

- n. An Ordinance to change the base zoning classification of property located at 1908 Grand Avenue from C-N (Neighborhood Commercial) District to I-MU (Industrial Mixed-Use) District, J. Scott Busby, AIA, Applicant. (Planning Commission Approved 14-0 Consent) (File No. 4-S-25-RZ) (Council District 1)



**CITY OF KNOXVILLE, TENNESSEE**

**City Council**

**AGENDA INFORMATION SHEET**

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**AGENDA DATE:** May 27, 2025

**DEPARTMENT:** Knoxville-Knox County Planning

**DIRECTOR or DESIGNEE:** Amy Brooks

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**AGENDA SUMMARY** An Ordinance to change the base zoning classification of property located at 1908 Grand Avenue from C-N (Neighborhood Commercial) District to I-MU (Industrial Mixed-Use) District, J. Scott Busby, AIA, Applicant. (Planning Commission Approved 14-0 Consent) (File No. 4-S-25-RZ) (Council District 1)

**COUNCIL DISTRICT(S) AFFECTED** 1st

**BACKGROUND** The applicant requested to change the base zoning of property located at 1908 Grand Avenue from C-N (Neighborhood Commercial) District to I-MU (Industrial Mixed-Use) District.

**RECOMMENDATION** The Planning Commission recommended approval of changing the base zone to the I-MU (Industrial Mixed-Use) district because it is consistent with the sector plan and is a minor extension of the district, by a vote of 14-0 Consent.

**ESTIMATED PROJECT SCHEDULE** This item was considered and recommended for approval by the Planning Commission on April 10, 2025. Therefore, the one hundred and twenty day deadline for final Council action on this item is August 8, 2025 per the City Zoning Ordinance, Appendix B, Article 16.1 - Zoning Text and Map Amendment.

**PRIOR ACTION/REVIEW**

Planning Commission Meeting	4/10/2025	Published ad on 3/6/2025
Knoxville City Council	5/13/2025	Published ad on 4/15/2025

Approved on first reading at the 5/13/2025 regular meeting by vote of 8-0.

**FISCAL INFORMATION** N/A

# ORDINANCE

ORDINANCE NO. \_\_\_\_\_

AN ORDINANCE OF THE COUNCIL OF THE CITY OF KNOXVILLE TO AMEND ORDINANCE NO. O-107-2019, KNOWN AND CITED AS “THE CITY OF KNOXVILLE ZONING CODE,” TO CHANGE THE BASE ZONING CLASSIFICATION OF PROPERTY LOCATED AT 1908 GRAND AVENUE FROM C-N (NEIGHBORHOOD COMMERCIAL) DISTRICT TO I-MU (INDUSTRIAL MIXED-USE) DISTRICT, J. SCOTT BUSBY, AIA, APPLICANT. (FILE NO. 4-S-25-RZ).

ORDINANCE NO: \_\_\_\_\_  
Knoxville-Knox County  
REQUESTED BY: Planning Commission  
PREPARED BY: Law

APPROVED ON 1<sup>ST</sup>  
READING: \_\_\_\_\_  
APPROVED ON 2<sup>ND</sup>  
READING: \_\_\_\_\_  
APPROVED AS AN EMERGENCY  
MEASURE: \_\_\_\_\_

MINUTE BOOK: \_\_\_\_\_ PAGE \_\_\_\_\_

**WHEREAS**, J. Scott Busby, AIA filed Application No. 4-S-25-RZ with the Knoxville-Knox County Planning Commission (“Planning Commission”) to have property located at 1908 Grand Avenue, Parcel ID 94 NB 004, base rezoned from C-N (Neighborhood Commercial) District to I-MU (Industrial Mixed-Use) District; and

**WHEREAS**, at its April 10, 2025 meeting, the Planning Commission recommended to the Council of the City of Knoxville that the change to the base zoning classification be approved; and

**WHEREAS**, public notice on the hearing of this petition was published in the *Knoxville News Sentinel* on March 6, 2025, and public notice for the City Council meeting on May 13, 2025 was published in the *Knoxville News Sentinel* on April 15, 2025.

**NOW, THEREFORE, BE IT ORDAINED BY THE COUNCIL OF THE CITY OF KNOXVILLE THAT:**

**SECTION 1:** The City of Knoxville Zoning Code, being Ordinance No. O-107-2019, be and the same is hereby amended, so as to change the base zoning classification of property described

as being located at 1908 Grand Avenue, Parcel ID 94 NB 004, First District, Central City Sector, from C-N (Neighborhood Commercial) District to I-MU (Industrial Mixed-Use) District, J. Scott Busby, AIA, Applicant, File No. 4-S-25-RZ.

**SECTION 2:** The following Planning Commission documents are attached as Collective Exhibit 1 to this Ordinance and made a part hereof by reference: The Knoxville-Knox County Planning Commission Rezoning Report including all appendices; a portion of the Zoning Map on which the above described property is shaded; an excerpt from the Minutes of the Planning Commission meeting of April 10, 2025; the Development Request for Rezoning; and Public Notice.

**SECTION 3:** If any part, sentence, phrase, clause, term, word, section, subsection, or provision of this ordinance is declared by a court of competent jurisdiction to be unconstitutional, illegal, or invalid, such decision shall not affect the validity of the ordinance as a whole or any part other than the part so declared to be unconstitutional, illegal, or invalid.

**SECTION 4:** This Ordinance shall take effect seventeen (17) days from and after its passage, the welfare of the City requiring it.

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Presiding Officer of the Council

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City Recorder

K:\COUNCIL\ORD\MPC\REZONE\2025\J. Scott Busby (File No. 4-S-25-RZ).docx

# REZONING REPORT

► **FILE #:** 4-S-25-RZ

**AGENDA ITEM #:** 16

**AGENDA DATE:** 4/10/2025

► **APPLICANT:** J SCOTT BUSBY, AIA

OWNER(S): Deborah Thornton

TAX ID NUMBER: 94 N B 004

[View map on KGIS](#)

JURISDICTION: City Council District 1

STREET ADDRESS: 1908 GRAND AVE

► **LOCATION:** South side of Grand Ave, west side of Nineteenth St

► **APPX. SIZE OF TRACT:** 0.54 acres

SECTOR PLAN: Central City

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

ACCESSIBILITY: Access is via Grand Avenue, a local street with 38 ft of pavement width within a 65-ft right-of-way. Access is also via Nineteenth Street, a local street with 26 ft of pavement width within a 50-ft right-of-way.

UTILITIES: Water Source: Knoxville Utilities Board

Sewer Source: Knoxville Utilities Board

FIRE DISTRICT: Knoxville Fire Department

WATERSHED: East Fork

► **PRESENT ZONING:** C-N (Neighborhood Commercial)

► **ZONING REQUESTED:** I-MU (Industrial Mixed-Use)

► **EXISTING LAND USE:** Transportation/Communications/Utilities

►  
EXTENSION OF ZONE: Yes, it is an extension.

HISTORY OF ZONING: In 2007 the property was rezoned from I-2 (Restricted Manufacturing and Warehousing) to C-1 (Neighborhood Commercial) (10-S-07-RZ). In 2000 a rezoning request from I-2 (Restricted Manufacturing and Warehousing) to R-3 (High Density Residential) was withdrawn (1-EE-00-RZ).

SURROUNDING LAND USE AND ZONING: North: Agriculture/forestry/vacant land, wholesale, multifamily residential - I-MU (Industrial Mixed-Use), RN-6 (Mutli-Family Residential Neighborhood), (C) former planned district

South: Transportation/communications/utilities, multifamily residential, single family residential - O (Office), I-MU (Industrial Mixed-Use)

East: Agriculture/forestry/vacant land - RN-5 (General Residential Neighborhood)

West: Commercial - I-MU (Industrial Mixed-Use)

NEIGHBORHOOD CONTEXT: The subject property is at the northwestern edge of the Fort Sanders neighborhood, which primarily features multifamily residential and office uses, as well as two hospitals. There are wholesale, industrial, and commercial uses along Grand Avenue to the east.

## STAFF RECOMMENDATION:

- **Approve the I-MU (Industrial Mixed-Use) district because it is consistent with the sector plan and is a minor extension of the district.**

## 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. The northern part of Fort Sanders neighborhood along Grand Avenue has been transitioning from industrial into residential uses since the early 2000s. However, there are still several parcels with the I-MU zoning district that accommodates commercial, industrial, and warehouse uses. The proposed rezoning will be an extension of the I-MU district from the west side and from across the street.
2. The subject parcel has either remained vacant or been used as a vehicle parking or storage facility for at least the last 50 years following a rezoning from I-2 (Restricted Manufacturing and Warehousing) to C-1 (Neighborhood Commercial) rezoning in 2007 (10-S-07-RZ). The I-MU district would allow a range of development potential for this underutilized parcel that is currently being used for outdoor storage of school buses.

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

1. The I-MU district is intended to provide for a mix of light industrial uses and a variety of compatible commercial uses such as entertainment, amusement and retail establishments. This mix is designed to promote the reuse of older, character-giving structures that may no longer be suitable for their original industrial purposes, but that can accommodate a variety of alternative types of uses. Residential uses are also permitted in the I-MU District, both above the ground floor in mixed-use development, and in multi-family dwellings.
2. The area meets the intent of the I-MU district which has commercial, industrial, and warehouse uses mixed in with multifamily residential developments.
3. 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. The rezoning is not anticipated to have any significant adverse effect on surrounding properties. The I-MU district has similar design standards to the current C-N district, which helps to ensure that any development is visually appealing and cohesive with a pedestrian-friendly built environment. It also has a more restrictive parking standard, limiting it to the side or rear of a building.

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 Fort Sanders Neighborhood Plan (2000) envisioned low to medium density residential uses for this area, but also proposed options to retain the warehousing and industrial character along this segment of Grand Avenue (p. 3-4 of the plan).
2. The Central City Sector Plan (2014) and the One Year Plan, which postdate the neighborhood plan, designates the MU-SD MU-CC16 (Mixed Use Special District) land use classification for this property, and the proposed rezoning is consistent with these plans.
3. The General Plan's Development Policy 8.3 encourages focus on design quality and neighborhood compatibility in reviewing developments proposals in existing urban areas. The design standards of the I-MU district that focus on building exterior design are consistent with this policy, and the allowed uses would be compatible with the mix of uses in the immediate vicinity.

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 subject property is located in an urbanized area with ample utility and infrastructure capacity for any residential and nonresidential uses allowed by the I-MU district. It has sidewalk connections to nearby transit route and is served by numerous commercial and public amenities nearby.

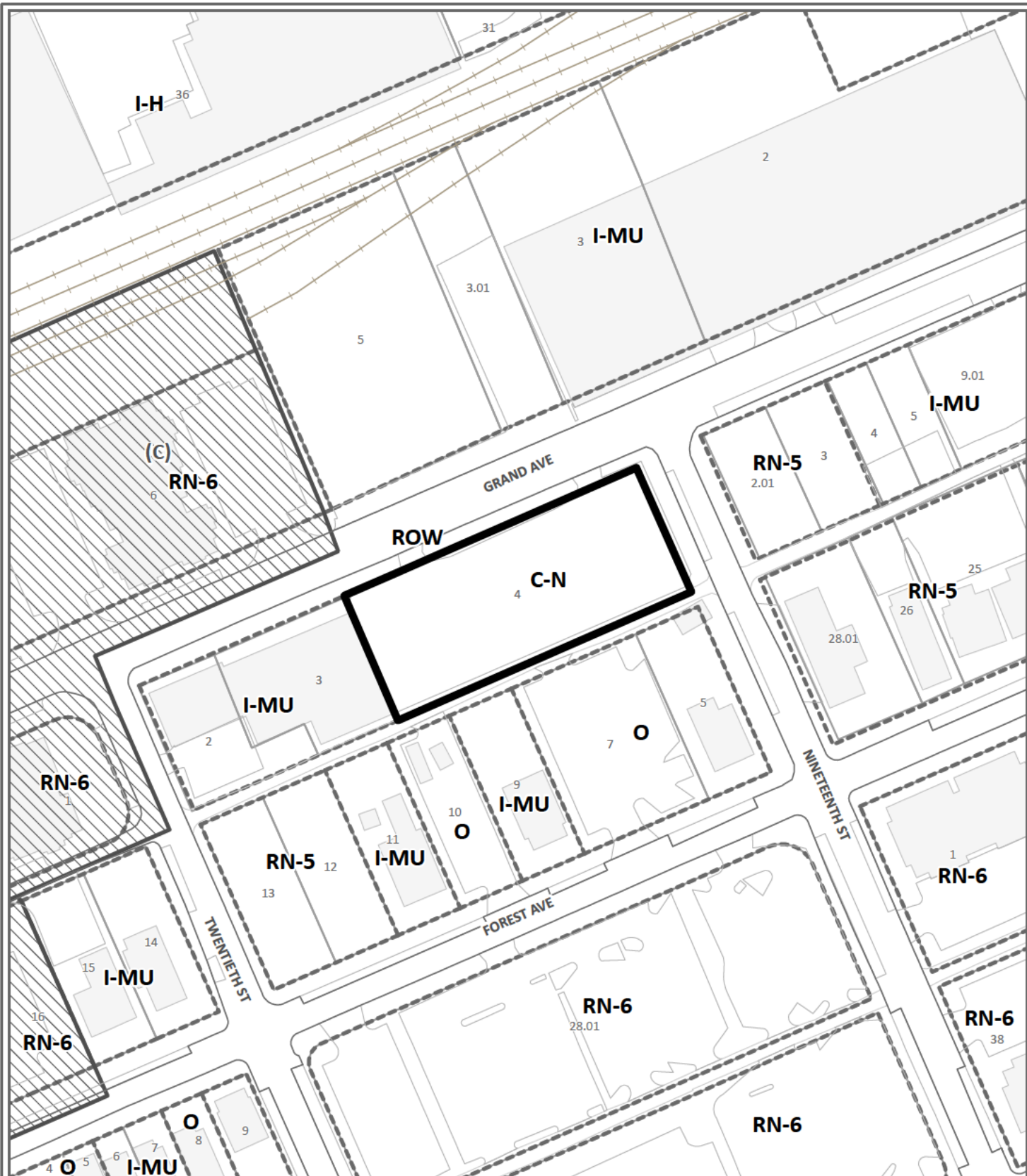
ESTIMATED TRAFFIC IMPACT: Not required.

ESTIMATED STUDENT YIELD: Not applicable.

Schools affected by this proposal: Sequoyah Elementary, Bearden Middle, and West 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 approved, this item will be forwarded to Knoxville City Council for action on 5/13/2025 and 5/27/2025. 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.



## REZONING

4-S-25-RZ

Petitioner: J Scott Busby, AIA



From: C-N (Neighborhood Commercial)

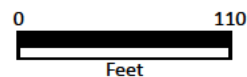
To: I-MU (Industrial Mixed-Use)

Original Print Date: 2/27/2025

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

Map No: 94

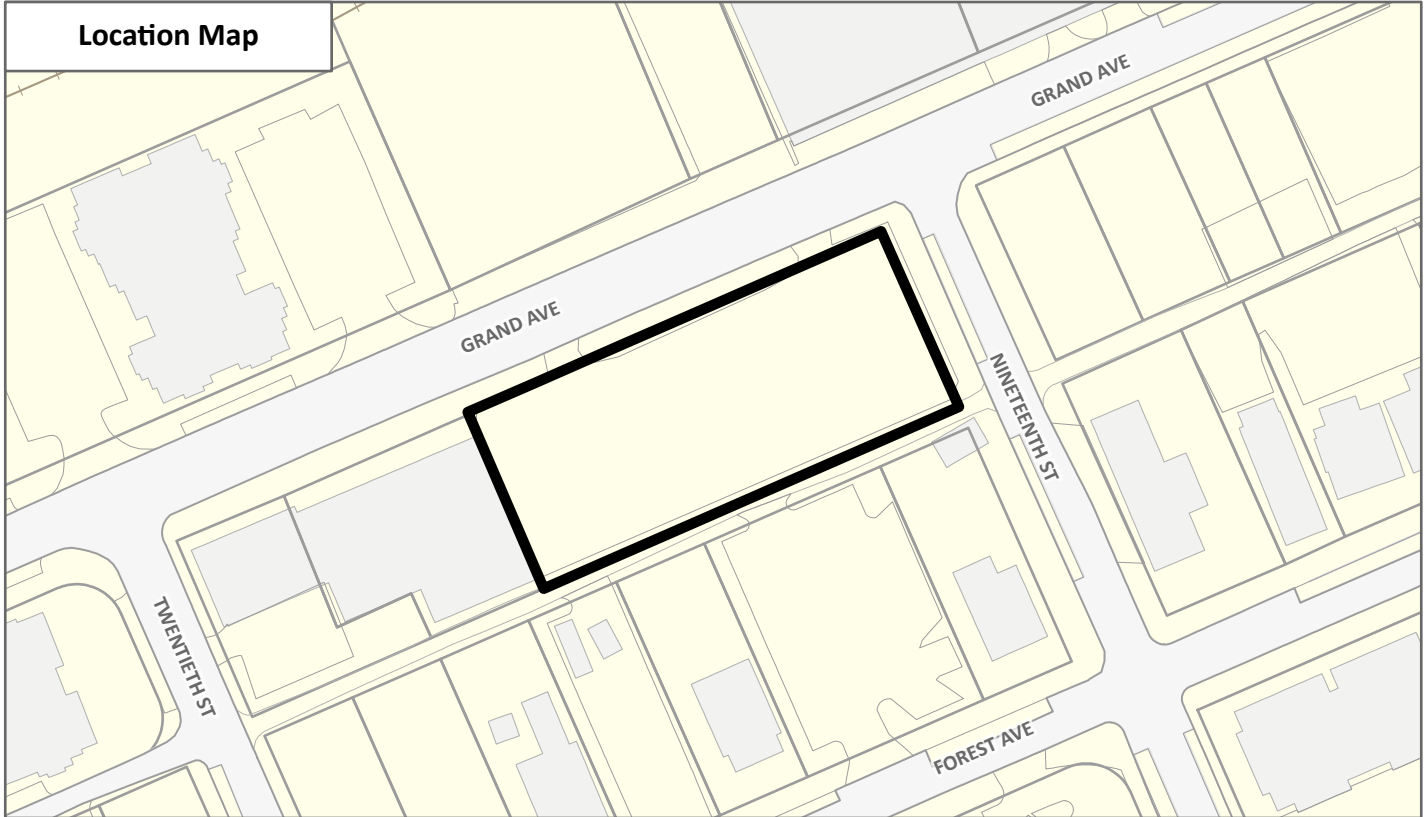
Jurisdiction: City





## Exhibit A. Contextual Images

Location Map



Aerial Map



CONTEXTUAL MAPS 1

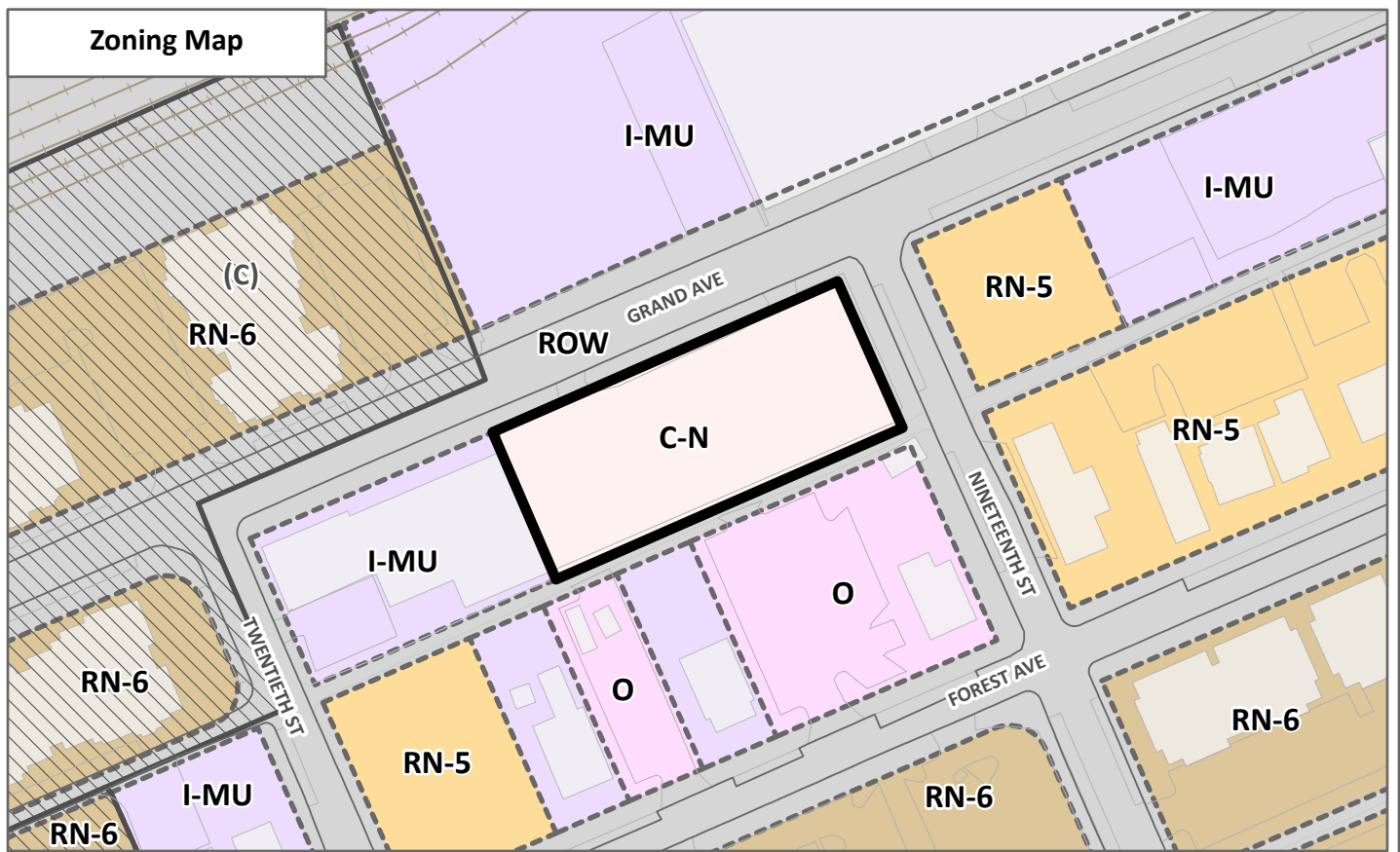
4-S-25-RZ



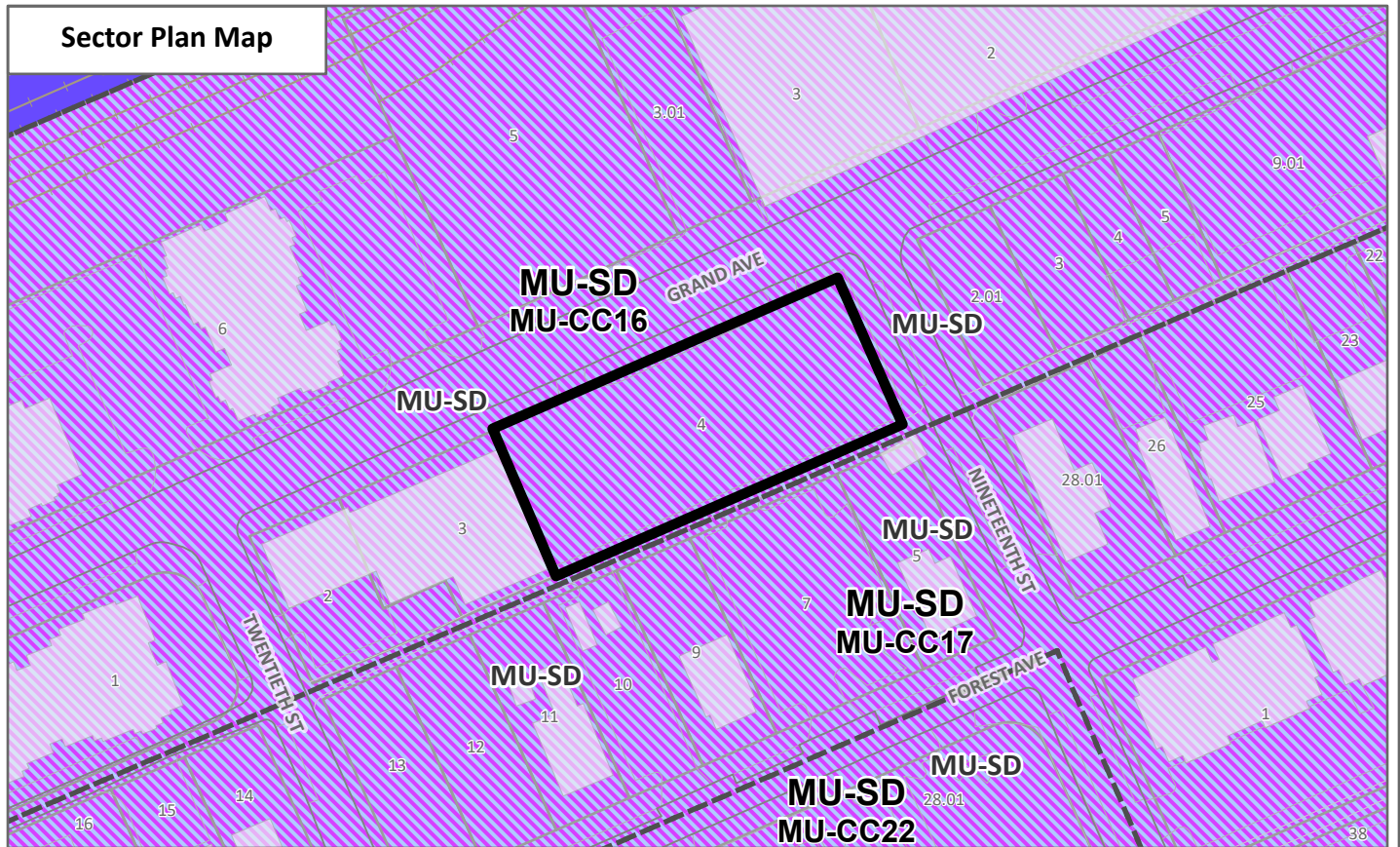
Case boundary



**Zoning Map**



**Sector Plan Map**



**CONTEXTUAL MAPS 2**

4-S-25-RZ

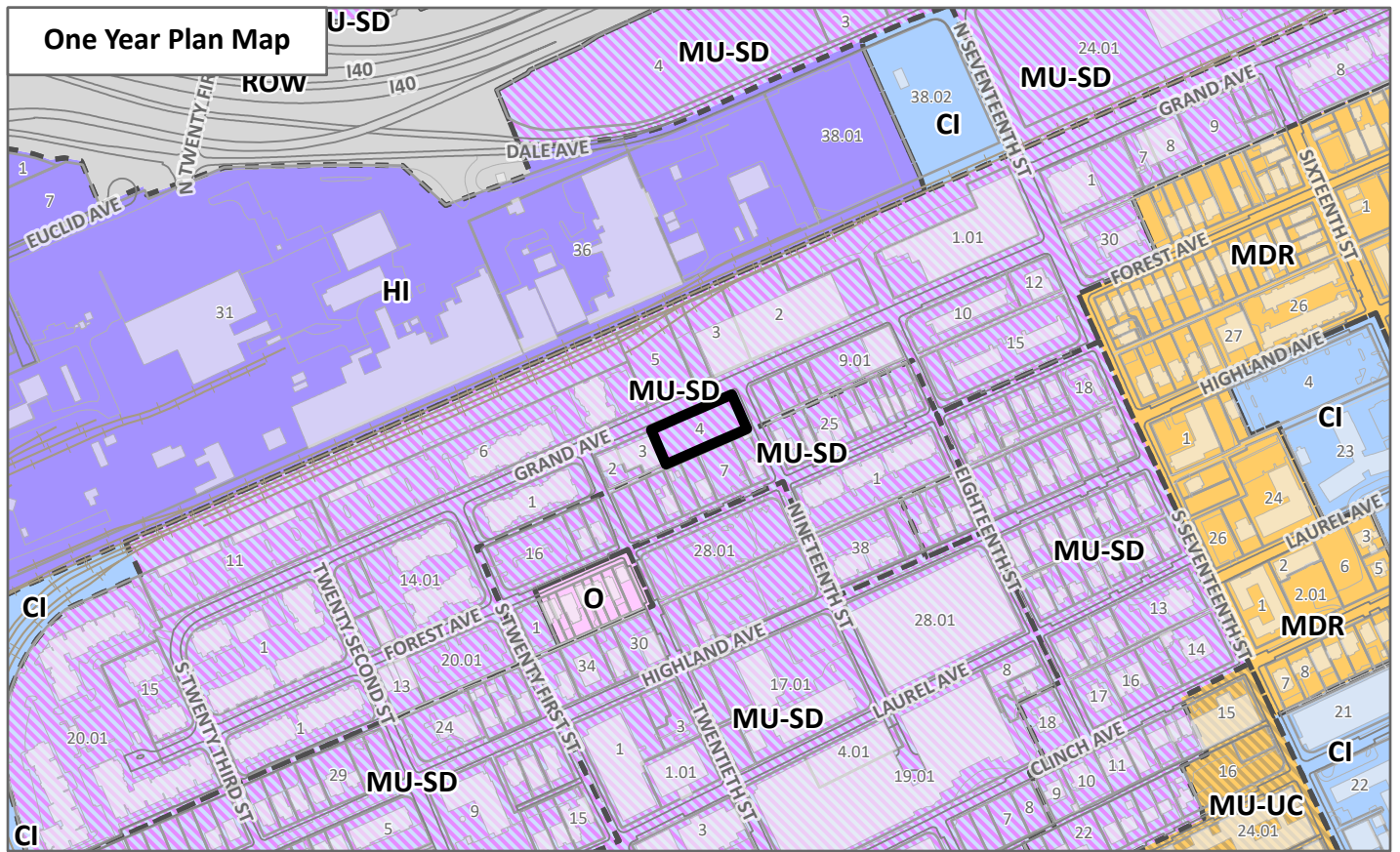


Case boundary

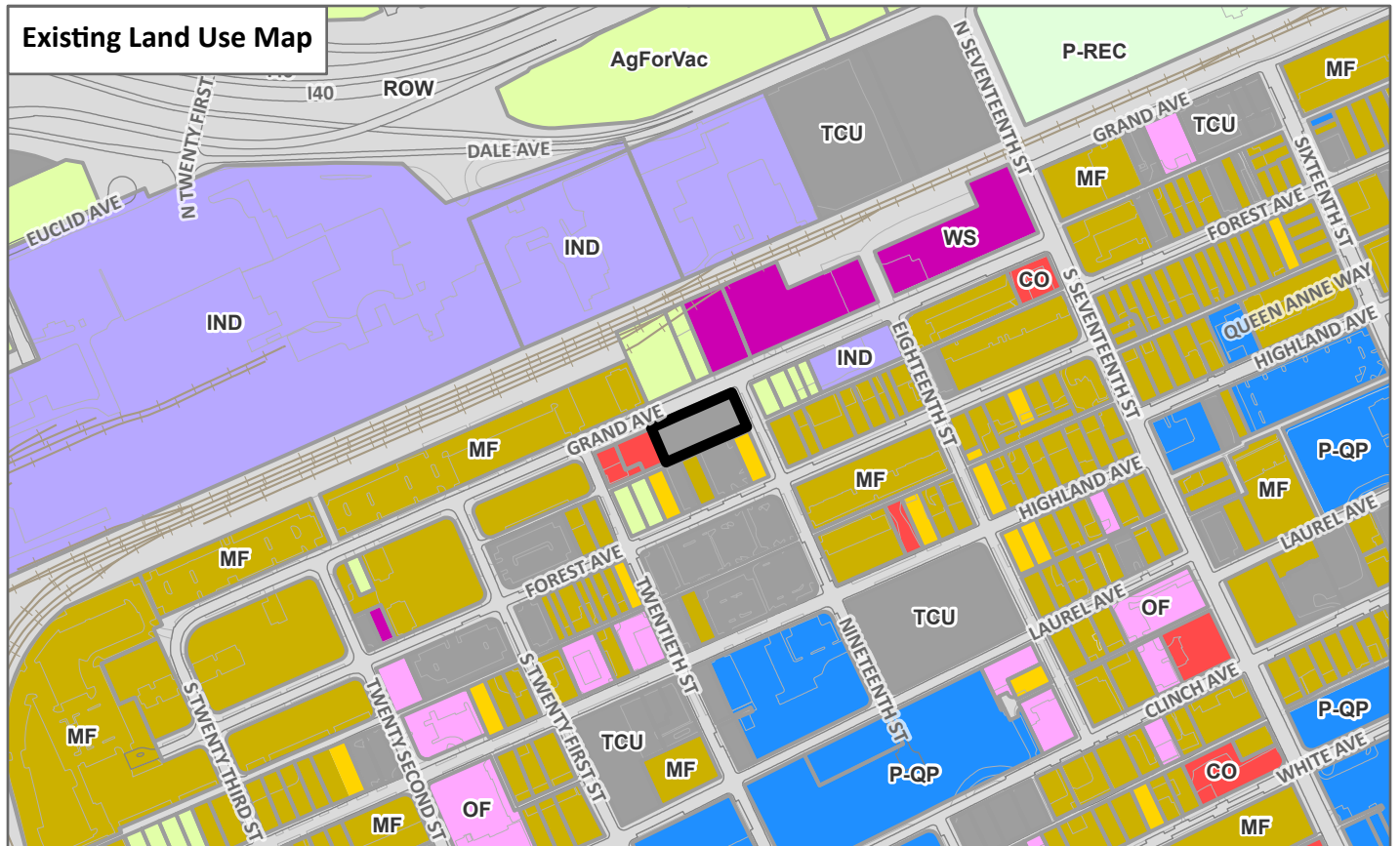




One Year Plan Map



Existing Land Use Map



CONTEXTUAL MAPS 3

4-S-25-RZ



Case boundary



**April 10, 2025**1:30 P.M. | Main Assembly Room  
City County Building

The Planning Commission met in regular session on April 10, 2025, at 1:30 p.m. in the Small Assembly Room of the City County Building.

Item No.

File No.

**310. ROLL CALL, INVOCATION AND PLEDGE OF ALLEGIANCE**

Commissioner	Present	Absent	Arrive late/left early
John Huber, Vice-Chair	✓		
Louis Browning	✓		
Rich Levenson	✓		
Tamara Boyer		✓	
Nancy Barger	✓		
Katie Overton	✓		
Marité Pérez	✓		
Matt Anderson	✓		
Logan Higgins	✓		
Miles Biggs	✓		
Kara Daley	✓		
Nick Gill	✓		
Amy Midis	✓		
Karyn Adams	✓		
Tim Hill, Chair	✓		

**CONSENT ITEMS READ**

1. MOTION (BARGER) AND SECOND (ADAMS) WERE MADE TO APPROVE THE CONSENT ITEMS AS READ.

**MOTION CARRIED UNANIMOUSLY 14-0. APPROVED**

**Item No.****File No.****16. J SCOTT BUSBY, AIA****4-S-25-RZ**

1908 Grand Avenue / Parcel ID 094NB004, Council District 1.

Rezoning from C-N (Neighborhood Commercial) to I-MU  
(Industrial Mixed-Use).**1. STAFF RECOMMENDATION**

Approve the I-MU (Industrial Mixed-Use) district  
because it is consistent with the sector plan and is a  
minor extension of the district.

**APPROVED ON CONSENT EARLIER IN THE MEETING**



# Development Request

## DEVELOPMENT

- ☐ Development Plan  
☐ Planned Development  
☐ Use on Review / Special Use  
☐ Hillside Protection COA

## SUBDIVISION

- ☐ Concept Plan  
☐ Final Plat

## ZONING

- ☐ Plan Amendment  
☐ SP ☐ PA  
☒ Rezoning

J Scott Busby, AIA

Architect

Applicant Name

Affiliation

2/24/25

4/10/25

File Number(s)

Date Filed

Meeting Date (if applicable)

## CORRESPONDENCE

All correspondence related to this application should be directed to the approved contact listed below.

- ☐ Applicant ☐ Property Owner ☐ Option Holder ☐ Project Surveyor ☐ Engineer ☒ Architect/Landscape Architect

Scott Busby, AIA

Smee + Busby Architects, P.C.

Name

Company

2554 Sutherland Avenue

Knoxville

TN

37919

Address

City

State

ZIP

(865) 521-7550

Phone

Email

## CURRENT PROPERTY INFO

Deborah Thornton

10501 Kincer Farms Dr Knox. TN 37922

(865) xxx-xxxx

Property Owner Name (if different)

Property Owner Address

Property Owner Phone

1908 Grand Avenue Knoxville, TN

094nb004

Property Address

Parcel ID

KUB

KUB

N

Sewer Provider

Water Provider

Septic (Y/N)

## COMMUNITY ENGAGEMENT

Sign and return the **Public Notice & Community Engagement** form with this application.

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.



**DEVELOPMENT REQUEST**

- ☐ Development Plan   ☐ Use on Review / Special Use   ☐ Hillside Protection COA  
☐ Residential   ☐ Non-Residential

Home Occupation (specify) \_\_\_\_\_

Other (specify) \_\_\_\_\_

Related City Permit Number(s)

**SUBDIVISION REQUEST**

Proposed Subdivision Name \_\_\_\_\_

Unit / Phase Number \_\_\_\_\_

☐ Combine Parcels☐ Divide Parcel

Total Number of Lots Created \_\_\_\_\_

☐ Other (specify) \_\_\_\_\_☐ Attachments / Additional Requirements

Related Rezoning File Number

**ZONING REQUEST**☒ Zoning Change

I-MU

Proposed Zoning \_\_\_\_\_

☐ Plan Amendment Change

Proposed Plan Designation(s) \_\_\_\_\_

Pending Plat File Number

Proposed Density (units/acre) \_\_\_\_\_

Previous Rezoning Requests \_\_\_\_\_

☐ Other (specify) \_\_\_\_\_**STAFF USE ONLY****PLAT TYPE**☐ Staff Review☐ Planning Commission**ATTACHMENTS**☐ Property Owners / Option Holders   ☐ Variance Request☐ Amendment Request (*Comprehensive Plan*)**ADDITIONAL REQUIREMENTS**☐ Use on Review / Special Use (*Concept Plan*)☐ Traffic Impact Study☐ COA Checklist (*Hillside Protection*)

Fee 1

Total

Fee 2

Fee 3

**AUTHORIZATION**

**By signing below, I declare under penalty of perjury the foregoing is true and correct: 1) He/she/it is the owner of the property AND 2) The application and all associated materials are being submitted with his/her/its consent. If there are additional owners or options holders, each additional individual must sign the Property Owners/Option Holders Form.**



Applicant Signature

Scott Busby, Architect

Print Name / Affiliation

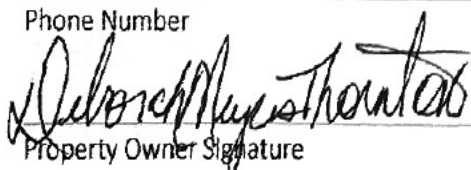
2/24/25

Date

(865) 521-7550

Phone Number

Email



Property Owner Signature

Deborah Meyers Thornton

Please Print

Date Paid



# Public Notice and Community Engagement

## 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.

## 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).

### 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.*

**3/28/2025**

**4/11/2025**

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

**J. Scott Busby, AIA**

Applicant Name

**2/24/25**

Date

**4-S-25-RZ**

**FILE NUMBER**



## THANK YOU for your submission!

Your notice has been submitted for publication. Below is a confirmation of your order. You will also receive an email confirmation.

### ORDER DETAILS

**Order Number:**  
LOKR0277651

**Order Status:**  
Submitted

**Classification:**  
Public Notices

**Package:**  
General Package

**Total payment:**  
173.96

**Payment Type:**  
Account Billed

**User ID:**  
L0013876

**External User ID:**  
676064

### ACCOUNT INFORMATION

Knoxville-Knox County Planning  
400 W Main ST # 403 DALLAS DEARMOND  
Knoxville, TN 37902-2427  
865-215-3810  
dallas.dearmond@knoxplanning.org  
Knoxville-Knox County Planning  
Contract ID: GOVT

### TRANSACTION REPORT

**Date**  
April 11, 2025 11:21:51 AM EDT  
**Amount:**  
173.96

### ADDITIONAL OPTIONS

1 Affidavit

### SCHEDULE FOR AD NUMBER LOKR02776510

April 15, 2025  
Knoxville News Sentinel

### PREVIEW FOR AD NUMBER LOKR02776510

#### PUBLIC NOTICE

The following items will be considered by the Knoxville City Council on May 13, 2025, at 6:00 p.m. in the Main Assembly Room, City County Bldg., 400 Main St., Knoxville, TN. For information related to these items, visit [KnoxPlanning.org/agenda](https://knoxplanning.org/agenda). If you need assistance or accommodation for a disability, please contact the City ADA coordinator at (865) 215-2104.

#### ORDINANCE AMENDMENTS

**8-E-23-OA – R. BENTLEY MARLOW** – Consideration of an amendment to the Knoxville City Code, Appendix B, Zoning Code, Article 12 Landscape. Planning Commission Action: Approve requested Ordinance Amendments

#### REZONINGS/PLAN AMENDMENTS

**4-F-25-RZ - GARRETT JERNIGAN**- 1608, 1612, 1616 EIGHTH AVE. Proposed rezoning. Planning Commission Action: Approve I-MU (Industrial Mixed Use)

**4-G-25-RZ - BRANDON BOLDING**- 6907 CENTRAL AVENUE PIKE. Proposed rezoning. Planning Commission Action: Approve C-G-1 (General Commercial) and F (Floodplain Overlay)

**4-L-25-RZ - NORTHCREEK RENOVATION AND CONSTRUCTION, LLC**- 0, 6714 KECK RD. Property located southeast of Callahan Dr., northeast side of Keck Rd. Proposed rezoning. Planning Commission Action: Approve C-G-1 (General Commercial)

**4-Q-25-RZ - KATHRYN GREER** - 305 RANDOLPH ST; 600 E MAGNOLIA AVE; 611 E DEPOT AVE. Proposed rezoning. Planning Commission Action: Approve DK-W (Downtown Knoxville-Warehouse Subdistrict)

**4-S-25-RZ - J SCOTT BUSBY, AIA**- 1908 GRAND AVE. Proposed rezoning. Planning Commission Action: Approve I-MU (Industrial Mixed Use)

**4-E-25-SP, 4-E-25-PA AND 4-T-25-RZ - MIKE BALLINGER**- 4602 MILLERTOWN PIKE. Proposed Sector Plan and One Year Plan amendments, proposed rezoning. Planning Commission Action: Approve Sector Plan and One Year Plan Amendments to MDR (Medium Density Residential) and rezoning to RN-4 (General Residential Neighborhood)  
April 15 2025  
LOKR0277651

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