PLANNED DEVELOPMENT
FINAL PLAN

▸ **FILE #:**	**11-A-26-PD**	**AGENDA ITEM #:** **18**
		AGENDA DATE: **11/12/2026**
▸ **APPLICANT:**	**AMY SHERRILL**	
OWNER(S):	Orel Brodt TFU Hamsa LLC	
TAX ID NUMBER:	109 K G 023	**View map on KGIS**
JURISDICTION:	City Council District 1	
STREET ADDRESS:	4333 GALBRAITH SCHOOL RD	
▸ **LOCATION:**	**Northeast side of Galbraith School Rd, southeast side of Decatur Dr**	
▸ **APPX. SIZE OF TRACT:**	**2.61 acres**	
SECTOR PLAN:	South City	
GROWTH POLICY PLAN:	N/A (Within City Limits)	
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:**	**Final Plan for the adaptive reuse of Galbraith Elementary School campus for residences.**	
HISTORY OF ZONING:	A 2019 request to rezone this property from R-1 (Low Density Residential) to C-1 (Neighborhood Commercial) was withdrawn per the applicant's request (10-Q-19-RZ).	
SURROUNDING LAND USE AND ZONING:	North: Public/quasi public land (school) - INST (Institutional)	
	South: Single family residential - RN-1 (Single Family Residential 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 adjacent to the subject property.	

STAFF RECOMMENDATION:

▸ **Approve the final plan for the Galbraith School Adaptive Reuse Planned Development because it is in substantial conformance with the approved preliminary plan, subject to 5 conditions.**

1. Modifications to the final plan must be approved in accordance with Article 16.7.F (Modifications to Approved Final Plans).
2. Approval of the zoning map amendment by City Council to add the PD (Planned Development) designation.
3. Meeting all requirements of the City of Knoxville Department of Engineering, specifically with regards to necessary improvements or restrictions on the subject property's access points on Decatur Drive and Galbraith School Road to ensure safe sight distance is accomplished.
4. The development shall comply with the City of Knoxville Zoning Ordinance unless an exception has been approved through the planned development process outlined in Article 16.7.
5. The phase 2 townhouse development will be submitted for a secondary Planned Development review before building permits are issued for townhouses.

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 for projects that provide compensating amenities and benefits to the City. A preliminary plan for an adaptive reuse of the historic Galbraith School building for housing and public art was approved in September of 2025. The scope for this review cycle is to ensure that the final plan is in substantial compliance with the preliminary approval, including any conditions tied to approval.

-- 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 33 affordable dwellings comprised of one, two, and three-bedroom units. A second phase of the proposal, which will come through the PD review process at a later date, 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.

--APPROVED EXCEPTIONS FROM ZONING & MODIFICATIONS IN FINAL PLAN--
The following exceptions from the RN-1 district dimensional and use standards were approved in the preliminary plan. Under each exception is a note about any modifications made in the final plan.

1. Increasing the impervious surface maximum in the RN-1 district from 40% to 51%
- The final plan shows no change to the 51% maximum impervious surface request, which includes the existing school, gravel parking lot for the multifamily development within the school, and area for the future townhouses. Total impervious surface coverage may increase as part of a secondary PD review for future parking and other aspects of the phase 2 townhouse development, but that is not within the scope of this review.
- Parking lot access to Decatur Drive was established in the final plan once legal access to this closed right-of-way was validated through the deed. The parking lot now has two possible access points, and sight distance evaluation with City Engineering is ongoing.

2. Permitting the use of multifamily and townhouse dwellings.
- The preliminary proposal was for 36 multifamily units, which has been reduced to 33 units in the final plan. There are still 8 townhouse units proposed.
- The bedroom distribution by unit was changed as follows:
  Preliminary: 24 x 1-bedroom units --> Final: 17 x 1-bedroom units
  Preliminary: 10 x 2-bedroom units --> Final: 14 x 2-bedroom units
  Preliminary: 2 x 3-bedroom units --> Final: no change
- The total number of parking spaces being considered as part of this PD was reduced from 66 to 54 spaces. Part of this reduction is the removal of townhouse parking from consideration in this review cycle. The 54 spaces provided meet the minimum parking requirements for the final proposed 33 multifamily units. Townhouse parking will be evaluated in a subsequent PD review.

3. Permitting more than one principal use or structure on the site.
- The final plan shows no change to the phase 2 townhouses as a second principal use on the site.

4. Updates were also made to meet the following three conditions for preliminary approval:
- Accessible parking spaces on the otherwise gravel parking lot were paved.

- A crosswalk across the parking lot to the mailboxes and future townhouses was paved.
- A minimum of 10 feet of pavement was provided at the access points where the driveway meets the right-of-way to prevent gravel migration.

5. No changes were made to the proposed community benefits to adaptively reuse the historic school building and incorporate public art to be enjoyed by both residents and neighbors.

--STAFF ANALYSIS--
The proposed development, including all modifications to the final plan, are in substantial compliance with the preliminary review, the conditions applied for preliminary approval, and/or the standards for the RN-1 zoning district.

ESTIMATED TRAFFIC IMPACT: 362 (average daily vehicle trips)

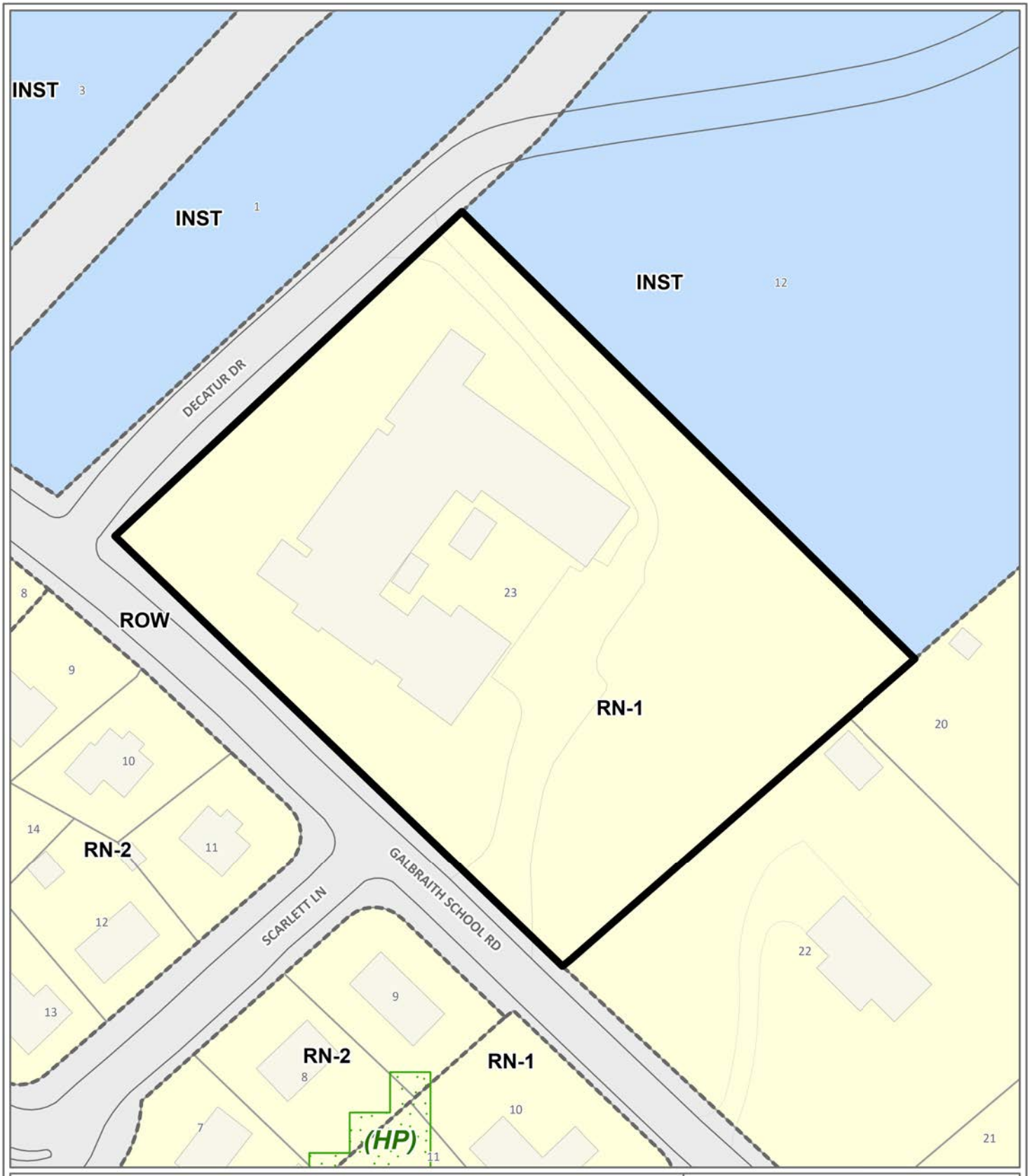
Average Daily Vehicle Trips are computed using national average trip rates reported in the latest edition of "Trip Generation," published by the Institute of Transportation Engineers. Average Daily Vehicle Trips represent the total number of trips that a particular land use can be expected to generate 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 the final plan is approved by the Planning Commission, the application will go forward to City Council for consideration of an amendment to the official zoning map to add the PD (Planned Development) designation. The amendment to the zoning map will be considered by City Council on January 5, 2027 and January 15, 2027. 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. Appellants have 15 days to appeal a Planning Commission decision in the City.



PLANNED DEVELOPMENT **11-A-26-PD**

Petitioner: Amy Sherrill

Final Plan for the Galbraith School Adaptive Re-Use planned development in RN-1 (Single-Family Residential Neighborhood)

Map No: 109

Jurisdiction: City

0 80

Feet

N

Original Print Date: 10/6/2026

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

Exhibit A. Contextual Images



AERIAL MAP

Case boundary

0 90

Feet

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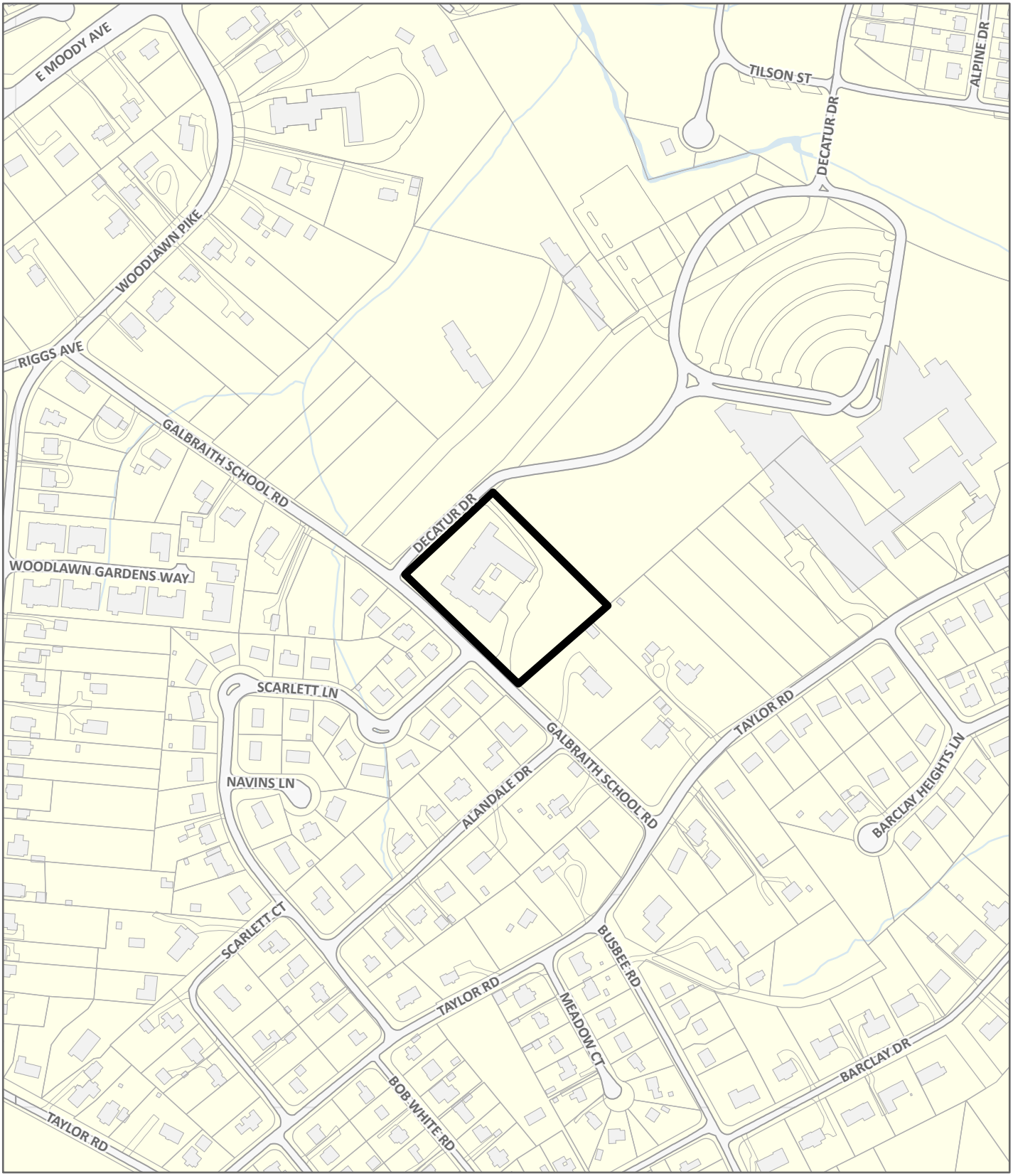
Exhibit A. Contextual Images



LOCATION MAP **11-A-26-PD**

Case boundary

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Feet

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Galbraith School Adaptive Re-Use



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. A new application for PD on the property was submitted in August 2025 and this is the second submission of this plan for final site plan approval.

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 33 dwelling units composed of One-Bedroom, Two-Bedroom, and Three-Bedroom Units spread throughout the existing building. This would be built with 54 parking spaces. It will utilize and preserve the historical existing construction of the Galbraith School to create unique residences.

The 2025 submission was for 36 units and 8 townhomes. Phase 1 will be the renovation of the school building (now 33 units). In the future, phase 2 will be the addition of the townhomes and additional parking.

Per comments from the initial Planned Development review, the drawings in this package now meet the 3 conditions provided by planning in August 2025:
1. Accessible parking spaces are paved.
2. The crosswalk across the parking to the mailboxes/future townhomes is paved.
3. 10 feet minimum of pavement at entry/exit points of the site where driveways meet the R.O.W. are provided.

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 and arts driven transformation of the 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 foundation and translate that spirit into a modern community built for growth. This isn't just adaptive reuse, it is a revitial 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 that look like notes 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 connections.

Core themes: Heritage and Transformation: Honoring the original school structure and spirit. Learning and Growth: providing not just shelter, but opportunity. Art as Identity: using creativity to define the space and unite its residents. Collective Belonging: emphasiszing that community is a shared, evolving classroom.

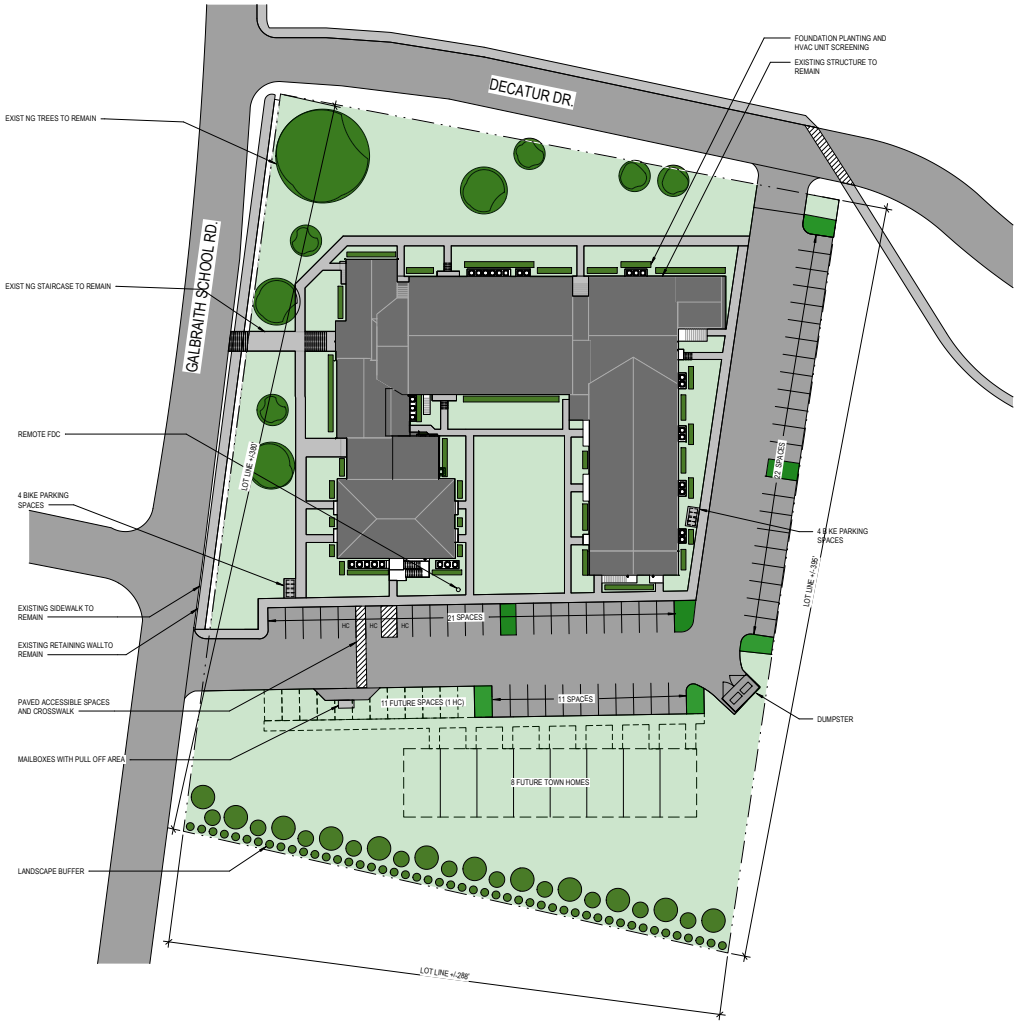
Zoning Exceptions

The current zoning for 4333 Galbraith School Rd is RN-1.
Requested Exceptions

1. Impervious Surface - Appendix B, section 4.1 - dimensional standards
   A. Allowed in RN-1: 40%
   B. Proposed: 51% (existing school + future townhomes)
   C. The addition of parking, sidewalks, and future townhome development require a larger percentage of impervious than 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 members of the community. Additionally, a 1 or 2 family dwelling on a lot 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 townhomes)
   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 REQUIREMENTS

UNIT TYPE	UNIT COUNT	PARKING REQUIRED	PARKING TOTAL
STUDIO	4	1/DU + .2/GUEST	5
1 BEDROOM	13	1/DU + .2/GUEST	16
2 BEDROOM	14	1.25/DU + .2/GUEST	21
3 BEDROOM	2	1.5/DU + .2/GUEST	4
TOTAL			46 (54 PROVIDED)
TOTAL ACCESSIBLE SPACES			3 (1 VAN)
BICYCLE SPACES(50-100 SPACES)			9 SPACES REQUIRED (PROVIDED)



SITE PLAN
1" = 30'-0"

NORTH

0 30' 60' 90'

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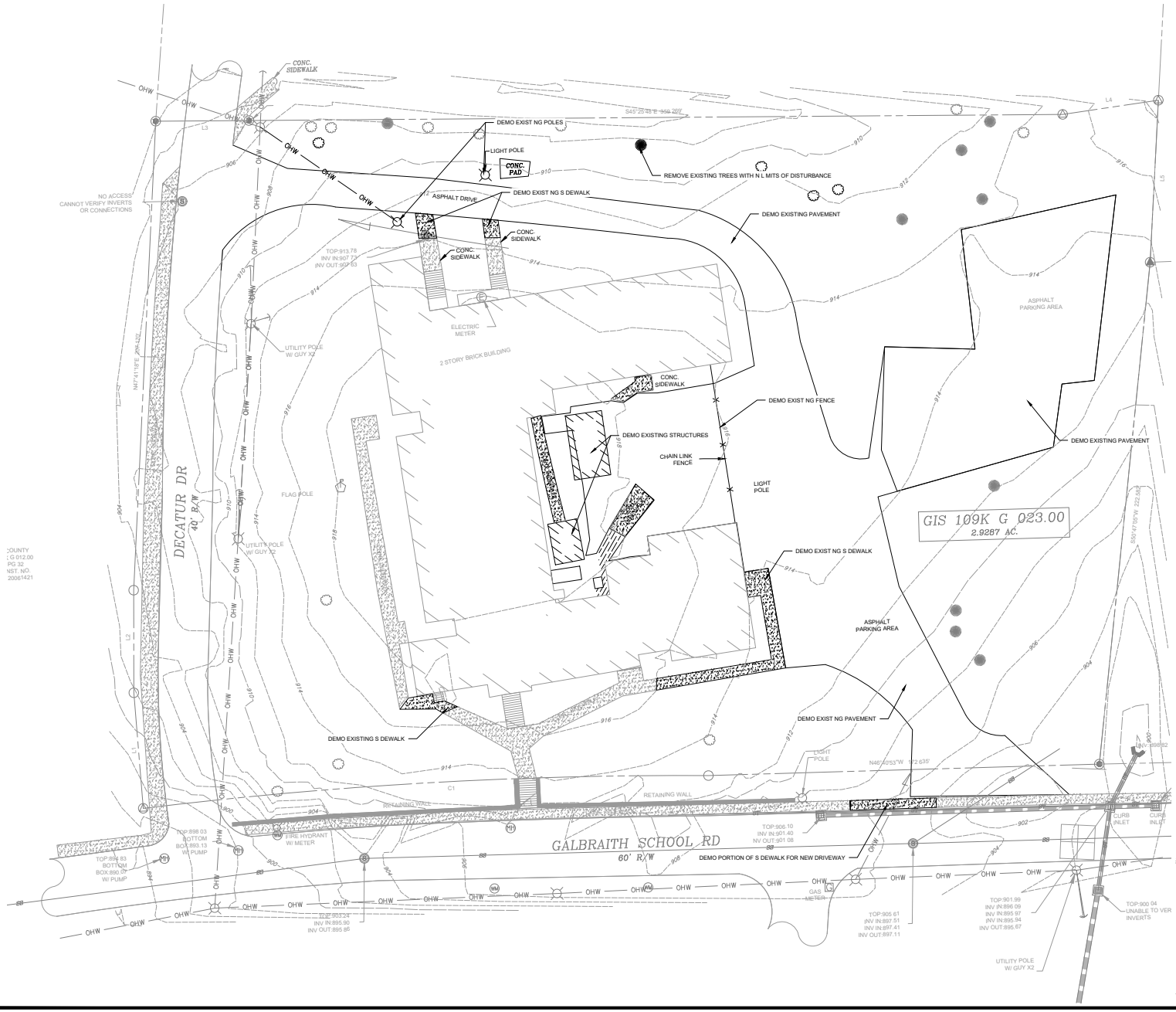
architecture & planning

LANDSCAPED AREA SITE PLAN A01

PROJECT NO: 2022 ISSUE DATE: 11/2/2026



BASIS OR BEARING

EXISTING BOUNDARY & TOPOGRAPHIC INFORMATION FROM SURVEY BY TRUELINE LAND SURVEYING DATED 12/28/2022.

FLOOD NOTE

THIS PROPERTY IS NOT LOCATED IN A SPECIAL FLOOD HAZARD AREA, PER THE FEMA FLOOD INSURANCE RATE MAP NO.47093C0291F EFFECTIVE MAY 2, 2007.

UTILITY NOTE

AVA LABLE PLANS AND OBSERVED EVIDENCE USED TO DEVELOP A VIEW OF THE UNDERGROUND UTILITIES. THE EXACT LOCATION OF UNDERGROUND FEATURES CANNOT BE ACCURATELY, COMPLETELY AND RELIABLY DEPICTED. UTILIT ES MAY EXIST THAT ARE NOT SHOWN. FIELD VER FY SIZE, LOCATION AND TYPE PRIOR TO CONSTRUCTION.

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SPRINKLE ENGINEERING, LLC
PO BOX 4013
MARYVILLE, TN 37802

SPRINKLE ENGINEERING

planning
architecture

902 North Central Street
Knoxville, TN 37917
(865) 637-7009

GALBRAITH SCHOOL REDEVELOPMENT

4333 GALBRAITH SCHOOL RD KNOXVILLE, TN 37920

EXISTING CONDITIONS AND DEMOLITION PLAN

issue	issued by	drawn by	date
Release for Construction	MSS	MSS	7/8/26

KRISTEN S. SPRINKLE — STATE OF TENNESSEE

sheet

C-101

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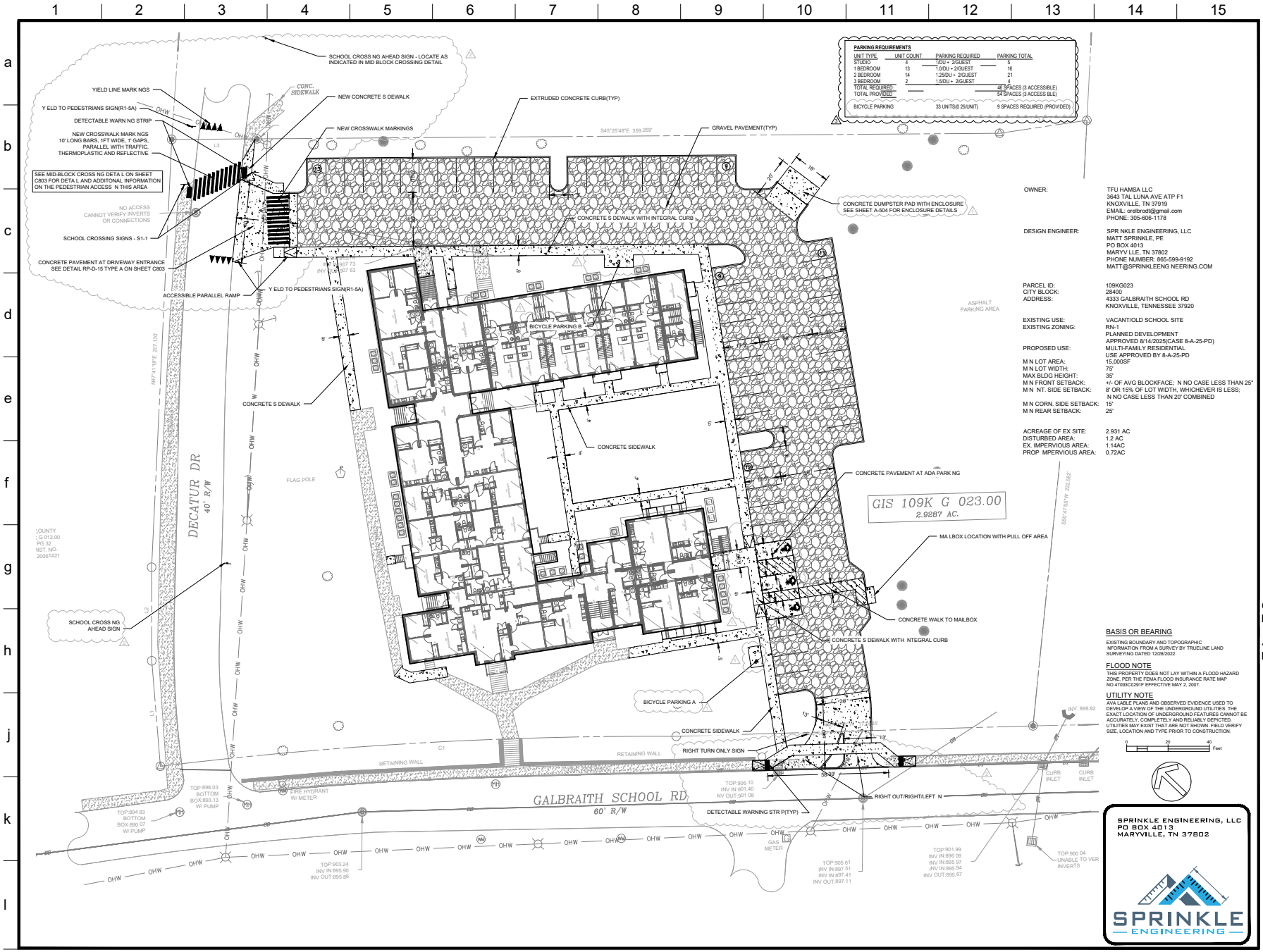

planning
architecture
902 North Central Street
Knoxville, TN 37917
(865) 637-7009

GALBRAITH SCHOOL REDEVELOPMENT

4333 GALBRAITH SCHOOL RD KNOXVILLE, TN 37920

SITE LAYOUT PLAN

issue	issued by	drawn by	date
Release for Construction	MSS	MSS	7/8/26
City of Knoxville Review Comments	MSS	MSS	6/26/26
City of Knoxville Review Comments	MSS	MSS	05/29/26
City of Knoxville Review Comments	MSS	MSS	11/19/26

sheet
C-201

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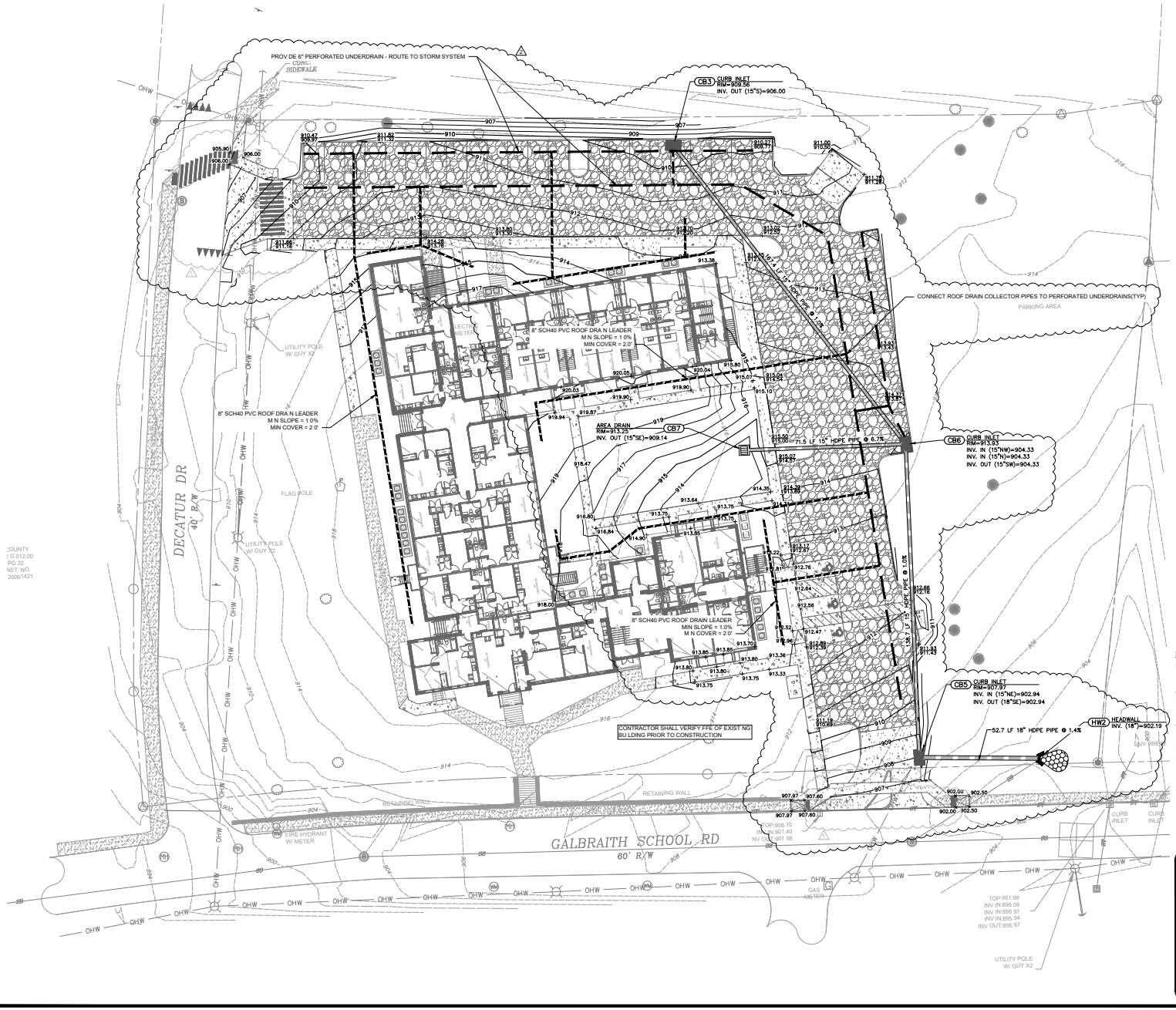

BASIS OR BEARING

EXIST NG BOUNDARY AND TOPOGRAPHIC NFORMATION FROM A SURVEY BY TRUELINE LAND SURVEY NG DATED 12/28/2022.

FLOOD NOTE

THIS PROPERTY DOES NOT LAY WITH N A FLOOD HAZARD ZONE, PER THE FEMA FLOOD INSURANCE RATE MAP NO.47093C0291F EFFECTIVE MAY 2, 2007.

UTILITY NOTE

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PO BOX 4013
MARYVILLE, TN 37802
SPRINKLE ENGINEERING

the benefield-richters company
planning
architecture
902 North Central Street
Knoxville, TN 37917
(865) 637-7009

GALBRAITH SCHOOL REDEVELOPMENT

4333 GALBRAITH SCHOOL RD KNOXVILLE, TN 37920

SITE GRADING AND DRAINAGE PLAN

issue	issued by	drawn by	date
Release for Construction	MSS	MSS	7/8/26
City of Knoxville Review Comments	MSS	MSS	8/26/26
City of Knoxville Review Comments	MSS	MSS	10/26/26

STATE OF TENNESSEE

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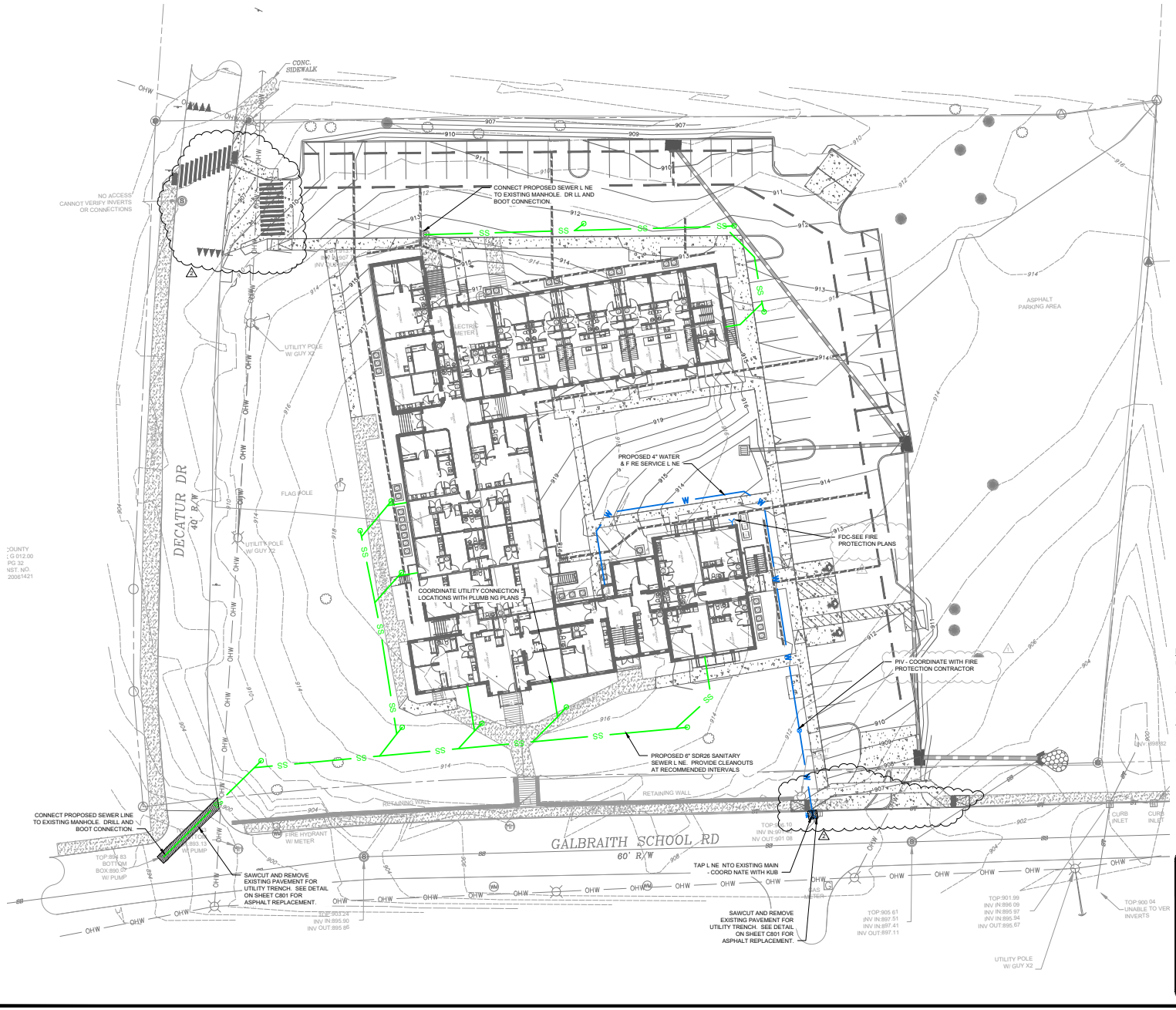
C-301



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FLOOD NOTE

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SPRINKLE ENGINEERING, LLC
PO BOX 4013
MARYVILLE, TN 37802

SPRINKLE ENGINEERING

planning
architecture
902 North Central Street
Knoxville, TN 37917
(865) 637-7009

GALBRAITH SCHOOL REDEVELOPMENT

4333 GALBRAITH SCHOOL RD
KNOXVILLE, TN 37920

SITE UTILITY PLAN

issue	issued by	drawn by	date
Release for Construction	MSS	MSS	7/8/26
City of Knoxville Review Comments	MSS	MSS	8/26/26
City of Knoxville Review Comments	MSS	MSS	10/26/26

STATE OF TENNESSEE

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C-501

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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.*

10/31/26	11/13/26
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

Amy Sherrill	Amy Sherrill	8/12/2026
Applicant Signature	Applicant Name	Date