

CASE SUMMARY

APPLICATION TYPE: PLANNED DEVELOPMENT



File Number: 12-A-25-PD **Related File Number:**
Application Filed: 10/27/2025 **Date of Revision:**
Applicant: BRAD SALSBUURY

PROPERTY INFORMATION

General Location: Southwest side of Willow Ave, east of Hall of Fame Dr
Other Parcel Info.:
Tax ID Number: 95 H B 00801 **Jurisdiction:** City
Size of Tract: 0.55 acres
Accessibility: Access is via Willow Ave, a local street with a pavement width of 30 ft within a 50-ft right-of-way.

GENERAL LAND USE INFORMATION

Existing Land Use: Agriculture/Forestry/Vacant Land
Surrounding Land Use:
Proposed Use: Final plan for a restaurant in the boundary of the multi-use stadium/mixed use planned development (9-A-21-PD) **Density:**
Planning Sector: Central City **Plan Designation:** MU-SD / MU-CC3 (Mixed Use-Special District, SOMAG), HP
Growth Policy Plan: N/A (Within City Limits)
Neighborhood Context: This area is adjacent to the Old City Neighborhood in downtown Knoxville, which consists of event spaces, commercial storefronts, personal service establishments, restaurants, and residential buildings. The subject site is on the east side of the James White Parkway overpass and across Willow Avenue from the new Covenant Health Park multi-use stadium. The area to the southeast is characterized by multifamily apartment complexes, commercial offices, and Green Magnet Academy.

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

Street: 406 WILLOW AVE
Location:
Proposed Street Name:
Department-Utility Report:
Reason:

ZONING INFORMATION (where applicable)

Current Zoning: I-MU (Industrial Mixed-Use), HP (Hillside Protection Overlay)
Former Zoning:
Requested Zoning:
Previous Requests:
Extension of Zone:
History of Zoning: This lot is within the bounds of the Covenant Health Park planned development area (11-A-21-PD). A request to rezone from I-2 (Restricted Manufacturing and Warehousing) to I-3 (General Industrial) was denied in 1980 (10-N-80-RZ).

PLAN INFORMATION (where applicable)

Current Plan Category: MU-SD / MU-CC3 (Mixed Use-Special District, SOMAG), HP (Hillside Ridgeway 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: Mike Reynolds

Staff Recomm. (Abbr.): Approve the final plan for a 3-story, 20,000 sqft eating and drinking establishment because it is in substantial compliance with the approved preliminary plan for the multi-use stadium/mixed-use planned development (9-A-21-PD), subject to 7 conditions.

Recommend that the City Council amend the zoning map to add the PD (Planned Development) designation to the subject property.

Staff Recomm. (Full):

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 for the subject property.
3. 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.
4. Meeting all applicable requirements of the City of Knoxville Engineering Department.
5. Installation of all sidewalks and walkways as identified on the site plan.
6. The landscaping, lighting, and signage must comply with the City of Knoxville Zoning Ordinance.
7. 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:
 - (1) The Approved Final Plan;
 - (2) The Approved Preliminary Plan, Planning File No. 9-A-21-PD, attached as Exhibit B;
 - (3) The City of Knoxville Zoning Code.

Comments: PROJECT DESCRIPTION
This proposal is for a 20,000 sqft, 3-story restaurant located on the southwest side of Willow Avenue, across from the Covenant Health Stadium, and within the boundary of the approved preliminary plan mixed-use stadium planned development (9-A-21-PD). The subject property was identified as being part of Phase 2, post-construction of the stadium, and is eligible to utilize the approved exceptions to the zoning regulations.

The total restaurant area provided by the applicant (20,000 sqft) includes the floor area within the structure and the usable ground level and rooftop patios, and second story decks. Approximately 75% of the proposed floor area is inside the structure, which includes the service areas.

ZONING EXCEPTIONS UTILIZED BY THE DEVELOPMENT

The following exceptions to the underlying dimensional, design, and use standards were approved as part of the preliminary plan for the multi-use stadium / mixed-use planned development. Please refer to the Planned Development Narrative (Exhibit B) provided by the applicant for additional information.

Items for which no exception was granted are required to comply with I-MU zoning standards and the other articles of the zoning ordinance as applicable. Items for which an exception was granted are reviewed for substantial conformance below. Under each exception, verification is provided that the proposal is in substantial conformance with the approved preliminary plan.

1. Dimensional Standards (Article 6.3). Three exceptions were approved from the I-MU dimensional standards. This proposal utilizes two: 175' maximum building height, and 0' minimum rear setback.

- A. Maximum building height: The proposed building is 60'-6" to the highest point of the tower feature in the northwest corner of the building (main entrance).
- B. Minimum rear setback: The proposed rear setback is 3' at the southeast corner of the building.
2. Required Off-Street Parking (Article 11.0). Exceptions were approved to eliminate the off-street parking and off-street loading requirements.
- A. This proposal provides 15 parking spaces and no dedicated off-street loading spaces.

ADDITIONAL MEASUREMENTS

1. Building Coverage: Neither the I-MU zone nor the preliminary plan has any requirements for building coverage. However, per Article 16.7.F (Modifications to Approved Plans), if a modification to a plan resulted in a difference in the building coverage, it would require another round of approvals. A change to the building coverage on a lot amounting to less than 10% would require Planning Commission approval; a change to the building coverage greater than 10% would require City Council approval.
- A. 20.4 percent coverage (building footprint only)
- b. 30.7 percent coverage (including the outdoor patios and decks)

The proposal is in compliance with the preliminary plan for the planned development and with the other dimensional and design standards of the I-MU (Industrial-Mixed Use) district, and no nonconformities were identified by staff during this review.

If the Planning Commission approves the final plan, the application will go forward to the City Council for consideration of an amendment to the official zoning map to add the PD (Planned Development) designation.

Action: Approved with Conditions **Meeting Date:** 12/11/2025

Details of Action:

Summary of Action: Approve the final plan for a 3-story, 20,000 sqft eating and drinking establishment because it is in substantial compliance with the approved preliminary plan for the multi-use stadium/mixed-use planned development (9-A-21-PD), subject to 7 conditions.

Recommend that the City Council amend the zoning map to add the PD (Planned Development) designation to the subject property.

Date of Approval: 12/11/2025 **Date of Denial:** **Postponements:**

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

LEGISLATIVE ACTION AND DISPOSITION

Legislative Body:	Knoxville City Council	
Date of Legislative Action:	1/6/2026	Date of Legislative Action, Second Reading: 1/20/2026
Ordinance Number:		Other Ordinance Number References: O-9-2026
Disposition of Case:	Approved	Disposition of Case, Second Reading: Approved
If "Other":		If "Other":
Amendments:		Amendments:
Date of Legislative Appeal:		Effective Date of Ordinance: