

CASE SUMMARY

APPLICATION TYPE: REZONING



File Number: 12-B-25-RZ **Related File Number:** 1-B-26-PA
Application Filed: 10/20/2025 **Date of Revision:**
Applicant: SAAD AL QARAGHOLI

PROPERTY INFORMATION

General Location: West side of Chapman Hwy, north and east of Fort Dickerson Rd
Other Parcel Info.:
Tax ID Number: 109 H A 025 **Jurisdiction:** City
Size of Tract: 11637 square feet
Accessibility: Access is off of Chapman Hwy, a 4-lane major arterial with a pavement width of 70 ft within a 100-ft right-of-way.

GENERAL LAND USE INFORMATION

Existing Land Use: Office
Surrounding Land Use:
Proposed Use: **Density:**
Planning Sector: South City **Plan Designation:** MU-SD / SC-4 (Mixed Use-Special District, Chapman Highw
Growth Policy Plan: N/A (Within City Limits)
Neighborhood Context: This property is located on Chapman Highway just north of the intersection with Woodlawn Pike and the entrance to Fort Dickerson Park. The area is characterized by a mix of uses, including commercial, office, multifamily residential, single family residential, and a public park.

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

Street: 3109 CHAPMAN HWY
Location:
Proposed Street Name:
Department-Utility Report:
Reason:

ZONING INFORMATION (where applicable)

Current Zoning: C-G-2 (General Commercial), HP (Hillside Protection Overlay)
Former Zoning:
Requested Zoning: C-H-1 (Highway Commercial), HP (Hillside Protection Overlay)
Previous Requests:
Extension of Zone: No, this is not an extension.
History of Zoning: None noted.

PLAN INFORMATION (where applicable)

Current Plan Category: MU-SD / SC-4 (Mixed Use-Special District, Chapman Highway District: Downtown to Martin Mill Pike), HP (Hillside Ridgetop Protection)

Requested Plan Category: MU-SD (Mixed Use Special District) / SC-4

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.:

PLANNING COMMISSION ACTION AND DISPOSITION

Planner In Charge: Kelsey Bousquet

Staff Recomm. (Abbr.): Deny the C-H-1 (Highway Commercial) zoning district because it is not supported by the adopted plans or changing conditions in the area. The HP (Hillside Protection Overlay) would be retained.

Staff Recomm. (Full):

Comments:

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 IS NECESSARY BECAUSE OF SUBSTANTIALLY CHANGED OR CHANGING CONDITIONS IN THE AREA AND DISTRICTS AFFECTED, OR IN THE CITY GENERALLY.

1. As stated previously, the subject property is near the entrance of Chapman Highway south of the Henley Street Bridge and the Tennessee River waterfront, one of the fastest-growing areas in the City, with several new developments recently completed or under construction.
2. The subject property is located next to the roadway entrance to Fort Dickerson Park, which was improved in 2017 to become a more prominent entrance point on Chapman Highway following the realignment of Fort Dickerson Road in 2015. The realignment added pedestrian crossing facilities connecting to the park entrance. The Augusta Quarry at Fort Dickerson was reopened in July 2025, adding additional amenities to the park and improving visitor safety.
3. The City of Knoxville was awarded a \$17.8 million Safe Streets and Roads for All (SS4A) federal grant in 2024 to implement major safety improvements along the section of Chapman Highway between Blount Avenue and Woodlawn Pike. The improvement project aims to enhance pedestrian and bicyclist safety by installing landscaped medians and a wide shared-use path on the west side of Chapman Highway, adjacent to the subject property. These grants and projects support the pedestrian-oriented intent of existing C-G district.
4. Surrounding properties along this segment of Chapman Highway that were previously zoned C-4 (Highway Commercial) were redesignated as C-G (General Commercial) with the adoption of the 2020 Zoning Ordinance. This zoning change was inspired by the findings of the 2006 Chapman Highway Corridor Study and the 2019 Chapman Highway Implementation Plan, which recommended that future development patterns should support multi-modal transit and foster a pedestrian-oriented environment.

THE PROPOSED AMENDMENT IS CONSISTENT WITH THE INTENT AND PURPOSES OF THIS CODE.

1. The requested C-H-1 (Highway Commercial) zoning district is intended to accommodate higher-intensity commercial uses of a predominantly auto-oriented character, including retail, rental, and service establishments of a more intense commercial character. The auto-oriented nature of this district is not appropriate at this location.
2. The existing C-G-2 zoning district is intended to promote mixed-use development in a pedestrian-oriented environment and offers flexibility in the creation of integrated commercial, office, and residential spaces. This is supported by recently completed pedestrian-oriented street improvements, planned projects in the area, and the addition of several residential developments.
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 subject property's location abuts a new residential development and Fort Dickerson Park. The auto-oriented and more intense commercial character of the C-H-1 zoning district would not be compatible

with the development trends surrounding the subject property.

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 subject property is part of a cohesive block of C-G-2 zoning. The C-G-2 district has design standards for new construction, regulating building façade design, fenestration, and pedestrian access, and requires commercial site design to have a cohesive character (Article 5.4, Table 5-2). The requested C-H-1 district does not have design standards, which could result in development that is out of character with future neighboring development.

2. Although there are numerous auto-oriented establishments along this section of Chapman Highway, a key difference between the C-G-2 and C-H-1 districts is that the C-G-2 district requires special use approval for auto-oriented uses to mitigate potential impacts, whereas the C-H-1 district does not. Because of this, the C-H-1 district at this location could potentially create challenges in increasing pedestrian, bicycle, and transit activity in the area.

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 MU-SD, SC-4 (Chapman Highway District, Downtown to Martin Mill Pike) land use classification in the South City Sector Plan allows consideration of the C-H-1 zoning district. However, the South City Sector Plan recommends a mix of walkable retail, office, and residential developments with enhanced landscaping and urban design along this segment of Chapman Highway. The character of the C-H-1 zoning district does not align with these recommendations.

2. The C-H-1 district is not supported by the existing SWMUD II (South Waterfront Mixed Use District Type II) land use classification in the One Year Plan, and a plan amendment is not recommended to accommodate this rezoning request.

3. The 2006 Chapman Highway Corridor Study and the 2019 Chapman Highway Implementation Policy recommend development that fosters an environment that promotes bicyclist and pedestrian safety. The requested C-H-1 district would permit higher-intensity commercial and auto-oriented uses, which conflict with the adopted plans for the area.

4. The proposed rezoning does not comply with the General Plan's Development Policy 9.10: Encourage commercial and office development that improves the form and function of traditional "strip" development patterns. As previously mentioned, the C-H-1 zoning district does not have to adhere to design standards regulating building facades and commercial site design.

WHETHER ADEQUATE PUBLIC FACILITIES ARE AVAILABLE, INCLUDING, BUT NOT LIMITED TO, SCHOOLS, PARKS, POLICE AND FIRE PROTECTION, ROADS, SANITARY SEWERS, STORM 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 facility and utility infrastructure to support a rezoning of this site.

2. There is a Knoxville Area Transit bus stop in front of the subject property near the entrance to Fort Dickerson Park.

Action: Denied

Meeting Date: 1/8/2026

Details of Action:

Summary of Action: Deny the C-H-1 (Highway Commercial) zoning district because it is not supported by the adopted plans or changing conditions in the area. The HP (Hillside Protection Overlay) would be retained.

Date of Approval:

Date of Denial: 1/8/2026

Postponements: 12/11/2025

Date of Withdrawal:

Withdrawn prior to publication?: **Action Appealed?:**

LEGISLATIVE ACTION AND DISPOSITION

Legislative Body:

Date of Legislative Action:

Date of Legislative Action, Second Reading:

Ordinance Number:

Other Ordinance Number References:

Disposition of Case:

Disposition of Case, Second Reading:

If "Other":

If "Other":

Amendments:

Amendments:

Date of Legislative Appeal:

Effective Date of Ordinance: