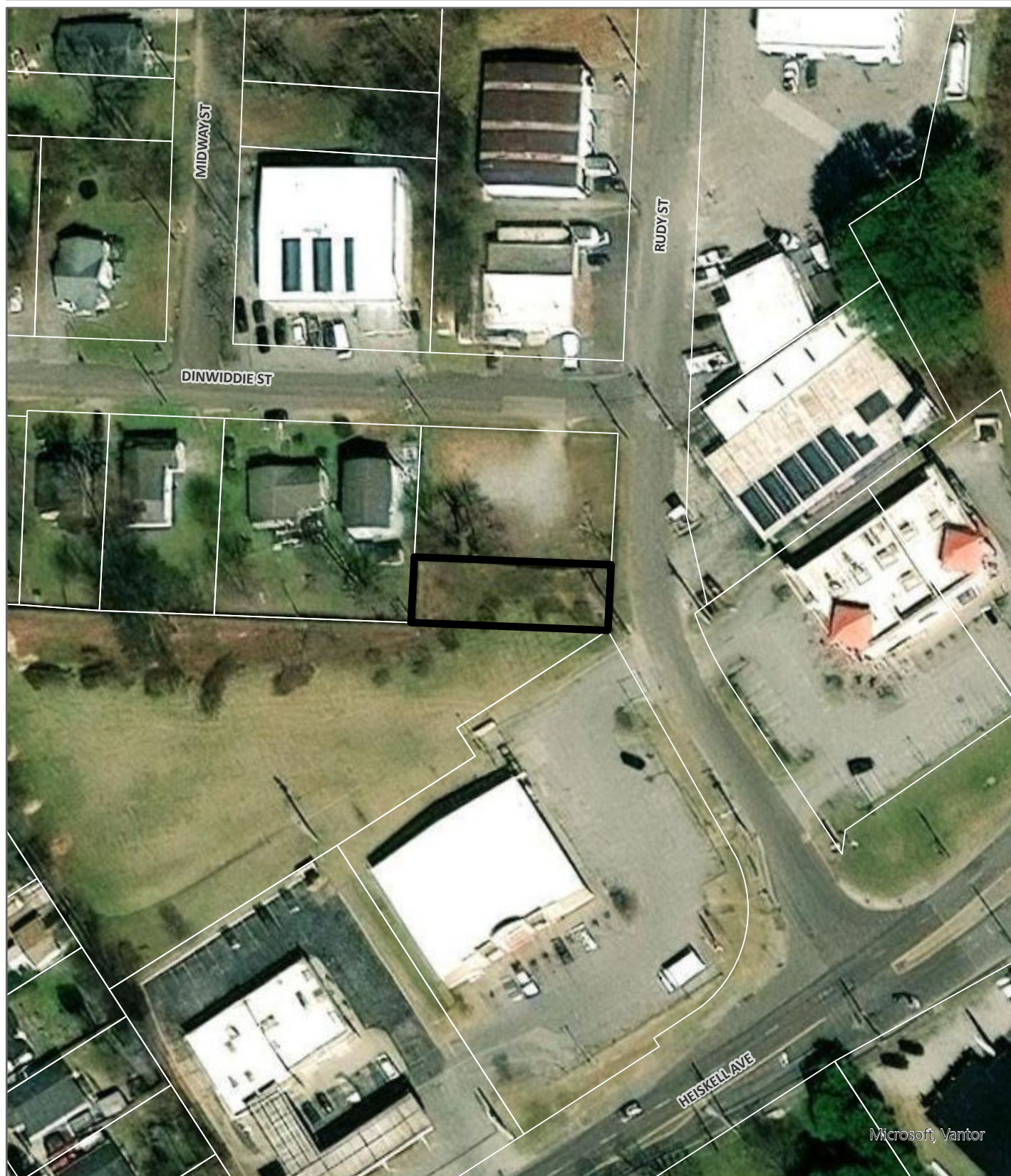


Exhibit A. Contextual Images



AERIAL MAP



Case boundary



Exhibit A. Contextual Images



LOCATION MAP

10-A-26-RZ / 10-A-26-PA



Case boundary



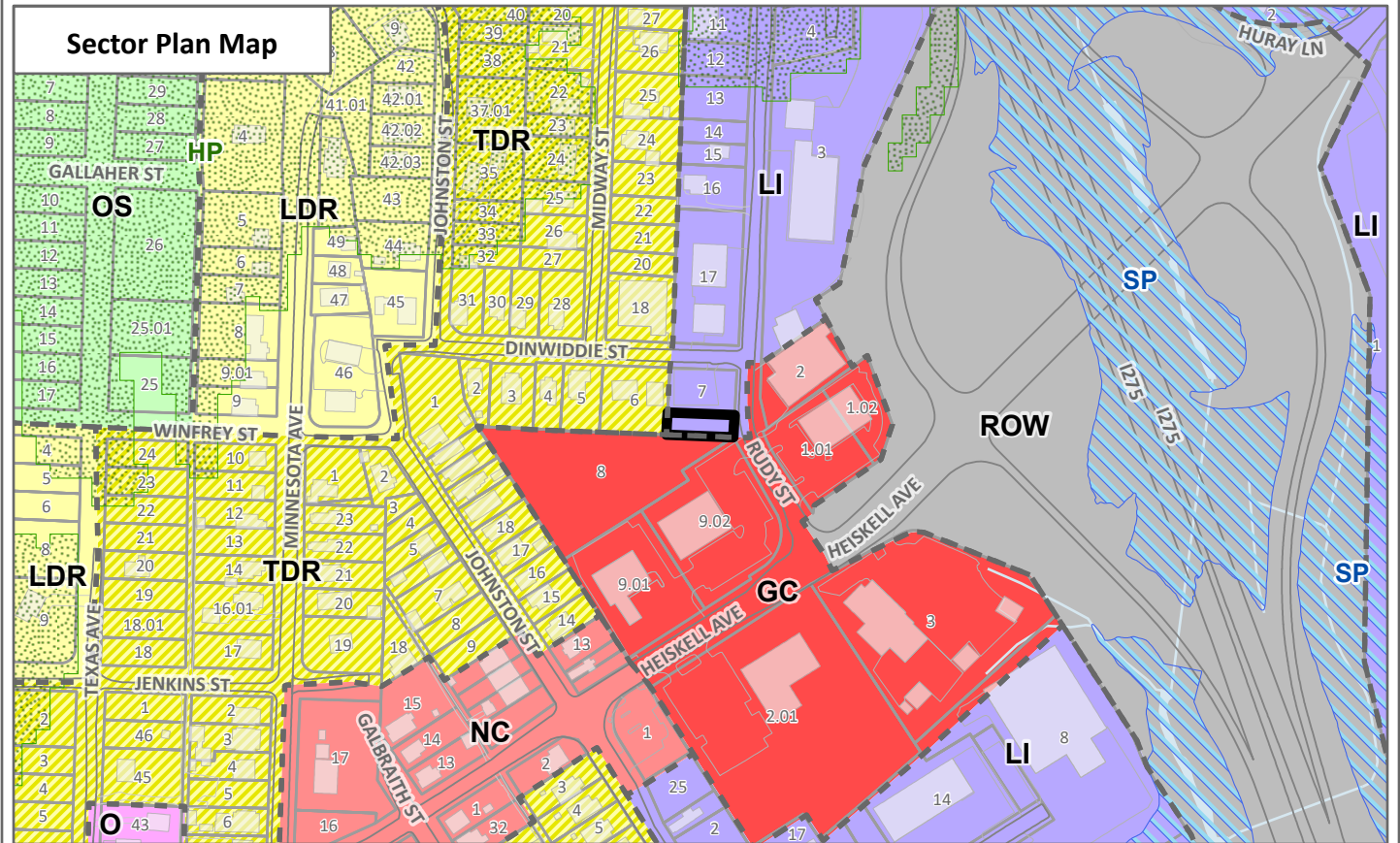
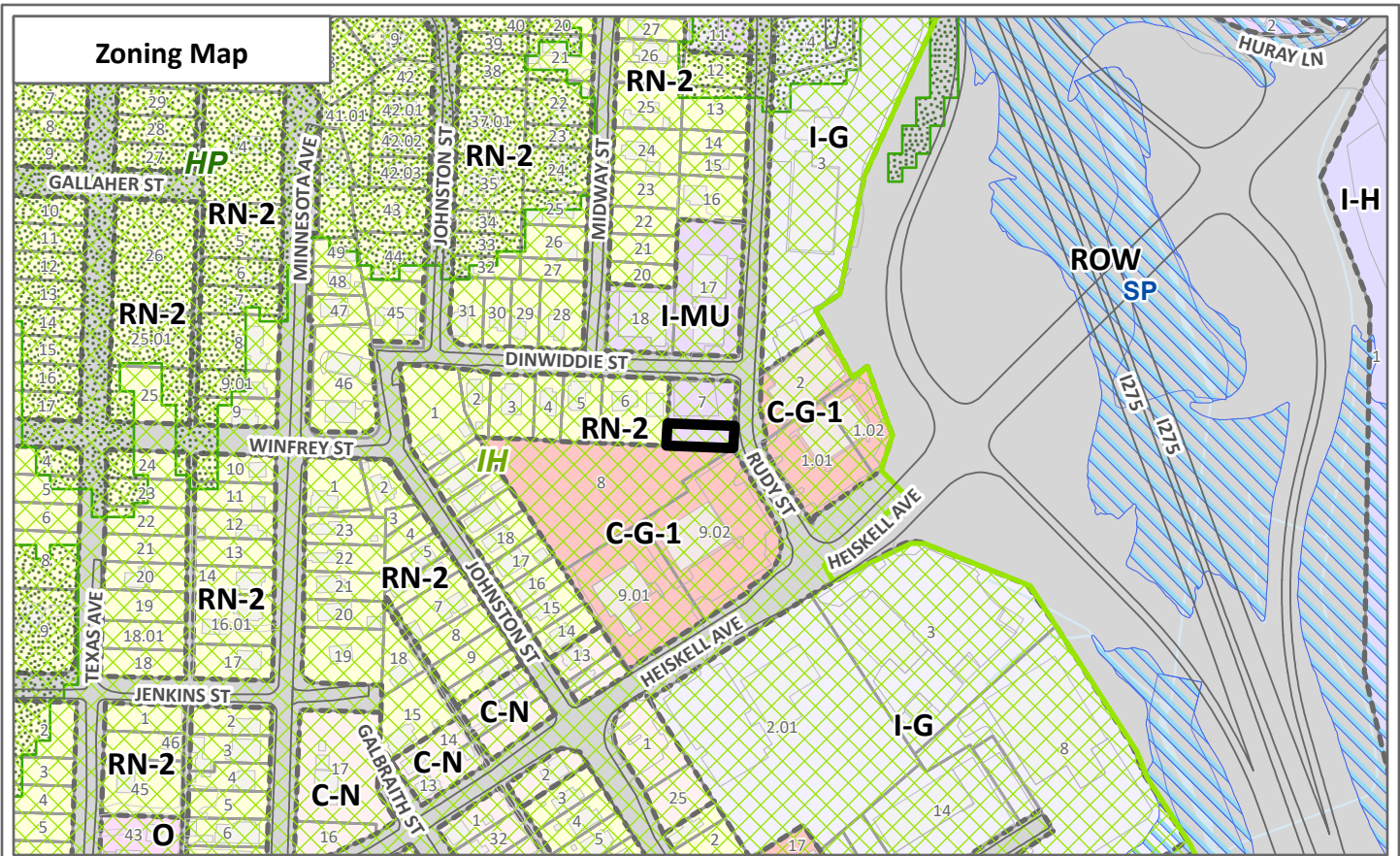
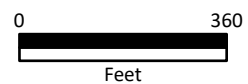


EXHIBIT A, CONTEXTUAL MAPS

10-A-26-RZ / 10-A-26-PA



Case boundary



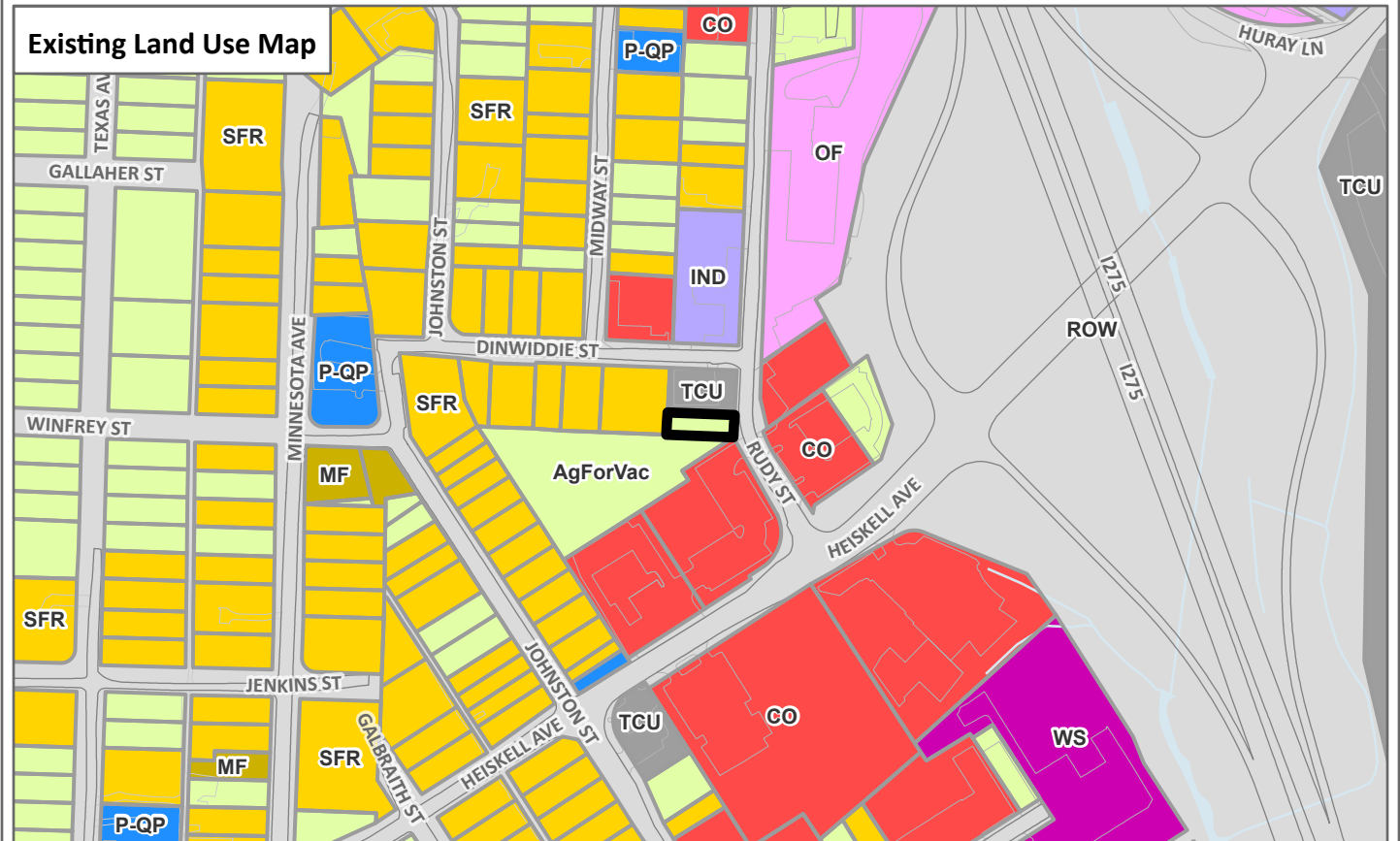
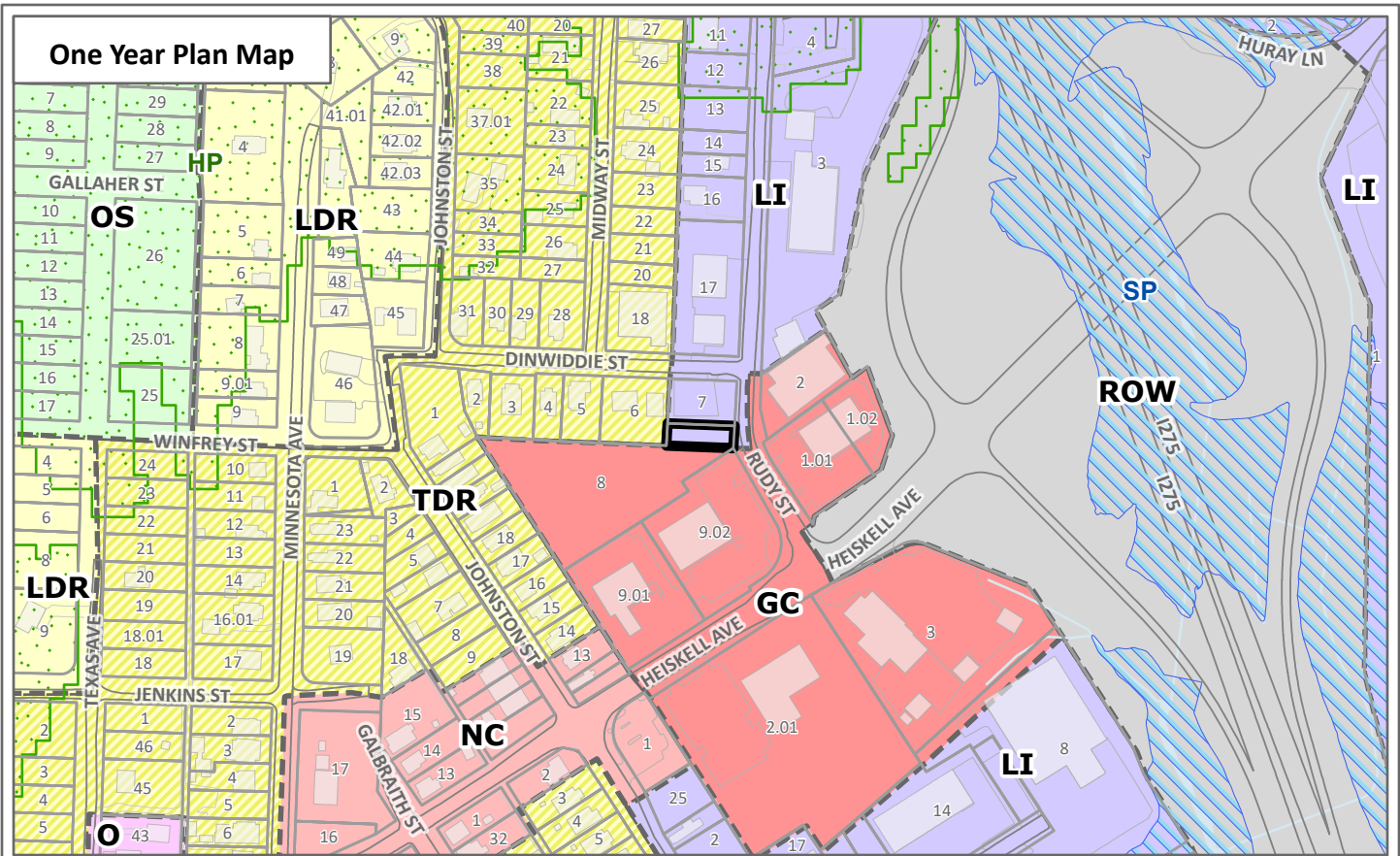


EXHIBIT A, CONTEXTUAL MAPS

10-A-26-RZ / 10-A-26-PA



Case boundary



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.

9/19/26

10/2/2026

Date to be Posted

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

Applicant Name

Date