

# CASE SUMMARY

## APPLICATION TYPE: PLANNED DEVELOPMENT



**File Number:** 9-A-21-PD **Related File Number:**  
**Application Filed:** 7/26/2021 **Date of Revision:**  
**Applicant:** DOUG KIRCHHOFER

### PROPERTY INFORMATION

**General Location:** Generally bounded to the north by E. Jackson Avenue, to the east by Florida Street, on the west by Hall of Fame Drive and to the south of First Creek

**Other Parcel Info.:**

**Tax ID Number:** 0 MULTIPLE (SEE ATTACHED) **Jurisdiction:** City

**Size of Tract:** 21.5 acres

**Accessibility:** In its final stage, the project will have frontage along E. Jackson Avenue, Florida Street, and a private drive that is yet to be created. 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:** Warehouses and vacant land

**Surrounding Land Use:**

**Proposed Use:** Planned Development for baseball stadium and associated commercial uses (see application for more information). **Density:**

**Sector Plan:** Central City **Sector Plan Designation:** MU-SD (Mixed Use Special District) (MU-CC3) & H

**Growth Policy Plan:** N/A (within City limits)

**Neighborhood Context:** The parcels comprising the project area are located east of the Old City across from 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:** Multiple addresses (see attached)

**Location:**

**Proposed Street Name:**

**Department-Utility Report:**

**Reason:**

### ZONING INFORMATION (where applicable)

**Current Zoning:** I-MU (Industrial Mixed-Use), I-G (General Industrial), and HP (Hillside Protection Overlay) Districts

**Former Zoning:**

**Requested Zoning:**

**Previous Requests:**

**Extension of Zone:**

**History of Zoning:** None noted

**PLAN INFORMATION (where applicable)**

Current Plan Category:

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 preliminary plan for the multi-use stadium/mixed-use planned development, including the requested exceptions to the underlying zoning’s dimensional, design, and use standards, subject to the following conditions:

**Staff Recomm. (Full):** 1) Upon approval of the preliminary plan by City Council, a final plan shall be submitted for review and approval by the Planning Commission. The final plan shall be in substantial compliance with the approved preliminary plan as established in Article 16.7.E.3.  
2) The development shall be compliant with all aspects of the City of Knoxville Zoning Ordinance unless an exception has approved through the planned development process outlined in Article 16.7.  
3) Landscaping plans (Article 12), a Master Sign plan (Article 13.7), and a lighting plan (Article 10.2) shall be submitted with the final planned development application per their respective articles in the zoning ordinance unless an exception has been requested and approved as part of the Alternative Landscaping Plan review process (Article 12.2.D), the Master Sign Plan process (Article 13.7), and/or as part of this Planned Development process.  
4) Flickering or flashing lights, searchlights, or other high intensity lights, if permitted through the Office of Special Events, shall be shielded or pointed so as not to affect traffic safety.  
5) Obtaining any applicable permits from the Tennessee Department of Transportation (TDOT) for any work within the TDOT right-of-way.  
6) Providing a Transportation Impact Study (TIS) for review and approval by the staff of Knoxville-Knox County Planning (Planning), City of Knoxville Department of Engineering (City Engineering), and Tennessee Department of Transportation (TDOT). All street and intersection improvement recommendations outlined in the approved TIS that are required to be installed by City Engineering and/or TDOT shall be shown on the final plan and implemented by the applicant. If the improvements will be implemented in phases, this shall be outlined as part of the final plan and agreed upon by City Engineering and TDOT.  
7) Submitting an operations plan with the final Planned Development plan that details how the project will accommodate people arriving from various parking facilities highlighted in the Parking Utilization Study Maps (Exhibit G.3) via trolley and/or bus, ride-share drop offs, scooter or bike, etc., since some of the available parking is located beyond a typical walking radius. The plan shall include efforts to promote or educate the public about the availability of these amenities.  
8) Other conditions may be identified as necessary with the final plan submittal.

**Comments:** PROJECT DESCRIPTION

GEM Development Group is proposing a multi-use stadium, mixed-use development under the Planned Development section of the Zoning Ordinance (Section 16.7). The applicant has stated that, “...the site will consist of a public multi-purpose sports stadium along with privately developed mixed-use buildings. The mixed-use buildings on site are anticipated to house apartment units, condominiums, retail space, and office space. Additional retail space facing Jackson Avenue is anticipated within the Multi-Use Stadium [parcel]. The proposed Multi-Use Stadium will serve as the home of a local minor league baseball team, a local professional soccer team, and also serve as a downtown destination site for hosting concerts and other outdoor entertainment events. In addition to the public nature of the Stadium, the proposed development will provide other public amenities such as new public plaza(s) and new pedestrian-oriented streetscapes along the surrounding rights of way.”

The project is expected to take place over two phases. Phase 1 will include construction of the buildings south of E Jackson Avenue, including the actual stadium. The property north of E Jackson

Avenue will be a parking lot in phase 1. Phase 2 will include a large building fronting E Jackson Avenue on the north. This building will house a large retail establishment (planned for a grocer, but tenants are as of yet undetermined) and a parking garage and will take the place of the parking lot.

## SITE DESCRIPTION

The site is located in the Magnolia Warehouse District, east of The Old City. It encompasses the property between S Hall of Fame Drive and Florida Street from east to west, with a couple of parcels outside of those bounds. From north to south, it encompasses property between the railroad tracks above E Jackson Avenue and First Creek.

The surrounding development primarily consists of warehouse buildings, most of which are one-story structures. The area has an industrial, warehouse district atmosphere and does not include a lot of pedestrian activity. Some of the buildings in the area are in various states of disrepair with boarded-up windows.

The nearest residences are currently located on Henrietta Avenue, backing up to Harriet Tubman Street. The Austin Homes housing development by Knoxville Community Development Corporation (KCDC) is currently underway and will be located across First Creek to the south.

## ROAD NETWORK

Several modifications are proposed for the road network where the planned development is to be located. A traffic impact summary has been submitted that describes road modifications that will occur, as well as detailing some preliminary recommendations. In addition to those described in the traffic impact summary, the following modifications will be requested:

1. Patton Street will be requested for closure between Willow Avenue and E Jackson Avenue to be reconfigured as a private drive.
2. Campbell Avenue will be requested for closure from its terminus on the west to Florida Street.
3. A portion of Humes Street will be requested for closure between the railroad and E Jackson Avenue (during Phase 2).
4. Willow Avenue will be requested for closure between Patton Street and Florida Street to become part of the stadium property. Willow Avenue would become non-contiguous after construction, so one side of it would need to be renamed in accordance with Section 5 of the Knoxville-Knox County Planning Commission Administrative Rules and Procedures.

These changes are not part of the scope of the planned development approval but will be required to comply with all City of Knoxville Engineering standards. Road closures and street name changes will be submitted as separate requests to the Planning Commission and City Council. More detail about other proposed changes can be found in the draft Traffic Impact Summary submitted as part of this application.

## COMMUNITY BENEFITS

The applicant describes the public benefits in the Project Summary document submitted with the application. The Public Benefits section (p. 4) of the Project Summary lists over twenty public benefits in some detail. They are too numerous to discuss individually in this report. However, there are several over-arching benefits that should be highlighted.

1. Connecting the Old City and East Knoxville. This project will attempt to bridge the current Old City area to the Magnolia Warehouse District. Prior to the construction of James White Parkway and S Hall of Fame Drive, there was a natural progression from the Old City commercial area to the warehouses. Currently, the warehouses on E Jackson Avenue have been repurposed and add to the Old City's vitality and pedestrian activity. The warehouses in the Magnolia Warehouse District are just across the viaducts, yet many remain empty and there is very little pedestrian activity.
2. Revitalize the Area. Building the stadium and associated mixed-use buildings will create a hub of activity on the east side of the viaducts, increasing the likelihood of additional investment in the area and creating momentum for future projects. This activity would serve to connect the two areas (Old City and Warehouse District), aiming to mitigate some of the damage that was done with the construction of the two overpasses and the separation that was created. The proposed sidewalks, street trees, retail and restaurant uses, and future greenway connection would contribute to the vitality of the area and create a destination point.
3. Housing. There is an increased demand for housing nationwide. And during the process to update the City's zoning ordinance, staff heard from residents that housing in walkable areas with needed amenities was desired. A real estate analysis was undertaken in July 2019 as part of the research involved in the KCDC project to the south. The Austin Homes Redevelopment Plan included a market

study of Knoxville's downtown area conducted by Applied Real Estate Analysis, Inc (AREA), a third-party consulting firm. The study concluded that there is an estimated base market demand for 3,500 to 5,000 downtown housing units (Appendix 2, p. 61). According to the analysis, approximately 1,700 units already exist and another 1,200 to 1,500 are in various stages of planning. In addition to the units identified in the planning stage at that time, the KCDC project will add 420 dwelling units to the downtown area.

4. Additional Goods and Services. This project proposes to bring a variety of retail and office uses to the area, and these will add to the goods and services available to downtown residents. The proposed dwellings in this proposal and in the Austin Homes development under construction could bring the downtown area population to a critical point in attracting a mid-sized grocer. The aforementioned market study recognized the need for a grocer in the downtown area and identified Patton Street (becoming Stadium Way in this proposal) as the most viable site (location of Building G). A day care is another permitted use that could be beneficial to the growing population of this area, and this project would provide an opportunity for this kind of use to locate near housing.

5. Employment Opportunities. The stadium and surrounding commercial uses included in the planned development will add a multitude of jobs to the downtown area. At the City Council/County Commission workshop, the Knoxville Area Urban League (KAUL) identified a baseline target of 50% of the jobs that become available as a result of this development to be filled with nearby residents to promote diversity and economic equity in the workforce. KAUL has undertaken a training program to prepare local residents for the expected job opportunities, which would range from construction-related jobs to general retail and vending.

6. Brownfield Site Mitigation. The area is currently a brownfield site based on its prior uses as identified by the EPA and state agencies. The mitigation efforts involved in the process of cleaning up the site, paired with the proposed streetscaping efforts will add to the value and desirability of the area, which in turn will help create the aforementioned momentum in the continued development of the warehouse district.

7. Architectural Compatibility. KCDC's Austin Homes project (Staff Exhibit A, Contextual Images) across First Creek proposes different housing types, and building heights vary, with some buildings containing six stories. The proposed height of the residential buildings in the proposed Planned Development would step down to the KCDC development then meet Summit Hill Boulevard, which transitions into a more traditional apartment complex development. The KCDC buildings are designed in a modern style, with materials that would complement those proposed in this planned development request. Since the developments are adjacent (across First Creek), the complementary nature of the building design lends a sense of cohesiveness to the area and forges a connection between the two developments. This continues the idea of creating a bridge between the Old City and East Knoxville.

Staff Recommendation. Based on the community benefits identified, the project is anticipated to provide community benefits warranting the requested exceptions to the development standards of the underlying zoning. Staff recommends approval of the requested exceptions as described in more detail below.

#### ZONING EXCEPTIONS REQUESTED

Exceptions to the underlying zoning's dimensional and use standards may be recommended by the Planning Commission and approved by the City Council as part of the Planned Development approval process. The applicant is requesting the following exceptions from the City of Knoxville Zoning Code. Please refer to the Project Summary provided by the applicant for information on the rationale and justification for each of the exceptions listed (beginning on p. 8). The zoning ordinance articles referenced for each topic below correspond to the organization of the Project Summary.

1. Uses (Articles 6.2 and 9.2.A, Table 9.1). The applicant has requested to add the uses listed below as either permitted by right (P) or as a special use (S). These are uses that would not be allowed under the existing I-MU (Industrial-Mixed Use) district. No specific tenants have been identified, so all of the specific uses for each space are still relatively unknown, and the following uses may or may not be included in the final development:
  - a. Financial Institution (P)
  - b. Medical / Dental Office (P)
  - c. Preschool / Kindergarten (P)
  - d. Dwelling – Townhouse (P)
  - e. Nightclub (S)
  - f. Parking lot (S)
  - g. Social Service Center (S)
2. Dimensional Standards (Article 6.3). The following standards would replace those of the I-MU zone:
  - a. Increase the maximum building height from 50 ft to 175 ft.

- b. Eliminate the corner side setback requirement (typically a build-to zone of 0-25 ft).
- c. Eliminate the rear setback requirement (typically 15 ft).
- 3. Design Standards (Article 6.4). The following standards would replace those of the I-MU zone:
  - a. Increase the distance by which a pattern or material must repeat from every 50 ft to every 100 ft (6.4.A).
  - b. Allow use of aluminum, steel, or other through-panel fastened metal sheet panels (6.4.B).
- 4. Exterior Lighting (Article 10.2).
  - a. Allow the lighting plan to be submitted at a later phase as part of the permitting process (10.2.A).
  - b. Change the boundary for when lighting levels shall be 0 footcandles (fc) from the lot line to the right-of-way line (10.2.B.1).
  - c. Allow luminaires to be of a different design than full-cutoff, provided the up light ratio is zero.
  - d. Allow angles for cutoff fixtures to consist of angles other than 75 degrees, provided they are sealed by the Dark Sky Association, thus meeting those standards (10.2.B.3).
  - e. Allow luminaires to be aimed up or down, with a maximum of 2,000 lumens, in specific locations to highlight specific features (10.2.B.8).
  - f. Allow height of light poles to be 110 ft maximum (would otherwise require a special use approval) (10.2.C.3.a).
  - g. Change the requirement so that lighting can be dimmed, rather than terminated, after an event. At 45 minutes from event termination, lighting levels would be dimmed to 30 fc instead of extinguished (10.2.C.3.c).
  - h. Allow flashing or flickering lights (10.2.D.1).
  - i. Allow searchlights, laser source lights, or any similar high-intensity lights (10.2.D.2).
- 5. Accessory Uses and Structures (Article 10.3).
  - a. Increase the length by which an awning or marquee can extend across any required yard, or over private property or a right-of-way, from 3 ft to 8 ft. (Article 10.3.F.2.b.iii).
  - b. Waive the limitation on the number of flagpoles allowed on a site (Article 10.3.M.1).
  - c. Allow flagpoles to be placed within the setback areas and build-to limits (Article 10.3.M.2).
  - d. Waive the requirement for rooftop decks and patios to be setback from building edges by 18 inches. (Article 10.3.N.2).
  - e. Eliminate the requirement for a freestanding roofed structure, pergola, or gazebo to be located within the interior side yard, corner side yard, or rear yard only (Article 10.3.O.1).
  - f. Eliminate the requirement for a freestanding roofed structure, pergola, or gazebo to be located a minimum of 5 ft from any side or rear lot line (Article 10.3.O.2).
  - g. Allow mechanical equipment in ground locations other than the side or rear yard (10.3.T.1).
- 6. Required Off-Street Parking (Article 11.4). Eliminate the requirement for off-street parking (11.4.A).
- 7. Access and Driveway Design (Article 11.7). Reduce the corner clearance to 0 ft from collector and local roads (11.7.B, Table 11-5).
- 8. Master Sign Plans for Unified Developments (Article 13.7). The applicant is requesting to add assorted types of signage to those that would be allowed in the base zone. Signage would be submitted for review with the final plan for each building and/or the stadium.
  - a. Allow the following sign types, which are either not a permitted sign per Article 13.6 of the zoning ordinance, or which are typically prohibited per Article 13.2:
    - i. Banner signs
    - ii. Roof signs
    - iii. Rotating signs
    - iv. Ground surface signs
    - v. Portable signs
    - vi. Animated signs

#### STAFF ANALYSIS OF REQUESTED EXCEPTIONS

1. Uses. The uses listed are typical of uses that could be found in an urban area. As an extension of the Old City, the area could support these uses and provide services and amenities to the surrounding community and new residents of this development. The proposed added uses are not expected to generate adverse impacts for the area. The special use process is required for some of the added uses proposed, which would provide opportunities to address potential incompatibilities.

2. Dimensional Standards. If one of the objectives of the project is to bridge the Magnolia Warehouse District with the Old City as a means of increasing connection and interweaving the two areas, a tighter building pattern with greater height would be expected as a part of that effort. The proposed standards are similar to what could be found in the Old City as an extension of the downtown area, and the

requested exceptions from the dimensional standards would allow for the creation of a more urban form in this location.

The only 1-story buildings adjacent to the planned development site are the warehouses to the east. As such, no adverse impacts are expected from the increased massing or height. The defined project area is bordered by railroad tracks and warehousing to the north, including the existing 6-story Fireproof Storage building. On the west is the two main thoroughfare overpasses separating the property from The Old City. First Creek lies to the south, with the Austin Homes development directly across from that with its proposed multi-story buildings.

3. Design Standards. The scale of the buildings is such that an increase in pattern-repeat to 100 ft is appropriate. A 50-ft pattern repeat would likely appear visually cluttered. Metal panels are one of many materials likely to be used on the site. The material would occur on pedestrian walkways and buildings. When used on buildings, decorative panels would be utilized over pre-fabricated siding typically seen on warehouses.

4. Exterior Lighting. Most of the city's lighting standards are intended for more traditional development. An outside sports stadium has unique needs that, for the most part, are not addressed by the ordinance. Relaxing these standards allows for the lighting to function appropriately for the venue space. Taller light poles will be located internally to the development. Use of cutoff fixtures other than the full cutoff fixture of 75 degrees allows the use of more efficient light fixtures, resulting in fewer light poles needed for the development, reducing visual clutter while still meeting dark sky standards. Shields will be required on the taller light pole fixtures to protect adjacent residential units in the taller buildings in the development from glare during events.

The request to allow flashing or flickering lights is specific to the LED board that will be used during sporting events and to allow these types of lights, search lights, and laser lights during special events in the stadium. This would be permitted individually for each special event, allowing the City to review them on a case-by-case basis. These lights would be internal and are not to be pointed in such a way as to endanger air or street traffic safety.

5. Accessory Structures and Uses. The standards for accessory uses and structures are intended for more traditional developments on standard lots. This project will entail subdividing the block so that each building will be on its own lot. Elimination of the setbacks allows the site to function more efficiently as a whole.

6. Required off-street parking. In lieu of off-street parking in the form of a parking garage or parking lot, the project proposes to use existing parking spaces with a bus and trolley system to ferry event attendees to the site. This would function similar to UT's football game parking, where attendees have parked in spaces ranging in location from The Old City to UT's Agriculture Campus and been shuttled in via UT's internal bus system or the City's trolleys.

The downtown zones do not require parking spaces since there are so many parking facilities in the area. This project attempts to extend the downtown area in form, and proposes to use the same parking approach.

The Parking Utilization Study (Application Exhibit G.2) shows the locations of various public and private parking garages and surface lots within a 1-mile radius of the proposed stadium, the estimated number of spaces per parking facility available at the anticipated event times, and the number of spaces required by the zoning ordinance for an outdoor amusement facility. The study confirms that the number of available spaces in the area meets the zoning ordinance requirement.

7. Access and driveway design. The section of Florida Street south of Willow Avenue is proposed to be reclassified to a private drive. Reducing the corner clearance allows the reclassification to occur. Since through traffic will not be allowed on Willow Avenue between Kentucky and Florida Streets, elimination of the corner clearance will only impact traffic that is internal to the site.

8. Master sign plan for unified development. Since the site will function as a mixed-use, unified development, utilization of the master sign provision is appropriate and will facilitate a more cohesive signage package than review of individual sign permits would be likely to provide.

PURSUANT TO ARTICLE 16.7.E.3.e, THE RECOMMENDATION OF THE KNOXVILLE-KNOX COUNTY PLANNING COMMISSION AND DECISION OF THE CITY COUNCIL MUST MAKE A FINDING THAT THE FOLLOWING STANDARDS FOR A PLANNED DEVELOPMENT HAVE BEEN MET:

A. THE PROPOSED PLANNED DEVELOPMENT MEETS THE PURPOSE OF A PLANNED DEVELOPMENT (Article 16.7.A).

1. Approving the requested exceptions allows for more creativity and flexibility on the part of the design team. The mix of uses, streetscape improvements, and building design provide benefits that warrant the exceptions requested.
2. The proposed development intends to clean up the section of First Creek that abuts this property. Information presented during the workshop with City Council and County Commission included that there are poor soil conditions at the site, particularly when compared with other properties typically found in the area. Utility lines would be relocated underground, and the developer will provide the City the right to construct a future greenway that connects the stadium, the Austin Homes development, and E Summit Hill Drive.
3. The land is currently underutilized, containing vacant buildings, vacant lots, and generally underutilized facilities. This condition contributes to the lack of pedestrian activity and neighborhood vitality despite its close proximity to The Old City. The construction of the proposed businesses is expected to revitalize the area since the mixture of proposed uses (office, retail, dining, residential, etc.) will bring people to the area at different times of day in this development as well as The Old City.
4. The project directly meets many of the public benefit suggestions of the ordinance (Article 16.7.D). It provides public gathering spaces and public plazas, improves the existing utility infrastructure, protects environmental features, and provides a land set-aside for a future greenway connection.

**B. THE PROPOSED PLANNED DEVELOPMENT WILL NOT BE INJURIOUS TO THE USE AND ENJOYMENT OF OTHER PROPERTY IN THE VICINITY.**

1. The project proposes to mitigate the brownfield site and repurpose it to a streetscaped development with a mix of uses available to the general public.
2. The project proposes light fixtures that are dark sky compliant, and all light fixtures will be aimed away from proposed residential units planned for the perimeter of the site. The lighting plan will be evaluated upon submittal. If it is deemed shielding would be necessary for residential units, this can be conditioned at that time.
3. All properties are required to comply with Article 10 of the City of Knoxville Zoning Ordinance, which regulates lighting, noise, glare and heat, vibration, odors, and various other impacts. Section 10.2 regulates lighting, while noise, dust and pollution, odors, fire hazards, and other similar concerns are regulated in Section 10.5.

**C. THE PROPOSED PLANNED DEVELOPMENT WILL NOT IMPEDE THE NORMAL AND ORDERLY DEVELOPMENT AND IMPROVEMENT OF SURROUNDING PROPERTY.**

1. The surrounding properties have not seen investment in some time. The proposed stadium project will likely encourage development and improvement of those properties.

**D. THERE IS PROVISION FOR ADEQUATE UTILITIES AND INFRASTRUCTURE, DRAINAGE, OFF-STREET PARKING AND LOADING, PEDESTRIAN ACCESS, AND ALL OTHER NECESSARY FACILITIES.**

1. The proposed development must comply with all of the City of Knoxville Engineering Department's requirements, as well as those requirements of the City's zoning ordinance, except where an exception has been approved.
2. The site is served by utility lines, but this project is proposing new underground utilities.
3. A parking utilization study was submitted that analyzed parking lots, parking garages, and street parking within 1 mile of the site. The study confirmed that the number of unutilized parking spaces meets what would be required under the zoning code and finds that parking is sufficient to service event attendees. The findings are discussed in detail in that report (Application Exhibit G.2, Parking Utilization Study). Parking data was collected on three weekdays and one weekend day in August 2021 at hourly intervals from 3:00 p.m. to 7:00 p.m., which is reflective of anticipated times of sporting events.

**E. THERE IS PROVISION FOR ADEQUATE VEHICULAR INGRESS AND EGRESS DESIGNED TO MINIMIZE TRAFFIC CONGESTION UPON PUBLIC STREETS. THE KNOXVILLE-KNOX COUNTY PLANNING COMMISSION AND/OR CITY COUNCIL MAY REQUIRE A TRAFFIC STUDY TO PROVIDE EVIDENCE THAT THE CIRCULATION SYSTEM IS ADEQUATE.**

1. The Traffic Impact Summary (Exhibit G.3) has been submitted as part of the preliminary plan application. The summary provides some preliminary findings and describes some of the expected modifications to the road network at the site.
2. A traffic impact study (TIS) is required and will provide a finer level of detail in analyzing the site design and road network. Final plan approval will be contingent on review of the site plans and the TIS recommendations as defined in condition 9 of the staff recommendation, which will be evaluated at that time.
3. Since parking will occur in various parking facilities in all directions, pedestrian traffic will be dispersed throughout the area. The site can be accessed from public entries in the four corners of the stadium to expedite foot traffic and streamline the entry process.

**F. THE LOCATION AND ARRANGEMENT OF STRUCTURES, PARKING AREAS, WALKS, LANDSCAPE, LIGHTING, AND OTHER SITE DESIGN ELEMENTS, AND THE USES ARE COMPATIBLE WITH THE SURROUNDING NEIGHBORHOOD AND ADJACENT LAND USES.**

1. The arrangement of structures is compatible with the development pattern of the surrounding area. There will be infill structures between the stadium structure and the street, forming a similar massing pattern.
2. Internal parking areas, where included, will be in garages below the office and residential units for use by the residential units. A parking lot is proposed north of Jackson Avenue and would be temporary parking for sports team players. Phase 2 would provide a parking garage with the mixed-use building designated "G" on the Phase 2 site plan.
3. Sidewalks are proposed, and three of the four entries will feature a public plaza. Exterior lighting and landscaping will be submitted for review with the final plan. These site design features will increase the aesthetic quality of the area.

**G. OTHER CONSIDERATIONS:**

1. 16.7.D.2 of the City's zoning ordinance describes what exceptions to the zoning regulations should achieve. Staff believes the requested exceptions meet the intent of this section. The exceptions provide design flexibility within acceptable parameters for the site and the proposed uses.
2. 16.2.D.3 of the zoning ordinance discusses design intent and provides examples of public benefits and/or amenities that would meet the intent of the Planned Development. Staff finds the proposed development meets the intent of this statement. Several of the proposed amenities are on the provided list, and still others are beyond those listed.

**Action:** Approved **Meeting Date:** 9/9/2021

**Details of Action:**

**Summary of Action:** Approve the preliminary plan for the multi-use stadium/mixed-use planned development, including the requested exceptions to the underlying zoning's dimensional, design, and use standards, subject to 8 conditions.

**Date of Approval:** 9/9/2021 **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:** 10/5/2021

**Date of Legislative Action, Second Reading:**

**Ordinance Number:**

**Other Ordinance Number References:**

**Disposition of Case:** Approved (One Reading Only)

**Disposition of Case, Second Reading:**

**If "Other":**

**If "Other":**

**Amendments:**

**Amendments:**

R 324-2021

**Date of Legislative Appeal:**

**Effective Date of Ordinance:**