

PLANNED DEVELOPMENT PRELIMINARY PLAN

► FILE #: 8-A-25-PD AGENDA ITEM #: 27

AGENDA DATE: 8/14/2025

► APPLICANT: AMY SHERRILL

OWNER(S): Orel Brodt

TAX ID NUMBER: 109 K G 023 <u>View map on KGIS</u>

JURISDICTION: City Council District 1

STREET ADDRESS: 4333 GALBRAITH SCHOOL RD

► LOCATION: Northeast side of Galbraith School Rd, northwest of Taylor Rd

► APPX. SIZE OF TRACT: 2.61 acres

SECTOR PLAN: South City

GROWTH POLICY PLAN: N/A

ACCESSIBILITY: Access is via Galbraith School Road, a local street with a 21-ft pavement

width within a right-of-way which varies from 40 ft to 50 ft

UTILITIES: Water Source: Knoxville Utilities Board

Sewer Source: Knoxville Utilities Board

FIRE DISTRICT: Knoxville Fire Department

WATERSHED: Baker Creek

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

► EXISTING LAND USE: Rural Residential

PROPOSED USE: Adaptive reuse of Galbraith Elementary School for 36 dwelling units as

well as 8 additional townhouse units.

HISTORY OF ZONING: A 2019 request to rezone this property from R-1 (Low Density Residential) to

C-1 (Neighborhood Commercial) was withdrawn per applicants request (10-

Q-19-RZ).

SURROUNDING LAND North:

USE AND ZONING:

South: Single family residential - RN-1 (Single Family Residential

Public/quasi public land (school) - INST (Institutional)

Neighborhood)

East: public/quasi public land (school) - INST (Institutional)

West: Single family residential - RN-1 (Single Family Residential

Neighborhood)

NEIGHBORHOOD CONTEXT: This neighborhood is comprised of a mix of single family and multifamily

residential dwellings. South Doyle Middle School is directly adjacent to the

subject property.

STAFF RECOMMENDATION:

► Approve the preliminary plan for the Galbraith School Adaptive Reuse Planned Development, including approval of the requested exceptions to the underlying zoning district's dimensional standards,

subject to 3 conditions.

- 1) Paving accessible parking spaces and drive aisles so that there is no obstruction to wheelchair access on any side of a vehicle parked in a handicap space.
- 2) Providing a second paved and accessible crosswalk connecting the townhouses to the main building and courtyard.
- 3) Including a minimum of 10 feet of pavement inside the property line where the gravel driveway meets the right-of-way, and ensuring the gravel is dust free (clean stone) and bound on all sides to prevent migration and rutting.

COMMENTS:

The purpose of a Planned Development is to encourage and allow more creative and flexible development of land than is possible under district zoning regulations. It should only be applied to further those applications that provide compensating amenities and benefits to the City and neighborhood. Standards for a Planned Development are codified in subsequent sections of Article 16.7 of the zoning ordinance. This staff report consists of four sections: Project Description, Zoning Exceptions, Community Benefits, and Criteria for Approval of a Planned Development.

-- PROJECT DESCRIPTION --

This project proposes to adaptively reuse the Galbraith Elementary School on a lot zoned RN-1 (Single-Family Residential Neighborhood) for multifamily housing. The Galbraith school building was erected in 1930 and designed by architect Frank O. Barber. The building has remained vacant since the 1980s after the school was closed in 1977. This Planned Development (PD) seeks to preserve and restore this historic structure for 36 affordable dwellings comprised of one, two and three-bedroom units. A second phase of the proposal is to develop 8 townhouses on cleared open space in the southeast area of the 2.6-acre lot. There will be a strong emphasis on public art with a classroom-inspired mural on a portion of the school's exterior alongside other artistic programming intended to enhance engagement and aesthetics on this long-vacant school campus.

--ZONING EXCEPTIONS--

Per Article 16.7.D.2, exceptions from district regulations may be granted for planned developments if the exceptions:

- A. Enhance the overall merit of the planned development.
- B. Promote the objectives of both the City and the development.
- C. Enhance the quality of the design of the structures and the site plan.
- D. Will not cause excessive adverse impact on neighboring properties.
- E. Are compatible with the adopted Knoxville-Knox County General Plan and its component parts, including adopted sector plans, corridor plans, and related documents.
- F. Provide a public benefit to the City.

This development proposal includes three requested exceptions from the RN-1 (Single-Family Residential Neighborhood) zoning district, which are described below with staff analysis.

- 1) Increasing the impervious surface maximum in the RN-1 district from 40% to 51% Staff Analysis: The impervious footprint on this campus already appears to exceed the 40% maximum standard. The site plan indicates that proposed development will largely stay within areas that have been previously paved.
- 2) Permitting the use of multifamily and townhouse dwellings.

 Staff Analysis: Permitting more intensive residential uses will enable the redevelopment and rehabilitation of this dilapidated school campus in a way that the residential use permitted by right under RN-1 zoning cannot.
- 3) Permitting more than one principal structure on the site.
 Staff Analysis: The additional, small-scale development of townhouse dwellings will activate empty areas of the vacant lot and provide a transition of residential intensity between the South Doyle Middle School campus and multifamily units within the subject school building and the adjacent single-family lots to the southeast.

-- COMMUNITY BENEFITS--

Per Article 16.7.D.3, an exception to zoning district regulations cannot be granted unless the applicant demonstrates a substantial benefit to the City.

This Planned Development proposes two benefits to the City, which are described below along with staff analysis.

- 1) The preservation and adaptive reuse of a historic building in need of restoration. Staff Analysis: The preservation of this historic structure is a cultural benefit to the City that could not be ensured through other means in the zoning ordinance. If this property were rezoned to the RN-4 or RN-5 (General Residential Neighborhood) districts to permit the zoning exceptions being requested, there would be no way to prevent this historic educational building from being demolished. This is the type of public benefit that the Planned Development process is specifically designed to enable. Staff recommend that a Historic Zoning Overlay also be considered on the property to further ensure this historic preservation effort.
- 2) The addition of public art and murals to enhance the community surroundings, to be enjoyed by both residents and neighbors.

Staff Analysis: The incorporation of public art and creative programming throughout the property indicates that there will be engagement of the general public and beautification of the site beyond the rehabilitation of the historic building. This benefit enhances the proposal and aligns with the first example listed among the types of benefits that can be considered in the Planned Development article of the zoning ordinance.

PURSUANT TO ARTICLE 16.7.E.3.e, THE RECOMMENDATION OF THE KNOXVILLE-KNOX COUNTY PLANNING COMMISSION AND DECISION OF THE CITY COUNCIL MUST MAKE A FINDING THAT THE FOLLOWING STANDARDS FOR A PLANNED DEVELOPMENT HAVE BEEN MET:

A. THE PROPOSED PLANNED DEVELOPMENT MEETS THE PURPOSE OF A PLANNED DEVELOPMENT (Article 16.7.A)

This proposed development is directly aligned with the intent of the Planned Development process because it is an innovative rehabilitation project that cannot be easily ensured through any other means in the zoning ordinance. The adaptive reuse of the Galbraith Elementary School for affordable multifamily housing, with beautification through public art programming, is a benefit to the City that is commensurate with the limited zoning exceptions requested to accomplish the project. Critical to this consideration of benefits is input from the City's Urban Design and Development division. This team evaluates projects for their alignment with the City's Key Development Priorities, and they have substantiated the public benefit of this proposal with a letter of support provided as Exhibit A in this packet.

B. THE PROPOSED PLANNED DEVELOPMENT WILL NOT BE INJURIOUS TO THE USE AND ENJOYMENT OF OTHER PROPERTY IN THE VICINITY.

The traffic impact of 44 dwelling units on this property is no more intensive than the types of uses that could be considered in accordance with the subject property's CI (Civic Institutional) land use classification in the South City Sector Plan and the One Year Plan. If this property were rezoned to the INST (Institutional) district to better align with adopted future land use plans, uses permitted by right would include a hospital or a correctional facility, which could have more significant environmental and traffic impacts than the modest residential redevelopment being proposed.

C. THE PROPOSED PLANNED DEVELOPMENT WILL NOT IMPEDE THE NORMALAND ORDERLY DEVELOPMENT AND IMPROVEMENT OF SURROUNDING PROPERTY.

The subject property is surrounded on two sides by the built-out and established South Woodlawn Neighborhood. This rehabilitation project should not trigger any significant development changes in that community. The other two sides of the subject property are open space owned by Knox County Schools that extend from South Doyle Middle School. The rehabilitation of the Galbraith school building may spur future investment in these surrounding institutional properties.

D. THERE IS PROVISION FOR ADEQUATE UTILITIES AND INFRASTRUCTURE, DRAINAGE, OFFSTREET PARKING AND LOADING, PEDESTRIAN ACCESS, AND ALL OTHER NECESSARY FACILITIES.

One concerning aspect of the PD is that the parking lot is proposed to be replaced with gravel, which can make accessibility on the site challenging. ADA compliant parking spaces are shown, and one condition for approval is that ADA spaces and access aisles remain paved. Another condition is that a secondary paved ADA crosswalk be provided to connect the townhouses to the main building and courtyard. The driveway access point to Galbraith School Road must be paved to a minimum of 10 feet inside the property line to buffer the street from loose gravel. The gravel must be dust free (clean stone) and bound on all sides to prevent migration and rutting, which typically requires a grid framework installation. These conditions improve safety, access and long-term viability of the parking lot.

E. THERE IS PROVISION FOR ADEQUATE VEHICULAR INGRESS AND EGRESS DESIGNED TO MINIMIZE TRAFFIC CONGESTION UPON PUBLIC STREETS. THE KNOXVILLE-KNOX COUNTY PLANNING COMMISSION AND/OR CITY COUNCIL MAY REQUIRE A TRAFFIC STUDY TO PROVIDE EVIDENCE THAT THE CIRCULATION SYSTEM IS ADEQUATE.

The traffic estimated to be generated by 44 new units does not meet the threshold of 750 ADT (average daily traffic) to warrant a traffic study requirements by staff. Decatur Drive is a closed right-of-way that is owned by Knox County Schools, and it is not currently slated to be accessed by this development. The development will utilize an established access point on Galbraith School Road that has been evaluated by City Engineering and is deemed to be adequate for this development.

F. THE LOCATION AND ARRANGEMENT OF STRUCTURES, PARKING AREAS, WALKS, LANDSCAPE, LIGHTING, AND OTHER SITE DESIGN ELEMENTS AND THE USES ARE COMPATIBLE WITH THE SURROUNDING NEIGHBORHOOD AND ADJACENT LAND USES.

The site plan shows a landscape buffer between the townhouses and the single-family lot to the southeast, which will provide beautification and screening for privacy between these two properties. Should the redevelopment of the parking lot be considered a "new" parking lot by the City, a parking lot perimeter landscape yard may be required. This can be clarified in the Final Plan stage when a more detailed landscape plan is provided. Most trees on the site are being retained, and there will be further enhancements to this location through public art and new plantings.

Pedestrian circulation is supported throughout the site and connects to existing sidewalks on two sides of the property. The noted condition about a second ADA crosswalk will improve accessible circulation within the site. This Planned Development is compatible with the residential and institutional context within which it is located.

ESTIMATED TRAFFIC IMPACT: 456 (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: 4 (public school children, grades K-12)

Schools affected by this proposal: Mooreland Heights Elementary, South Doyle Middle, and South Doyle 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 Knoxville City Council for action on 9/2/2025 and 9/16/2025. 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.





MEMORANDUM

DATE: July 11, 2025

TO: Amy Brooks, Executive Director, Knoxville-Knox County Planning

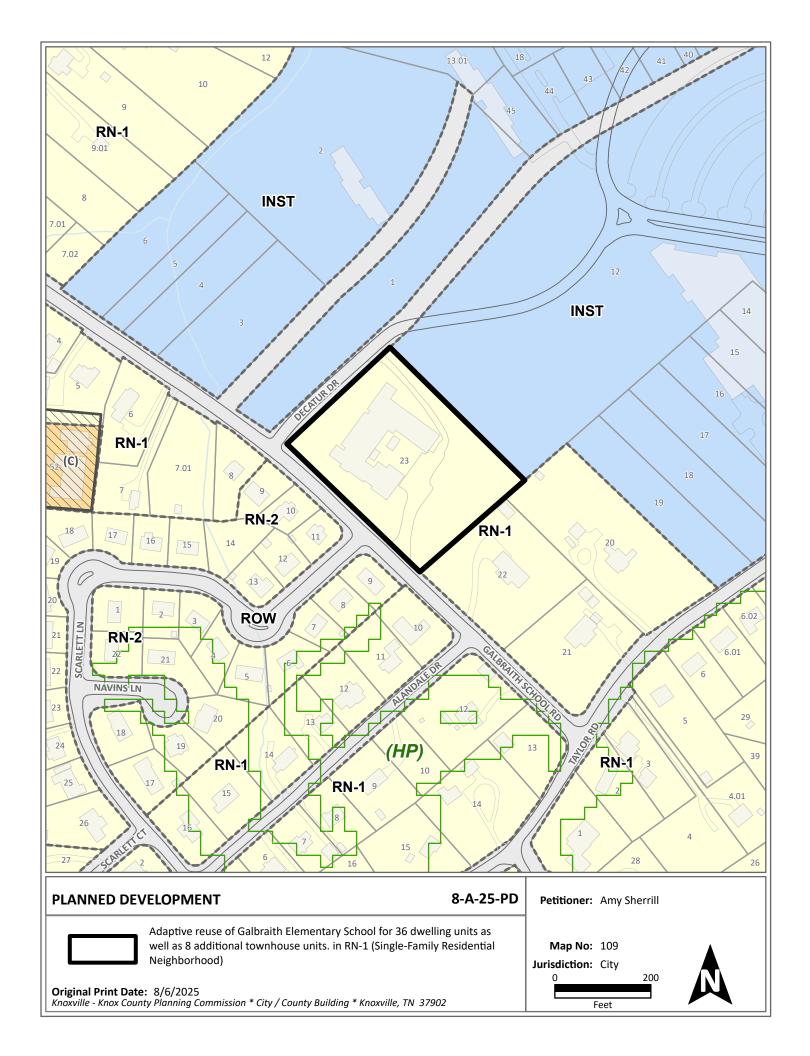
FROM: Rebekah Jane Justice, Chief of Urban Design and Development, City of Knoxville

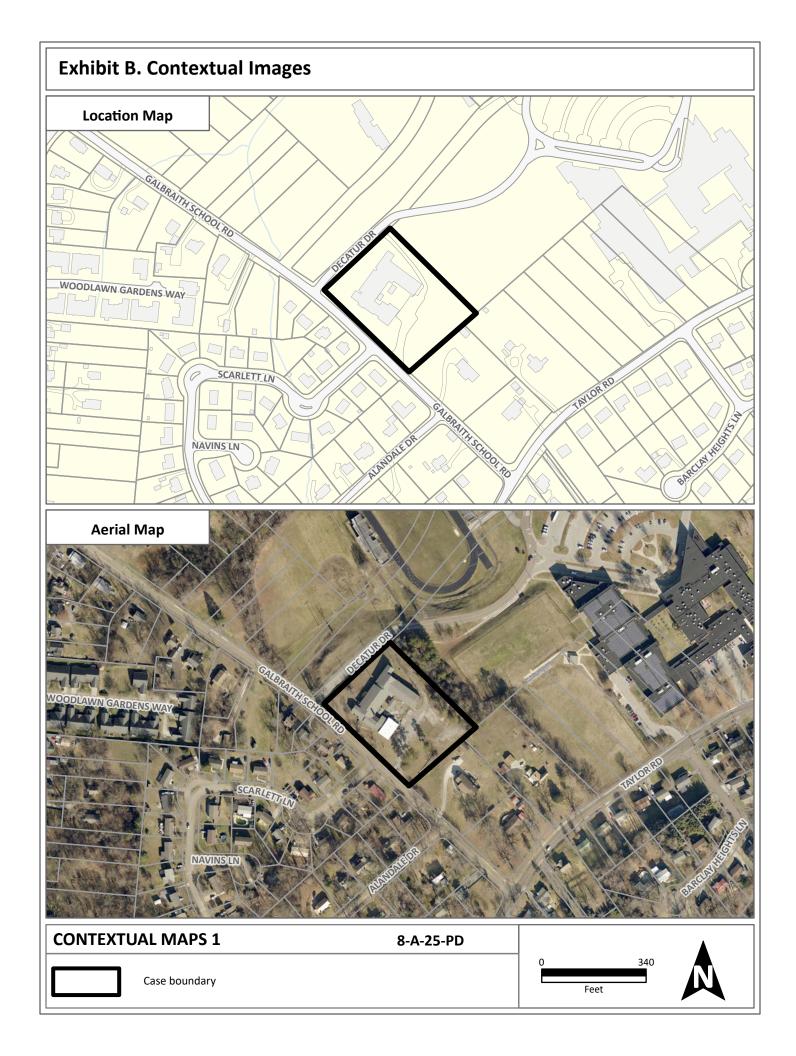
RE: 8-A-25-PD

The Urban Design & Development team works to implement the City of Knoxville's <u>Key Development Priorities</u> by supporting public-private partnerships that align with these priorities and support public benefits.

The application for 8-A-25-PD is requesting an exception from district regulations for the proposed reuse of the historic Galbraith Elementary School building.

The proposed reuse of the existing building as demonstrated in the application for 8-A-25-PD provides "substantial benefit to City," as noted under section 16.7.D.3.





Galbraith School Adaptive Re-Use



8-A-25-PD Received 7/28/2025 benefield • richters

Overview & Proposed Use

The old Galbraith Elementary School currently sits empty at 4333 Galbraith School Road. Built in 1930, the school building quietly sits on the top of a hill within a short and accessible distance of Baker Creek Park, James White Parkway, and so much of South Knoxville.

This site has previously been reviewed for a PD overlay multiple times. However, it recently underwent a change of ownership and the old Planned Development is no longer feasible for this site. Therefore, a new application for PD on the property has been submitted.

This 2.6 acre site is currently under RN-1 zoning, which doesn't allow for many uses that would be appropriate for the site and building. Due to the location and relationship to other properties though, a complete zoning change doesn't make much sense here.

That's where the Planned Development (PD) overlay comes in. The Planned Development we are requesting would create a number of community benefits and limit zoning exceptions to a small number of items that are specific to this plan. The proposed development will provide 36 dwelling units composed of One-Bedroom, Two-Bedroom Units, and Three- Bedroom Units spread throughout the existing building and space allocated for future development of 8 new town homes. This would be built with 65 parking spaces adequete to serve all onsite. It will utilize and preserve the historical existing construction of the Galbraith School to create unique residences.

In the following pages, this packet will explain the public benefits of this plan, and why the new use is appropriate for this site.

Community Benefits

We believe adapting the Galbraith School to multi-family housing would create multiple benefits to the community including:

- 01) The preservation and adaptive re-use of a historic building in dire need of restoration.
- 02) The addition of public art and murals to enhance the community surroundings, to be enjoyed by both residents and neighbors
 - public art concept: The Classroom Collective: An Affordable Housing & Arts-Driven Transformation of Galbraith School
- Concept Overview: The Classroom Collective is a reimagining of the historic Galbraith School into an affordable housing development that preserves the site's educational legacy while fostering creativity, education, and connection. The project draws inspiration from the symbolism of school, where lives begin to take shape, where collaboration and learning are foundational and translates that spirit into a modern community built for growth. This isn't just adaptive reuse, It's a revival of purpose.
- Artistic Vision: At the heart of The Classroom Collective is a vision to make art an everyday part of life for its residents and neighbors. One of the key features will be a classroom-inspired mural on a portion of the school's exterior transforming it into an open-air gallery.
- Mural concept ideas: Historic moments from Galbraith's school days, Imagery of learning and play, Handwritten quotes which look like notes as if passed in class, Symbols of growth—open books, climbing plants, paper airplanes, chalk drawings etc. This turns the central outdoor space into more than just a courtyard it becomes a living exhibition and gathering place for storytelling, memory, and community connection.
- Core Themes:, Heritage & Transformation: Honoring the original school structure and spirit, Learning & Growth: Providing not just shelter, but opportunity, Art as Identity: Using creativity to define the space and unite its residents, Collective Belonging: Emphasizing that community is a shared, evolving classroom

Requested Zoning Exceptions

Current Zoning for 4333 Galbraith School Road is RN-1.

Requested Exceptions

- 1. Impervious surface Appendix B, section 4.1 dimensional standards
 - A. Allowed in RN-1 = 40%
 - B. Proposed = 51%
 - C. The addition of parking, sidewalks, and future townhouse development requires a larger percetage of impervious surface than is allowed by the code.
- 2. Multifamily / Townhouse use Appendix B article 4.1B RN-1 single family residential neighborhood zoning district
 - A. Allowed in RN-1 = 1 and 2 family dwellings
 - B. Proposed = multifamily
 - C. An exception to the 1 or 2 family dwelling rule is requested to provide the most housing opportunities to the members of the community. Additionally, a 1 or 2 family dwelling on a lot of this size or within a building of this size is not an efficient use of space or fitting with the existing lot characteristics of the surrounding neighborhood.
- 3. Multiple buildings on site Appendix B 9.2.D general use regulations
 - A. Allowed in RN-1 = 1 primary structure
 - B. Proposed = 2 structures (existing school + future townhouses)
 - C. An exception to the singular structure / singular principal use rule is requested to use the property to its fullest advantage. The large lot size allows for a distance between structures that is in line with the existing lot characteristics of the surrounding neighborhood.

Parking listed below is in compliance with off street parking requirements

PARKING: SCHOOL APARTMEN	NTS	REQ'D MIN.		MAX.	PARKING: TOWNHOUSES		REQ'D MIN.	MAX.	PARKING: PROJECT TOTAL		REQ'D MIN.	MAX.	PROVIDED
1 BEDROOM (24 UNITS)	1/DU + GUEST	24	1.25/DU+GUEST	30	2/DU		16	NO LIMIT	CAR PARKING		66	NO LIMIT	66
2 BEDROOM (10 UNITS)	1.25/DU + GUEST	13	1.75/DU+GUEST	18	.25/DU GUEST		2						
3 BEDROOM (2 UNITS)	1.5/DU + GUEST	3	2.25/DU+GUEST	5	TOTAL		18		TOTAL ACCESSIBLE SPACES	2 VAN, 4 TOTAL	4		6
GUEST	0.2 / DU	8	0.25	9									
TOTAL		48		62					BICYCLE SPACES	.25 / UNIT	11		11
					TOTAL ACCESSIBLE SPACES	1 VAN, 1 TOTAL	1						
TOTAL ACCESSIBLE SPACES	1 VAN, 3 TOTAL	3			BICYCLE SPACES	.25 / UNIT	2						
BICYCLE SPACES	.25 / UNIT	9											

benefield - richters

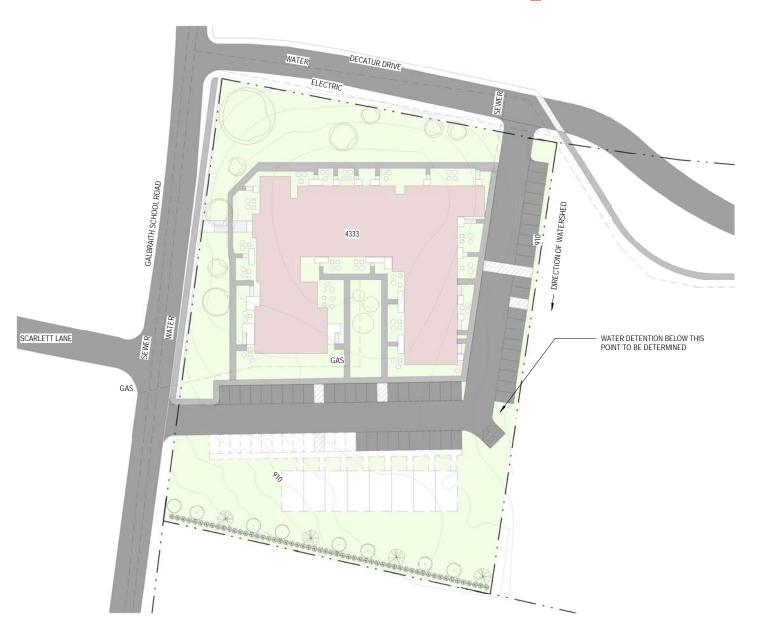
Site Map



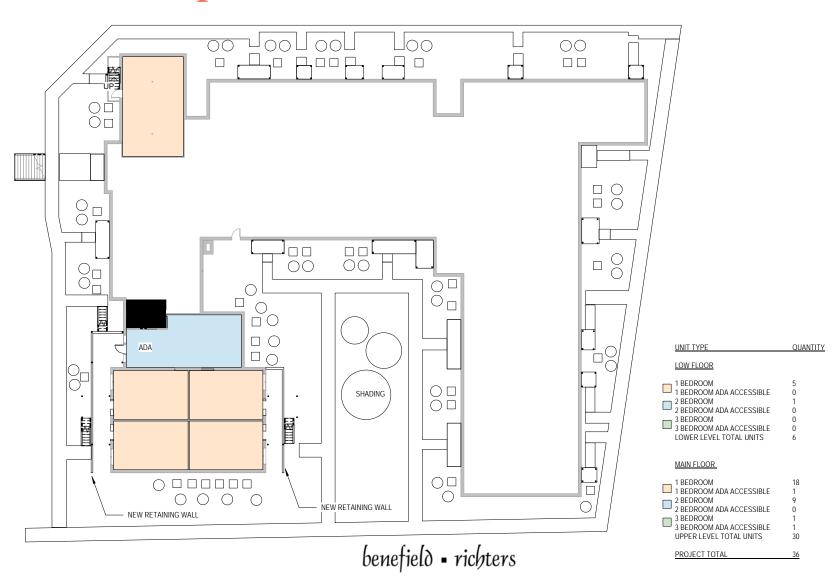
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5

Site Plan - Topo and Utilities



Proposed Lower Level Floor Plan



Proposed Upper Level Floor Plan



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(3) Either print the completed form and bring it to the **Knoxville-Knox County Planning offices** OR email it to applications@knoxplanning.org



Devel	opr	nent
	Req	uest

KNOXVILLE I KNOX COUNTY				Request
Subdivision	☐ Final Plat			
Zoning	☐ Plan Amendment*			
Development Plan	n* Planned Development*	Use on Revie	w / Special Use	* Hillside Protection COA*
*These application types require a pre-a	application consultation with P	lanning staff.		
Amy Sherrill		Archite	ect	
Applicant Name		Affiliation		
2025.06.23	08/14/2025			File Number(s)
Date Filed	Meeting Date (if applicab	le)		8-A-25-PD
Correspondence	All core	respondence will b	e directed to th	e approved contact listed below
☐ Applicant ☐ Property Owner	\square Option Holder \square Proje	ct Surveyor 🗆	Engineer 🗏	Architect/Landscape Architec
Amy Sherrill		Benefield Ric	chters	
Name		Company		
902 North Central Street		Knoxville	TN	37917
Address		City	Stat	e ZIP
8656377009				
Phone	Email			
Current Property Info				
Orel Brodt				305 606 1178
Property Owner Name (if different)	Property Owner	Address		Property Owner Phone
4333 Galbraith School Road		109K	G023	
Property Address		Parcel I	D	
KUB	KUB			N
Sewer Provider	Water F	Provider		Septic (Y/N
Development Request				
Residential Non-Residential				RELATED CITY PERMIT NUMBER
Proposed Use Planned developme	nt - multi family			
Specify if a traffic impact study is require	ed: 🔲 Yes (required to be su	bmitted with appl	ication) 🔳 N	0

Subdivision Request		
		RELATED REZONING FILE NUMBER
Proposed Subdivision Name		
☐ Combine Parcels	Divide Parcel	
Unit / Phase Number	Proposed Number of Lots	(total)
Other (specify)		
Specify if requesting: \Box Variance \Box Alternative	e design standard	
Specify if a traffic impact study is required: \Box Yes	(required to be submitted with application)
Zoning Request		
		PENDING PLAT FILE NUMBER
Zoning Change		
Proposed Zoning Prop	osed Density (units/acre, for PR zone only)	
☐ Sector Plan ☐ One Year Plan ☐ Comprehen	sive Plan	
☐ Plan Amendment Change	. ()	
Proposed Plan Design	nation(s)	
If, in Knox county, submit plan amendment request with application Previ	ous Rezoning Requests	
	.	
□ I deslave	under namelty of navium the foregoing is true	and correct; 11 Ha/sha/it is the surper of the
	under penalty of perjury the foregoing is true a AND 2) The application and all associated mater	
Amy Sharrill Digitally signed by Amy Sherrill		
Date: 2025.06.23 12:00:20 -04'00	•	2025.06.23
Applicant Signature	Print Name / Affiliation	Date
865-637-7009		
Phone Number	Email	
Irel Brodt dotoop verified 61/23/25 1:02 PM EDT SZQZ-E998-EYK5-BO1U	Orel Brodt	06/23/2025, SG
Property Owner Signature	Please Print	Date Paid
Staff Use Only Administrative Review	ADDITIONAL REQUIREMENT	s Property Owners / Option Hold
FEE 1 FEE 2	FEE 3	TOT
0502 \$2,000.00		\$2000.00

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). 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.

Digitally signed by Amy Sherrill

Amy Sherrill Date: 2025.06.23 12:01:09

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.

2025.06.23

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. AUGUST 01, 2025 AUGUST 15,2025 Date to be Posted 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

Amy Sherrill