

- h. An Ordinance to change the base zoning classification of property located at 1608, 1612, and 1616 Eighth Avenue from RN-4 (General Residential Neighborhood) District to I-MU (Industrial Mixed-Use) District, Garrett Jernigan, Applicant. (Planning Commission Approved 14-0 Consent) (File No. 4-F-25-RZ) (Council District 4)



CITY OF KNOXVILLE, TENNESSEE

City Council

AGENDA INFORMATION SHEET

AGENDA DATE: May 27, 2025
DEPARTMENT: Knoxville-Knox County Planning
DIRECTOR or DESIGNEE: Amy Brooks

AGENDA SUMMARY An Ordinance to change the base zoning classification of property located at 1608, 1612, and 1616 Eighth Avenue from RN-4 (General Residential Neighborhood) District to I-MU (Industrial Mixed-Use) District, Garrett Jernigan, Applicant. (Planning Commission Approved 14-0 Consent) (File No. 4-F-25-RZ) (Council District 4)

COUNCIL DISTRICT(S) AFFECTED 4th

BACKGROUND The applicant requested to change the base zoning of property located at 1608, 1612, and 1616 Eighth Avenue from RN-4 (General Residential Neighborhood) 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 provides a compatible transition of land use intensity at this location, 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 1608, 1612 and 1616 EIGHTH AVENUE FROM RN-4 (GENERAL RESIDENTIAL NEIGHBORHOOD) DISTRICT TO I-MU (INDUSTRIAL MIXED-USE) DISTRICT, GARRETT JERNIGAN, APPLICANT. (FILE NO. 4-F-25-RZ).

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

APPROVED ON 1ST
READING: _____
APPROVED ON 2ND
READING: _____
APPROVED AS AN EMERGENCY
MEASURE: _____

MINUTE BOOK: _____ PAGE _____

WHEREAS, Garrett Jernigan filed Application No. 4-F-25-RZ with the Knoxville-Knox County Planning Commission (“Planning Commission”) to have property located at 1608, 1612 and 1616 Eighth Avenue, Parcel ID 82 HG 038, 039, 040, base rezoned from RN-4 (General Residential Neighborhood) 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 1608, 1612 and 1616 Eighth Avenue, Parcel ID 82 HG 038, 039, 040, Fourth District, Central City Sector, from RN-4 (General Residential Neighborhood) District to I-MU (Industrial Mixed-Use) District, Garrett Jernigan, Applicant, File No. 4-F-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.

Presiding Officer of the Council

City Recorder

REZONING REPORT

▶ **FILE #:** 4-F-25-RZ

AGENDA ITEM #: 9

AGENDA DATE: 4/10/2025

▶ **APPLICANT:** GARRETT JERNIGAN

OWNER(S): CEC Real Estate, LLC

TAX ID NUMBER: 82 H G 038, 039, 040

[View map on KGIS](#)

JURISDICTION: City Council District 4

STREET ADDRESS: 1608 EIGHTH AVE (1612, 1616 EIGHTH AVE)

▶ **LOCATION:** Southeast quadrant of Gillespie Ave and Eighth Ave

▶ **APPX. SIZE OF TRACT:** 0.68 acres

SECTOR PLAN: Central City

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

ACCESSIBILITY: Access is via Eighth Avenue, an unstriped local street with 33 ft of pavement width within a right-of-way width that varies from 53 ft to 63 ft. Access is also via Gillespie Avenue, an unstriped local street with 23 ft of pavement width within a right-of-way width that varies from 49 ft to 68 ft.

UTILITIES: Water Source: Knoxville Utilities Board

Sewer Source: Knoxville Utilities Board

FIRE DISTRICT: Knoxville Fire Department

WATERSHED: First Creek

▶ **PRESENT ZONING:** RN-4 (General Residential Neighborhood)

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

▶ **EXISTING LAND USE:** Single Family Residential

▶

EXTENSION OF ZONE: No, it is not an extension.

HISTORY OF ZONING: None noted.

SURROUNDING LAND USE AND ZONING: North: Multifamily residential - RN-5 (General Residential Neighborhood)

South: Single family residential - RN-4 (General Residential Neighborhood)

East: Office, single family residential, transportation/communication/utilities - RN-4 (General Residential Neighborhood)

West: Single family residential, agriculture/forestry/vacant land - RN-4 (General Residential Neighborhood)

NEIGHBORHOOD CONTEXT: The subject property is in a neighborhood with single family houses and duplexes that is bounded by commercial uses along N Sixth avenue to the west and industrial, wholesale, and commercial uses along the railroad to the south and east. The railroad runs approximately 300 ft to the south. First Creek and the First Creek Greenway lie 0.15 miles to the west. The Peters House and Old North Knoxville Historic District, which are listed on the National Register, lie 0.6 miles to the west.

STAFF RECOMMENDATION:

- ▶ **Approve the I-MU (Industrial Mixed-Use) district because it provides a compatible transition of land use intensity at this location.**

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. This request for a rezoning from the RN-4 (General Residential Neighborhood) district to the I-MU (Industrial Mixed-Use) district is consistent with increasingly intensive activity and land purchases that have occurred in recent years on this block between Eighth and Ninth Avenue, south of Gillespie Avenue. Between 2022 and 2024, a machine and welding company purchased all the residential lots abutting the subject property on Ninth Avenue. Since then, one of the existing single family homes has been demolished and one appears to have been converted into a contractor parking lot, continuing a trend preceding 2007 of formerly residential lots being used for outdoor contractor storage in this area. These more recent changes are consistent with ongoing legacy industrial activity surrounding the subject property to the south, east and west.
2. The I-MU district provides a transition of land use intensity between enduring industrial activity along the rail line near the subject property to the southeast and the residential neighborhood surrounding it to the northwest.

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 multifamily dwellings.
2. The subject property is comprised of three single family lots, one of which is a large end-lot. While these are not older industrial lots, they were zoned I-3 (General Industrial) for many years before the zoning code was updated under Recode in 2020. Community input supported a downzoning to the RN-4 district, though I-MU was also considered for the area. The I-MU district is the only industrial district that has design standards intended to accommodate a pedestrian environment. Permitted uses and dimensional standards provide an opportunity to redevelop these lots in an alternative manner that provides a buffer between longstanding industrial uses and the established residential neighborhood. The location of the subject property is consistent with the intent of the I-MU 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. The I-MU district acknowledges the heavy industrial activity that has existed near the subject property for many years, while providing redevelopment opportunity that is conscientious of a residential environment. Any non-residential development will be required to provide buffering to adjacent residential zoning districts, and the I-MU design standards have requirements for pedestrian orientation. There are no undue adverse impacts anticipated to occur with the proposed rezoning.

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. This rezoning brings the subject property into compliance with the Central City Sector Plan and the One Year Plan's land use classification of LI (Light Industrial). I-MU is the least intensive zoning district permitted in the LI land use classification.
2. This rezoning does not conflict with any Development Policies in the General 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:

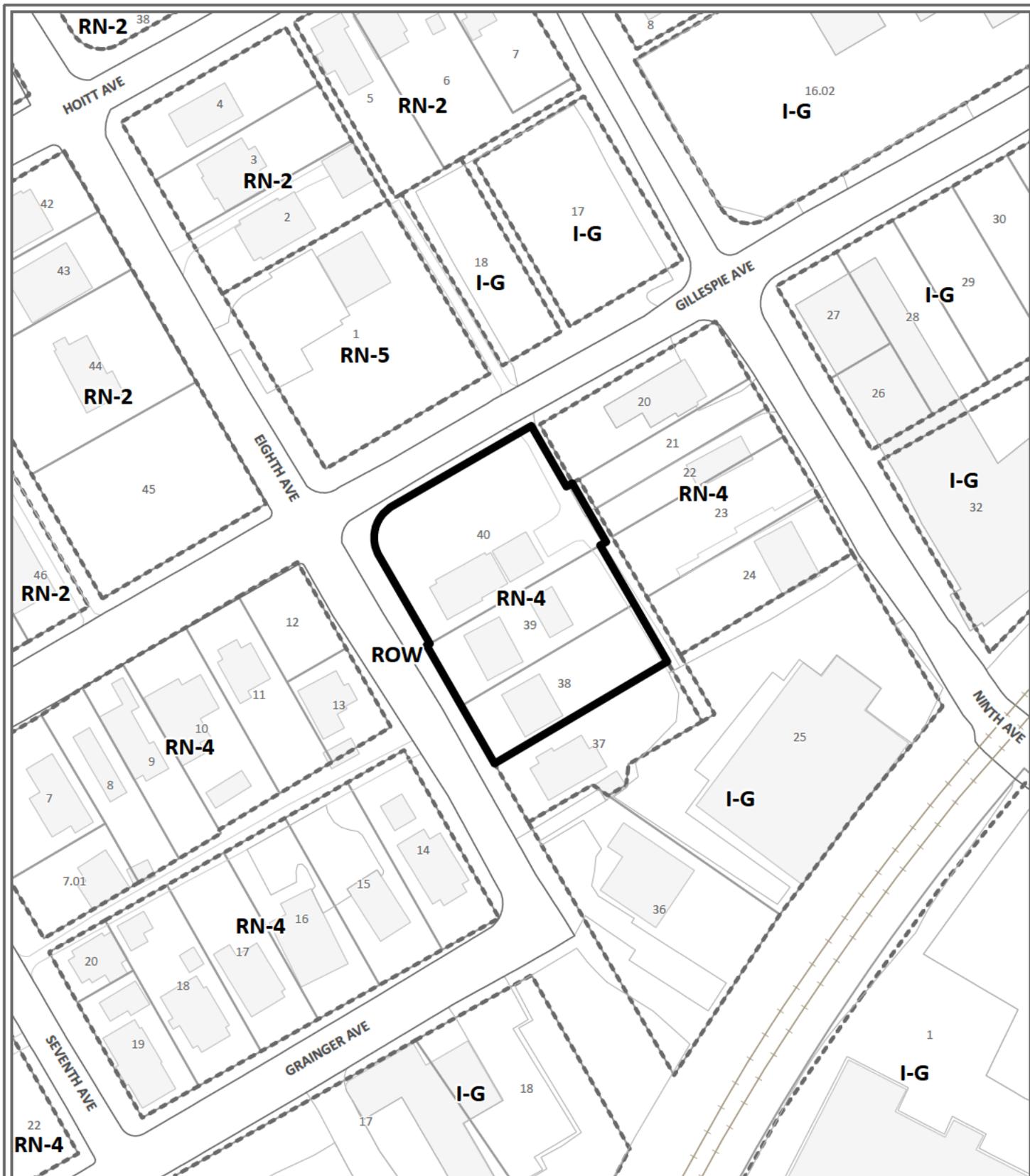
1. The subject property is in an urbanized area with ample utility and community facility infrastructure to support redevelopment under the I-MU zoning district.

ESTIMATED TRAFFIC IMPACT: Not required.

ESTIMATED STUDENT YIELD: Not applicable.

Schools affected by this proposal: Belle Morris Elementary, Vine Middle Magnet, and Fulton High.

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-F-25-RZ

Petitioner: Garrett Jernigan



From: RN-4 (General Residential Neighborhood)

To: I-MU (Industrial Mixed-Use)

Map No: 82
Jurisdiction: City

Original Print Date: 2/27/2025
Knoxville - Knox County Planning Commission * City / County Building * Knoxville, TN 37902

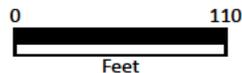


Exhibit A. Contextual Images

Location Map



Aerial Map

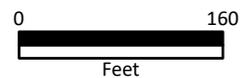


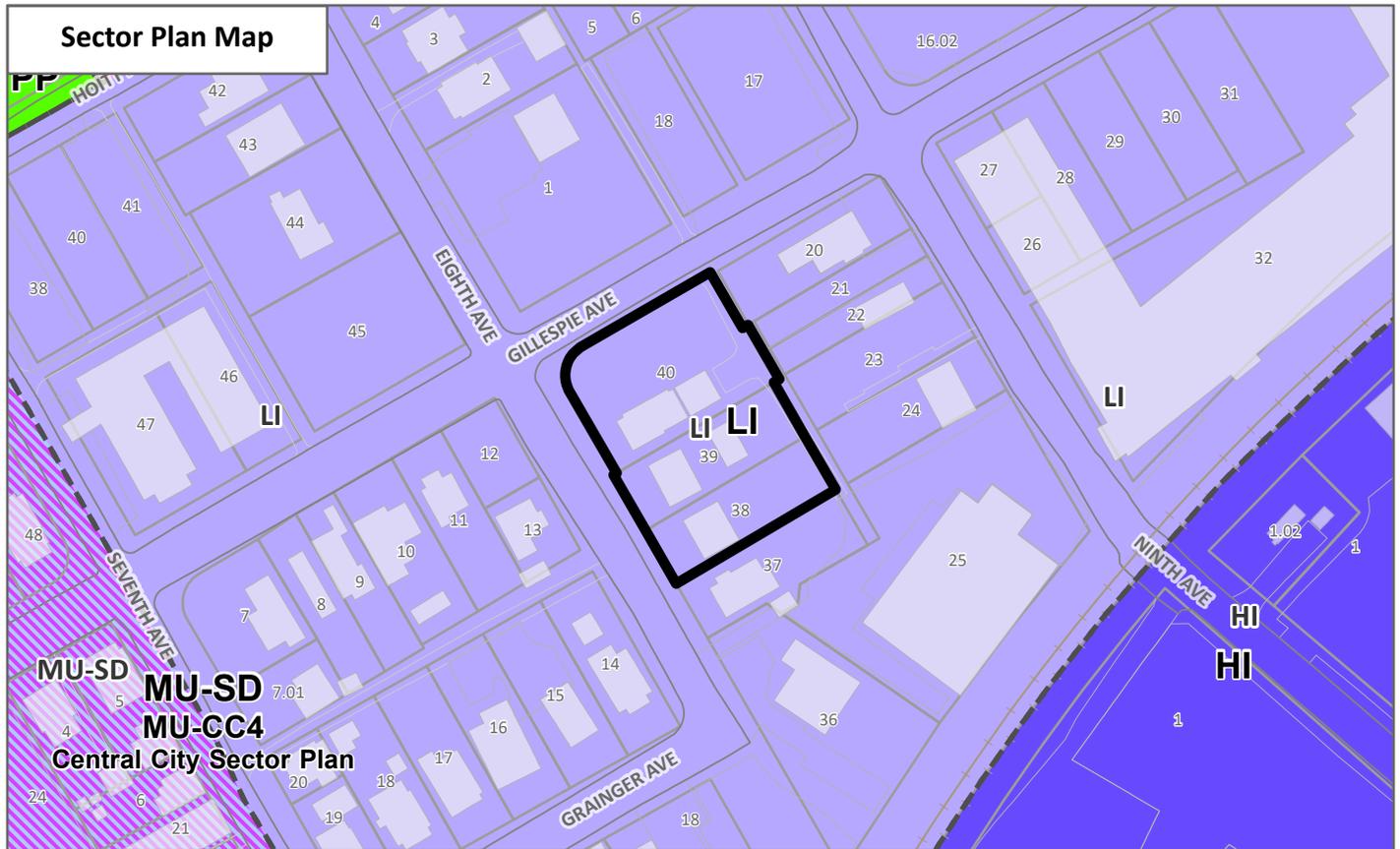
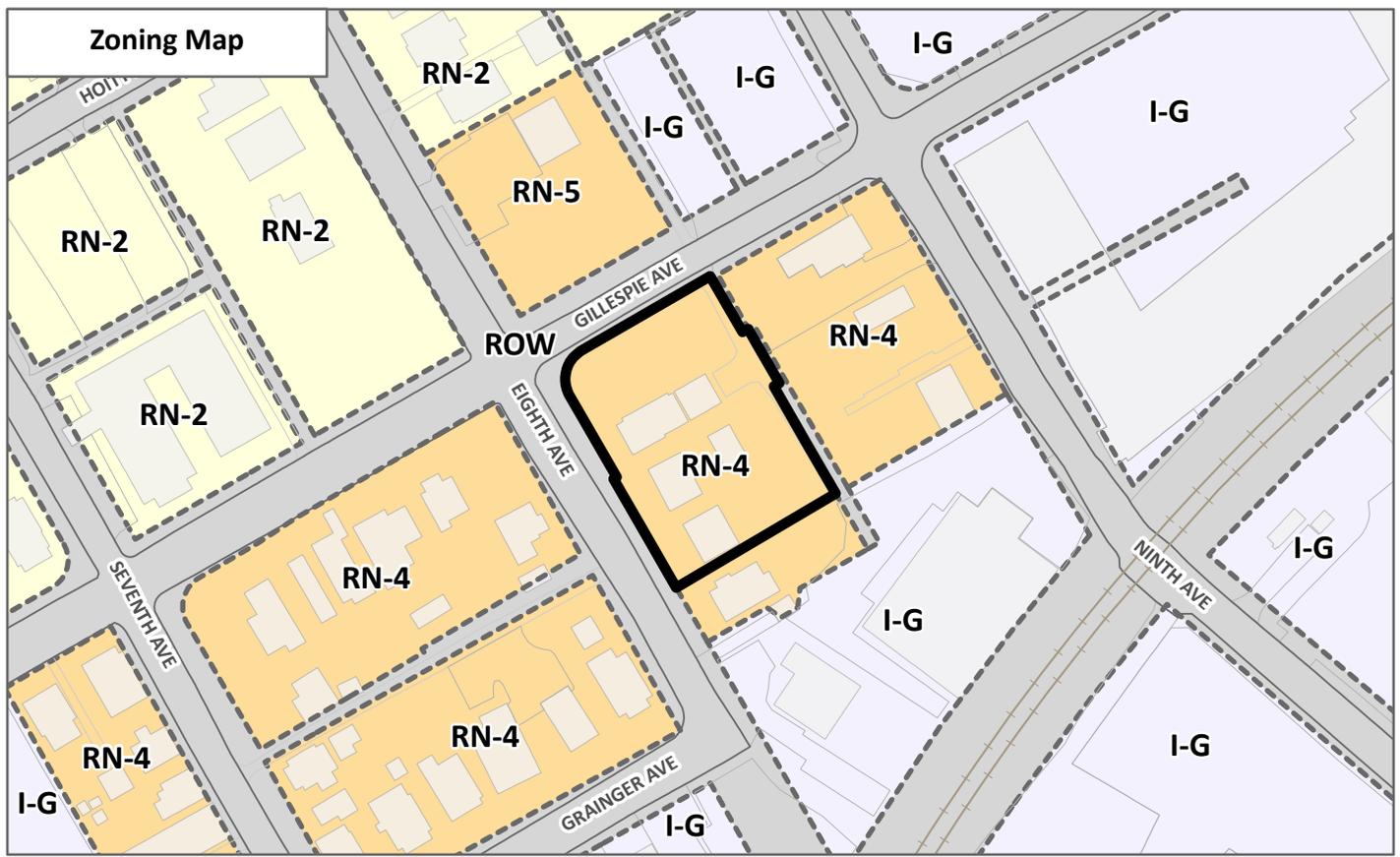
CONTEXTUAL MAPS 1

4-F-25-RZ



Case boundary





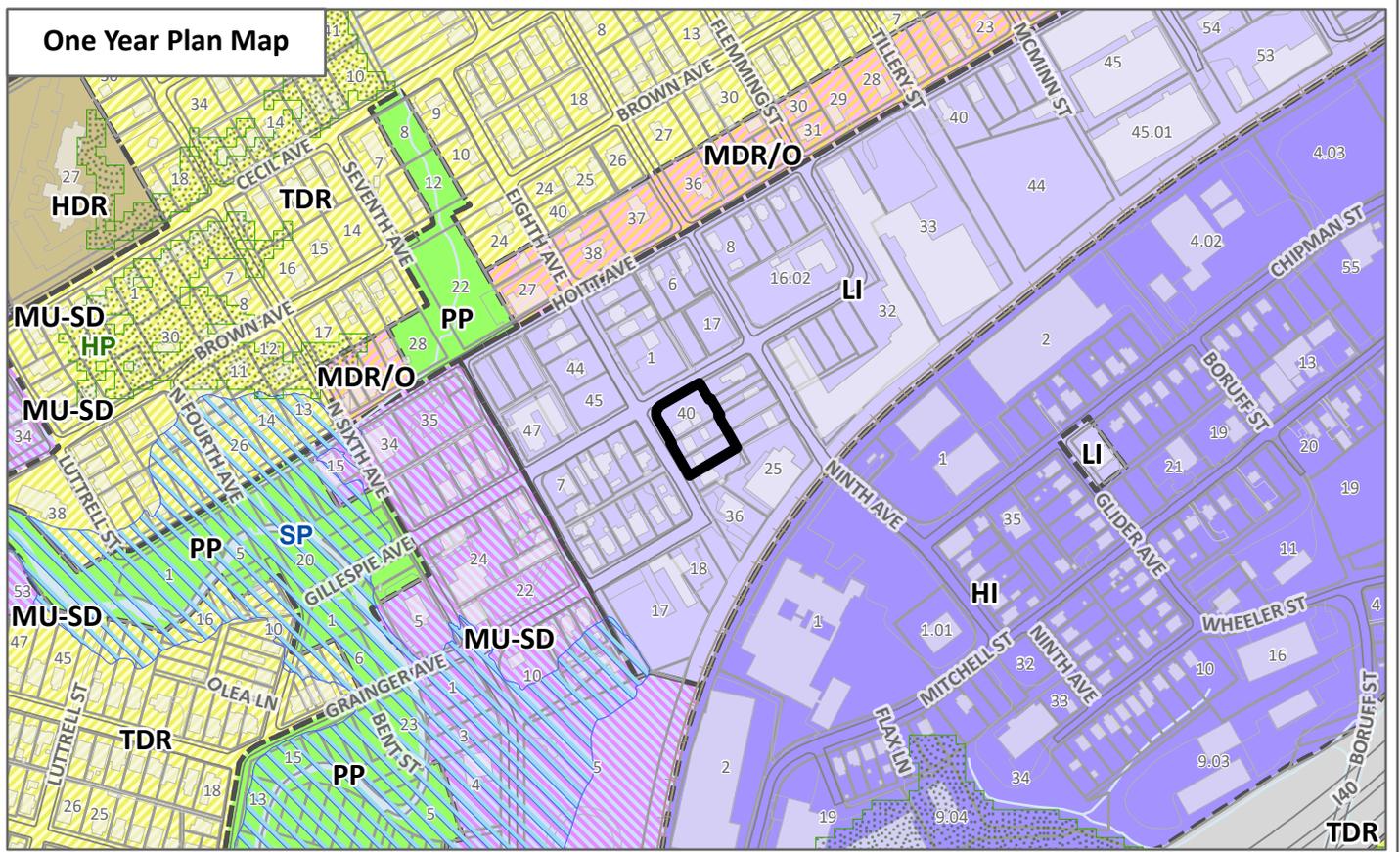
CONTEXTUAL MAPS 2 4-F-25-RZ

Case boundary

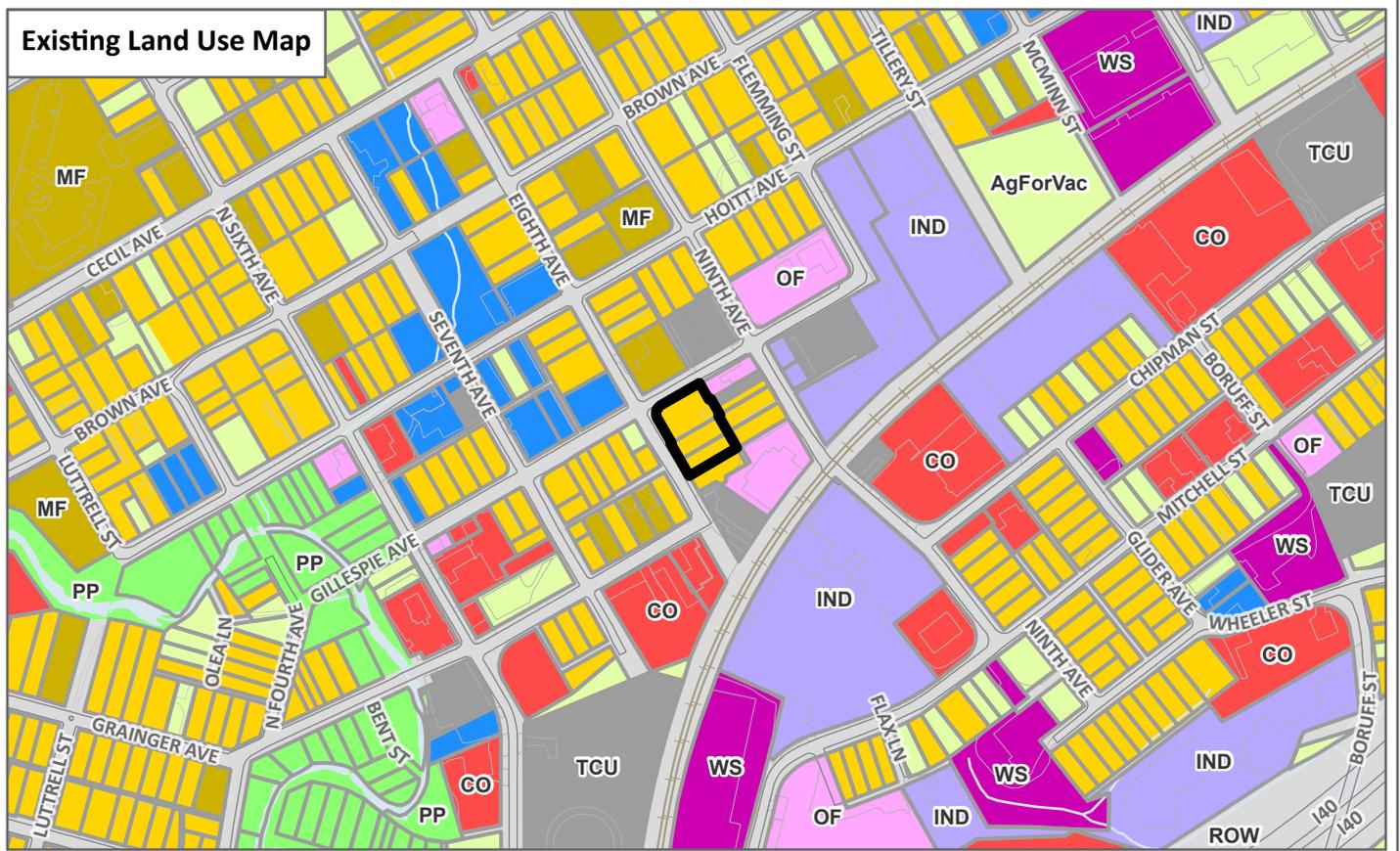
0 160
Feet

N

One Year Plan Map



Existing Land Use Map

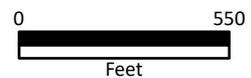


CONTEXTUAL MAPS 3

4-F-25-RZ



Case boundary



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.

1. 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

9. GARRETT JERNIGAN

4-F-25-RZ

1608, 1612, 1616 Eighth Avenue / Parcel ID 082HG038, 039, 040,
Council District 4. Rezoning from RN-4 (General Residential
Neighborhood) to I-MU (Industrial Mixed-Use).

1. STAFF RECOMMENDATION

Approve the I-MU (Industrial Mixed-Use) district
because it provides a compatible transition of land use
intensity at this location.

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

Garrett Jernigan

Applicant Name
1/22/2025

03/13/2025

Affiliation

File Number(s)

Date Filed

Meeting Date (if applicable)

4-F-25-RZ

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
- Garrett Jernigan

Name	Company		
5246 Bent River Blvd	Knoxville	TN	37919
Address	City	State	ZIP
865-567-9663	[REDACTED]		
Phone	Email		

CURRENT PROPERTY INFO

CEC Real Estate, LLC	5246 Bent River Blvd Knoxville, TN 37919	615-975-9177
Property Owner Name (if different)	Property Owner Address	Property Owner Phone
1616 8th Ave., 1612 8th Ave., 1608 8th Ave.	082HG040, 082HG039, 082HG038	
Property Address	Parcel ID	
KUB	KUB	No
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

<input type="checkbox"/> Development Plan <input type="checkbox"/> Use on Review / Special Use <input type="checkbox"/> Hillside Protection COA <input type="checkbox"/> Residential <input type="checkbox"/> Non-Residential Home Occupation (specify) _____ Other (specify) _____	Related City Permit Number(s)
--------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------	-------------------------------------------

SUBDIVISION REQUEST

Proposed Subdivision Name _____ Unit / Phase Number <input type="checkbox"/> Combine Parcels <input type="checkbox"/> Divide Parcel _____ Total Number of Lots Created _____ <input type="checkbox"/> Other (specify) _____ <input type="checkbox"/> Attachments / Additional Requirements	Related Rezoning File Number
-----------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------	------------------------------------------

ZONING REQUEST

<input checked="" type="checkbox"/> Zoning Change I-MU Proposed Zoning _____ <input type="checkbox"/> Plan Amendment Change _____ Proposed Plan Designation(s) _____ Proposed Density (units/acre) _____ Previous Rezoning Requests _____ <input type="checkbox"/> Other (specify) _____	Pending Plat File Number
-------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------	--------------------------------------

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
0801	
Fee 2	
	\$650.00
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 865-567-9663	Garrett Jernigan Print Name / Affiliation _____	01/22/2025 Date
-----------------------------------------	-------------------------------------------------------	--------------------

Phone Number Property Owner Signature	Email Courtney Jernigan Please Print	Date Paid 02/17/2025, SG
----------------------------------------------	--------------------------------------------	-----------------------------

Reset



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

Garrett Jernigan

02/10/2025

Applicant Signature

Applicant Name

Date

4-F-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
<p style="text-align: center;">PUBLIC NOTICE</p> <p>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. If you need assistance or accommodation for a disability, please contact the City ADA coordinator at (865) 215-2104.</p> <p style="text-align: center;">ORDINANCE AMENDMENTS</p> <p><u>8-E-23-OA – R. BENTLEY MARLOW</u> – Consideration of an amendment to the Knoxville City Code, Appendix B, Zoning Code, Article 12 Landscape. Planning Commission Action: Approve requested Ordinance Amendments</p> <p style="text-align: center;">REZONINGS/PLAN AMENDMENTS</p> <p><u>4-F-25-RZ - GARRETT JERNIGAN</u>- 1608, 1612, 1616 EIGHTH AVE. Proposed rezoning. Planning Commission Action: Approve I-MU (Industrial Mixed Use)</p> <p><u>4-G-25-RZ - BRANDON BOLDING</u>- 6907 CENTRAL AVENUE PIKE. Proposed rezoning. Planning Commission Action: Approve C-G-1 (General Commercial) and F (Floodplain Overlay)</p> <p><u>4-L-25-RZ - NORTHCREEK RENOVATION AND CONSTRUCTION, LLC</u>- 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)</p> <p><u>4-Q-25-RZ - KATHRYN GREER</u> - 305 RANDOLPH ST; 600 E MAGNOLIA AVE; 611 E DEPOT AVE. Proposed rezoning. Planning Commission Action: Approve DK-W (Downtown Knoxville-Warehouse Subdistrict)</p> <p><u>4-S-25-RZ - J SCOTT BUSBY, AIA</u>- 1908 GRAND AVE. Proposed rezoning. Planning Commission Action: Approve I-MU (Industrial Mixed Use)</p> <p><u>4-E-25-SP, 4-E-25-PA AND 4-T-25-RZ - MIKE BALLINGER</u>- 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</p>

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