



# SPECIAL USE REPORT

▶ **FILE #:** 3-C-26-SU

**AGENDA ITEM #:** 13

**AGENDA DATE:** 3/5/2026

▶ **APPLICANT:** CADE LEACH

OWNER(S): RR Land, LLC

TAX ID NUMBER: 95 H B 00204

[View map on KGIS](#)

JURISDICTION: City Council District 6

STREET ADDRESS: 215 FLORIDA ST

▶ **LOCATION:** **Southwest quadrant of the intersection of E Jackson Avenue and Florida St**

▶ **APPX. SIZE OF TRACT:** **0.73 acres**

SECTOR PLAN: Central City

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

ACCESSIBILITY: Access is via Florida Street, a local street with 28 ft of pavement width within a 32-ft right-of-way.

UTILITIES: Water Source: Knoxville Utilities Board

Sewer Source: Knoxville Utilities Board

FIRE DISTRICT: Knoxville Fire Department

WATERSHED: First Creek

▶ **ZONING:** **I-MU (Industrial Mixed-Use), PD (Planned Development)**

▶ **EXISTING LAND USE:** **Multifamily Residential**

▶ **PROPOSED USE:** **Revision of Master Sign Plan for Knoxville Multi-Use Stadium Development (2-B-25-SU)**

HISTORY OF ZONING: The property is part of a PD (Planned Development) that was approved in 2021 (1-A-21-PD).

SURROUNDING LAND USE AND ZONING: North: Multifamily residential - I-MU (Industrial Mixed-Use), PD (Planned Development)

South: Multifamily residential - I-MU (Industrial Mixed-Use), PD (Planned Development)

East: Office, wholesale - I-MU (Industrial Mixed-Use)

West: Multifamily residential - I-MU (Industrial Mixed-Use), PD (Planned Development)

NEIGHBORHOOD CONTEXT: The parcel is part of the mixed-use Covenant Health Park and Stadium development, which features commercial and multifamily residential uses in addition to the stadium itself. The surrounding area is characterized by land uses ranging from industrial and wholesale uses to commercial and multifamily residential developments.

**STAFF RECOMMENDATION:**

- ▶ **Approve the request to modify the master sign plan for the Knoxville Multi-Use Stadium Development as submitted, subject to 4 conditions.**

- 1) The illumination of the internally illuminated wall sign shall not exceed 1 footcandle measured at the adjacent property line.
- 2) Meeting all applicable requirements of the City of Knoxville Zoning Ordinance.
- 3) Meeting all applicable requirements of the City of Knoxville Engineering Department.
- 4) Meeting all applicable requirements of the City of Knoxville Plans Review and Inspections Department.

**COMMENTS:**

In 2025, the Planning Commission approved a master sign plan (file # 2-B-25-SU) for the Knoxville Multi-Use Stadium Development in accordance with Article 13.7 (Master Sign Plans for Unified Developments) of the zoning ordinance. The approved plan included a non-illuminated wall sign at the north elevation of the Yardley Building, depicted as YW-3 in Exhibit B, with a maximum size of 6'-6" wide by 5'-6" tall (36 sq ft). The applicant proposes increasing the approved size to 40.26 sq ft and adding internal LED illumination.

**STANDARDS FOR EVALUATING A SPECIAL USE (ARTICLE 16.2.F.2.)**

- 1) **THE USE IS CONSISTENT WITH ADOPTED PLANS AND POLICES, INCLUDING THE GENERAL PLAN AND THE ONE-YEAR PLAN.**

A. The General Plan's Implementation Policy 4.4 recommends using landscaping, signage, and architecture to identify significant entrances to communities, neighborhoods, and business districts. The proposed modified wall sign, in addition to another existing wall sign along Florida Street elevation, will help identify the associated commercial use located at the corner of the multi-use stadium development, differentiating the business from ground-story uses of this large development.

B. The One Year Plan's and Central City Sector Plan's MU-SD MU-CC3 (Mixed Use Special District, Magnolia Avenue Corridor Plan) classification refers to the Magnolia Avenue Corridor Plan (2009). The plan encourages a mix of developments and has no conflicts with the proposed special use.

**THE USE IS IN HARMONY WITH THE GENERAL PURPOSE AND INTENT OF THIS ZONING CODE.**

A. The development is located on parcels that are zoned I-MU (Industrial Mixed-Use). However, the Planned Development (11-A-21-PD, p. 23 of the approved project summary) stipulates that signs for this development are not subject to the minimum size, number, location, and illuminance requirements listed in Article 13 (Signs) of the zoning ordinance. The Planning Commission should review the proposed modifications for appropriateness with the approved master sign plan.

**THE USE IS COMPATIBLE WITH THE CHARACTER OF THE NEIGHBORHOOD WHERE IT IS PROPOSED, AND WITH THE SIZE AND LOCATION OF BUILDINGS IN THE VICINITY.**

A. The proposed sign is appropriate for the scale of the building and the façade area of Jackson Avenue elevation and is compatible with this commercial/warehousing area.

- 4) **THE USE WILL NOT SIGNIFICANTLY INJURE THE VALUE OF ADJACENT PROPERTY OR BY NOISE, LIGHTS, FUMES, ODORS, VIBRATION, TRAFFIC, CONGESTION, OR OTHER IMPACTS DETRACT FROM THE IMMEDIATE ENVIRONMENT.**

A. No adverse effects are anticipated with the proposed sign. While the master sign plan is not subject to the illumination standards of the zoning ordinance (Article 13.5.C), the recommended illuminance of 1 footcandle is well below the maximum allowance of 200 footcandles for signs in nonresidential districts and consistent with other illuminated wall signs of the master sign plan.

- 5) **THE USE IS NOT OF A NATURE OR SO LOCATED AS TO DRAW SUBSTANTIAL ADDITIONAL TRAFFIC THROUGH RESIDENTIAL STREETS.**

A. Additional traffic will not be drawn through residential streets because the project is bordered by nonresidential streets and is just off of S. Hall of Fame Drive (a minor arterial) and Willow Avenue (a minor collector).

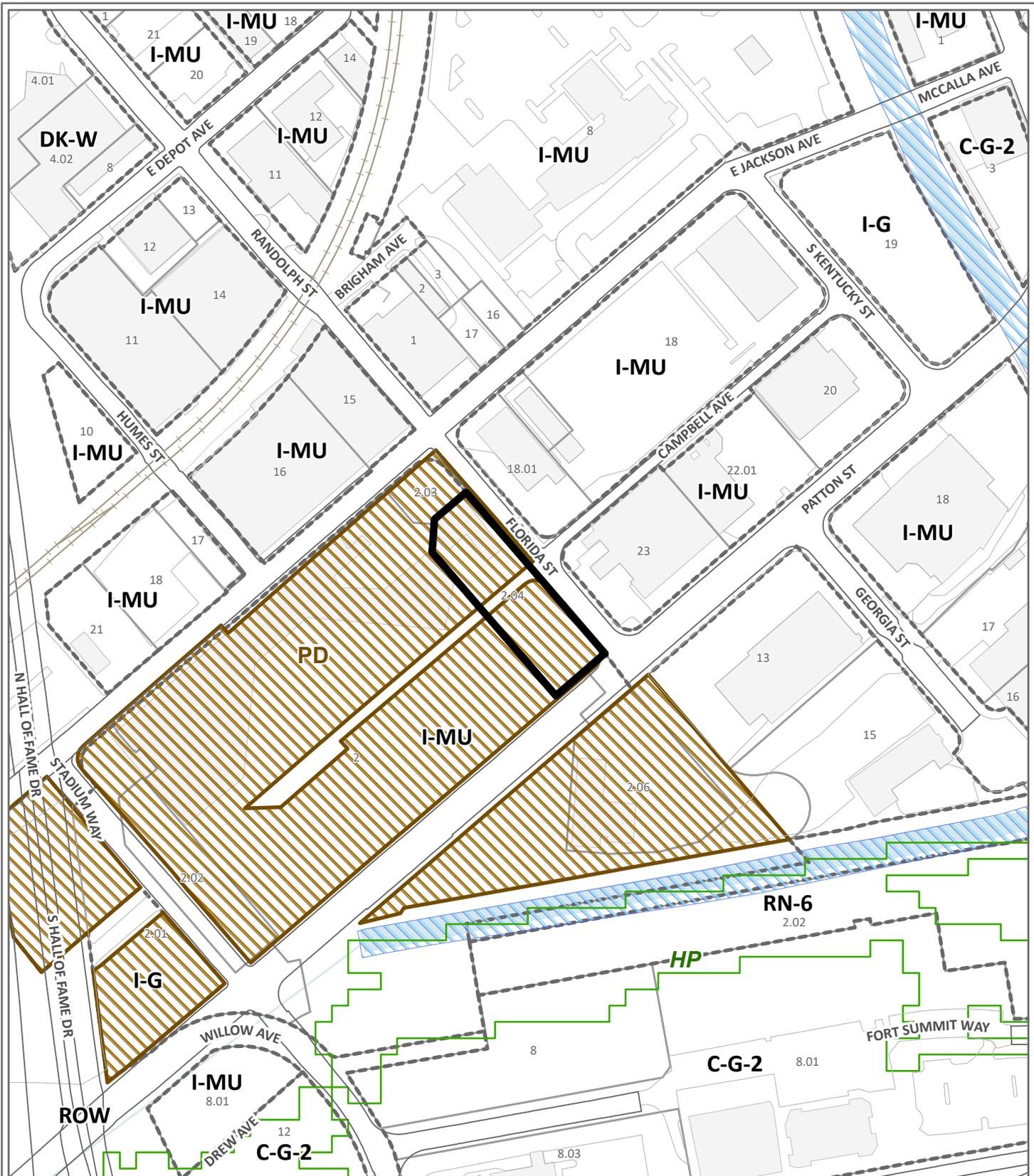
- 6) **THE NATURE OF DEVELOPMENT IN THE SURROUNDING AREA IS NOT SUCH AS TO POSE A POTENTIAL HAZARD TO THE PROPOSED USE OR TO CREATE AN UNDESIRABLE ENVIRONMENT FOR THE PROPOSED USE.**

A. The uses immediately surrounding the subject property will not pose a potential hazard or undesirable environment.

ESTIMATED TRAFFIC IMPACT: Not required.

ESTIMATED STUDENT YIELD: Not applicable.

The Planning Commission's approval or denial of this request 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.



**SPECIAL USE**

**3-C-26-SU**

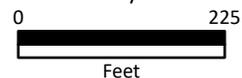
Petitioner: Cade Leach



Revision of Master Sign Plan 2-B-25-SU for Sign YW-3 in I-MU (Industrial Mixed-Use), PD (Planned Development)

Map No: 95

Jurisdiction: City



Original Print Date: 1/26/2026

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



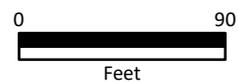
# Exhibit A. Contextual Images

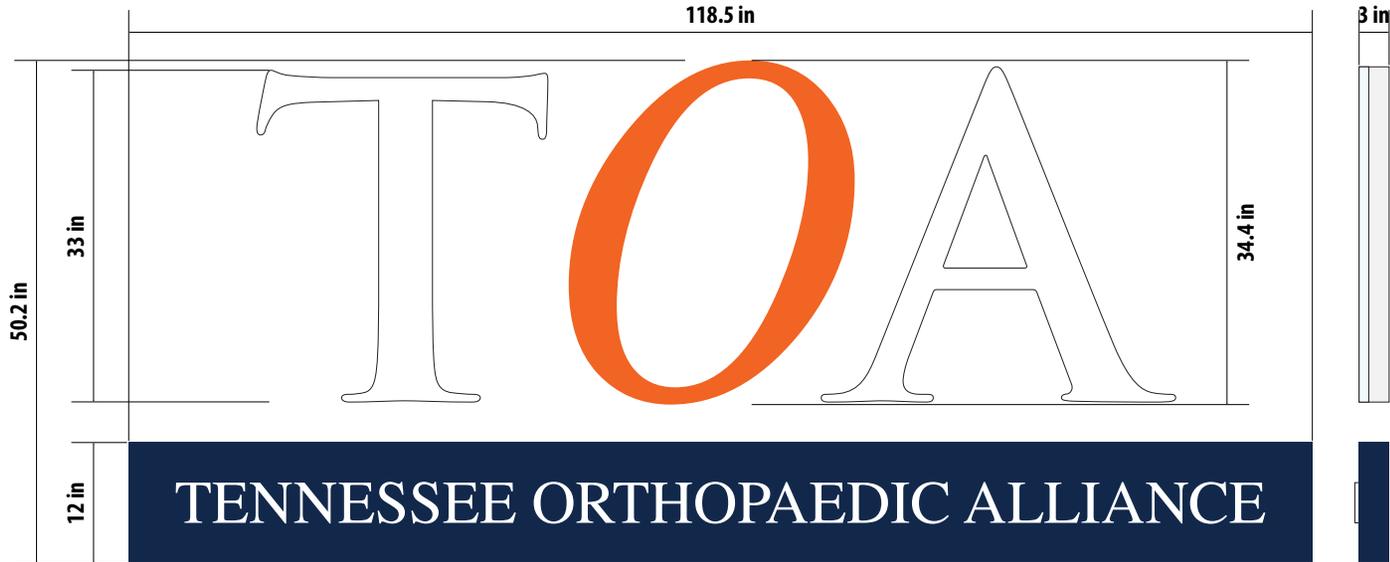


**AERIAL MAP**



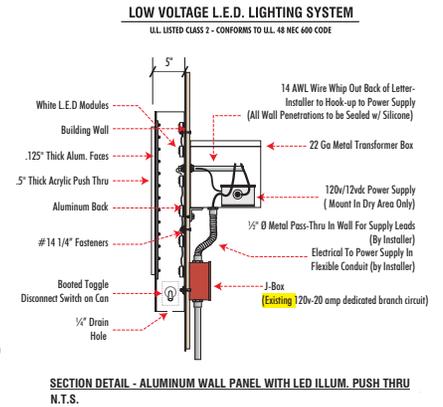
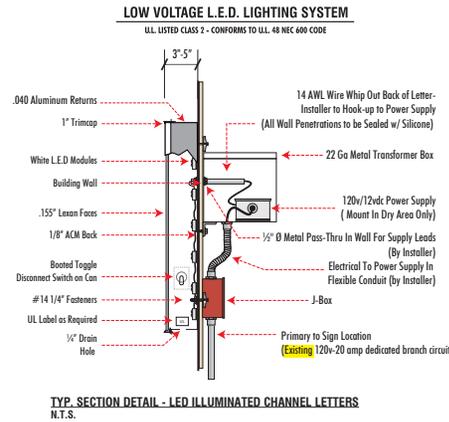
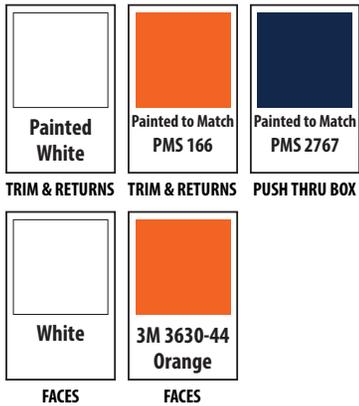
Case boundary





Qty 1 - 33" x 180" x 3" deep, custom front lit channel letters, "T" and "A" to have white faces, "O" to be 3M 3630-44 orange  
 Installation: flush mounted to wall

Qty 1 - 12" x 118.5" x 3" deep, custom sign cabinet, with 1/2" deep push thru text



Client: Tennessee Orthopedic Alliance  
 Ph/Email: whitesr@toa.com  
 Title: TOA/D1 Yardley

Date: 9-20-25 Price: \$ - pg total - job total  
 Designer: Zach Wooliver Rev: A Page: 3 of 7  
 Approved By: *Sloane White* Date: 10/13/2025

**ALLEN SIGN**  
 573-3524  
 579-0386

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3-C-26-SU SUBMITTED 1/20/2026



Scale Approx

Client: Tennessee Orthopedic Alliance

Ph/Email: whitesr@toa.com

Title: TOA/D1 Yardley

Date: 9-20-25 Price: \$ - pg total - job total

Designer: Zach Wooliver

Rev: A Page: 4 of 7

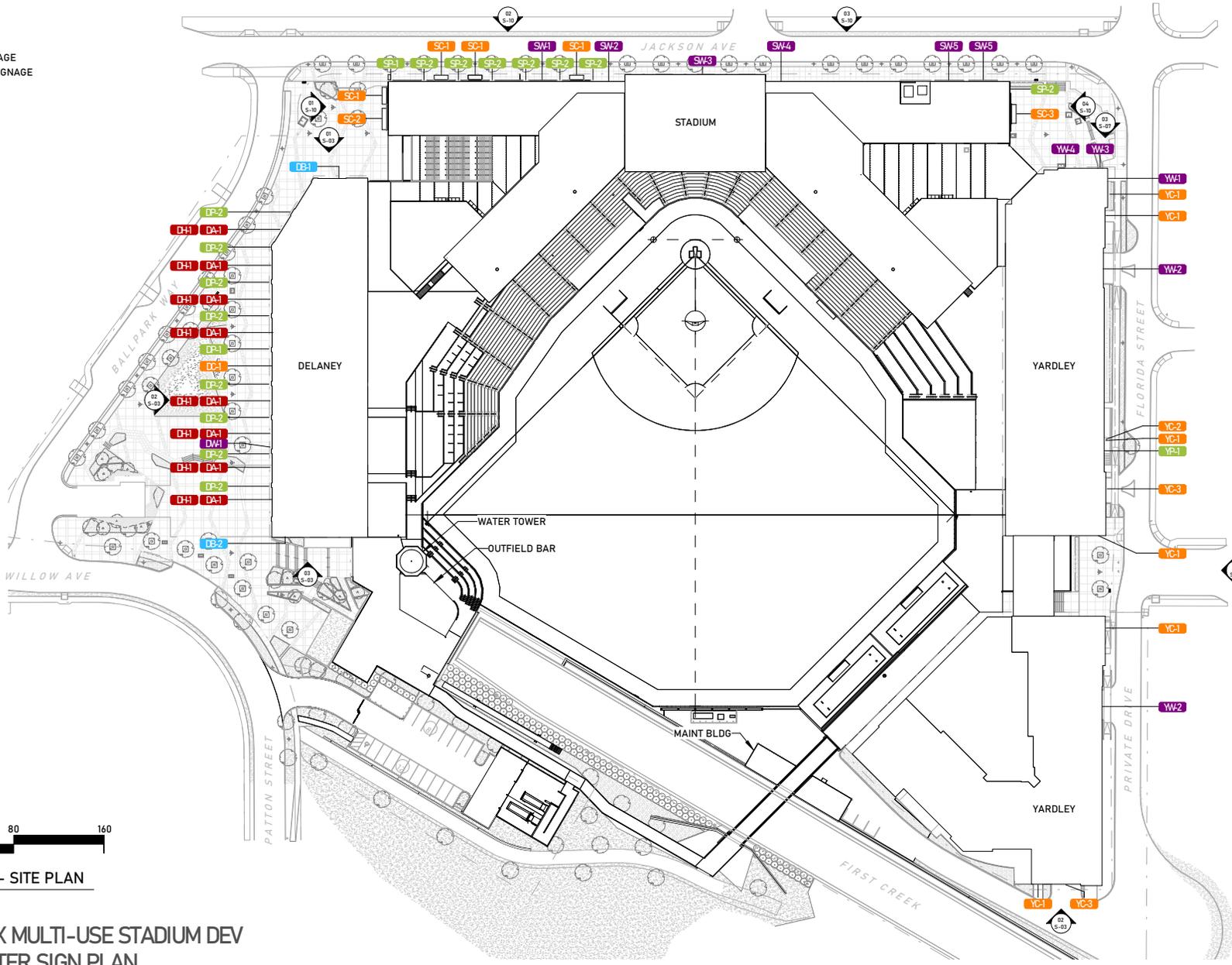
Approved By: *Sloane White*

Date: 10/13/2025

**ALLEN  
SIGN**  
573-3524  
FAX 579-0356

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- BANNER SIGNAGE
  - CANOPY SIGNAGE
  - PROJECTING SIGNAGE
  - WALL MOUNTED SIGNAGE
  - AWNING SIGNAGE
- D/S/Y MODIFIERS FOR RESPECTIVE BUILDINGS



0 20 40 80 160

**1** PHASE 1 - SITE PLAN  
1" = 80'-0"

**S-01** KNOX MULTI-USE STADIUM DEV  
MASTER SIGN PLAN  
PHASE 1

EXHIBIT B. Previously Approved Plan (2-B-26-DT)

## YARDLEY SIGNAGE MASTER SCHEDULE

### WALL MOUNTED SIGNAGE

SIGN NUMBER	SIGN TYPE	MAXIMUM ALLOWABLE SIGN AREA	MAX LENGTH	MAX HEIGHT	MAX PROJECTION FROM BUILDING	CLEAR HEIGHT ABOVE SIDEWALK	ILLUMINATION	NOTES	TOTAL AREA	TOTAL QUANTITY
YW-1	DI RACEWAY MOUNTED CHANNEL LETTERS	100 SF	20'-0"	5'-0"	-	14'-0"	INTERNALLY LIT; NOT TO EXCEED 1 FC		100 SF	1
YW-2	WALL MOUNTED	44 SF	22'-0"	2'-0"	-	-	NONE		88 SF	2
YW-3	WALL MOUNTED	36 SF	6'-6"	5'-6"	-	-	NONE		36 SF	1
YW-4	WALL MOUNTED	143 SF	45'-2"	3'-2"	4" - 6" LETTERING	-	NONE		143 SF	1

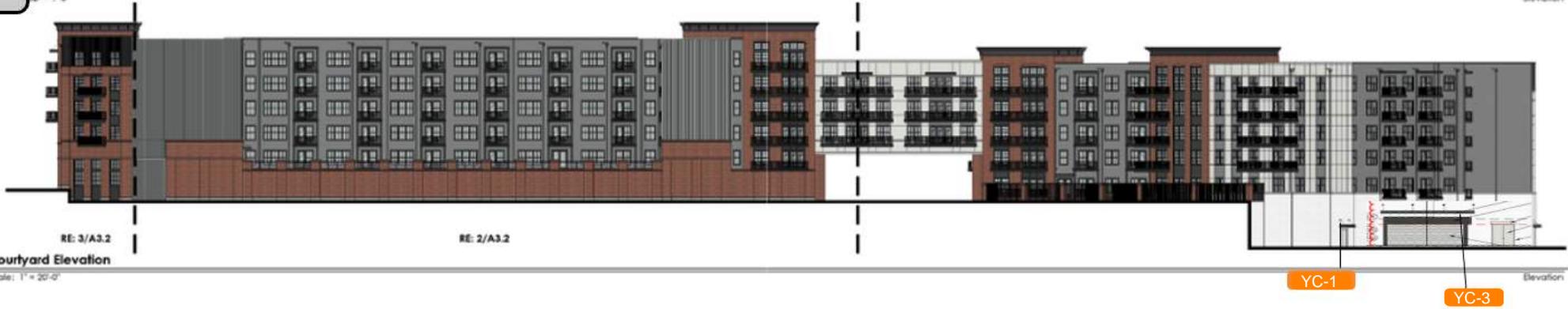
### CANOPY SIGNAGE

SIGN NUMBER	SIGN TYPE	MAXIMUM ALLOWABLE SIGN AREA	MAX LENGTH	MAX HEIGHT	MAX PROJECTION FROM BUILDING	CLEAR HEIGHT ABOVE SIDEWALK	ILLUMINATION	NOTES	TOTAL AREA	TOTAL QUANTITY
YC-1	CANOPY VINYL	6 SF	8'-0"	0'-8"	-	-	NONE		36 SF	6
YC-2	CANOPY MOUNTED	14 SF	8'-0"	1'-8"	-	-	NONE		14 SF	1
YC-3	CANOPY MOUNTED	44 SF	22'-0"	2'-0"	-	-	NONE		88 SF	2

### PROJECTING SIGNAGE

SIGN NUMBER	SIGN TYPE	MAXIMUM ALLOWABLE SIGN AREA	MAX LENGTH	MAX HEIGHT	MAX PROJECTION FROM BUILDING	CLEAR HEIGHT ABOVE SIDEWALK	ILLUMINATION	NOTES	TOTAL AREA	TOTAL QUANTITY
YP-1	PROJECTING BLADE SIGN	60 SF	4'-0"	15'-0"	5'-6"	20'-0"	INTERNALLY LIT; NOT TO EXCEED 1 FC	CABINET SIGN WITH PUSH THROUGH LETTERING	60 SF	1

## 02 WEST ELEVATION



## 03 NORTH ELEVATION



YARDLEY	
*PRIMARY BUILDING ELEVATION:	41,881.91 sqf
EAST ELEVATION:	41,881.91 sqf
<b>TOTAL SIGNAGE AREA:</b>	<b>565 total signage sqf (1.35%)</b>
NORTH ELEVATION SIGNAGE:	179 sqf
NORTH ANGLE ELEVATION SIGNAGE:	N/A
SOUTH ELEVATION SIGNAGE:	50 sqf
EAST ELEVATION SIGNAGE:	336 sqf
WEST ELEVATION SIGNAGE:	N/A

\*WALL AREA CALCULATIONS INCLUDE GLAZING

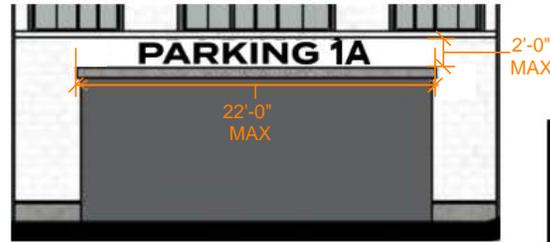
S-07

EXHIBIT B. Previously Approved Plan (2-B-26-DT)

YC-3 Canopy Mounted

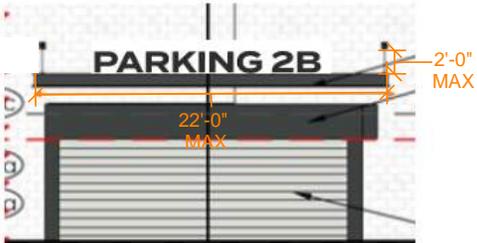
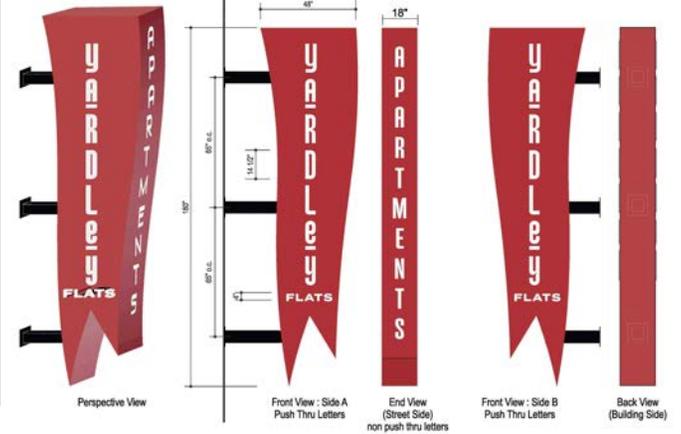
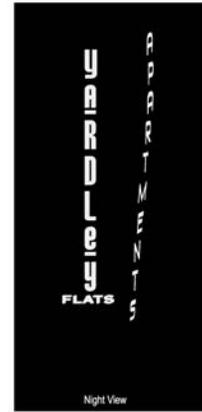


YW-2 Building Attached Wall Sign

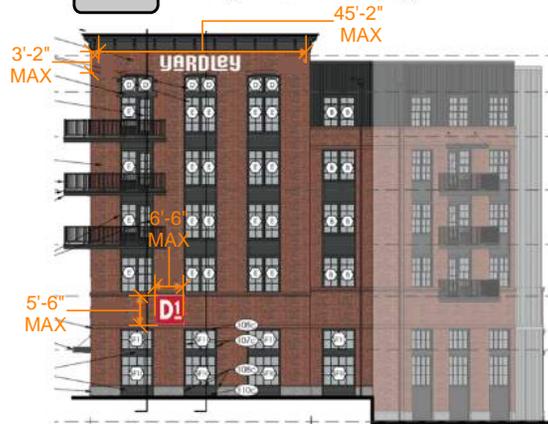


YP-3 Blade Sign

1) 48" x 180" x 18" Alum. Illuminated Sign  
 Routed graphics, Sides .75" push thru, End Backed w/ White Acrylic  
 Cabinet Painted CMYK / 15-100-90-10 Red  
 Mounted with (3) 6" Square alum tubes 3.25" thick 10" x 10" Plates, Bolts Directly to Build.  
 Led Illumination, Est Weight 300LBS



YW-4 Building Attached Wall Sign



YW-3 Tenant Building Attached Wall Sign



YARDLEY	
*PRIMARY BUILDING ELEVATION:	41,881.91 sqf
EAST ELEVATION:	41,881.91 sqf
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WEST ELEVATION SIGNAGE:	N/A

\*WALL AREA CALCULATIONS INCLUDE GLAZING

# Public Notice and 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). The contact information you provide in your application may be used for that purpose. We require applicants to acknowledge their role in this process.

## 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.

### 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.*

2-20-26

3-6-26

Date to be Posted

Date to be Removed



Cade Leach

1-15-26

Applicant Signature

Applicant Name

Date

**Have you engaged the surrounding property owners to discuss your request?**

Yes  No

No, but I plan to prior to the Planning Commission meeting