

CASE SUMMARY

APPLICATION TYPE: PLANNED DEVELOPMENT



File Number: 10-A-22-PD **Related File Number:**
Application Filed: 8/23/2022 **Date of Revision:**
Applicant: DOUG KIRCHHOFFER

PROPERTY INFORMATION

General Location: East of S. Hall of Fame Dr.
Other Parcel Info.:
Tax ID Number: 95 H B 002 **Jurisdiction:** City
Size of Tract: 13.28 acres
Accessibility: In its final stage, the project will have frontage along E. Jackson Avenue, Florida Street, and a private drive roughly where Patton Street is currently located. E. Jackson Avenue and Florida Street are both classified as a local road. E. Jackson currently has a 23-ft pavement width inside a 47-ft wide right-of-way. Florida currently has a 28-ft right-of-way inside a 32-ft right-of-way north of Willow Avenue, and a 35-ft pavement width inside a 43-ft wide right-of-way south of Willow Avenue.

GENERAL LAND USE INFORMATION

Existing Land Use: Agriculture/Forestry/Vacant Land, Right of Way/Open Space, Wholesale, Commercial
Surrounding Land Use:
Proposed Use: Minor modifications to the Planned Development that was approved in 2021. **Density:**
Sector Plan: Central City **Sector Plan Designation:** MU-SD, MU-CC3 (Mixed Use Special District, Mag
Growth Policy Plan: N/A (Within City Limits)
Neighborhood Context: The parcels comprising the project area are located east of the Old City across the James White Parkway and S. Hall of Fame Drive viaducts and next to First Creek to the south. This is an under-utilized area surrounded by warehouse buildings.

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

Street: 501 WILLOW AVE
Location:
Proposed Street Name:
Department-Utility Report:
Reason:

ZONING INFORMATION (where applicable)

Current Zoning: I-MU (Industrial Mixed-Use), I-G (General Industrial), HP (Hillside Protection Overlay), F (Floodplain Overlay)
Former Zoning:
Requested Zoning:
Previous Requests:
Extension of Zone:
History of Zoning: None noted

PLAN INFORMATION (where applicable)

Current Plan Category: MU-SD, MU-CC3 (Mixed Use Special District, Magnolia Avenue Corridor Plan), W (Water), HP (Hillside Protection), SP (Stream 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: Michelle Portier

Staff Recomm. (Abbr.): Approve the requested minor modifications to the approved final plan for the multi-use stadium/mixed-use planned development because they are in substantial compliance with the approved final plan (11-A-21-PD), subject to 9 conditions.

None of the previously approved conditions are being amended or modified by this request. Some are included below, but the list is not all-inclusive. The previously approved conditions still apply.

Staff Recomm. (Full):

1. Any additional modifications to the final plan must be approved in accordance with Article 16.7.F (Modifications to Approved Final Plans).
2. The development shall be compliant with the City of Knoxville Zoning Ordinance unless an exception has been approved through the planned development process outlined in Article 16.7.
3. Implementation of all street and intersection improvement recommendations required to be installed by City Engineering and/or the Tennessee Department of Transportation (TDOT) as outlined in the approved Traffic Impact Study (TIS) prepared by Cannon & Cannon, Inc., as last revised on September 23, 2021, and/or subsequently revised and approved by the City of Knoxville Engineering Department, TDOT, and Planning Commission staff. The design details and timing of the installation of the improvements shall be worked out with the City of Knoxville Engineering Department and TDOT during the permitting phase. If the improvements will be implemented in phases, this shall be outlined and agreed upon by City Engineering and TDOT.
4. Obtaining all applicable permits from TDOT for any work within the TDOT right-of-way.
5. Meeting all applicable requirements of the City of Knoxville Engineering Department.
6. Provision of street names which are consistent with the Uniform Street Naming and Addressing System.
7. Installation of all sidewalks, walkways and the public plaza as identified on the site plan. A bond shall be provided to the City of Knoxville Engineering Department by the developer in an amount sufficient to guarantee the installation of the sidewalks unless otherwise agreed upon in the development agreement with the City.
8. Ensuring that all accessory structures, including those for which an exception has been provided, are located such that they do not interfere with the required visibility triangle at intersections and driveways. The final plat should include any line-of-sight easements across lots as may be required by the City of Knoxville Engineering Department. A Concept Plan will be required if 6 or more lots are proposed.
9. All Project Documents are incorporated herein by reference and made a part of this Staff Report as if they were fully set out verbatim. To the extent there is a conflict or ambiguity between the terms of any of the Project Documents, and notwithstanding anything to the contrary in the foregoing documents, the order of priority listed below will be used for purposes of resolving the conflict or ambiguity:
 - The Approved Final Plan;
 - The Approved Preliminary Plan, Planning File No. 9-A-21-PD, attached as Exhibit A;
 - The City of Knoxville Zoning Code.

Comments: This is a request to modify the final plan of the multi-use stadium, mixed-use development that was approved as a Planned Development in November 2021 (Planned Development Cases 9-A-21-PD and 11-A-21-PD).

Modifications to approved final plans are guided by Article 16.7.F of the City's Zoning Ordinance. There are several criteria in the ordinance that would be considered minor modifications (Article 16.7.F.1), but

included within these are an increase or decrease in building coverage up to 10%, and a change in the location of walkways, vehicle circulation ways, and parking areas over ten and up to 20 feet. Minor modifications require approval by the Planning Commission.

Any modifications that exceed the amounts listed in this section of the ordinance would be considered major, and beyond these, there are additional modifications listed that would be considered major as well (Article 16.7.F.2). Examples of major modifications include an extension of the time of the approved plan, changes to the conditions that were approved for the plan, and reductions or alterations in the public benefits or amenities that are offered. Major modifications must also be approved by the Planning Commission, but they require additional approval from the Knoxville City Council.

The applicant has provided a list of the proposed changes, and Planning has determined that all of these can be considered minor modifications.

List of proposed changes:

1. Phase 1.

a. Lot D, previously designated as a future phase (per Exhibit C.0, Planned Development Final Plan, Phase

Diagram), will be combined with the Stadium Phase 1 lot. The revised design proposes a surface parking

lot and dumpster/ recycling containers designated for use by the stadium, retail businesses, and condos.

b. The project is seeking review and approval of the modification to add Lot D to Phase 1 of the project,

amending the Exhibit C.0 Planned Development Final Plan Phase Diagram included in the approved

Planned Development Final Plan.

2. Pertaining to Article 10.3: Proposed relocation of an accessory structure (refuse dumpster/recycling enclosure).

a. The dumpster/recycling container enclosure is proposed to be relocated from the outfield, field-level

maintenance and service area to lot D to better service both the stadium and Building A.

b. The project is seeking review and approval of the modification to relocate the above accessory structure

amending the Planned Development Final Plan per Approved Exceptions from District Regulations and

Conformance to the Preliminary Plan Accessory Uses and Structures (pg 37-5).

3. Potential future City-owned public restroom facility.

a. Boyd Sports engaged an outside consultant to assess the design and programming of the proposed City

Plaza, and the final report recommended access to additional public restrooms to better accommodate events.

b. The project is seeking review and approval of the modification to allow for a potential city-owned restroom

facility adjacent to Building A if there is a need in the future, amending the Planned Development Final

Plan approved site plan exhibits.

4. Stadium Building Coverage.

a. The stadium program was consolidated and reevaluated for layout efficiency, reducing the overall building

footprint to save costs on the project. This reduction in square footage, in combination with merging lot D

and the stadium lot, resulted in a reduction in building coverage.

b. The project is seeking review and approval of the modification to reduce the stadium building coverage

from the previously approved (20% 26%) to (14% 20%) per article 16.7.F.1.

BACKGROUND

PROJECT DESCRIPTION

In 2021, the Planning Commission, the City of Knoxville, and the Knox County Commission approved plans for a multi-use stadium, mixed-use development under the Planned Development section of the Zoning Ordinance (Section 16.7).

The development will consist of a public multi-purpose sports stadium and privately developed mixed-use buildings. The Stadium will serve as the home of a local minor league baseball team, a local professional soccer team, and will also serve as a downtown destination site for hosting concerts and

other outdoor entertainment events. The mixed-use buildings are anticipated to house apartment units, condominiums, retail space, and office space. Additional retail space facing Jackson Avenue is anticipated. The development will also provide new public plazas and new pedestrian-oriented streetscapes along the surrounding rights of way. The project is expected to be constructed in two or more phases.

APPROVED EXCEPTIONS FROM DISTRICT REGULATIONS AND CONFORMANCE TO THE PRELIMINARY PLAN

The list of the exceptions to the underlying dimensional, design, and use standards recommended by the Planning Commission and approved by the City Council in 2021 is provided below. No changes were proposed to the exceptions unless noted as such.

1. Allowed Land Uses. No changes are requested.
2. Dimensional Standards (Article 6.3). No changes are requested.
3. Design Standards (Article 6.4). No changes are requested.
4. Exterior Lighting (Article 10.2). No changes are requested.
5. Accessory Uses and Structures (Article 10.3). A modification has been proposed. See the list provided at the beginning of the Comments section of this document for more information.
6. Required Off-Street Parking (Article 11.4). No changes are requested.
7. Access and Driveway Design (Article 11.7). See the list for more information on the proposed new access point for the new surface parking lot and dumpster/recycling center.
8. Building Coverage (Article 16.7.F.1). A modification has been proposed. See the list provided at the beginning of the Comments section of this document for more information on the change in building coverage for the stadium lot.

The proposal is in general conformance with the final plan of the planned development and with the other dimensional and design standards of the I-MU (Industrial-Mixed Use) district. No nonconformities were identified by staff as part of this review.

The Planning Commission's approval or denial of the proposed modifications to the final plan 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.

Action:	Approved	Meeting Date:	10/6/2022
Details of Action:			
Summary of Action:	Approve the requested minor modifications to the approved final plan for the multi-use stadium/mixed-use planned development because they are in substantial compliance with the approved final plan (11-A-21-PD), subject to 9 conditions.		
None of the previously approved conditions are being amended or modified by this request. Some are included below, but the list is not all-inclusive. The previously approved conditions still apply.			
Date of Approval:	10/6/2022	Date of Denial:	Postponements:
Date of Withdrawal:	Withdrawn prior to publication?: <input type="checkbox"/> Action Appealed?:		

LEGISLATIVE ACTION AND DISPOSITION

Legislative Body:	
Date of Legislative Action:	Date of Legislative Action, Second Reading:
Ordinance Number:	Other Ordinance Number References:
Disposition of Case:	Disposition of Case, Second Reading:
If "Other":	If "Other":
Amendments:	Amendments:
Date of Legislative Appeal:	Effective Date of Ordinance: