CASE SUMMARY

APPLICATION TYPE: REZONING

Planning
KNOXVILLE | KNOX COUNTY

File Number: 8-C-25-RZ **Related File Number:**

Application Filed: 6/11/2025 **Date of Revision:**

Applicant: LEIGH BURCH

PROPERTY INFORMATION

General Location: North side of W Vine Ave, east of S Gay St

Other Parcel Info.:

Tax ID Number: 94 E J 032 **Jurisdiction:** City

Size of Tract: 1.43 acres

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.

GENERAL LAND USE INFORMATION

Existing Land Use: Transportation/Communications/Utilities

Surrounding Land Use:

Proposed Use: **Density:**

Planning Sector: Central City **Plan Designation:** MU-RC (Mixed Use Regional Center), HP (Hillside Ridgetop

Growth Policy Plan: N/A (Within City Limits)

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 Register Historic District abuts the property to the north.

ADDRESS/RIGHT-OF-WAY INFORMATION (where applicable)

Street: 305 W VINE AVE

Location:

Proposed Street Name:

Department-Utility Report:

Reason:

ZONING INFORMATION (where applicable)

Current Zoning: DK-G (Downtown Knoxville, Grid Subdistrict), HP (Hillside Protection Overlay)

Former Zoning:

Requested Zoning: DK-B (Downtown Knoxville, Boulevard Subdistrict), HP (Hillside Protection Overlay)

Previous Requests:

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).

PLAN INFORMATION (where applicable)

Current Plan Category: MU-RC (Mixed Use Regional Center), HP (Hillside Ridgetop Protection)

Requested Plan Category:

SUBDIVISION INFORMATION (where applicable)

Subdivision Name:

No. of Lots Proposed: **No. of Lots Approved:** 0

Variances Requested:

S/D Name Change:

OTHER INFORMATION (where applicable)

Other Bus./Ord. Amend.:

PLANNING COMMISSION ACTION AND DISPOSITION

Planner In Charge: Jessie Hillman

Staff Recomm. (Abbr.): 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.

Staff Recomm. (Full):

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, including 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 is providing 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 would better enforce a continuation of this 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 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.
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 auotmobile-oriented thoroughfares with mideans 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.

Action: Approved **Meeting Date:** 9/11/2025

Details of Action: Approve the DK-B (Downtown Knoxville, Boulevard Subdistrict) district because it is consistent with the intent of the district. The HP (Hillside Protection Overlay) would be retained.

Summary of Action: Approve the DK-B (Downtown Knoxville, Boulevard Subdistrict) district because it is consistent with the intent of the district. The HP (Hillside Protection Overlay) would be retained.

Date of Approval: 9/11/2025 **Date of Denial:** **Postponements:** 8/14/2025

Date of Withdrawal: **Withdrawn prior to publication?:** ☐ **Action Appealed?:**

LEGISLATIVE ACTION AND DISPOSITION

Legislative Body: Knoxville City Council

Date of Legislative Action: 10/28/2025 **Date of Legislative Action, Second Reading:** 11/11/2025

Ordinance Number: **Other Ordinance Number References:** O-140-2025

Disposition of Case: Approved **Disposition of Case, Second Reading:** Approved

If "Other": **If "Other":**

Amendments: **Amendments:**

Date of Legislative Appeal: **Effective Date of Ordinance:**