



SPECIAL USE REPORT

▶ **FILE #:** 4-C-26-SU

AGENDA ITEM #: 18

AGENDA DATE: 4/9/2026

▶ **APPLICANT:** **BEN HUDGINS**
 OWNER(S): Knoxville Community Development Corp

TAX ID NUMBER: 81 E H 006 (PARTIAL) [View map on KGIS](#)

JURISDICTION: City Council District 5

STREET ADDRESS: 1914 HURON ST

▶ **LOCATION:** **Northeast side of Huron St and southeast side of E Churchwell Ave**

▶ **APPX. SIZE OF TRACT:** **1.45 acres**

SECTOR PLAN: Central City

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

ACCESSIBILITY: Access is via Huron Street, a local street with a pavement width which varies between 22 ft and 24 ft within a right-of-way which varies from 45 ft to 50 ft, and via Saint Mary Street, a local street with a pavement width of 25 ft within a right-of-way which varies between 57 ft and 65 ft.

UTILITIES: Water Source: Knoxville Utilities Board
 Sewer Source: Knoxville Utilities Board

FIRE DISTRICT: Knoxville Fire Department

WATERSHED: Second Creek

▶ **ZONING:** **RN-4 (General Residential Neighborhood), IH (Infill Housing Overlay)**

▶ **EXISTING LAND USE:** **Public/Quasi Public Land (parking lot), Right of Way/Open Space**

▶ **PROPOSED USE:** **Townhouses**

HISTORY OF ZONING: In 2007, this parcel was part of a larger area rezoning to apply the IH (Infill Housing) overlay (2-Q-07-RZ). In 2025, this lot was rezoned from INST (Institutional), IH to RN-4 (General Residential Neighborhood), IH (1-H-25-RZ)

SURROUNDING LAND USE AND ZONING:

- North: Single family residential - RN-2 (Single Family Residential Neighborhood), IH (Infill Housing) Overlay
- South: Public/quasi public land (public safety complex) - RN-6 (Multi-Family Residential Neighborhood)
- East: Multifamily residential - RN-2 (Single Family Residential Neighborhood), IH (Infill Housing) Overlay
- West: Agriculture/forestry/vacant land - RN-2 (Single Family Residential Neighborhood), IH (Infill Housing) Overlay

NEIGHBORHOOD CONTEXT: This property is part of the former St. Mary's Hospital campus, which has been demolished and/or redeveloped as the city of Knoxville Public Safety Complex and other institutional uses. It is situated in the Oakwood-Lincoln

Park neighborhood, with single family residential uses to the north east and west of the subject property. Fulton High School and Fulton Bicentennial Park are nearby to the east, as is the N Broadway commercial corridor.

STAFF RECOMMENDATION:

► **Approve the special use request for up to 21 townhouses, subject to 5 conditions.**

- 1) Meeting all applicable requirements of the Zoning Code, including but not limited to, the principal use standards for townhouses (Article 9.3.1).
- 2) Obtaining a Certificate of Appropriateness from the Design Review Board.
- 3) Meeting all applicable requirements of the City of Knoxville Engineering Department.
- 4) Meeting all applicable requirements of the City of Knoxville Plans Review and Inspections Department.
- 5) Meeting the applicable requirements of the City of Knoxville Tree Protection Ordinance.

With the noted conditions, the plan meets the requirements for approval in the RN-4 (General Residential Neighborhood) zoning district and the criteria for special use approval.

COMMENTS:

This proposal is for 21 townhouses on 1.45 acres of the 2.27-acre lot. The remaining 0.82 acres will be combined with the adjacent lot to the south, which is under the same ownership. The subject property was rezoned from INST (Institutional) to RN-4 (General Residential Neighborhood) in February 2025 (1-H-25-RZ). The IH (Infill Housing Overlay) zoning was retained, and the development must obtain a Certificate of Appropriateness (COA) from the Design Review Board (DRB) confirming compliance with the Infill Housing Design Guidelines. The project is on the April 15th DRB agenda.

The site is currently a surface parking lot on the former St. Mary's Hospital campus, elevated above Churchwell Avenue and screened by a tall brick wall. The brick wall will be removed, and the new townhouses will have a partial ground floor and porch with entry at the Churchwell Avenue elevation. The townhouses are 3 stories tall.

STANDARDS FOR EVALUATING A SPECIAL USE (ARTICLE 16.2.F.2)

1) THE USE IS CONSISTENT WITH ADOPTED PLANS AND POLICIES, INCLUDING THE GENERAL PLAN AND THE ONE-YEAR PLAN.

A. This proposal must be consistent with the Infill Housing Design Guidelines and obtain a Certificate of Appropriateness from the Design Review Board. This is consistent with the General Plan's development policies 8.1 and 8.3, which encourage infill housing on vacant lots and redevelopment parcels, focusing on design quality and neighborhood compatibility, including scale, design, and site layout that are compatible with neighboring residences. — The Infill Housing Design Guidelines have specific recommendations regarding neighborhood compatibility.

B. This proposal is consistent with the General Plan's development policy 11.4, to create a gradual zoning transition pattern by placing medium intensity zones and uses such as offices, condominiums, and community buildings in between single-family residential areas and higher intensity uses.— The townhouse development is a transitional use between the single-family residential neighborhood to the north and the proposed multi-family development and existing institutional uses to the south.

C. The Central City Sector Plan and One Year Plan recommend the TDR (Traditional Neighborhood Residential) land use, which is primarily residential and is characterized by neighborhoods where a mix of detached and attached houses, sidewalks, and smaller lots. Alleys have typically been or are to be created. — The townhouse development is consistent with the recommended mix of residential types, and vehicular access and parking are via a shared driveway system to the rear of the structures that functions similarly to an alley, with access to Huron Street and Saint Mary Street.

2) THE USE IS IN HARMONY WITH THE GENERAL PURPOSE AND INTENT OF THIS ZONING CODE.

A. The RN-4 district is intended to accommodate mixed medium density residential neighborhoods in the City of Knoxville, characterized by houses, duplexes, townhomes, low-rise multi-family dwellings, and pocket neighborhoods.

B. The site plan conforms to the RN-4 dimensional standards (Article 4.3) and the principal use standards for townhouses (Article 9.3.1).

C. The IH district is intended to foster infill residential development and major additions that are compatible with the design of original houses in older Knoxville neighborhoods, particularly those built more than 50 years ago along grid streets that often had sidewalks and alleys. — The project must be consistent with the Infill Housing Design Guidelines and obtain a COA from the DRB.

3) THE USE IS COMPATIBLE WITH THE CHARACTER OF THE NEIGHBORHOOD WHERE IT IS PROPOSED, AND WITH THE SIZE AND LOCATION OF BUILDINGS IN THE VICINITY.

A. The houses on the north side of Churchwell Avenue are 1 and 1.5-story houses with pitched roofs.

B. A 4-unit, 2-story townhouse development was approved by the DRB in November 2025 for the vacant lot in the southwest quadrant of the Churchwell Avenue and Huron Street intersection. This development has not started construction.

C. The 3-story structure is taller and located closer to the front lot line than the 1 and 1.5-story houses on the north side of Churchwell Avenue. The maximum height for townhouses in the RN-4 zone is 35 ft, measured from the average grade along the front building line (for each townhouse unit) to the midpoint of a pitched roof. The pitched roof with front-facing gables is consistent with the neighborhood's houses, but it does make the structures appear taller. A flat roof would reduce the overall height, but it is less compatible with the surrounding neighborhood.

4) THE USE WILL NOT SIGNIFICANTLY INJURE THE VALUE OF ADJACENT PROPERTY OR BY NOISE, LIGHTS, FUMES, ODORS, VIBRATION, TRAFFIC, CONGESTION, OR OTHER IMPACTS DETRACT FROM THE IMMEDIATE ENVIRONMENT.

A. Townhouses are considered a transitional use between lower and higher intensity uses and are compatible with the surrounding residential uses.

5) THE USE IS NOT OF A NATURE OR SO LOCATED AS TO DRAW SUBSTANTIAL ADDITIONAL TRAFFIC THROUGH RESIDENTIAL STREETS.

A. The development is accessed from Huron Street and Saint Mary Street in a location that has historically provided access to parking for the former St. Mary's Hospital, before the residential uses to the north.

6) THE NATURE OF DEVELOPMENT IN THE SURROUNDING AREA IS NOT SUCH AS TO POSE A POTENTIAL HAZARD TO THE PROPOSED USE OR TO CREATE AN UNDESIRABLE ENVIRONMENT FOR THE PROPOSED USE.

A. There are no known uses immediately surrounding the subject property that would pose a potential hazard or undesirable environment for the proposed use.

ESTIMATED TRAFFIC IMPACT: 140 (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: 0 (public school children, grades K-12)

Schools affected by this proposal: Christenberry Elementary, Whittle Springs Middle, and Fulton 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.

The Planning Commission's approval or denial of this request is final, unless the action is appealed to the Knoxville City Council. The date of the Knoxville City Council hearing will depend on when the appeal application is filed.



SPECIAL USE

4-C-26-SU

Petitioner: Ben Hudgins



Townhouses in RN-4 (General Residential Neighborhood), IH (Infill Housing Overlay)

Original Print Date: 3/2/2026

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

Map No: 81

Jurisdiction: City

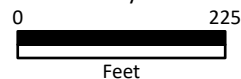


Exhibit A. Contextual Images



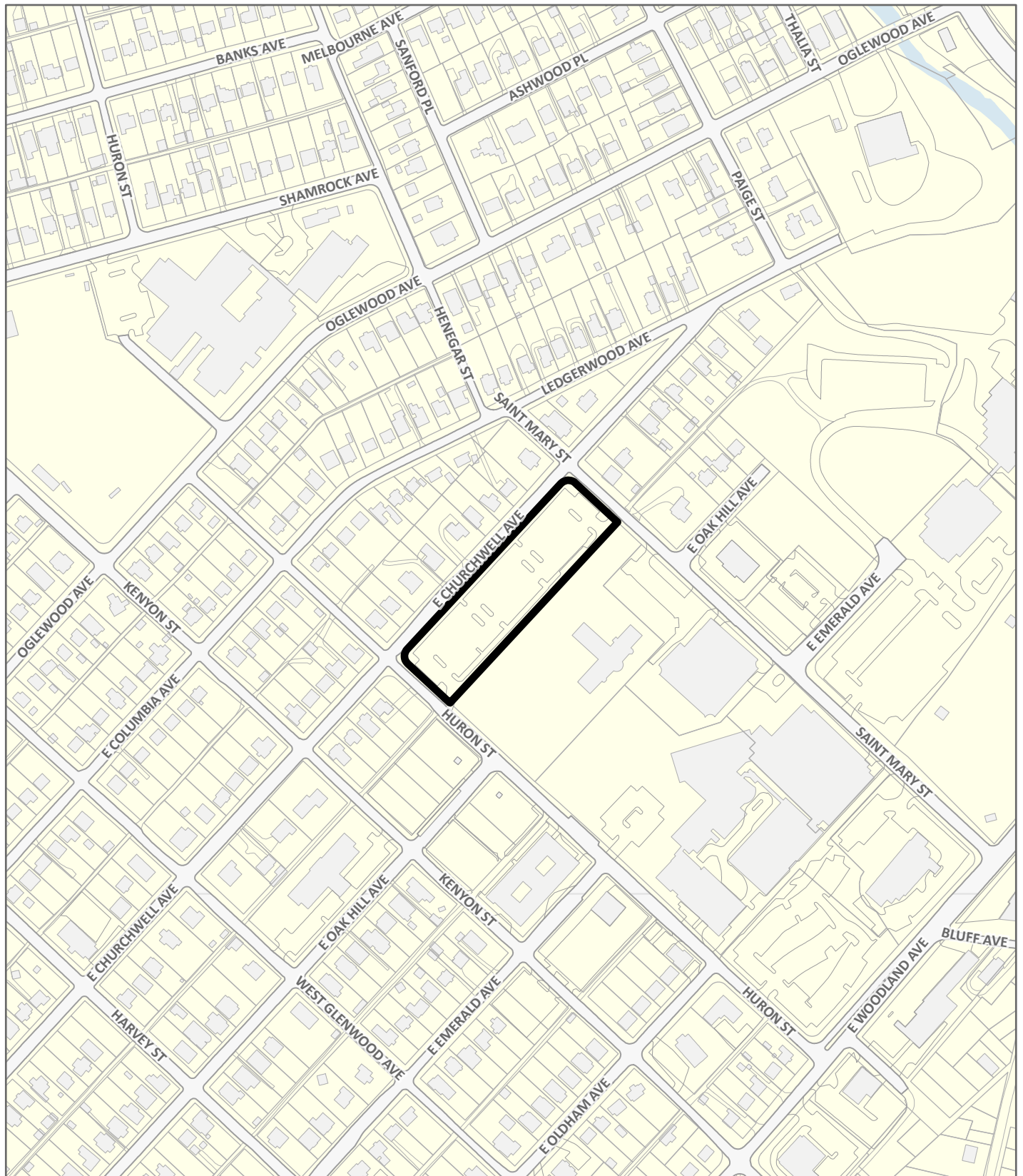
AERIAL MAP



Case boundary



Exhibit A. Contextual Images



LOCATION MAP

4-C-26-SU



Case boundary



SITE DATA (RN-4 PROPERTY)

TAX MAP: 081
 PARCEL ID: 081B0106
 SITE ADDRESS: 0 ST. MARY'S STREET
 KNOXVILLE, TN 37917
 SITE ACREAGE: 1.45 AC. (63,186 FT²)

EXISTING ZONING: RN-4
 PROPOSED USE: TOWNHOMES
 PROPOSED UNITS: 21
 TOTAL UNITS: 21

BULK REGULATIONS:
 MINIMUM LOT AREA REQUIRED: 63,000 SF (3,000 SF/DU)
 MINIMUM LOT AREA PROVIDED: 63,186 SF
 MINIMUM LOT WIDTH REQUIRED: 20' DU
 MINIMUM LOT WIDTH PROVIDED: 28.6' DU
 MAXIMUM BUILDING HEIGHT ALLOWED: 35'
 MAXIMUM BUILDING HEIGHT PROVIDED: 35'
 *MEASURED TO THE MIDPOINT OF THE ROOF
 MAXIMUM BUILDING COVERAGE ALLOWED: 50%
 MAXIMUM BUILDING COVERAGE PROVIDED: 32.2%

SETBACKS:
 MINIMUM FRONT SETBACK (E CHURCHWELL AVE): 10'
 MINIMUM CORNER SIDE SETBACK (HURON & ST. MARY'S): 12'
 MINIMUM REAR SETBACK: 25'

IMPERVIOUS SURFACE AREA:
 BUILDINGS: 0.47 AC. (20,392 FT²)
 DRIVEWAYS/PARKING: 0.13 AC. (5,680 FT²)
 PERVIOUS PAVEMENT: 0.25 AC. (10,774 FT²)
 TOTAL PROPOSED IMPERVIOUS AREA: 0.60 AC. (26,072 FT²)
 *INCLUDES 50% REDUCTION FOR PERVIOUS PAVEMENT AREA

PROPOSED ISR: 56.6%
 ALLOWED ISR: 60%

PARKING SUBMITTAL:
 MIN PARKING REQUIRED: 2.25 SP/DU (2 STANDARD SPACES & 0.25 GUEST SPACES)
 TH (2.25 SP/UNIT) = 48 SPACES
 *32 SPACES REQUIRED
 32 SPACES REQUIRED WITH 30% REDUCTION ACCOUNTING FOR AVAILABLE TRANSIT

PARKING PROVIDED:
 STANDARD SPACES PROVIDED: 46
 ADA (VAN ACCESSIBLE) SPACES PROVIDED: 2
 TOTAL SPACES PROVIDED: 48

BIKE PARKING REQUIRED: 0.25 SP/DU
 BIKE PARKING PROVIDED: 4 (0.25 SP/UNIT X 21 UNITS) = 5

SITE DATA (RN-6 PROPERTY)

TAX MAP: 081
 PARCEL ID: 081B0104
 SITE ADDRESS: 0 ST. MARY'S STREET
 KNOXVILLE, TN 37917
 SITE ACREAGE: 4.07 AC. (177,134 FT²)

EXISTING ZONING: RN-6
 PROPOSED USE: MULTIFAMILY
 PROPOSED UNITS: 149
 1-BEDROOM: 45
 2-BEDROOM: 49
 3-BEDROOM: 55
 TOTAL UNITS: 149

BULK REGULATIONS:
 MINIMUM LOT AREA REQUIRED: 146,550 SF (3,000 SF + 950 SF/DU)
 MINIMUM LOT AREA PROVIDED: 177,134 SF
 MINIMUM LOT WIDTH REQUIRED: 60'
 MINIMUM LOT WIDTH PROVIDED: 140'
 MAXIMUM BUILDING HEIGHT ALLOWED: 65'
 MAXIMUM BUILDING HEIGHT PROVIDED: 53.58'
 *MEASURED TO THE MIDPOINT OF THE ROOF
 MAXIMUM BUILDING COVERAGE ALLOWED: 50%
 MAXIMUM BUILDING COVERAGE PROVIDED: 36.4%

SETBACKS:
 MINIMUM FRONT SETBACK (HURON & ST. MARY'S): 12'
 MINIMUM SIDE SETBACK: 5'

IMPERVIOUS SURFACE AREA:
 BUILDINGS: 1.06 AC. (46,154 FT²)
 DRIVEWAYS/PARKING: 1.27 AC. (55,233 FT²)
 PERVIOUS PAVEMENT: 0.30 AC. (13,047 FT²)
 TOTAL PROPOSED IMPERVIOUS AREA: 2.63 AC. (115,434 FT²)
 *INCLUDES 50% REDUCTION FOR PERVIOUS PAVEMENT AREA

PROPOSED ISR: 53.5%
 ALLOWED ISR: 70%

PARKING SUBMITTAL:
 MIN PARKING REQUIRED:
 1-BEDROOM (1.2 SP/UNIT + 45 UNITS) = 54 SPACES
 2-BEDROOM (1.45 SP/UNIT + 49 UNITS) = 73 SPACES
 3-BEDROOM (1.7 SP/UNIT + 55 UNITS) = 94 SPACES
 229 SPACES REQUIRED
 154 SPACES REQUIRED WITH 30% REDUCTION ACCOUNTING FOR AVAILABLE TRANSIT

PARKING PROVIDED:
 STANDARD SPACES PROVIDED: 143
 ADA (VAN ACCESSIBLE) SPACES PROVIDED: 3
 TOTAL PARKING PROVIDED: 153

BIKE PARKING REQUIRED: 0.25 SP/DU
 BIKE PARKING PROVIDED: 38 (0.25 SP/UNIT X 149 UNITS) = 37

DEVELOPER: DOMINION
 ADDRESS: 6305 KINGSTON PIKE
 KNOXVILLE, TN 37919
 PHONE NO.: 865.225.6506
 CONTACT NAME: ROSS THADOTT
 CONTACT E-MAIL ADDRESS: rth08@dominionus

PROJECT REPRESENTATIVE: CATALYST DESIGN GROUP
 ADDRESS: 5100 TENNESSEE AVE
 NASHVILLE, TN 37209
 PHONE NO.: 615.623.7000
 CONTACT NAME: CARSON GRUBBLE
 CONTACT E-MAIL ADDRESS: cgrub@cdgllc.com

FORM PANEL:
 THE SUBJECT PROPERTY DOES NOT LIE WITHIN A SPECIAL FLOOD HAZARD ZONE ACCORDING TO COMMUNITY PANEL NO. 47093C02081G,
 08/05/2013. COMMUNITY NAME: CITY OF KNOXVILLE.

ARCHITECT
BROCK HUDGINS ARCHITECTS
 530 MEANS ST. NW
 ATLANTA, GA 30318
 404.213.5271

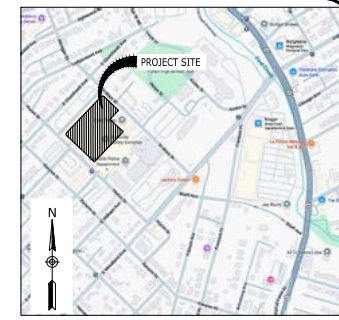
PREPARED FOR
DOMINION
 6305 KINGSTON PIKE
 KNOXVILLE, TN 37919
 865.225.6506

GRADING PLANS

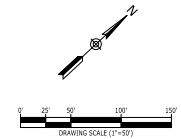
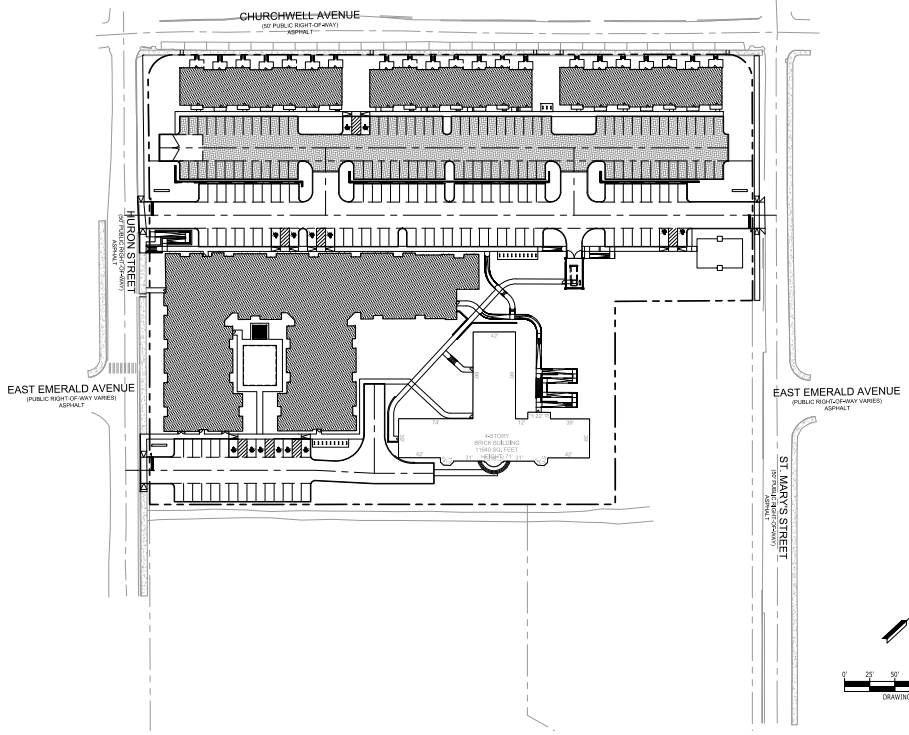
ST. MARY'S MULTIFAMILY

KNOXVILLE, KNOX COUNTY, TENNESSEE

PLANNING FILE NO. 4-C-26-SU
 LAND DEVELOPMENT PERMIT #: XXXXXX
 CATALYST PROJECT NO. 20250181
 MARCH 13, 2026



VICINITY MAP
 NOT TO SCALE



Sheet List Table	
Sheet Number	Sheet Title
C0.0	COVER SHEET
C1.0	SITE SURVEY
C1.1	SITE SURVEY
C2.0	GENERAL NOTES
C3.0	INITIAL EROSION CONTROL PLAN
C3.1	INTERIM EROSION CONTROL PLAN
C3.2	FINAL EROSION CONTROL PLAN
C3.3	SEDIMENT AND EROSION CONTROL DETAILS
C4.0	DEMOLITION PLAN
C5.0	LAYOUT PLAN
C5.1	STRIPING, SIGNAGE, & COORDINATE PLAN
C6.0	GRADING & DRAINAGE PLAN
C6.1	DRAINAGE TABLES
C6.2	PAVER UNDERDRAIN PLAN
C7.0	UTILITY PLAN
C8.0	SITE DETAILS
C8.1	SITE DETAILS
C8.2	SITE DETAILS
C8.3	SITE DETAILS
L2.0	LANDSCAPE PLAN
L3.0	LANDSCAPE DETAILS



4-C-26-SU
 Revised: 3/16/2026

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.

3/28/2026

~~03/23/26~~

04/10/26

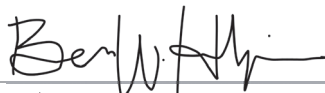
Date to be Posted

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

Ben Hudgins

Applicant Name

02/23/26

Date