



PLAN AMENDMENT REPORT

▶ **FILE #:** 4-B-26-SP

AGENDA ITEM #: 11

AGENDA DATE: 4/9/2026

▶ **APPLICANT:** **OHM ADVISORS**
OWNER(S): Lincoln Memorial University

TAX ID NUMBER: 81 E B 010 [View map on KGIS](#)

JURISDICTION: Council District 5

STREET ADDRESS: 1019 E EMERALD AVE

▶ **LOCATION:** **Southeast side of E Oak Hill Ave, northwest side of E Emerald Ave, northwest of E Woodland Ave**

▶ **APPX. SIZE OF TRACT:** **0.94 acres**

SECTOR PLAN: Central City

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

ACCESSIBILITY: Access is via E Emerald Avenue, an unstriped local street with 20 ft of pavement width within a right-of-way width that varies from 61-71 ft. Access is also via E Oak Hill Avenue, an unstriped local street with 30 ft of pavement width within a 47-ft right-of-way.

UTILITIES: Water Source: Knoxville Utilities Board

Sewer Source: Knoxville Utilities Board

FIRE DISTRICT: Knoxville Fire Department

WATERSHED: First Creek

▶ **CURRENT PLAN AND ZONING DESIGNATION:** **MU-SD, MU-CC8 (Mixed Use-Special District, Medical Center) / O (Office)**

▶ **REQUESTED PLAN DESIGNATION:** **CI (Civic and Institutional)**

▶ **EXISTING LAND USE:** **Agriculture/Forestry/Vacant Land, Single Family Residential**

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

HISTORY OF REQUESTS: In 2000 the property was rezoned from R-1 (Single Family Residential) and R-2 (General Residential) to O-1 (Office, Medical, and Related Services) (4-C-00-RZ).

SURROUNDING LAND USE, PLAN DESIGNATION, North: Single family residential - MU-SD, MU-CC8 (Mixed Use-Special District, Medical Center) - RN-2 (Single-Family Residential Neighborhood), IH (Infill Housing Overlay)

ZONING South: Public/quasi public land (school) - CI (Civic and Institutional) - INST (Institutional)

East: Public parks - CI (Civic and Institutional) - OS (Open Space)

West: Office, transportation/communications/utilities (parking lot) - MU-

NEIGHBORHOOD CONTEXT: The property is located in the eastern part of the Oakwood-Lincoln Park neighborhood and is bounded by the Fulton High School to the south and Fulton Bicentennial Park to the east. The Public Safety Complex is to the west, and the N Broadway commercial corridor and First Creek Greenway lie 0.4 miles to the east.

STAFF RECOMMENDATION:

- ▶ **Approve the CI (Civic Institutional) land use classification because it is compatible with the surrounding development and is an extension of this classification.**

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. No known new roads or utilities have been introduced to this area.

AN OBVIOUS OR SIGNIFICANT ERROR OR OMISSION IN THE PLAN:

1. There are no apparent errors or omissions in the Central City Sector Plan with regard to the subject property. However, the proposed CI land use will be a will be an extension of this classification from the northeast and southeast sides.

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

1. There are no known changes in government policy pertaining to this area.

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

1. There are significant changes to development trends in this area since the closure of the former St. Mary's Hospital to the west in 2018. Most of the hospital buildings were demolished in 2020, and parts of the broader campus have since become a Public Safety Complex, a McNabb Center behavioral health and urgent care clinic, and a satellite campus for Lincoln Memorial University.
2. While the 2014 sector plan anticipated that the hospital's operations could be relocated or scaled back, it did not include CI in its list of recommended alternative land uses. The requested CI classification is consistent with the recent development pattern and compatible with the adjacent Fulton Bicentennial Park and Fulton High School.

ESTIMATED TRAFFIC IMPACT: Not required.

ESTIMATED STUDENT YIELD: Not applicable.

If approved, this item will be forwarded to Knoxville City Council for action on 5/12/2026 and 5/26/2026. 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 #:** 4-I-26-RZ **AGENDA ITEM #:** 11
 4-B-26-PA **AGENDA DATE:** 4/9/2026

▶ **APPLICANT:** OHM ADVISORS
OWNER(S): Lincoln Memorial University

TAX ID NUMBER: 81 E B 010 [View map on KGIS](#)

JURISDICTION: Council District 5

STREET ADDRESS: 1019 E EMERALD AVE

▶ **LOCATION:** Southeast side of E Oak Hill Ave, northwest side of E Emerald Ave, northwest of E Woodland Ave

▶ **TRACT INFORMATION:** 0.94 acres.

SECTOR PLAN: Central City

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

ACCESSIBILITY: Access is via E Emerald Avenue, an unstriped local street with 20 ft of pavement width within a right-of-way width that varies from 61-71 ft. Access is also via E Oak Hill Avenue, an unstriped local street with 30 ft of pavement width within a 47-ft right-of-way.

UTILITIES: Water Source: Knoxville Utilities Board

Sewer Source: Knoxville Utilities Board

FIRE DISTRICT: Knoxville Fire Department

WATERSHED: First Creek

▶ **CURRENT PLAN AND ZONING DESIGNATION:** MU-SD / MU-CC8 (Mixed Use-Special District, Medical Center) / O (Office)

▶ **REQUESTED PLAN AND ZONING DESIGNATION:** CI (Civic and Institutional) / INST (Institutional)

▶ **EXISTING LAND USE:** Agriculture/Forestry/Vacant Land, Single Family Residential

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

HISTORY OF REQUESTS: In 2000 the property was rezoned from R-1 (Single Family Residential) and R-2 (General Residential) to O-1 (Office, Medical, and Related Services) (4-C-00-RZ).

SURROUNDING LAND USE, PLAN DESIGNATION, North: Single family residential - MU-SD, MU-CC8 (Mixed Use-Special District, Medical Center) - RN-2 (Single-Family Residential Neighborhood), IH (Infill Housing Overlay)

ZONING South: Public/quasi public land (school) - CI (Civic and Institutional) - INST (Institutional)

East: Public parks - CI (Civic and Institutional) - OS (Open Space)

West: Office, transportation/communications/utilities (parking lot) - MU-SD, MU-CC8 (Mixed Use-Special District, Medical Center) - O (Office)

NEIGHBORHOOD CONTEXT: The property is located in the eastern part of the Oakwood-Lincoln Park neighborhood and is bounded by the Fulton High School to the south and Fulton Bicentennial Park to the east. The Public Safety Complex is to the west, and the N Broadway commercial corridor and First Creek Greenway lie 0.4 miles to the east.

STAFF RECOMMENDATION:

- ▶ **Approve the CI (Civic Institutional) land use classification because it is compatible with the surrounding development and is an extension of this classification.**

- ▶ **Approve the INST (Institutional) district because it is consistent with the recommended CI land use classification and is compatible with the 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. There are no apparent errors or omissions in the One Year Plan with regard to the subject property. However, the proposed CI land use will be a will be an extension of this classification from the northeast and southeast sides.

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 are significant changes to development trends in this area since the closure of the former St. Mary's Hospital to the west in 2018. Most of the hospital buildings were demolished in 2020, and parts of the broader campus have since become a Public Safety Complex, a McNabb Center behavioral health and urgent care clinic, and a satellite campus for Lincoln Memorial University (LMU). The requested CI classification is consistent with the recent development pattern and compatible with the adjacent Fulton Bicentennial Park and Fulton High School.

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 CI 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. Between 2018 and 2020, the former St. Mary's Hospital to the west was closed and most of the hospital buildings were demolished. Parts of the broader campus have since become a Public Safety Complex, a McNabb Center behavioral health and urgent care clinic, and a satellite campus for Lincoln Memorial University (LMU). The proposed INST district aligns with the recent shift of this area toward institutional uses.

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

1. The INST district is intended to accommodate federal, state, county, and municipal governmental operations (with the exception of those operations that are industrial in nature), and campus institutional uses such as healthcare institutions and educational facilities, to allow for their expansion in a manner that protects surrounding neighborhoods. Areas zoned Institutional shall have a minimum size of five contiguous acres.
2. The subject parcel, along with the four other parcels bounded by E Oak Hill Avenue, Saint Mary Street, and E Emerald Avenue, is owned by LMU. Approval of this request will support an institutional use here, including the expansion of the parking from the west, which is not permitted under the current O district.
3. The property meets the INST district's minimum lot area requirement of 20,000 sq ft and minimum contiguous area requirement of 5 acres, given its relative location to Fulton High School, which is also zoned INST and is larger than 19 acres.
4. 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 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. No significant adverse impacts are anticipated with the proposed rezoning. Uses permitted under the INST district would be compatible with the surrounding uses, including the adjacent Fulton Bicentennial Park and Fulton High School. Although the INST district allows a higher maximum building height (120 ft compared to the O district's maximum of 45 ft), the property does not border any residential properties.

THE PROPOSED AMENDMENT SHALL BE CONSISTENT WITH AND NOT IN CONFLICT WITH THE GENERAL PLAN OF KNOXVILLE AND KNOX COUNTY, INCLUDING ANY OF ITS ELEMENTS, MAJOR ROAD PLAN, LAND USE PLAN, COMMUNITY FACILITIES PLAN, AND OTHERS:

1. The proposed rezoning is consistent with the General Plan's Implementation Policy 4.6 to provide support for the development of community organizations.
2. The INST district is consistent with the recommended CI land use classification of the Central City Sector Plan and One Year Plan.
3. The Oakwood-Lincoln Park Neighborhood Plan (2006) envisions a balanced compact mix of residential, commercial, recreational, open space, employment, and institutional uses (p. 31 of the plan), and the rezoning has no conflicts with the 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. This is an urbanized area with adequate utility infrastructure and easy access to E Woodland Avenue, a minor arterial.

ESTIMATED TRAFFIC IMPACT: Not required.

ESTIMATED STUDENT YIELD: Not applicable.

If approved, this item will be forwarded to Knoxville City Council for action on 5/12/2026 and 5/26/2026. 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.



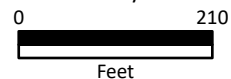
**4-B-26-SP
CENTRAL CITY SECTOR PLAN MAP**

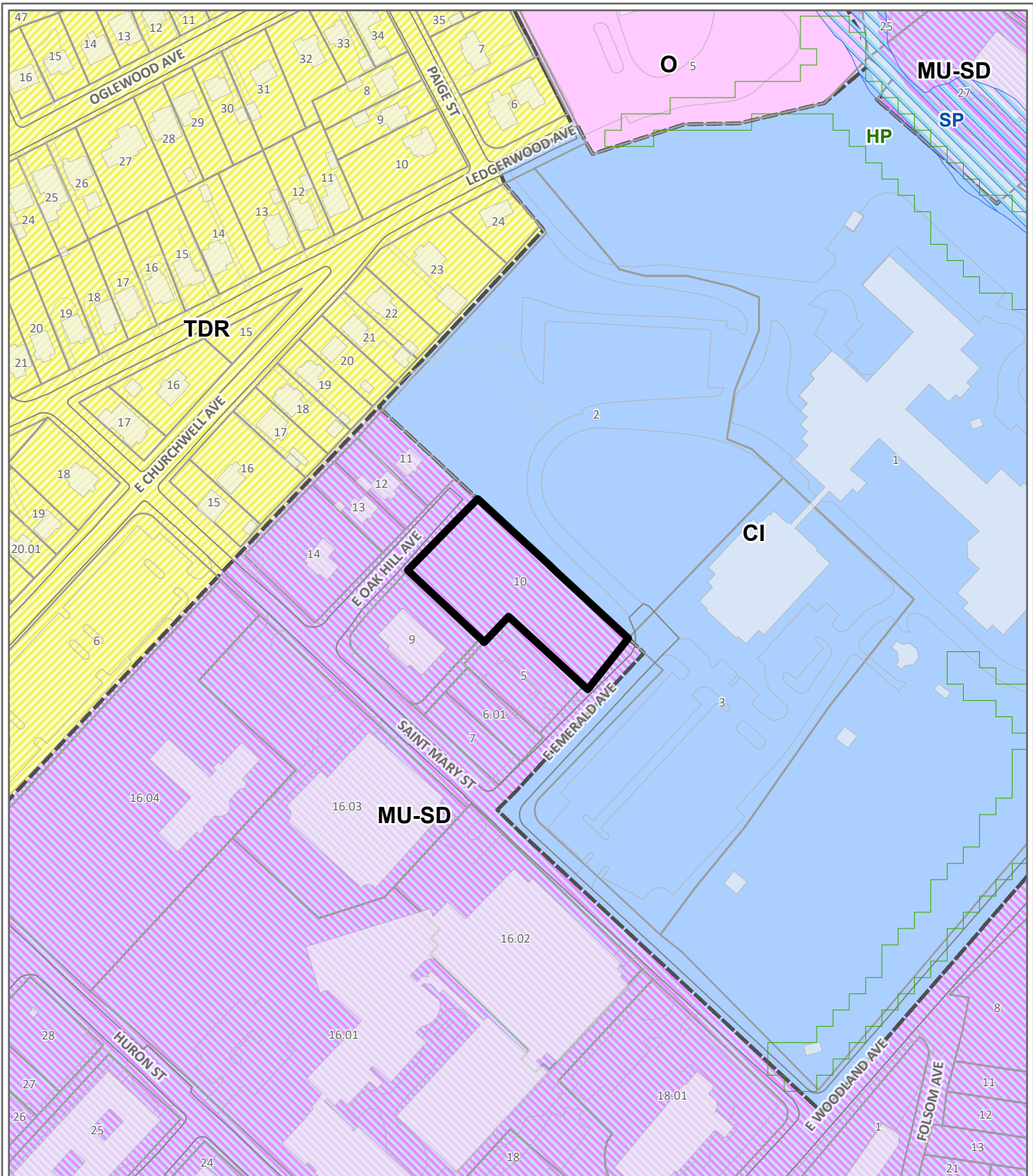
From: MU-SD / MU-CC8 (Mixed Use-Special District, Medical Center)
To: CI (Civic and Institutional)

Petitioner: OHM Advisors

Map No: 81
Jurisdiction: City

Original Print Date: 3/11/2026
 Knoxville - Knoxville Planning Commission * City / County Building * Knoxville, TN 37902





ONE YEAR PLAN MAP

4-B-26-PA

Petitioner: OHM Advisors

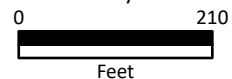


From: MU-SD / MU-CC8 (Mixed Use-Special District, Medical Center)

To: CI (Civic and Institutional)

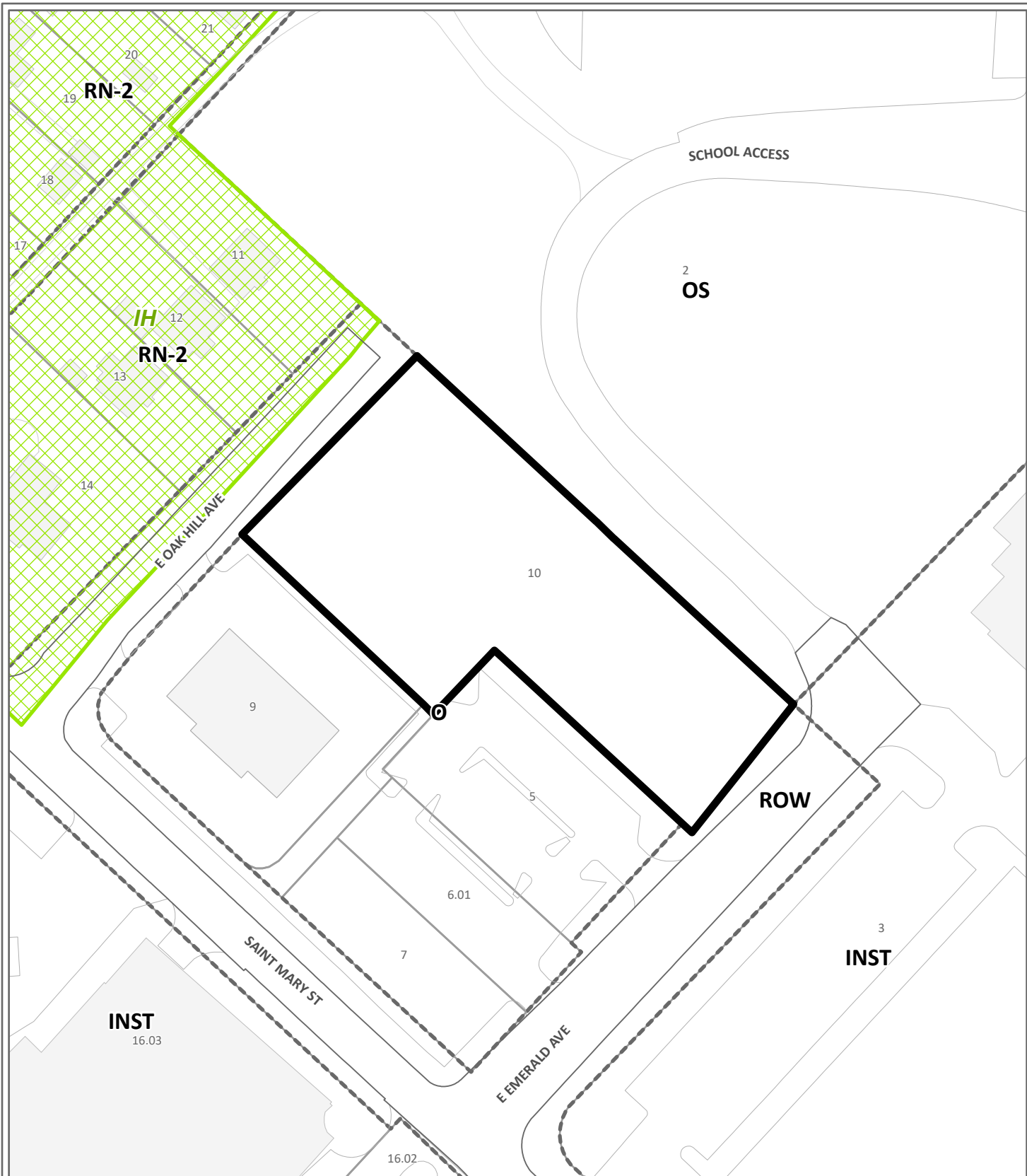
Map No: 81

Jurisdiction: City



Original Print Date: 3/2/2026

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



REZONING

4-I-26-RZ

Petitioner: OHM Advisors

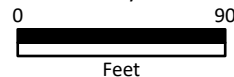


From: O (Office)

To: INST (Institutional)

Map No: 81

Jurisdiction: City



Original Print Date: 3/2/2026

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

Exhibit A. Contextual Images



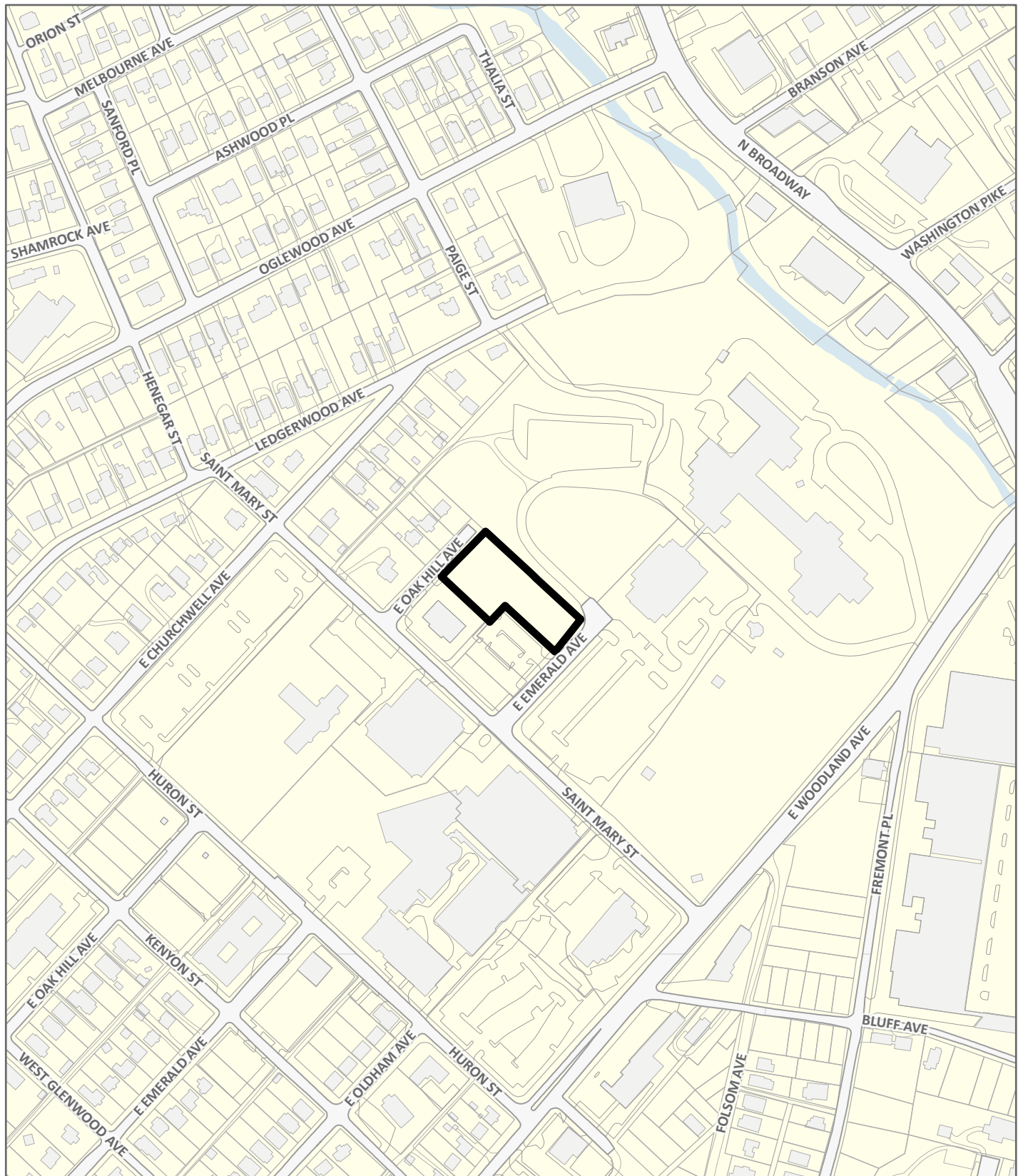
AERIAL MAP



Case boundary



Exhibit A. Contextual Images



LOCATION MAP

4-B-26-PA / 4-I-26-RZ



Case boundary



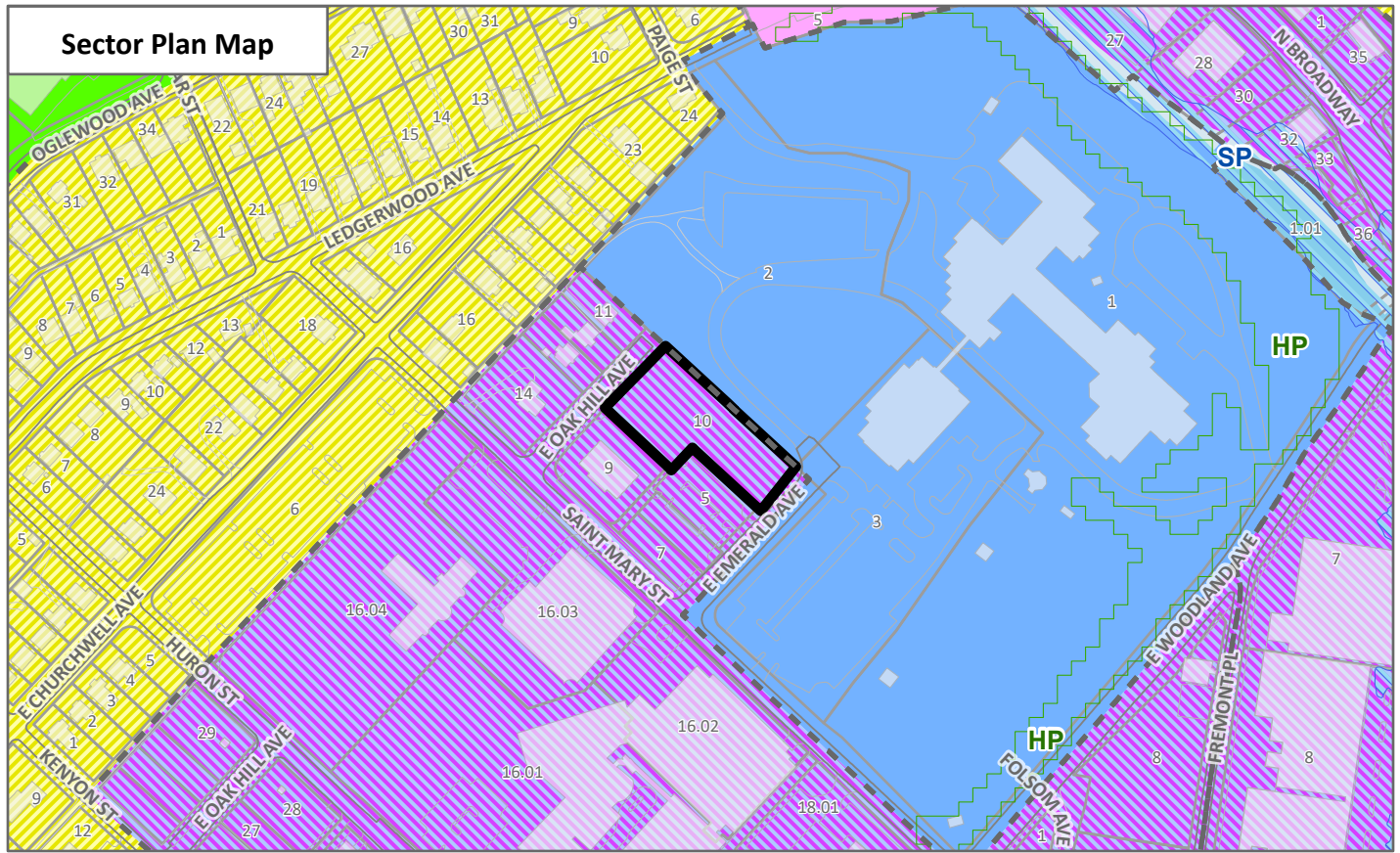
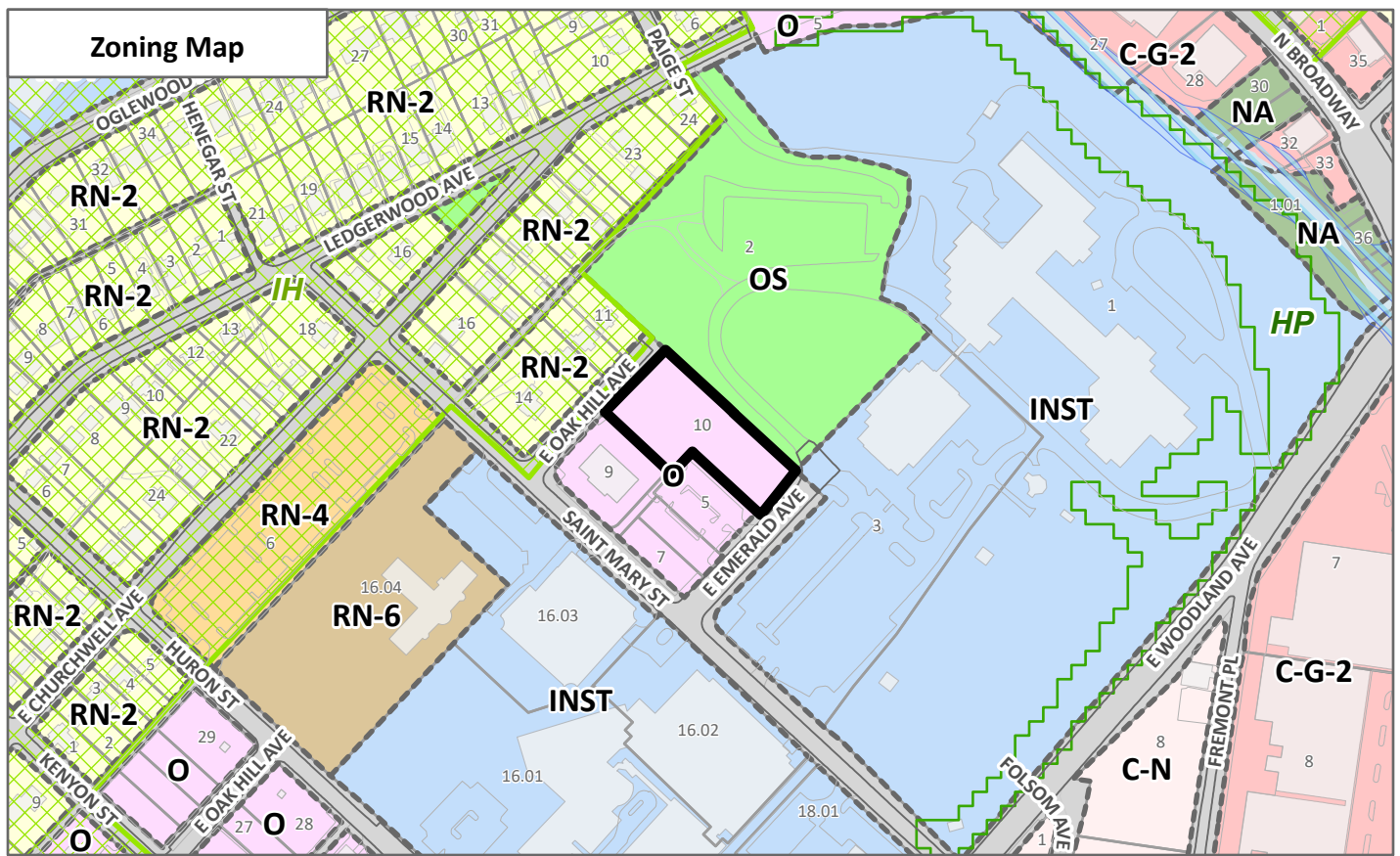




EXHIBIT A, CONTEXTUAL MAPS 4-B-26-PA / 4-I-26-RZ

Case boundary

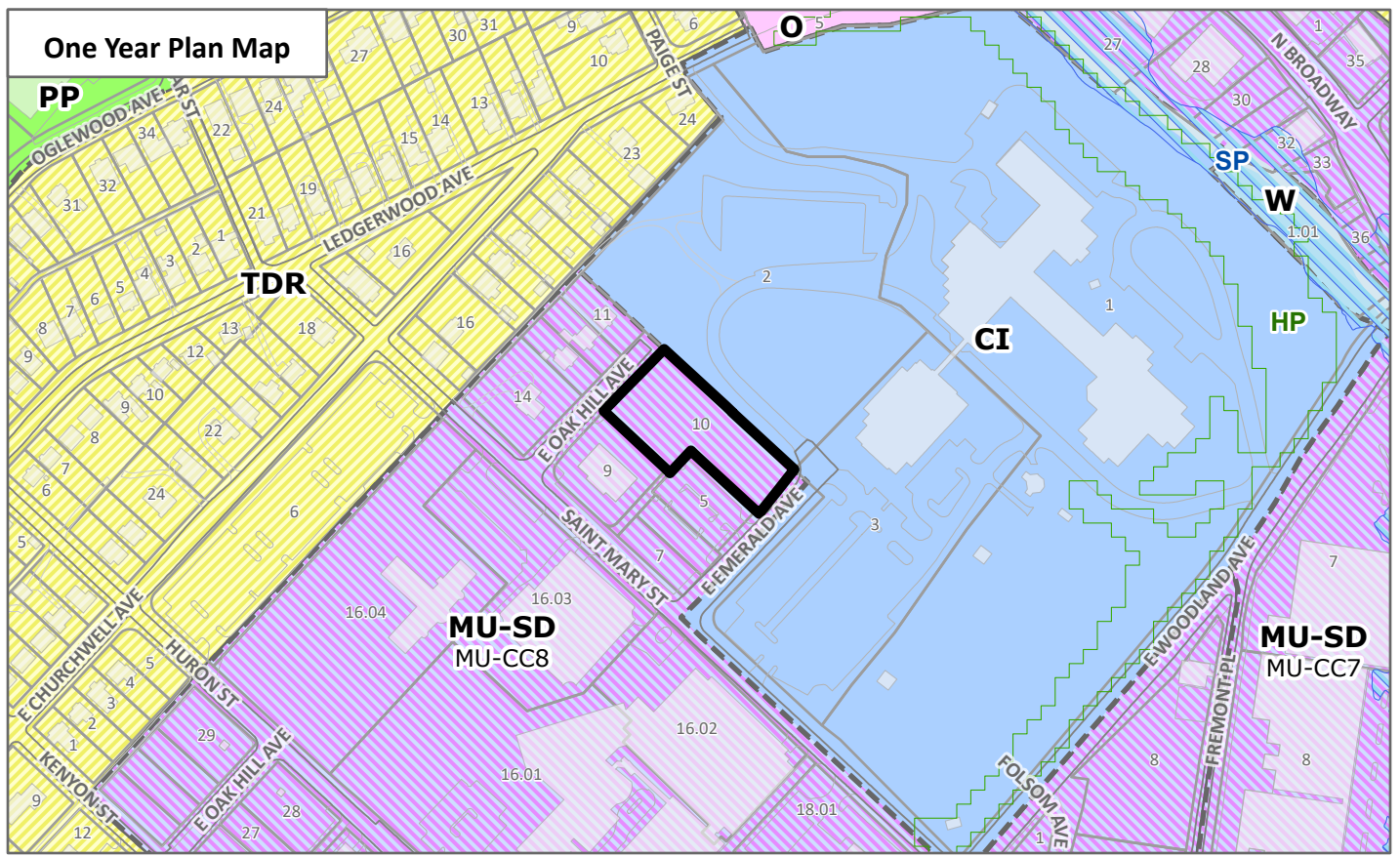
0 360



Feet



One Year Plan Map



Existing Land Use Map

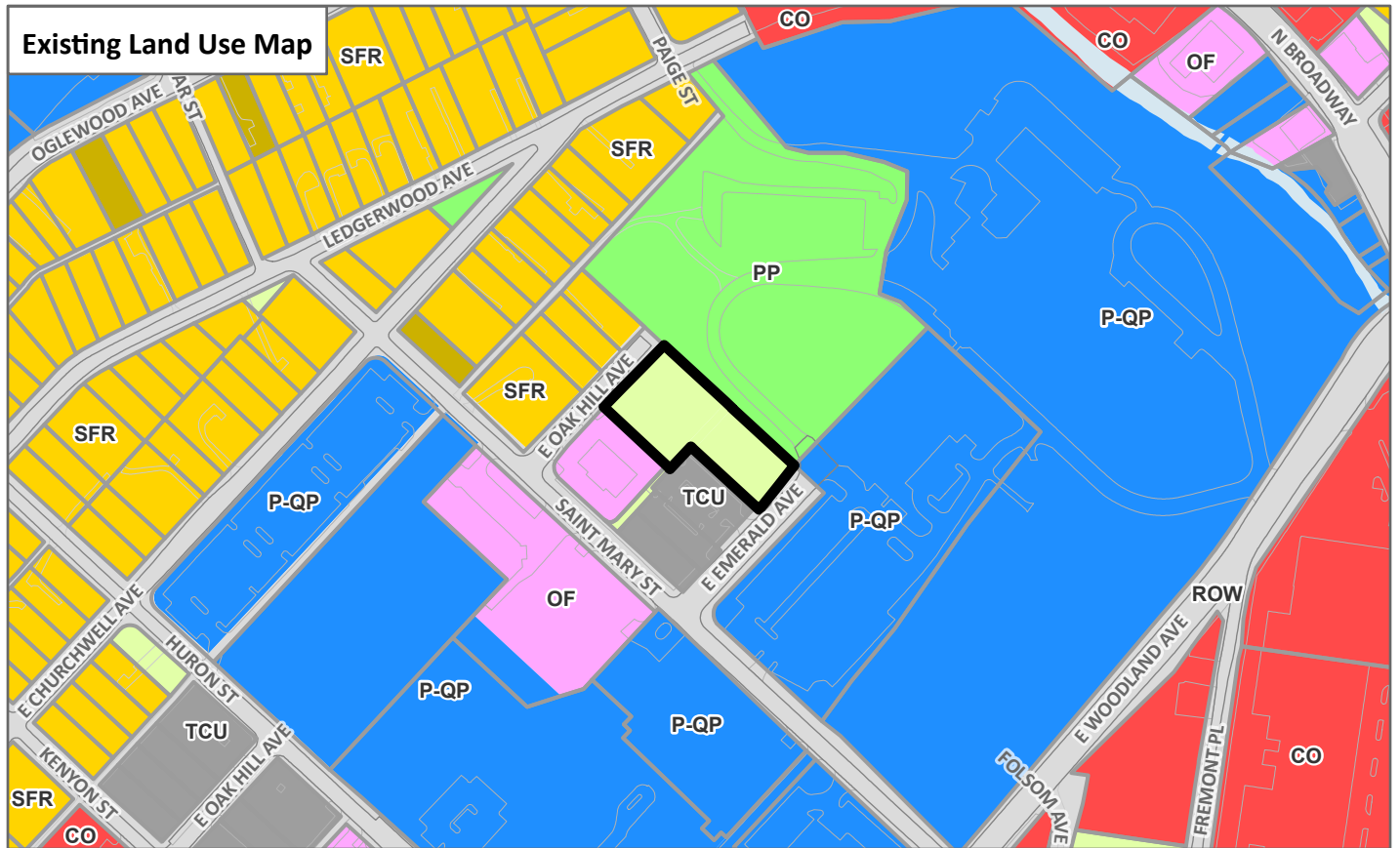


EXHIBIT A, CONTEXTUAL MAPS

4-I-26-RZ / 4-B-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.

~~3/23/26~~ 03/28/2026

Date to be Posted

4/10/26

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

Matt Banker

Applicant Name

2/9/26

Date