



PLAN AMENDMENT REPORT

▶ **FILE #:** 1-B-26-SP

AGENDA ITEM #: 10

AGENDA DATE: 1/8/2026

▶ **APPLICANT:** HEYOH ARCHITECTURE
OWNER(S): Quinn Epperly

TAX ID NUMBER: 81 005, PART OF 001 [View map on KGIS](#)

JURISDICTION: Council District 4

STREET ADDRESS: 2802 N BROADWAY (0 BILL WILLIAMS AVE)

▶ **LOCATION:** **South side of Bill Williams Ave, east of N Broadway**

▶ **APPX. SIZE OF TRACT:** **0.68 acres**

SECTOR PLAN: East City

GROWTH POLICY PLAN: N/A (Within the City limits)

ACCESSIBILITY: Access is via Bill Williams Avenue, a local street with a pavement width which varies between 25 ft and 30 ft within a 50-ft right-of-way.

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

FIRE DISTRICT: Knoxville Fire Department

WATERSHED: First Creek

▶ **PRESENT PLAN AND ZONING DESIGNATION:** **TDR (Traditional Neighborhood Residential) / C-G-2 (General Commercial), O (Office), IH (Infill Housing Overlay)**

▶ **PROPOSED PLAN DESIGNATION:** **MDR/O (Medium Density Residential/Office)**

▶ **EXISTING LAND USE:** **Agriculture/Forestry/Vacant Land**

EXTENSION OF PLAN DESIGNATION: No, it is not an extension.

HISTORY OF REQUESTS: In 2007, the property was part of a larger rezoning to add the IH (Infill Housing Overlay) (10-V-07-RZ). In October 2025, a request to rezone the property from the O (Office), IH to C-G-2 (General Commercial), IH was denied by the Planning Commission (10-A-25-RZ).

SURROUNDING LAND USE AND PLAN DESIGNATION:

North: Transportation/communication/utilities (broadcasting facility), commercial - TDR (Traditional Neighborhood Residential), SP (Stream Protection)

South: Single family residential - TDR (Traditional Neighborhood Residential)

East: Public/quasi public land (Central Labor Council) - TDR (Traditional Neighborhood Residential)

West: Agriculture/forestry/vacant land, commercial - MU-SD, EC-3 (Mixed Use Special District, Broadway, Washington Pike to I-640)

NEIGHBORHOOD CONTEXT The subject property is within the Edgewood Park neighborhood and lies across from the WBIR-TV broadcasting studio and east of N Broadway, a major commercial corridor. First Creek Greenway lies to the north along Edgewood Avenue, and Fulton High School and the Public Safety Complex are nearby to the southwest.

STAFF RECOMMENDATION:

- ▶ **Approve the MDR/O (Medium Density Residential/Office) land use classification because it would provide a transition in land use intensity and is supported by available amenities.**

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 include any of these):

INTRODUCTION TO SIGNIFICANT NEW ROADS OR UTILITIES THAT WERE NOT ANTICIPATED IN THE PLAN AND MAKE DEVELOPMENT MORE FEASIBLE.

1. There are no significant new roads or utilities, but the Broadway Advanced Traffic Management System Project is planned along N Broadway, west of the subject property. This project will install various major traffic signal components to improve the efficiency of signalized intersections and traffic flow.

AN OBVIOUS AND SIGNIFICANT ERROR OR OMISSION IN THE PLAN.

1. The TDR (Traditional Neighborhood Residential) land use classification is consistent with the neighborhood's primarily residential character and is not the result of an error or omission in the East City Sector Plan. However, the MDR/O (Medium Density Residential/Office) land use classification is also appropriate here, as the subject property is near community activity centers such as Edgewood Park, the North Knoxville Public Library, and Larry Cox Senior Center. These community amenities can be accessed via sidewalks along Bill Williams Avenue and Edgewood Avenue, which connect to the Upper First Creek Greenway.

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. The subject property is accessed off of Bill Williams Avenue, a transitional area between the more intense commercial uses along N Broadway and the residential neighborhood to the east. Development primarily consists of less intense nonresidential uses such as labor union halls and a TV broadcasting facility. As such, an amendment to the MDR/O land use classification would more appropriately reflect the development pattern of this area.

ESTIMATED TRAFFIC IMPACT: Not required.

ESTIMATED STUDENT YIELD: Not applicable.

Schools affected by this proposal: Belle Morris Elementary, Whittle Springs Middle, and Fulton High.

If approved, this item will be forwarded to Knoxville City Council for action on 2/3/2026 and 2/17/2026. 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 #:** 1-I-26-RZ **AGENDA ITEM #:** 10
 1-C-26-PA **AGENDA DATE:** 1/8/2026

▶ **APPLICANT:** HEYOH ARCHITECTURE
OWNER(S): Quinn Epperly

TAX ID NUMBER: 81 005, PART OF 001 [View map on KGIS](#)

JURISDICTION: Council District 4

STREET ADDRESS: 2802 N BROADWAY (0 BILL WILLIAMS AVE)

▶ **LOCATION:** **South side of Bill Williams Ave, east of N Broadway**

▶ **TRACT INFORMATION:** **0.68 acres.**

SECTOR PLAN: East City

GROWTH POLICY PLAN: N/A (Within the City limits)

ACCESSIBILITY: Access is via Bill Williams Avenue, a local street with a pavement width which varies between 25 ft and 30 ft within a 50-ft right-of-way.

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

FIRE DISTRICT: Knoxville Fire Department

WATERSHED: First Creek

▶ **PRESENT PLAN DESIGNATION/ZONING:** **TDR (Traditional Neighborhood Residential) / C-G-2 (General Commercial), O (Office), IH (Infill Housing Overlay)**

▶ **PROPOSED PLAN DESIGNATION/ZONING:** **MDR/O (Medium Density Residential/Office) / RN-5 (General Residential Neighborhood), IH (Infill Housing Overlay)**

▶ **EXISTING LAND USE:** **Agriculture/Forestry/Vacant Land**

▶ **EXTENSION OF PLAN DESIGNATION/ZONING:** This would not be an extension of either.

HISTORY OF ZONING REQUESTS: In 2007, the property was part of a larger rezoning to the add the IH (Infill Housing Overlay) (10-V-07-RZ). In October 2025, a request to rezone the property from O (Office), IH to C-G-2 (General Commercial), IH was denied by the Planning Commission (10-A-25-RZ).

SURROUNDING LAND USE, PLAN DESIGNATION, North: Transportation/communications/utilities (broadcasting facility), commercial - TDR (Traditional Neighborhood Residential), SP (Stream Protection) - O (Office), IH (Infill Housing Overlay)

ZONING South: Single family residential - TDR (Traditional Neighborhood Residential) - RN-2 (Single Family Residential Neighborhood), IH (Infill Housing Overlay)

East: Public/quasi public land (Central Labor Council) - TDR (Traditional Neighborhood Residential) - O (Office), IH (Infill Housing Overlay)
West: Agriculture/forestry/vacant land - MU-SD, EC-3 (Mixed Use Special District, Broadway, Washington Pike to I-640) - C-G-2 (General Commercial), IH (Infill Housing Overlay)

NEIGHBORHOOD CONTEXT: The subject property is within the Edgewood Park neighborhood and lies across from the WBIR-TV broadcasting studio and east of N Broadway, a major commercial corridor. First Creek Greenway lies to the north along Edgewood Avenue, and Fulton High School and the Public Safety Complex are nearby to the southwest.

STAFF RECOMMENDATION:

- ▶ **Approve the MDR/O (Medium Density Residential/Office) land use classification because it would provide a transition in land use intensity and is supported by available amenities.**

- ▶ **Approve the RN-5 (General Residential Neighborhood) zoning district because it is consistent with the recommended land use classification and compatible with the surrounding area. The IH (Infill Housing Overlay) would be retained.**

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. The TDR (Traditional Neighborhood Residential) land use classification is consistent with the neighborhood's primarily residential character and is not the result of an error or omission in the East City Sector Plan. However, the MDR/O (Medium Density Residential/Office) can be considered here, as it would provide a transition in land use intensity between the MU-SD, EC-3 (Mixed Use Special District, Broadway, Washington Pike to I-640) land use classification to the west and TDR to the east.

A SIGNIFICANT CHANGE IN THE DEVELOPMENT PATTERN, OR THE COMPLETION OF A PUBLIC IMPROVEMENTS (ROAD, PARK, SEWER), WHICH CHANGES THE BASIS ON WHICH THE PLAN WAS DEVELOPED FOR AN AREA.

1. There has been a steady increase in commercial, service-oriented uses, and multi-family development along N Broadway. However, development on the periphery and in residential neighborhoods east of N Broadway has remained stable, consisting of a mix of less intense office, civic, and residential uses.
2. The MDR/O land use classification would be appropriate here, as the subject property is within a transitional area of the neighborhood that abuts the N Broadway Corridor, which can be reached via sidewalks along Bill Williams Avenue and Edgewood Avenue.

A CHANGE IN PUBLIC POLICY, UNANTICIPATED BY THE PLAN.

1. There are no known changes in government policy pertaining to this area. However, a shortage in housing is widely acknowledged. The requested zoning supports the addition of housing and provides a transition in intensity from the commercial uses along N Broadway to the office and single family residential uses to east and south.

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 has been no new information or studies produced that reveal the need for a plan amendment.

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. There are no changes to conditions in this area, but the Broadway Advanced Traffic Management System Project is planned along N Broadway, west of the subject property. This project will install various major traffic signal components to improve the efficiency of signalized intersections and traffic flow along N Broadway.
2. Development along N Broadway has primarily consisted of commercial, office, and civic uses, with limited multi-family developments. Development trends east of N Broadway have remained stable, consisting primarily of office, single-family, and multi-family developments, and civic uses interspersed throughout the neighborhoods.

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

1. The RN-5 (General Residential Neighborhood) zoning district is intended to accommodate medium density residential neighborhoods comprising a heterogeneous mix of single-family, two-family, townhouse, and multi-family dwellings. The RN-5 district may also serve as a functional transition between traditionally single-family and two-family neighborhoods and more intensely developed residential or commercial areas. The subject property meets the intent of the RN-5 district.
2. 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 allowable uses in the RN-5 district are compatible with the surrounding commercial, office, and residential zoning.

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 RN-5 zoning district would support the established transition in land use intensity between the commercial development along N Broadway to the west and the office and residential uses to the east.
2. The subject property is located within the IH (Infill Housing Overlay), which is intended to promote infill residential development and encourage harmonious, orderly, and efficient growth and redevelopment in older Knoxville neighborhoods. All residential development in the IH overlay will be reviewed for compatibility with the Infill Housing Guidelines and the surrounding neighborhood character.

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 property at 2802 N Broadway has two land use classifications. The proposed rezoning would be consistent with the recommended MDR/O (Medium Density Residential/Office) land use classification amendment of the One Year Plan and East City Sector Plan on the eastern portion of the site and 0 Bill Williams Avenue. The western portion of 2802 N Broadway is designated as MU-SD, EC-3 (Mixed Use Special District, Broadway, Washington Pike to I-640). The EC-3 special district recommends the MDR (Medium Density Residential) land use class, which permits consideration of the RN-5 zoning district.
2. The proposed rezoning is consistent with the General Plan's Development Policy 8.1: Develop infill housing on vacant lots and redevelopment parcels and Development Policy 10.10: Once transitional zoning patterns are in place, keep them intact. The subject properties are currently vacant lots on the edge of a residential area that abut the N Broadway corridor.

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.

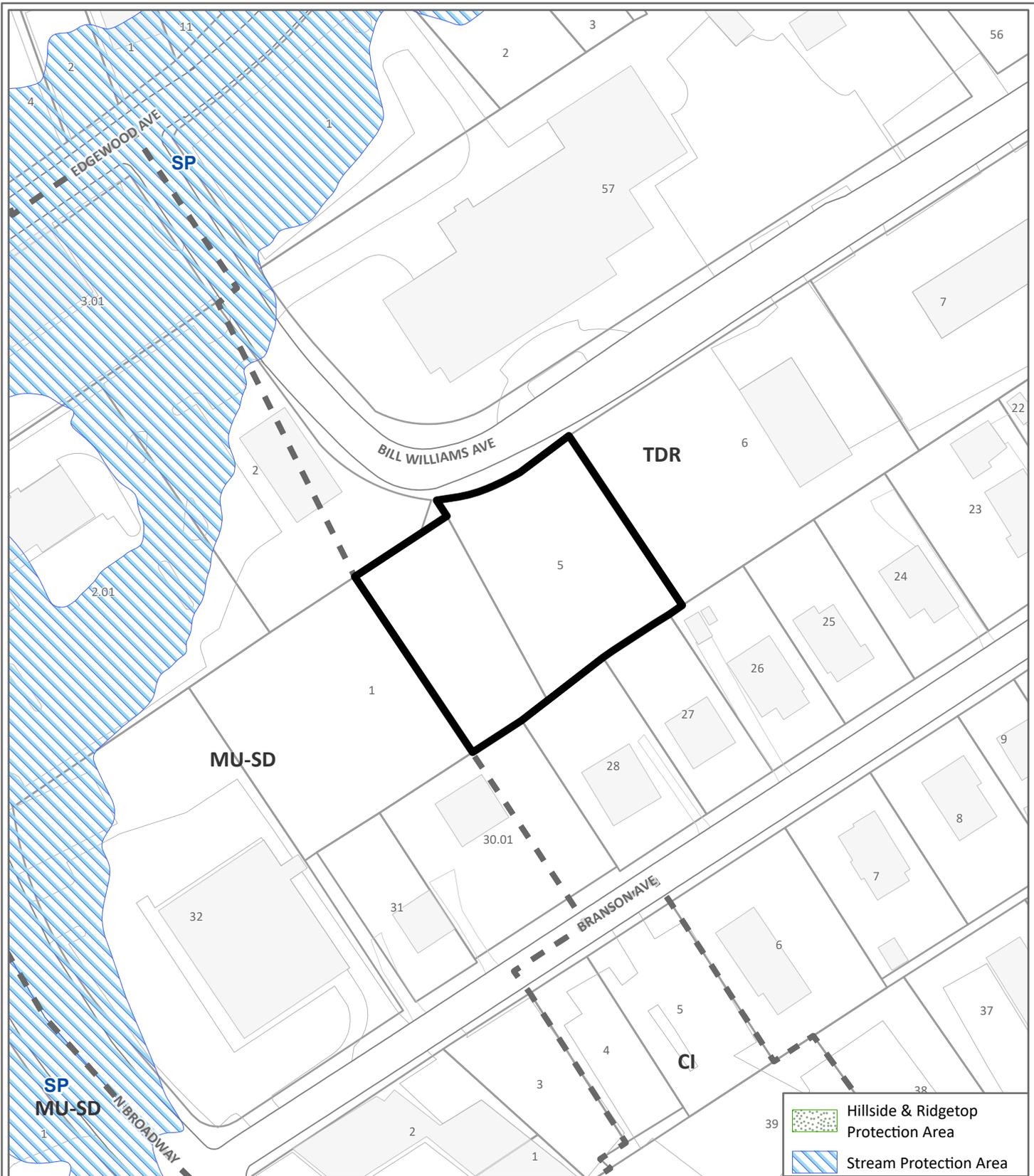
1. The subject property is within 0.20 miles of the North Knoxville Library and Edgewood Park, which are accessible via sidewalk along Bill Williams Avenue and Edgewood Avenue.
2. Access to the Upper First Creek Greenway is available roughly 340 ft north of the site, which connects to Fulton High School and extends 1.5 miles south along N Broadway to First Creek Park.
3. There are two Knoxville Area Transit bus stops within 0.25 miles of the subject property that are accessible via sidewalks along N Broadway.

ESTIMATED TRAFFIC IMPACT: Not required.

ESTIMATED STUDENT YIELD: Not applicable.

Schools affected by this proposal: Belle Morris Elementary, Whittle Springs Middle, and Fulton High.

If approved, this item will be forwarded to Knoxville City Council for action on 2/17/2026 and 3/3/2026. 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.



**1-B-26-SP
EAST CITY SECTOR PLAN MAP**

Petitioner: Heyoh Architecture

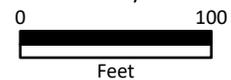


From: TDR (Traditional Neighborhood Residential)

To: MDR/O (Medium Density Residential/Office)

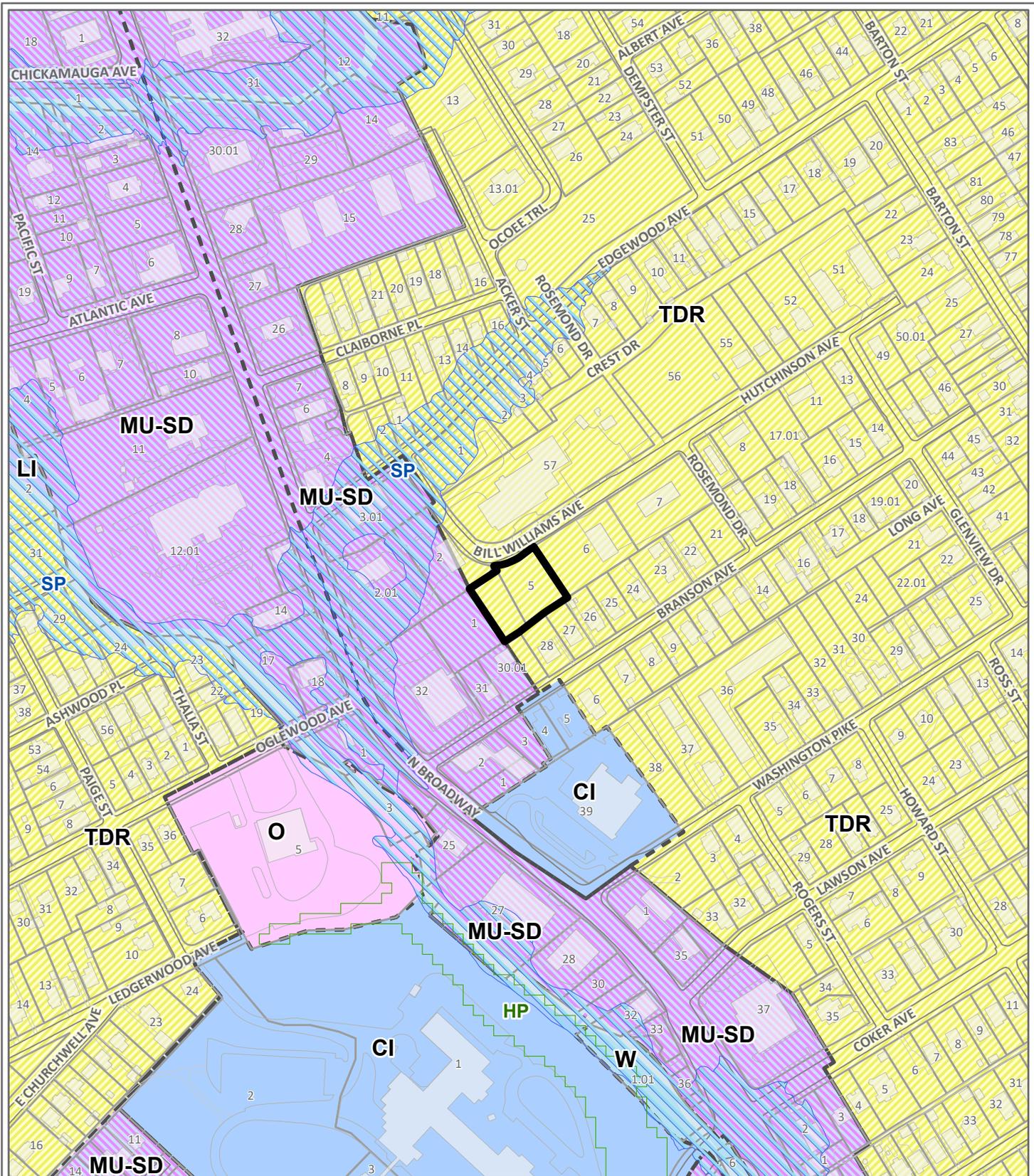
Map No: 81

Jurisdiction: City



Original Print Date: 12/4/2025

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



ONE YEAR PLAN MAP

1-C-26-PA

Petitioner: Heyoh Architecture

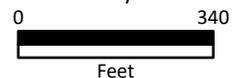


From: TDR (Traditional Neighborhood Residential)

To: MDR/O (Medium Density Residential/Office)

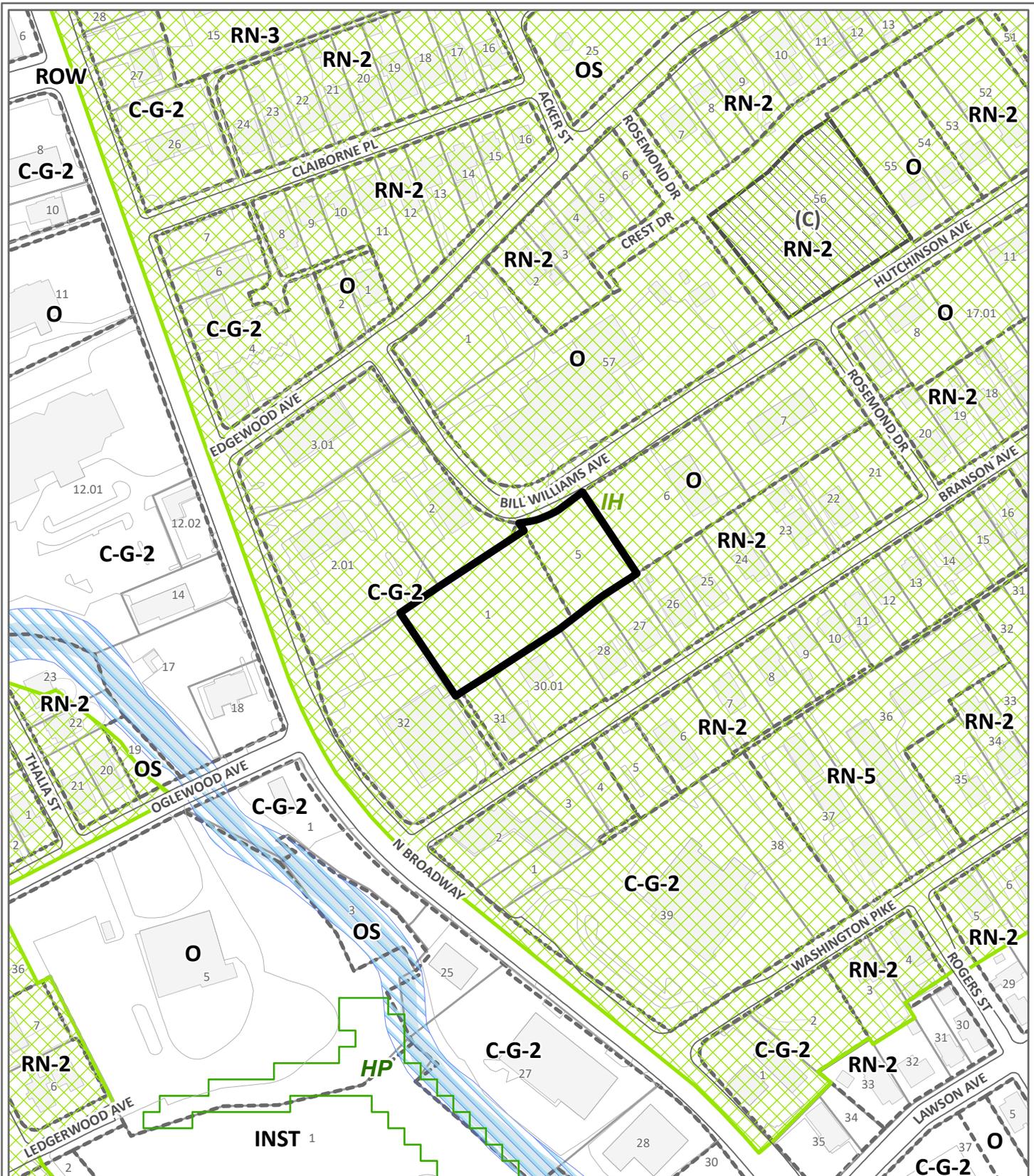
Map No: 81

Jurisdiction: City



Original Print Date: 12/4/2025

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REZONING

1-I-26-RZ

Petitioner: Heyoh Architecture

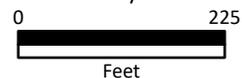


From: C-G-2 (General Commercial), O (Office), IH (Infill Housing Overlay)

To: RN-5 (General Residential Neighborhood), IH (Infill Housing Overlay)

Map No: 81

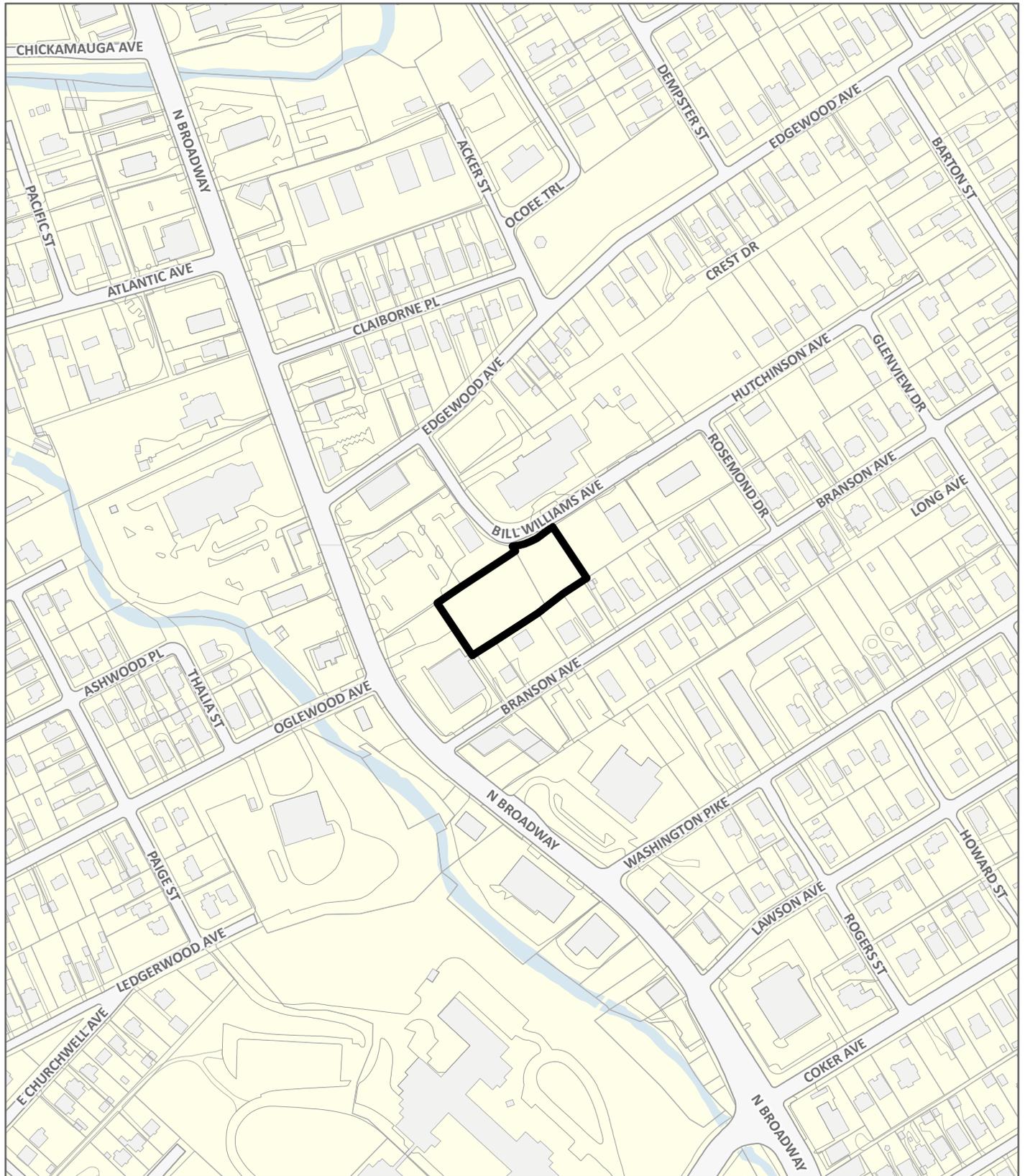
Jurisdiction: City



Original Print Date: 12/22/2025

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Exhibit A. Contextual Images



LOCATION MAP

1-I-26-RZ / 1-C-26-PA



Case boundary

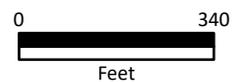


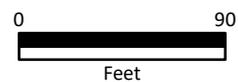
Exhibit A. Contextual Images



AERIAL MAP



Case boundary



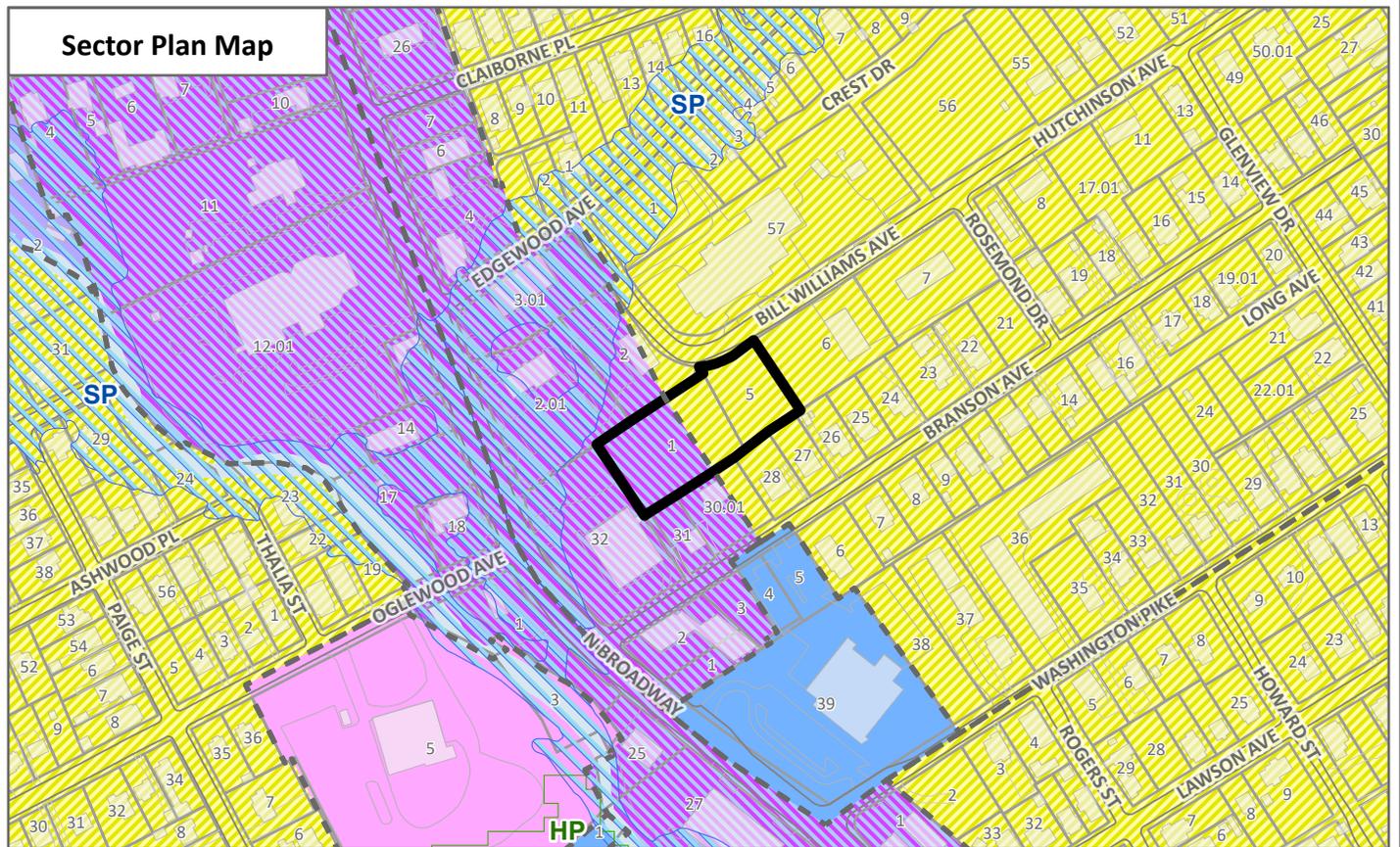
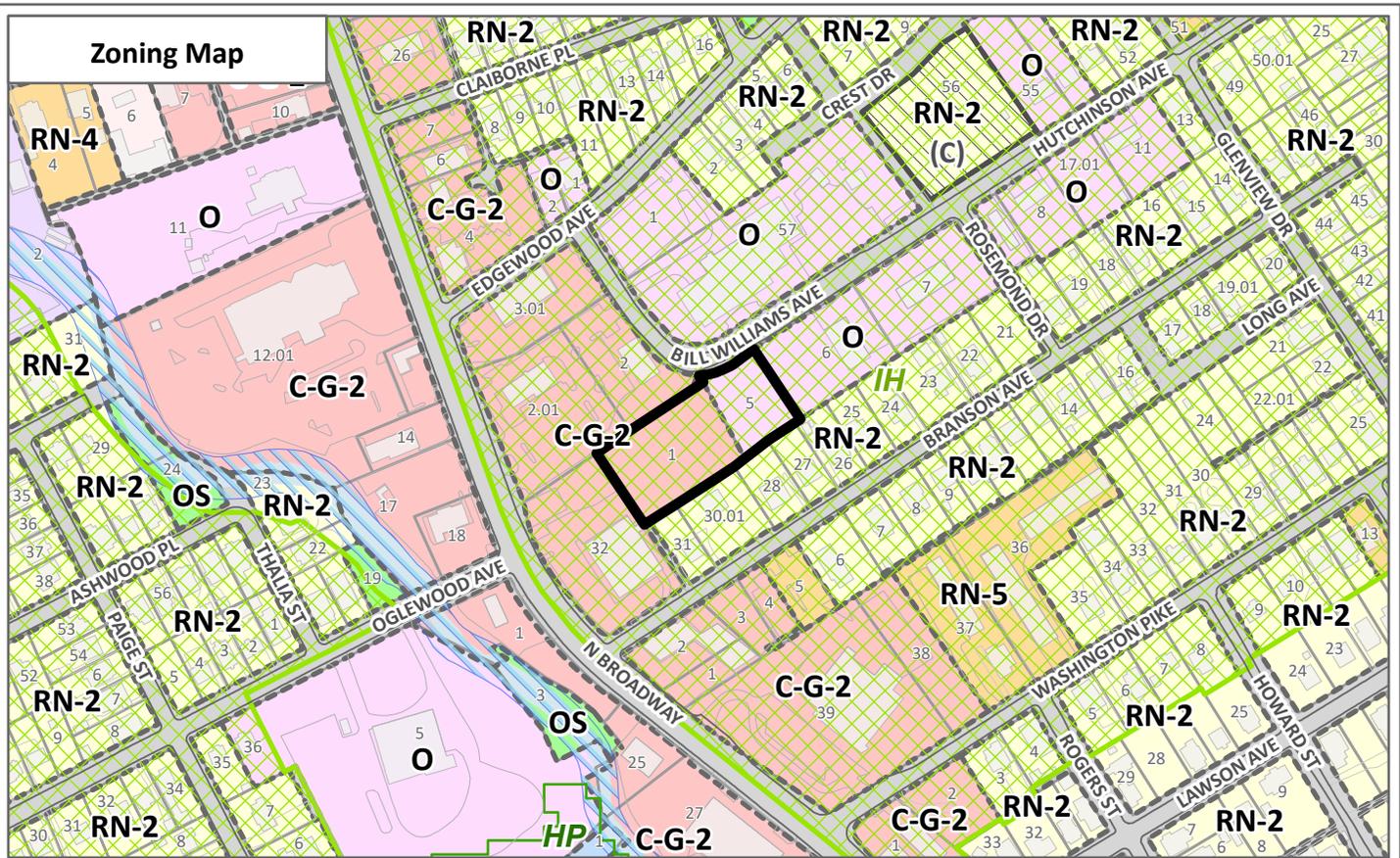


EXHIBIT A, CONTEXTUAL MAPS

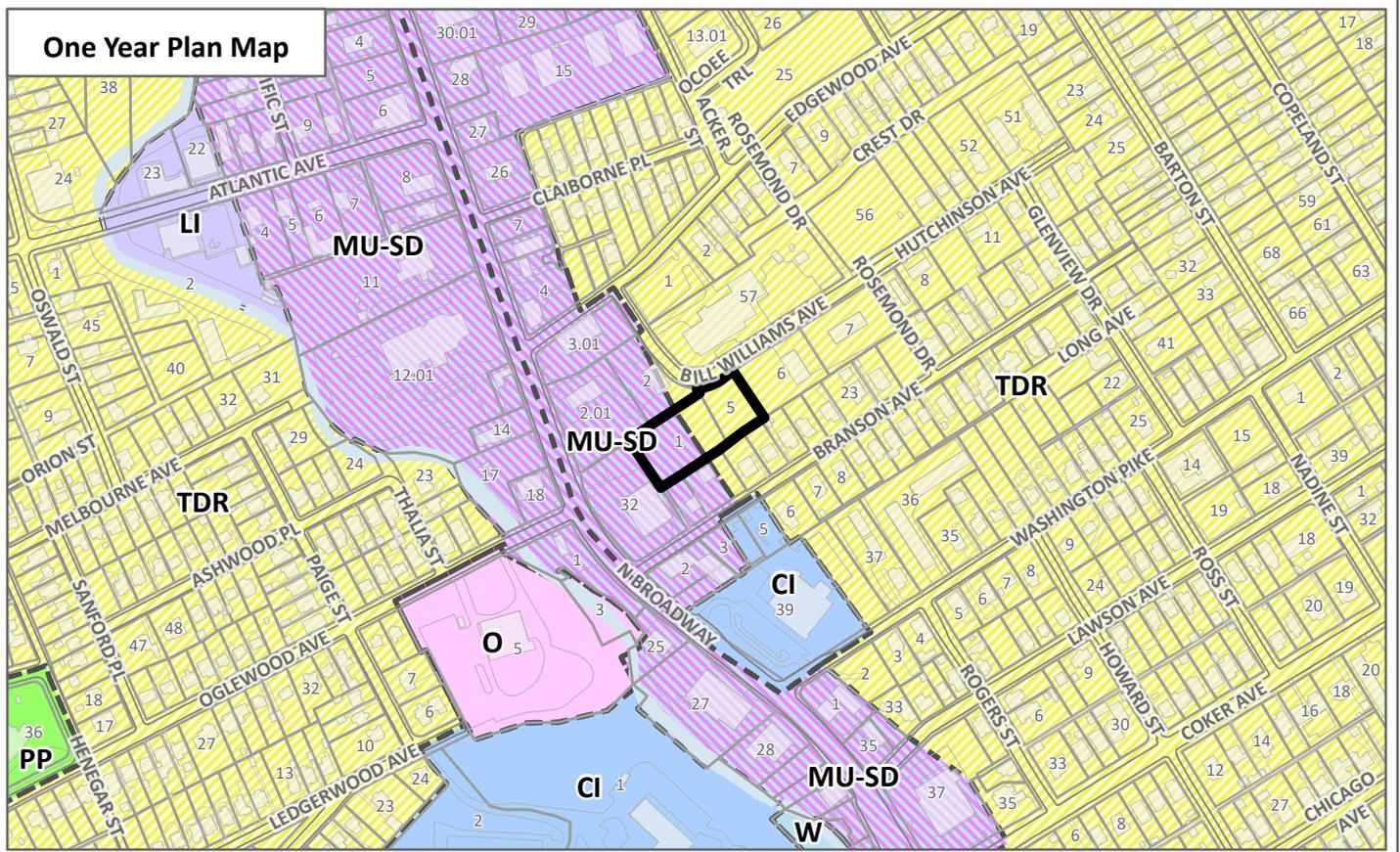
1-I-26-RZ / 1-C-26-PA



Case boundary



One Year Plan Map



Existing Land Use Map

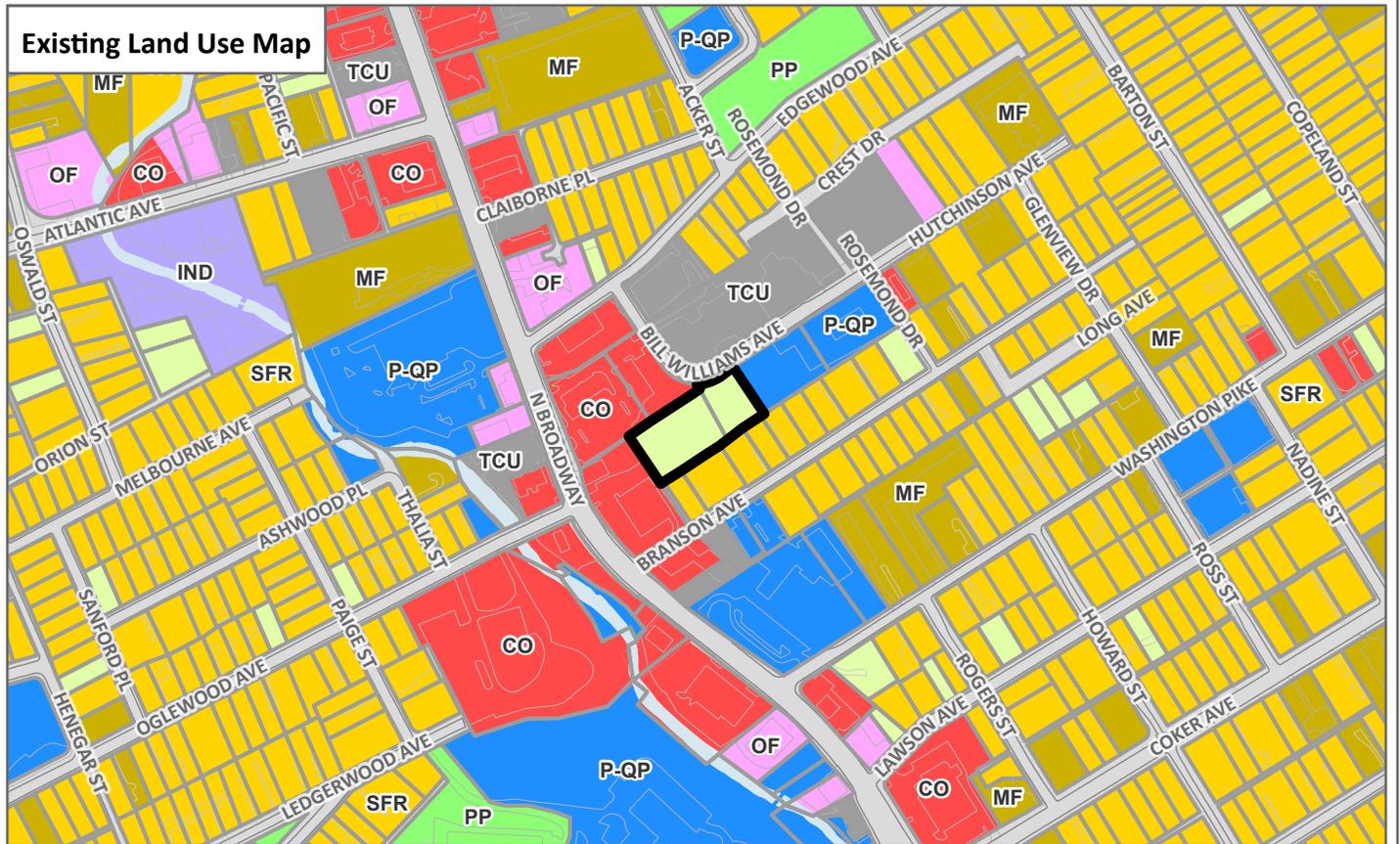
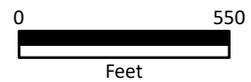


EXHIBIT A, CONTEXTUAL MAPS

1-I-26-RZ



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). 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.

~~12/27/25~~
12/26/2025
Date to be Posted

~~1/31/26~~
01/09/2026
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

Logan Higgins
Applicant Name

11-21-25
Date