

REZONING REPORT

► **FILE #:** 8-C-25-RZ

AGENDA ITEM #: 11

AGENDA DATE: 8/14/2025

► **APPLICANT:** LEIGH BURCH

OWNER(S): Leigh Burch Terminus Real Estate

TAX ID NUMBER: 94 E J 032

[View map on KGIS](#)

JURISDICTION: City Council District 6

STREET ADDRESS: 305 W VINE AVE

► **LOCATION:** North side of W Vine Ave, west of S Gay St

► **APPX. SIZE OF TRACT:** 1.43 acres

SECTOR PLAN: Central City

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

ACCESSIBILITY: Access is via W Vine Avenue, an unstriped local street with 27 ft of pavement within a right-of-way width that varies between 33-43 ft.

UTILITIES: Water Source: Knoxville Utilities Board

Sewer Source: Knoxville Utilities Board

FIRE DISTRICT: Knoxville Fire Department

WATERSHED: Second Creek, First Creek

► **PRESENT ZONING:** DK-G (Downtown Knoxville, Grid Subdistrict), HP (Hillside Protection Overlay)

► **ZONING REQUESTED:** DK-B (Downtown Knoxville, Boulevard Subdistrict), HP (Hillside Protection Overlay)

► **EXISTING LAND USE:** Transportation/Communications/Utilities

EXTENSION OF ZONE: No, it is not an extension, but DK-B is across the street.

HISTORY OF ZONING: In 2002 the property was rezoned from C-3 (General Commercial) to C-2 (Central Business District) (10-N-02-RZ). In 2007 the property was rezoned from C-2 to DK-G (Downtown, Grid Subdistrict) with the adoption of the downtown design guidelines (2-P-07-RZ).

SURROUNDING LAND USE AND ZONING:

North: Commercial, multifamily residential, public/quasi public land (public parking) - DK-W (Downtown Knoxville, Warehouse Subdistrict)

South: Public/quasi public land (church), commercial, transportation/communications/utilities - DK-B (Downtown Knoxville, Boulevard Subdistrict), DK-G (Downtown Knoxville, Grid Subdistrict)

East: Commercial, office - DK-G (Downtown Knoxville, Grid Subdistrict)

West: Multifamily residential - DK-G (Downtown Knoxville, Grid Subdistrict)

NEIGHBORHOOD CONTEXT: The subject property is on a ridge immediately west of S Gay Street that primarily features a mix of commercial, multifamily residential, and office uses, interspersed with churches and parking lots. Train tracks run to the north along W Jackson Avenue, and Market Square lies to the south across W Summit Hill Drive. The Southern Terminal and Warehouse National

STAFF RECOMMENDATION:

- **Deny the DK-B (Downtown Knoxville, Boulevard Subdistrict) district because it is inconsistent with the intent of the district. The HP (Hillside Protection Overlay) would be retained.**

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 SHALL BE NECESSARY BECAUSE OF SUBSTANTIALLY CHANGED OR CHANGING CONDITIONS IN THE AREA AND DISTRICTS AFFECTED, OR IN THE CITY/COUNTY GENERALLY:

1. In downtown Knoxville there is an ongoing surge of residential and commercial redevelopment occurring. This includes four projects that are underway within a 250-ft radius of the subject property. The former surface parking lot at 255 S Gay Street is being replaced by the Lone Tree Pass mixed-use development, which will provide 24,000 square feet of commercial space, 57 condominiums, and a pedestrian corridor through the center of the project that spans from W Summit Hill Drive to W Vine Avenue. At the corner of W Vine Avenue and Locust Street, there is a 5-story, 89-unit apartment building called City Summit under construction. The Cradle of Country Music Park just completed a major renovation with a new public sculpture to enhance engagement with the space. Lastly, there is a Request for Qualifications from Knoxville's Community Development Corporation out now for a major mixed-use redevelopment of the McClung Warehouse site and surface parking lot along W Jackson Avenue to the north.
2. A key distinction between the property's existing DK-G (Downtown Knoxville, Grid Subdistrict) zone and the requested DK-B (Downtown Knoxville, Boulevard Subdistrict) zone is that the ground floor of a development cannot be exclusively residential in DK-G, but it can be in DK-B. The subject property abuts commercial uses to the east and north, and it is situated diagonally from the new Lone Tree Pass development that will feature retail commercial spaces with enhanced pedestrian connectivity. This context does not support a rezoning to the DK-B district because DK-G is better suited to support a continuation of the mixed-use, pedestrian-oriented development trend that was intended for the area.

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

1. The DK-B zoning district is designed to accommodate those areas of Downtown Knoxville that have developed in a manner characterized by wide, planted boulevards with a green, open landscape consisting of lawns, plazas and structures at variable setbacks.
2. The subject property is addressed on W Vine Avenue, which is a one-way, single-lane street with no consistent street landscaping. This location is not the intended context for the DK-B zoning district.

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. Further expanding DK-B zoning from W Summit Hill Drive could lead to a development pattern that is inconsistent with the mixed-use vision for the grid street areas of downtown.

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. All of the DK subdistricts can be considered within the subject property's MU-RC (Mixed-Use Regional Center) land use classification in the Central City Sector Plan and One Year Plan.
2. Rezoning to DK-B would be inconsistent with the Downtown Design Guidelines. In particular, it would conflict with guideline B4a, to encourage first floor uses that draw walk-in traffic, and B6c, to encourage the development of mixed-use buildings with apartments over lower story commercial uses. The adopted Guidelines describe the Boulevard District as being intended for automobile-oriented thoroughfares with medians and street trees. This description does not align with the subject property's access on a narrow, one-way street, set one block back from a true boulevard like W Summit Hill Drive.

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 property is located in the center of the City where there are ample facilities to support development. However, W Vine Street is not an adequate street for the intent of the DK-B district, as it is not a boulevard.

ESTIMATED TRAFFIC IMPACT: Not required.

ESTIMATED STUDENT YIELD: Not applicable.

Schools affected by this proposal: Green Magnet Academy, Vine Middle Magnet, and Austin East High.

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.



Request to Postpone • Table • Withdraw

LEIGH BURCH

8/13/2025

Applicant Name (as it appears on the current Planning Commission agenda)

Date of Request

August 14, 2025

Scheduled Meeting Date

File Number(s)

8-C-25-RZ

POSTPONE

☒ **POSTPONE:** All applications are eligible for postponement if the request is received in writing and paid for by noon on Thursday the week prior to the Planning Commission meeting. All requests must be acted upon by the Planning Commission, except new applications which are eligible for one 30-day automatic postponement. If payment is not received by the deadline, the item will be tabled.

SELECT ONE: ☒ 30 days ☐ 60 days ☐ 90 days

Postpone the above application(s) until the September 11, 2025 Planning Commission Meeting.

WITHDRAW

☐ **WITHDRAW:** Applications may be withdrawn automatically if the request is received in writing no later than 3:30pm on Thursday the week prior to the Planning Commission meeting. Requests made after this deadline must be acted on by the Planning Commission. Applicants are eligible for a refund only if a written request for withdrawal is received no later than close of business 2 business days after the application submittal deadline and the request is approved by the Executive Director or Planning Services Manager.

TABLE

**The refund check will be mailed to the original payee.*

☐ **TABLE:** Any item requested for tabling must be acted upon by the Planning Commission before it can be officially tabled. There is no fee to table or untable an item.

AUTHORIZATION

By signing below, I certify I am the property owner, and/or the owners authorized representative.

Taylor D. Forrester

Digitally signed by Taylor D. Forrester
DN: cn=Taylor D. Forrester, email=tforrester@lrwlaw.com,
c=US, o=Knox County, ou=Knox County Planning Commission
Reason: I am the author of this document
Date: 2025.08.13 11:47:00-05

Taylor D. Forrester

Applicant Signature

Please Print

865-584-4040

tforrester@lrwlaw.com

Phone Number

Email

STAFF ONLY

Dallas DeArmond

8/13/2025

☐ No Fee

Staff Signature

Please Print

Date Paid

Eligible for Fee Refund? ☐ Yes ☐ No

Amount:

Approved by:

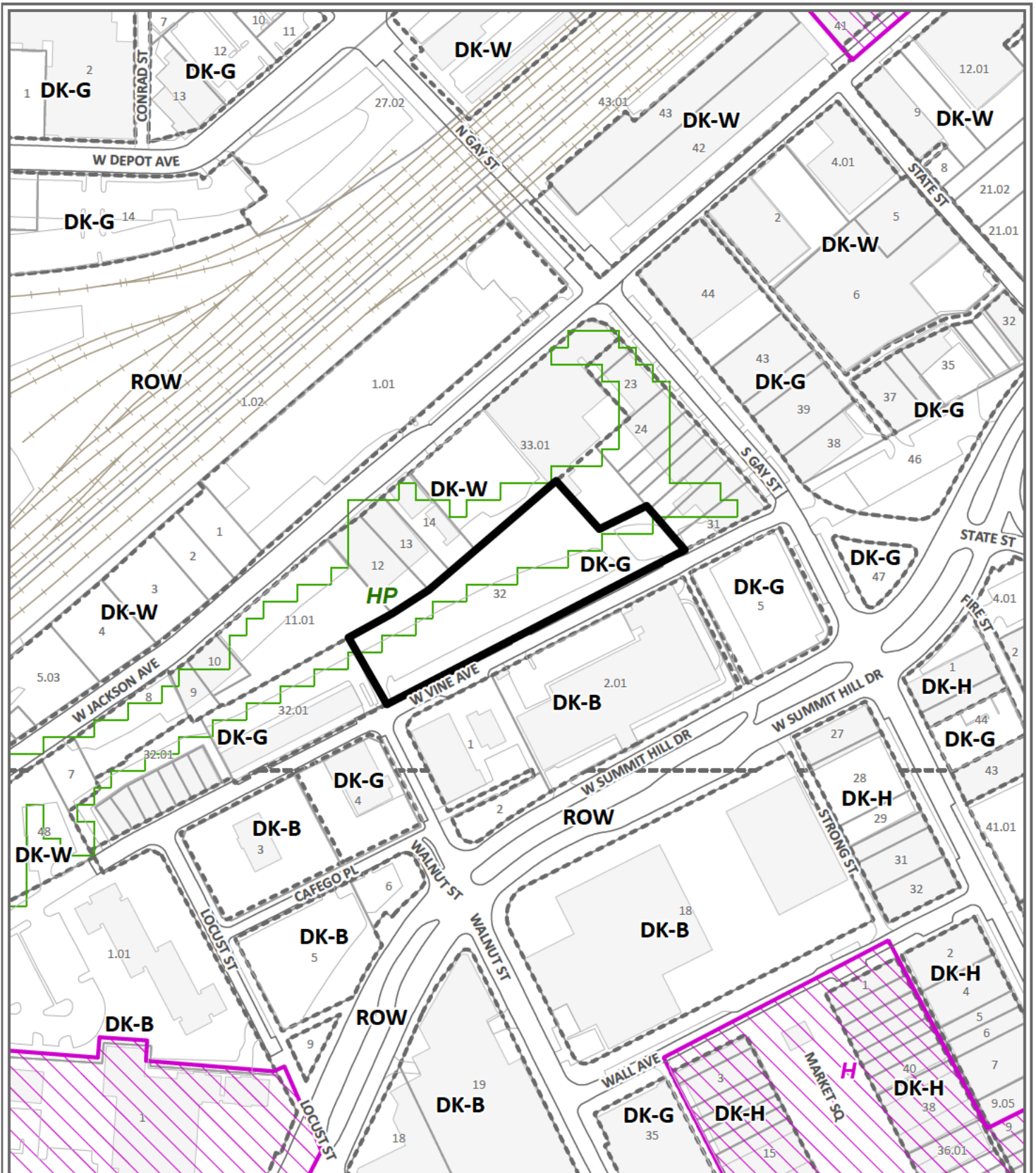
Date:

Payee Name

Payee Phone

Payee Address

October 2022



REZONING

8-C-25-RZ

Petitioner: Leigh Burch

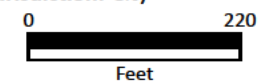


From: DK-G (Downtown Knoxville), HP (Hillside Protection Overlay)

To: DK-B (Downtown Knoxville), HP (Hillside Protection Overlay)

Map No: 94

Jurisdiction: City

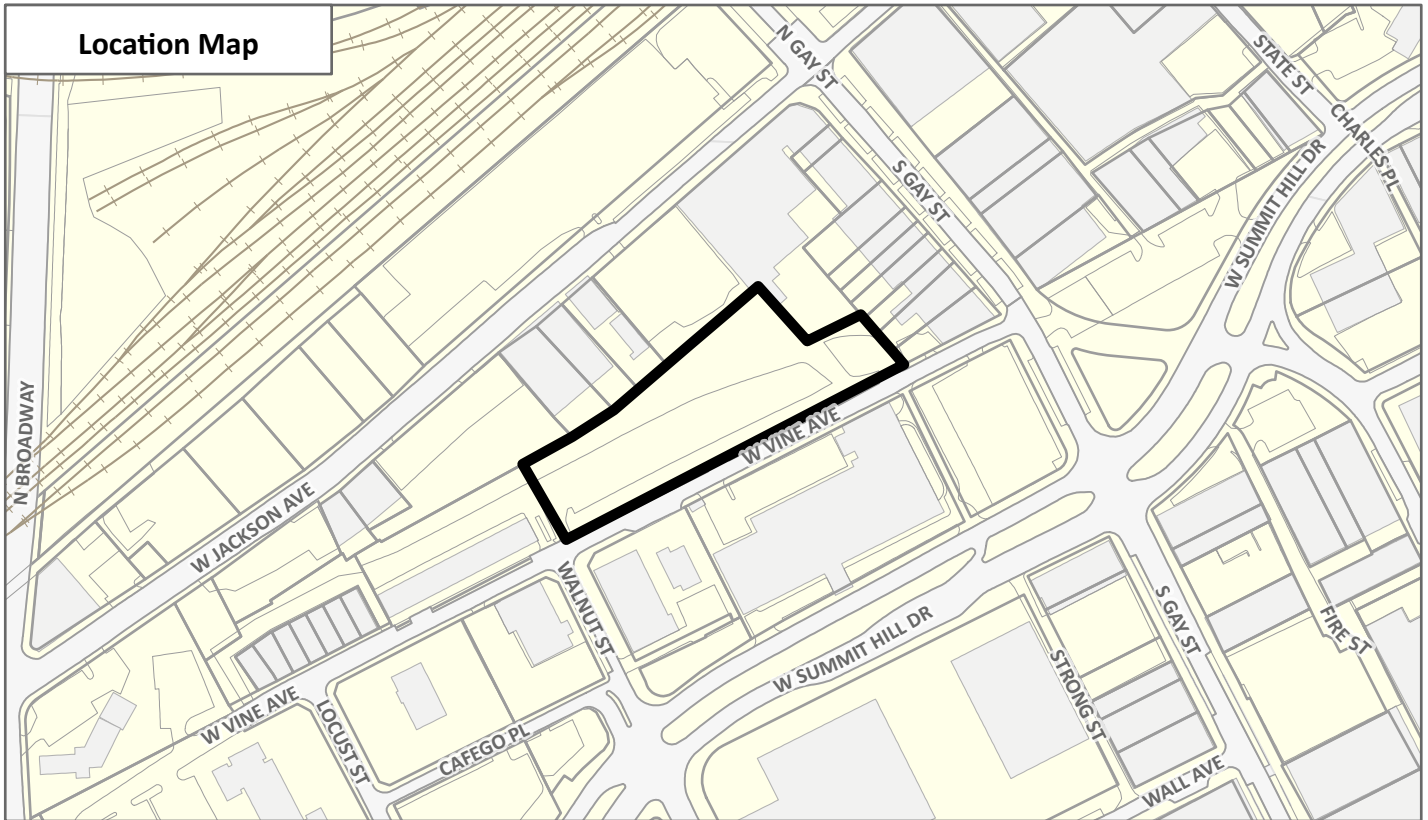


Original Print Date: 7/2/2025

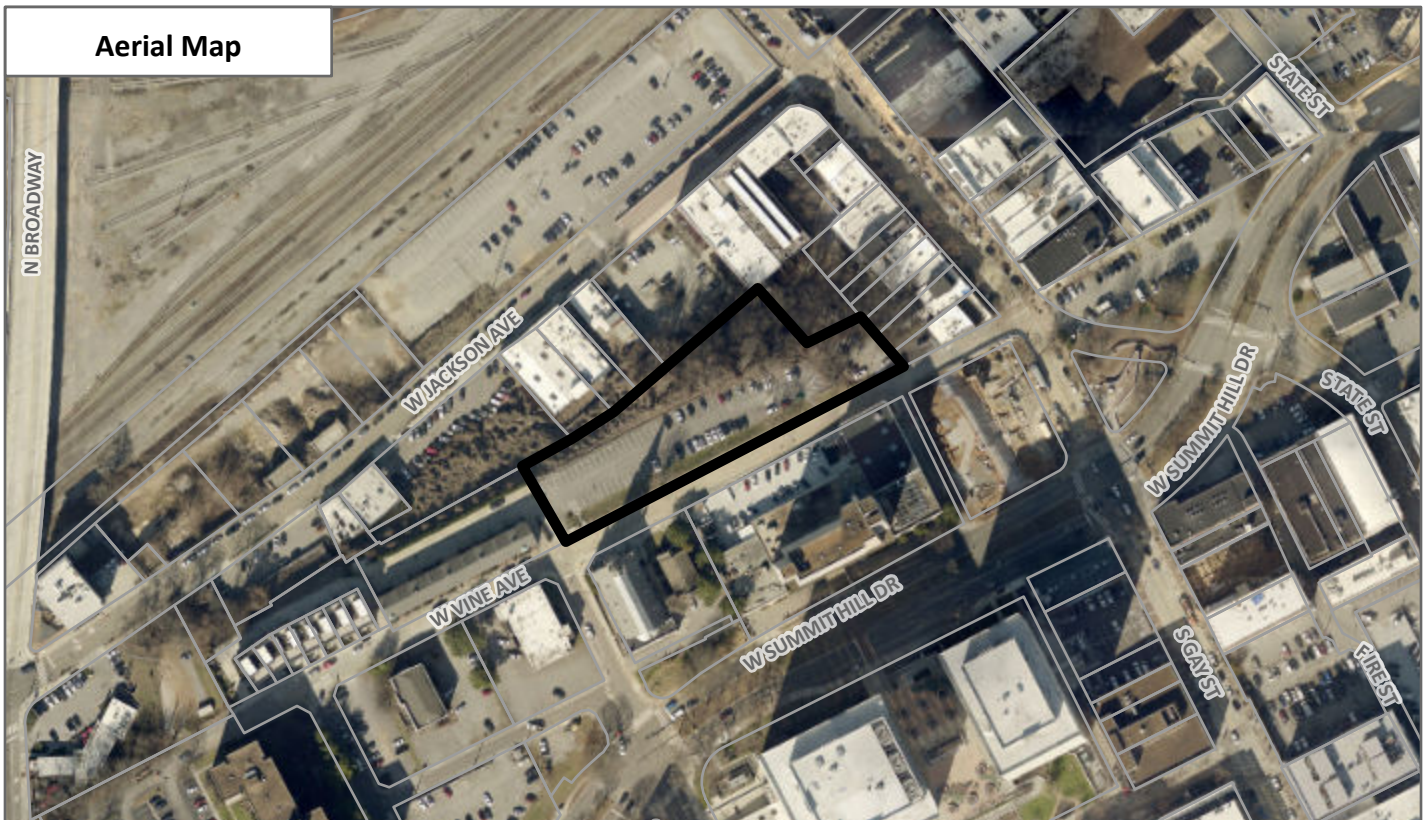
Knoxville - Knox County Planning Commission * City / County Building * Knoxville, TN 37902

Exhibit A. Contextual Images

Location Map



Aerial Map



CONTEXTUAL MAPS 1

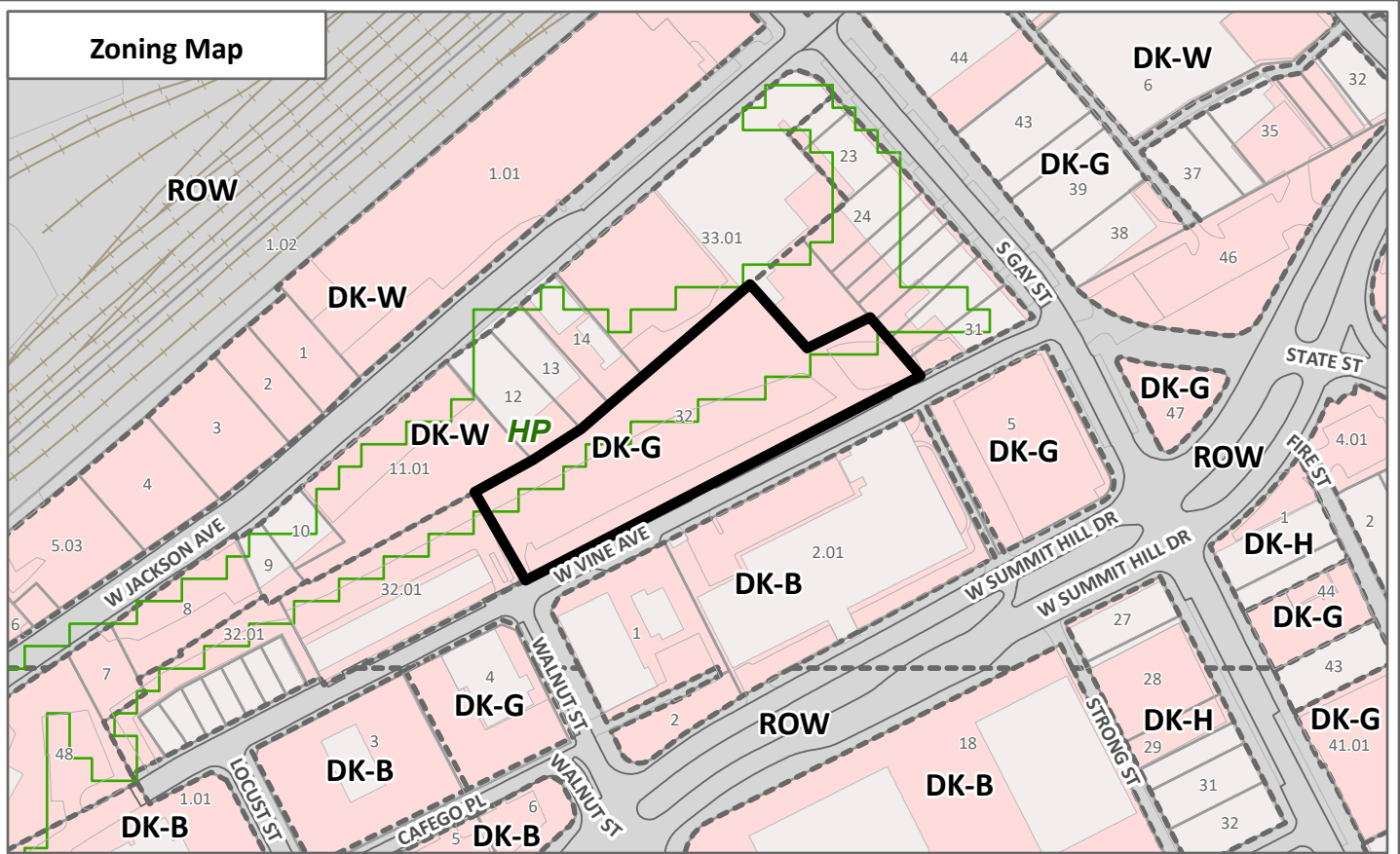
8-C-25-RZ



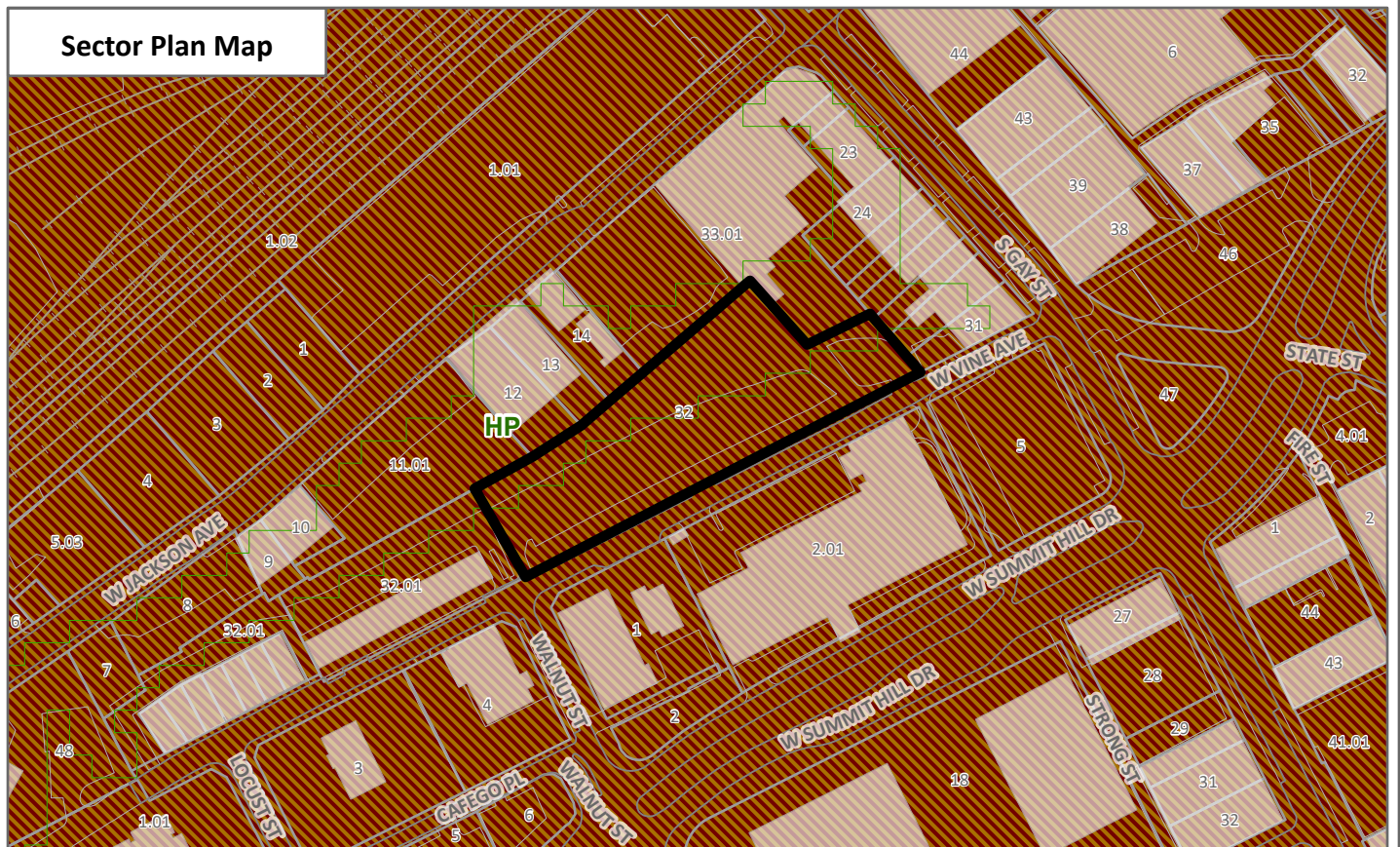
Case boundary



Zoning Map



Sector Plan Map



CONTEXTUAL MAPS 2

8-C-25-RZ



Case boundary



[illegible][illegible]

10/10

A horizontal number line with a solid black bar above it. The bar starts at 0 and ends at 550. The word "Feet" is written below the bar.





Development Request

Subdivision

☐ Concept Plan*

☐ Final Plat

Zoning

☒ Rezoning

☐ Plan Amendment*

Development

☐ Development Plan*

☐ Planned Development*

☐ Use on Review / Special Use*

☐ Hillside Protection COA*

*These application types require a [pre-application consultation](#) with Planning staff.

Leigh Burch		Owner
Applicant Name		Affiliation
6/10/2025	8/14/2025	File Number(s) 8-C-25-RZ
Date Filed	Meeting Date (if applicable)	

Correspondence

All correspondence will be directed to the approved contact listed below.

☐ Applicant

☒ Property Owner

☐ Option Holder☐ Project Surveyor☐ Engineer☐ Architect/Landscape Architect

Leigh Burch		Terminus Real Estate	
Name		Company	
108 E Jackson Ave Unit 1		Knoxville	TN 37915
Address		City	State ZIP
865-673-6300			
Phone		Email	

Current Property Info

Burch Vine LLC	108 E Jackson Ave Unit 1	865-673-6300
Property Owner Name (if different)	Property Owner Address	Property Owner Phone
305 W Vine Ave	094EJ032	
Property Address	Parcel ID	
KUB	KUB	
Sewer Provider	Water Provider	Septic (Y/N)

Development Request

<input type="checkbox"/> Residential <div><input type="checkbox"/> Non-Residential</div>	RELATED CITY PERMIT NUMBER
Proposed Use	
Specify if a traffic impact study is required: <input type="checkbox"/> Yes (required to be submitted with application) <input type="checkbox"/> No	

Subdivision Request


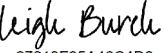
		RELATED REZONING FILE NUMBER	
Proposed Subdivision Name			
Unit / Phase Number	<input type="checkbox"/> Combine Parcels <input type="checkbox"/> Divide Parcel		Proposed Number of Lots (total)
<input type="checkbox"/> Other (specify) _____			
Specify if requesting: <input type="checkbox"/> Variance <input type="checkbox"/> Alternative design standard			
Specify if a traffic impact study is required: <input type="checkbox"/> Yes (required to be submitted with application) <input type="checkbox"/> No			

Zoning Request

DK-B		PENDING PLAT FILE NUMBER
<input checked="" type="checkbox"/> Zoning Change	Proposed Zoning Proposed Density (units/acre, for PR zone only)	
<input type="checkbox"/> Sector Plan <input type="checkbox"/> One Year Plan <input type="checkbox"/> Comprehensive Plan		
<input type="checkbox"/> Plan Amendment Change	Proposed Plan Designation(s)	
<input type="checkbox"/> If, in Knox county, submit plan amendment request with application Previous Rezoning Requests		
<input type="checkbox"/> Other (specify) _____		

Authorization

☒ I declare under penalty of perjury the foregoing is true and correct: **1)** He/she/it is the owner of the property AND **2)** The application and all associated materials are being submitted with his/her/its consent

DocuSigned by:  27213F95A46C4D9... Applicant Signature		Leigh Burch	6/10/25
		Print Name / Affiliation	Date
		<div></div>	
Phone Number		Email	
DocuSigned by:  27213F95A46C4D9... Property Owner Signature		Leigh Burch	6/11/2025, SG
		Please Print	Date Paid

Staff Use Only

☐ Administrative Review **ADDITIONAL REQUIREMENTS** ☐ Property Owners / Option Holders

FEE 1		FEE 2		FEE 3		TOTAL
0803	\$1,000.00					\$1,000.00

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.

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.

08/01/2025

Date to be Posted

08/15/2025

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

DocuSigned by:

27213F95A46C4D9...

Applicant Signature

Leigh Burch

Applicant Name

6/10/2025

Date