

#### CARDINAL PLACE PLANNED DEVELOPMENT

#### **EXECUTIVE SUMMARY**

Planned developments are designed to allow for more creative, sustainable, and flexible approaches to land development than traditional zoning regulations. They must provide benefits to both the city and the community in exchange for flexibility in zoning requirements.

Cardinal Place is a ~32-acre site proposed for multifamily and townhouse development within the RN-4 district. This PD request seeks only a few exceptions to the zoning code while providing significant community benefits that exceed standard requirements.

#### Purpose of the request:

Main concern: The underlying RN-4 zoning restricts multifamily development to parcels of at least 40,000 square feet. Under this rule, a development of this scale would require subdivision into more than 33 individual parcels.

Effects of this requirement: The subdivision requirement would spread infrastructure and buildings over a larger area, leading to greater environmental disruption, increased waste in building materials, and reduced energy efficiency. (See DEVELOPMENT SCENARIO UNDER RN-4 ZONING REGULATIONS P. #7 for additional information).

Other exceptions: Additional flexibility is requested to enable innovative and efficient site design.

#### **Community Benefits:**

The zoning code outlines nine types of individual community benefits that may justify a Planned Development. This project provides six of those benefits, along with additional enhancements beyond the listed criteria.

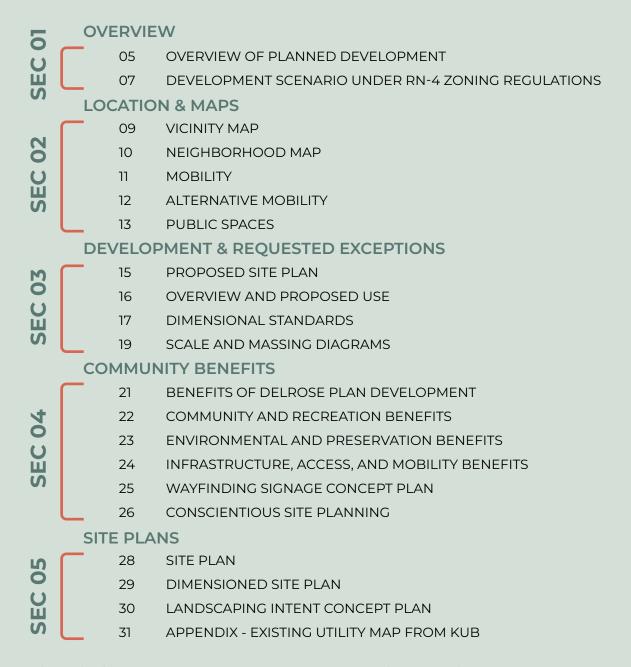
For clarity, these benefits are grouped into three main categories:

#### Community and Recreational | Environmental and Sustainability | Infrastructure, Access, and Mobility

Cardinal Place is committed to creating a thoughtfully designed, sustainable, and community-oriented, residential neighborhood. Approval of this request will allow for a development that aligns with the city's long-term growth strategy while preserving the unique environmental and historical features of the site.

\*This packet places the words 'public' and 'community' before 'amenities' and 'benefits' to distinguish between those provided to the city and those intended solely for residents of the development.





This application has been prepared to seek approval from City of Knoxville under the Planned Development Process. Furthermore, this application will serve to inform and to explain to City of Knoxville residents, elected officials, and staff why "Cardinal Place", located at 2805 Delrose Dr, should be approved, how the project will move forward if approved, and a timeline of project.

# SECTION 01: PLANNED DEVELOPMENT OVERVIEW

#### OVERVIEW OF PLANNED DEVELOPMENT

Planned Developments (PDs) encourage and allow more creative and flexible development of land than is possible under district zoning regulations and should be applied to projects that offer compensating benefits to the city and neighborhood.

#### PDs AIM TO:

- 1. Encourage flexibility in the development of land and in the design of structures.
- 2. Encourage a creative approach to the use of land that results in better development and design than might otherwise be accomplished under the strict application of other sections of this Code.
- **3.** Allow for the design of developments that are architecturally and environmentally innovative, and that achieve better utilization of land than is possible through strict application of standard zoning controls.
- **4.** Combine and coordinate architectural styles, building forms, and structural/visual relationships within an environment that allows mixing of different uses in an innovative and functionally efficient manner.
- **5.** Provide for the efficient use of land to facilitate a more effective arrangement of land uses, structures, circulation patterns, and utilities.
- **6.** Encourage land development that, to the greatest extent possible, preserves natural vegetation, respects natural topographic and geologic conditions, and refrains from adversely affective flooding, soil, drainage, and other natural ecologic conditions.
- 7. Facilitate the implementation of the adopted Knoxville-Knox County General Plan and its component parts, including adopted sector plans, corridor plans, and related documents, particularly with respect to areas planned for potential redevelopment.

#### BENEFITS TO THE CITY

While underlying zoning district dimensional, design, and use regulations apply, exceptions may be granted if the applicant demonstrates superior design and significant community benefits. Key design elements and amenities to be considered in this determination include, but are not limited to, the following:

- a. <u>Community gathering spaces and amenities including plazas</u>, <u>public art</u>, <u>formal gardens</u>, <u>places to congregate</u>, <u>and pedestrian and transit facilities</u>.
  - Cardinal Place provides space for public art, community gardens, public outdoor spaces, and public walking paths.

#### b. <u>Improvement of existing on-site and off-site infrastructure.</u>

- -The development will improve stormwater infrastructure, upgrade Delrose Drive, widen Riverside Road and add a new sidewalk along it.
- -The pedestrian infrastructure of this development will connect this section of Delrose Drive to Brooks Avenue, providing access to bus routes, Sarah Moore Greene Elementary, and the Botanical Gardens.

#### OVERVIEW OF PLANNED DEVELOPMENT

- c. <u>Use of sustainable design and architecture</u>, such as green roofs, white roofs, and <u>other energy-efficient</u> <u>design concepts</u>, new building technologies, and approval of buildings and developments that meet established standards such as Leadership in Energy and Environmental Design (LEED), Energy Star, Earthcraft, etc.
  - -The proposed architectural development type is significantly more efficient and sustainable than what is allowed under the current regulations. Furthermore, this project will commit to the use of white roofs over 75% of the building footprints.
- d. <u>Preservation of existing environmental features</u>, including additional protections for steep slopes (15% or more slope).
  - -The proposed development approach allows the buildings to follow the topography and minimizes building coverage, enabling greater preservation. Additionally the proposal quantifies preservation as follows:
    - -Preservation of approximately 4.27 acres of existing trees and 2.38 acres strategic tree removal and retention area, maintaining a 35-ft buffer of existing trees around most perimeters, preserving natural rock outcroppings, and minimizing disturbance of sloped areas.
- e. Preservation of historic features and adaptive reuse of existing buildings.
  - -Although the site has no historic features or existing buildings, Cardinal Place remains committed to enhancing the value and visibility of the adjacent Historic Williams-Masterson Cemetery by providing parking, signage, and creating an access path to facilitate visits to the historic site.

f. New open space and recreational amenities such as recreational open space, including parks and playgrounds, natural water features and conservation areas, jogging trails and fitness courses, dog parks, skate parks, and similar recreational features.

-Items included in this proposal:

-Public playground

-Public natural park and play area

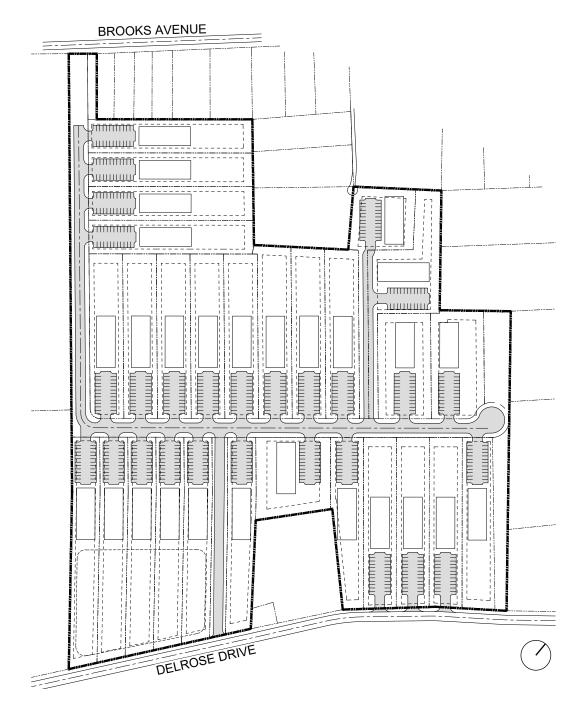
-Public dog park

-Public community gardens

-Public walking paths

-Public pickleball courts

- g. Provision of public car and/or bike share facilities.
- h. Affordable housing set-asides. Affordable housing must comply with the standards for affordability approved by the Knoxville Community Development Department.
- i. Senior housing set-asides.

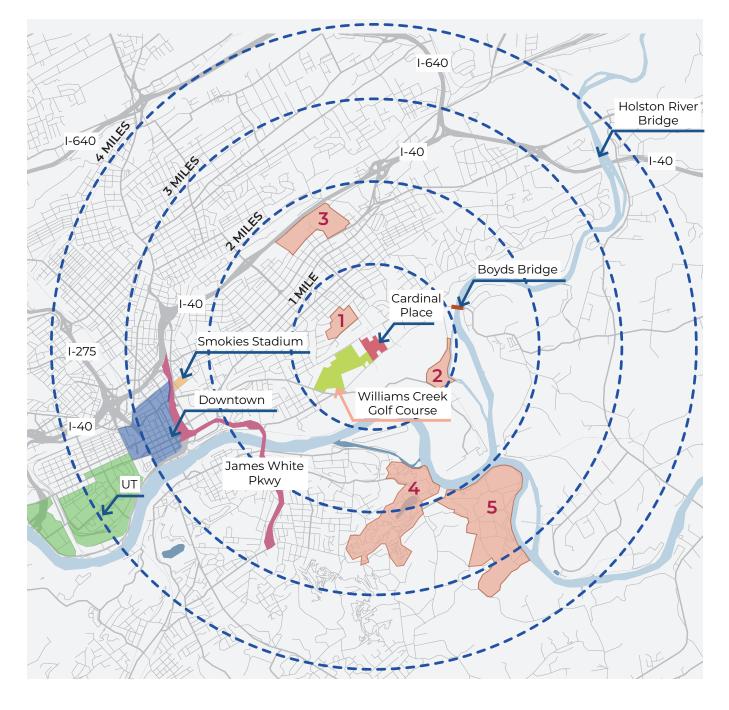


If the development were to proceed under the existing limitations, the result would be a compromised plan. key impacts include:

- Reduced green space and buffers between the development and neighboring properties, affecting overall privacy.
- Decreased pedestrian engagement and accessibility, leading to a less walkable connected environment for the neighborhood.
- Limited or no common amenities, reducing the overall quality of life for residents and community.
- Waste of construction materials due to smaller, fragmented footprint buildings, increasing inefficiencies.
- The existing topography would require extensive grading, which would increase stormwater runoff into adjacent facilities, potentially causing environmental concerns.
- Fewer opportunities to preserve existing trees, rock outcroppings, and other distinctive landscape features.
- A more car-focused layout, with increased hardscape due to additional drive aisles, resulting in greater stormwater runoff.

This existing RN-4 approach, without the requested Planned Development, would not be optimal, as it would compromise the overall vision of the project, ultimately detracting from the sense of community.

## SECTION 02: PROJECT LOCATION AND CONTEXT MAPS

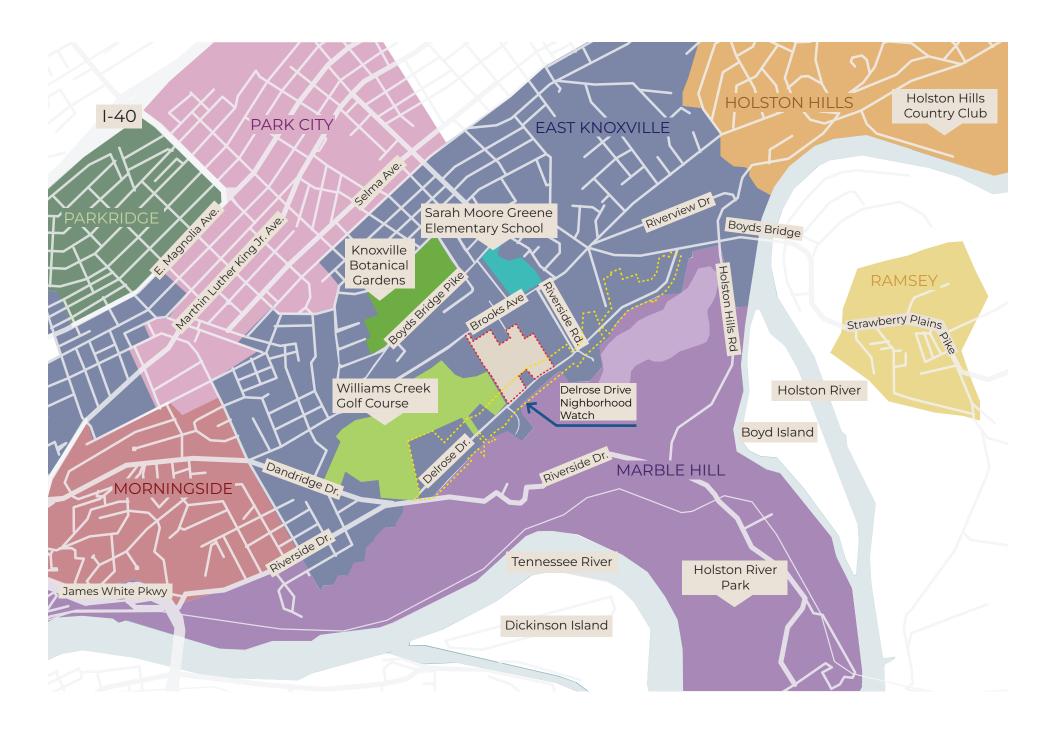


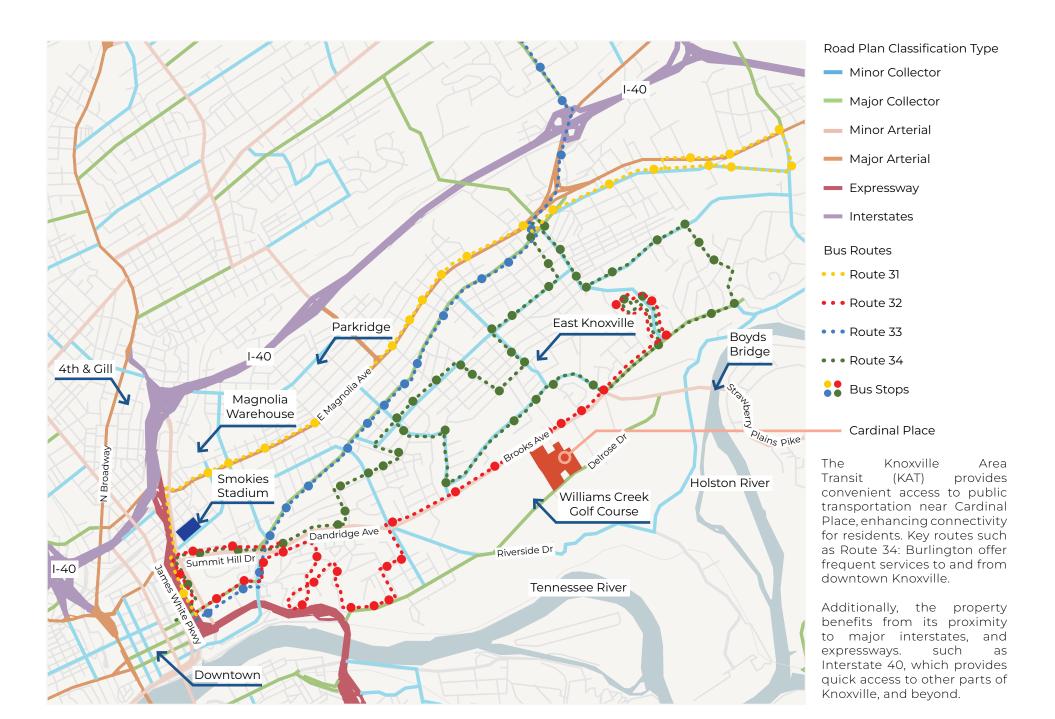
- Cardinal Place
- Downtown
- University of Tennessee
- Williams Creek Golf Course
- Smokies Stadium (Coming Soon)
- Proximity Radius (1 mile increments)

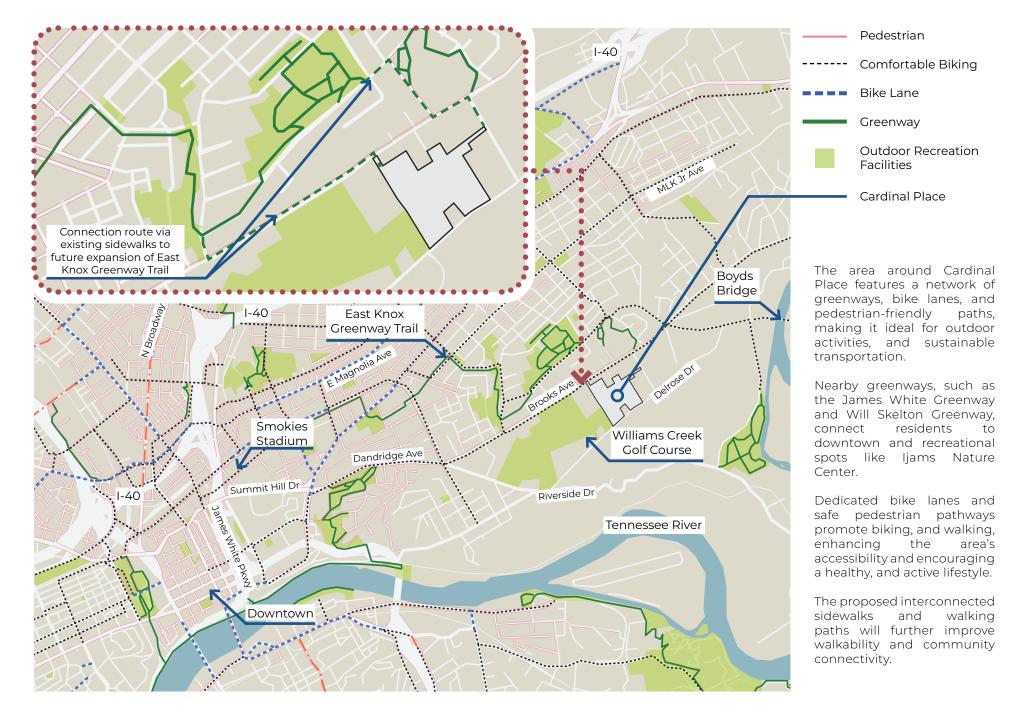
#### Nearby trails, and public spaces:

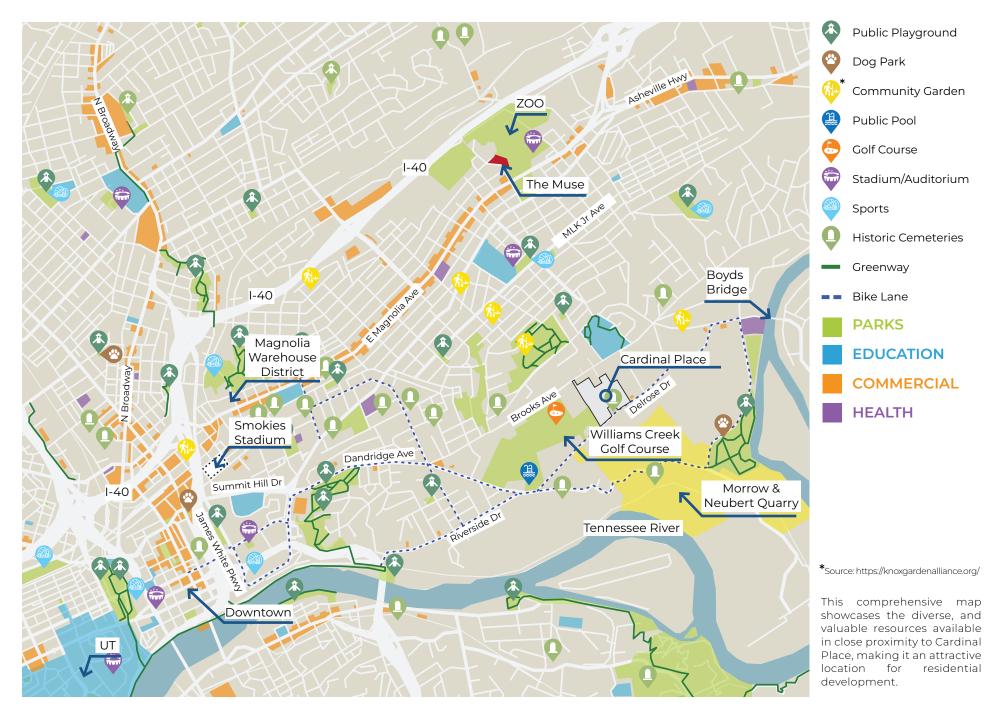
- 1. Knoxville Botanical Gardens
- 2. Holston River Park
- 3. Chilhowee Park & Knoxville Zoo
- 4. Ijams Nature Center
- 5. Forks of the River Wildlife Management Area

Located just minutes from downtown Knoxville and UT the property offers convenient access to numerous recreational and cultural amenities that contribute to a high quality of life for residents, making 2805 Delrose Drive an ideal location for a new residential development.

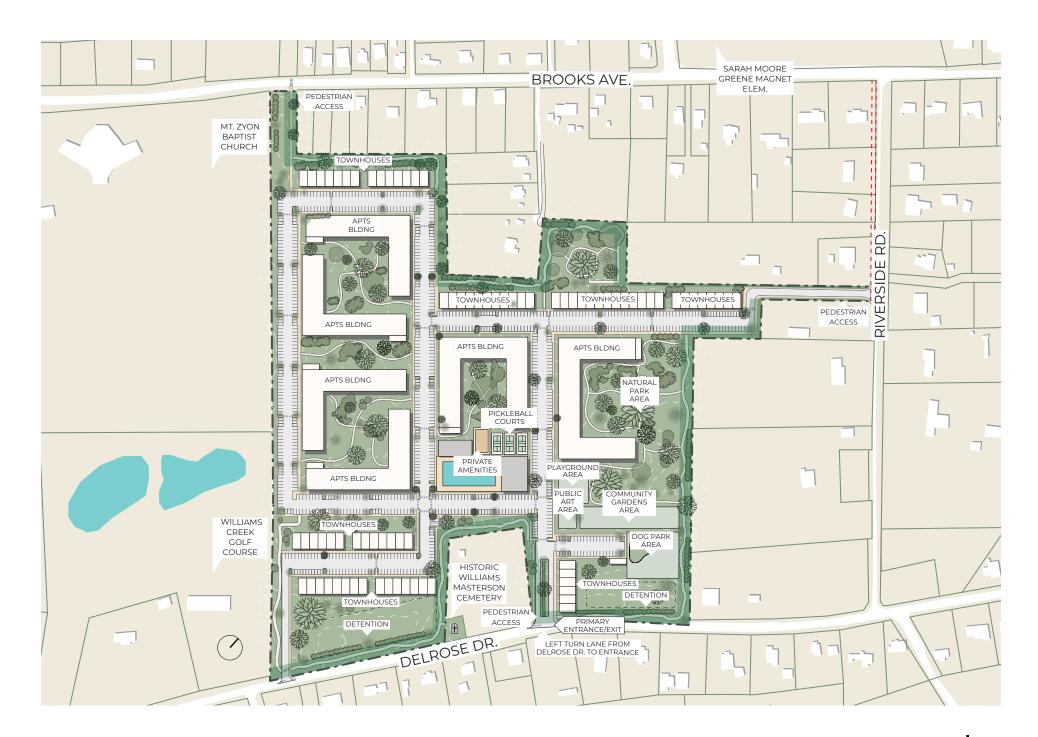








## SECTION 03: CARDINAL PLACE DEVELOPMENT AND REQUESTED EXCEPTIONS



#### **OVERVIEW + PROPOSED USE**

Cardinal Place located at 2805 Delrose Drive in East Knoxville is a 32.4-acre site set for residential development. This land, located 3 miles from downtown Knoxville, features diverse vegetation and rock outcroppings. It was rezoned in 2024 from RN-1 to RN-4 to accommodate changing conditions and surrounding developments. However, due to the maximum lot size limitations under the current zoning, a Planned Development (PD) is the most suitable approach to achieve the site's highest, and best use.

The Planned Development we are requesting will create a number of community benefits and adjust zoning exceptions to a small number of items that are specific to this plan. The proposed development includes 570 apartments distributed in several four-story buildings at the center and 80 townhouses on the perimeter. It will provide 981 vehicle parking spaces, bike parking, bike repair stations, and EV charging stations.

Planned public amenities include a community garden, natural park, dog park, walking paths and playground. The development plans to commit resources to the preservation of existing trees through specific designated tree preservation zones and the value enhacement and visibility of the Historic Williams-Masterson Cemetery. Infrastructure improvements will focus on water quality mitigation, green spaces, and elevated walking paths. Additionally, a variety of housing options will promote a diverse, and sustainable residential community.

In the following pages, this packet will explain the benefits of this plan and why the new use is appropriate for this site.

PRELIMINARY PROJECT SCHEDULE					
March 2025	Preliminary Plan to be Heard at Knoxville Knox-County Planning Commission				
Fall 2025	Submit Final Plan and construction drawings for approval				
Spring 2026	Finalize construction drawings				
Summer 2026	Break ground on new work				
NUMBER OF UNITS PROPOSED					
~570 apartment					
80 townhouses					
Total Units = 65	0				
PARKING REQUIREMENTS					
Use		Minimum Parking Required	Totals		
Townhouses (80 units)		2.25 spaces	180 spaces		
Apartments (~570 units)		1.2-2.2 spaces (1.45 average based on majority 2br units)	827 spaces		
Pickleball Courts		0.33 spaces per person per design capacity (12*0.33)	4 spaces		
Offices (Leasing Room/Mail package/delivery)		3 per 1000 sf gfa = (7178*3)/1000	22 spaces		
Minimum required number of spaces based on preliminary plan			1033 spaces		
Public Areas (Natural Park, Dog Park & Playground Area)*		127 500 SF	258 spaces		
30% reduction for b	eing located within 1/4 of a	mile of a transit route	-310 spaces		
MINIMUM REQUIRED PARKING SPACES = 723					
PARKING SPACES PROVIDED = <b>981</b>					

PARKING SPACES PROVIDED = <u>981</u> (258 Parking Spaces provided over required minimum)

Total Van+Car ADA parking spaces required = 2% of total= 20 (17 car + 3 van)

\*Natural park, dog park and playground area = ~127 500 SF (parking requirements TBD by Dept. of Engineering)

BICYCLE PARKING SPACES PROVIDED = 200 (35 BICYCLE PARKING SPACES PROVIDED OVER MINIMUM)

#### REQUESTED CHANGES TO ZONING + DIMENSIONAL STANDARDS

#### REQUESTED ZONING EXCEPTIONS FOR PARCEL #082MC037\* CURRENT ZONE RN-4

- 1. Special Use Requirement: Regarding section 4.2.B and Table 4-1, we would request the exemption from the requirement for Special Use on review since the development plan exceeds "9 or more units total on lot." And the PD review is similar in process and intent to the use on review process.
- **2. Dimensional Standards:** Regarding <u>Table 4-2: Residential Districts Dimensional Standards</u>, we would request the following exceptions:
- a. Maximum Lot Area: The maximum lot area permitted is 40,000 SF. We would request for this requirement to be Not Applicable (N/A)
- b. Maximum Building Height: The maximum building height is 45' for multi-family unless adjacent to a single-family dwelling, then 35'. We would request the change of this restriction to be 45' or 65' if MF is more than 80' from property line, to account for changes in grade. The rising elevation towards the center of the site results in higher ground floor levels compared to buildings near the property boundaries.
  - Also, it is important to note that we plan to establish a transition buffer between the development and the surrounding neighborhood. This buffer will include townhouses at the perimeter of the property that conform to the specified height requirements, as well as the preservation of as many trees as possible to minimize any negative visual impact on the neighborhood.
- c. Minimum Interior Setback: The minimum interior side setback for Multi-family 12' or 15% of lot width whichever is greater. Due to the large dimensions of the lot, we request that this requirement be based on RN-6, which stipulates 12', plus 1' additional setback for each 2 feet of building height over 35'.

**3.** Principal Use Standards: Regarding Article 9.3.1 Principal Use Standards for Multi-Family or Townhouse dwellings, specifically to section 9.3.1.5.B.ii. Aluminum, steel or other metal sidings; We would request an exception for use these materials as primary surface finish materials (more than 15%) on any façade to allow for greater design flexibility.

Standard/Zoning Ordinance	2805 Delrose Dr		
USES			
Dwelling, Multi-Family	Р		
Dwelling, Townhouse	P		

RN-4 DIMENSIONAL STANDARDS (current zone) (Exception adapted from other zones as applicable)				
Maximum Lot Area	<del>40,000 SF;</del> <b>N/A</b>			
Maximum Building Height	TH: 35'; MF: 45', unless adjacent to a single-family dwelling, then 35'; or 65' if MF is greater than 80' from property line			
SETBACKS				
Minimum Interior Side Setback	TH 5'; no less than 15' combined  MF 12' or 15% of lot width whichever is greater; MF: 12', plus 1' additional setback for each 2 feet of building height over 35'			

\*SEE P. # 28 -SITE PLAN- FOR PARCEL LOCATION

#### REQUESTED ZONING EXCEPTIONS FOR PARCEL #082MC037\* CURRENT ZONE RN-1

As the intent of this development proposal is to replat and consolidate the lots prior to the submission of the final plan. It should be noted that, upon consolidation, the combined site will function as a single lot and will be subject to the standards and requirements of RN-4 zoning. On this basis, we request the following exceptions:

- **1. Dimensional Standards:** Regarding <u>Table 4-2: Residential</u> Districts Dimensional Standards.
- a. Minimum Lot Area: There is no minimum lot area for Townhouses and Multi-Family, since it is not permitted within RN-1. We would request for this requirement to be based on RN-4, which stipulates a minimum lot area of 3,000 sf/du for TH and 2,000 sf/du for MF.
- b. Maximum Building Coverage: The maximum building coverage is 30%. We would request a coverage of 50%, based on RN-4.
- c. Maximum Impervious Surface: The maximum impervious surface allowed is 40%. We would request an adjustment to increase this limit to 45%, based on RN-4. It is important to clarify that this percentage will be calculated based on the total lot area after the replat and consolidation of both parcels has been completed.
- d. Minimum Front Setback: The minimum front setback is +/- 10' of the average of blockface; in no case less than 25'. We would request for this requirement to be based on RN-4 which stipulates 10' or the average of blockface, whichever is less.
- e. Minimum Interior Side Setback: The minimum interior side setback is 8' or 15% of lot width, whichever is less; in no case less than 20' combined. Due to the large dimensions of the lot, we request that this requirement be based on RN-6, which stipulates 12', plus 1' additional setback for each 2 feet of building height over 35' (Same requirement we're asking for the parcel #082MC037 which is currently zoned as RN-4).
- f. Minimum Rear Setback: The minimum rear setback is 25'. As mentioned before, due to the intent of replat and consolidation of parcels for final plan, we would request for this requirement to be Not Applicable (N/A)
- 2. Permitted Use Requirement: Regarding Article 9: Uses and Table 9-1, we would request the Dwelling—Townhouse and Dwelling—Multi-Family Use to be permitted.
- **3. Principal Use Standards:** Regarding <u>Article 9.3.I Principal Use Standards for Multi-Family or Townhouse dwellings</u>, specifically to section 9.3.I.5.B.ii. Aluminum, steel or other metal sidings;

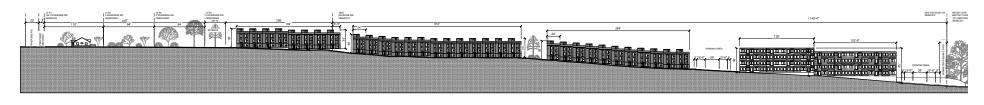
We would request an exception for use these materials as primary surface finish materials (more than 15%) on any façade to allow for greater design flexibility.

4. Number of Structures on a Lot: Regarding Article 9.1.D and Article 10.1.A: Number of Structures on Lot. We would request to have more than one principal building per lot in a RN-1 District.

Standard/Zoning Ordinance	0 Riverside Rd		
USES			
Dwelling, Townhouse	Р		
Dwelling, Multi-Family	Р		

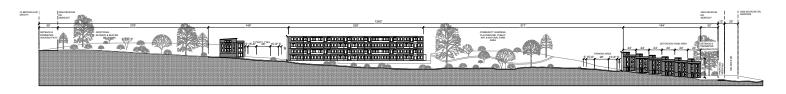
RN-1 DIMENSIONAL STANDARDS (current zone) (Exception adapted from other zones as applicable)			
Minimum Lot Area	TH and Multi-Family Not Permitted; TH: 3,000 sf/du; MF: 2,000 sf/du		
Maximum Building Coverage	<del>30%;</del> <b>TH &amp; MF: 50</b> %		
Maximum Impervious Surface	40%; 45% taking the total lot area after replat and consolidation.		
SETBACKS			
Minimum Front Setback	+/- 10' of the average of blockface; in nocase less than 25'; 10' or the average of blockface, whichever is less		
Minimum Interior Side Setback	8' or 15% of lot width, whichever is less; in no case less than 20' combined; TH 5'; no less than 15' combined MF: 12', plus 1' additional setback for each 2 feet of building height over 35'		
Minimum Rear Setback	25'; Not Required since we will replat and consolidate both parcels into one lot		

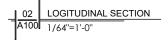
<sup>\*</sup>SEE P. # 28 -SITE PLAN- FOR PARCEL LOCATION

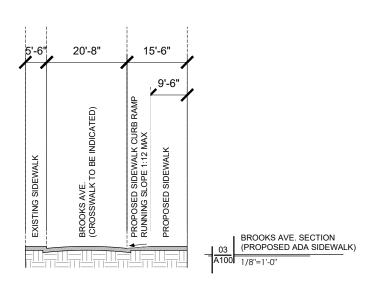




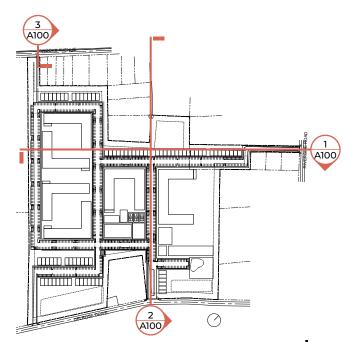
ELEVATIONS PRESENTED ON THIS PAGE ARE MEANT TO SHOW SCALE AND MASSING ONLY AND ARE NOT INTENDED TO REFLECT DESIGN INTENT







#### SCALE AND MASSING DIAGRAMS



## SECTION 04: CARDINAL PLACE PROPOSED COMMUNITY BENEFITS

#### COMMUNITY BENEFITS OF CARDINAL PLACE PLANNED DEVELOPMENT

The following list outlines how the proposed development adheres to the key characteristics required for a Planned Development. Each element has been designed to meet or exceed the standards necessary to justify exceptions to the zoning district's dimensional, design and use regulations.

These features ensure that the project aligns with the broader goals of sustainable growth, community enhancement, and responsible land use, while preserving the unique qualities of the site.

#### **COMMUNITY & RECREACTION BENEFITS**

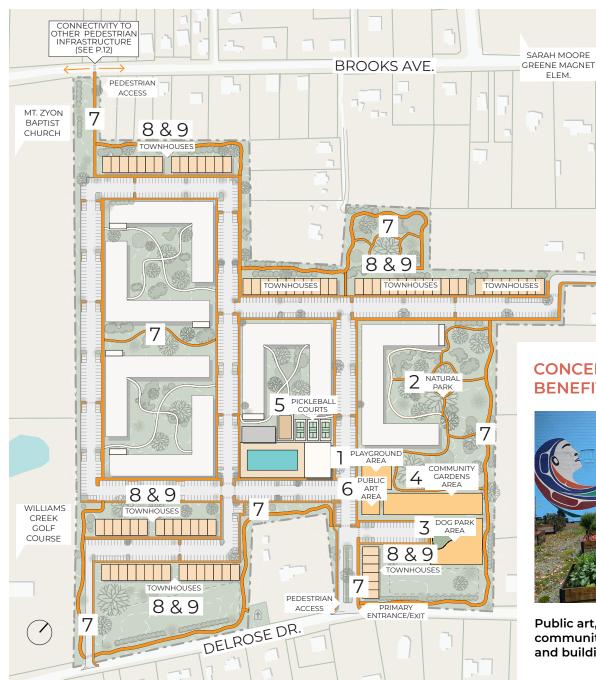
- 1. Public Playground: a dedicated area featuring play structures, seating areas and shade elements to provide a safe environment for children and families.
- **2. Public Natural Park & Play Area:** a large green space with walking trails, and open fields, designed for relaxation, recreation and community gatherings.
- **3. Public Dog Park:** a fenced-in area with designated spaces for dogs, agility equipment and shaded seating for pet owners.
- **4. Public Community Gardens:** a shared gardening space where residents & neighbors can grow fresh produce, flowers and herbs, fostering community engagement and sustainability.
- **5. Public Pickleball Courts:** three courts for pickleball, providing an active recreational space for all ages.
- **6. Public Art Area:** A curated space featuring sculptures, murals or interactive art installations to celebrate local culture and creativity.
- **7. Public Walking Paths:** more than 2 miles of pedestrian-friendly trails that connect key areas of the development, promoting outdoor activity and alternative mobility options.
- **8.** Use of townhouses along the perimeter of the development as a transitional housing type between the centrally located multifamily buildings and abutting single family residences.
- **9.** Townhouse units to be sold individually to provide a variety of housing types and homeownership opportunities.

#### ENVIRONMENTAL & PRESERVATION BENEFITS

- 1. By not subdividing and limiting lot sizes, the structures can have the flexibility to allow for greenspace and better preservation of natural grade.
- **2.** Grouping units into fewer buildings enables greater efficiency and more sustainable construction practices.
- **3.** Use of white roofs over 75% of the total building footprint of the site.
- **4.** Preservation of approximately 4.27 acres (13%) of existing trees and rock outcroppings and 2.38 acres (7%) strategic tree removal and retention area on the property.
- **5.** Preservation of 35' natural buffer between adjacent properties and new development (buffer/outdoor space will be accessible to adjacent neighbors).

#### INFRASTRUCTURE, ACCESS AND MOBILITY BENEFITS

- 1. Development and upgrade of interconnected sidewalks and bike paths connecting Delrose Drive, Brooks Avenue, Riverside Road.
- 2. Parking for community use of public spaces.
- **3.** Installation of a bike repair stations, covered bike parking for residents above minimum and covered public bike parking near public amenities.
- **4.** Installation of electric vehicle charging stations (EV) throughout the development.
- **5.** Improvement of stormwater infrastructure.
- **6.** Widening of Riverside Road to 20', and building of a sidewalk from Riverside Road to Brooks Ave.
- 7. Commitment to a more inclusive community by providing more than the legally required number of accessible units.
- **8.** Creation of parking, signage, and pedestrian access to enhance the visibility and value of the Williams-Masterson Cemetery.



- Public playground (~ 8 600 SF)
- Public natural park & play area (~75 100 SF)
- Public dog park(~18 800 SF)
- Public community gardens (~16 600 SF)
- Public pickleball courts (~5 400 SF)
- Public art (~3 000 SF)
- Public walking paths (~ 2 Miles)
- 8. Use of townhouses along the perimeter of the development as a transitional housing type between the centrally located multifamily buildings and abutting single family residences.
  - Townhouse units to be sold individually to provide a variety of housing types and homeownership opportunities.

#### **CONCEPT IMAGES OF COMMUNITY & RECREATION BENEFITS**



CONNECTIVITY TO OTHER PEDESTRIAN INFRASTRUCTURE

(SEE P.12)

RD.

RIVERSIDE

PEDESTRIAN ACCESS

ELEM.

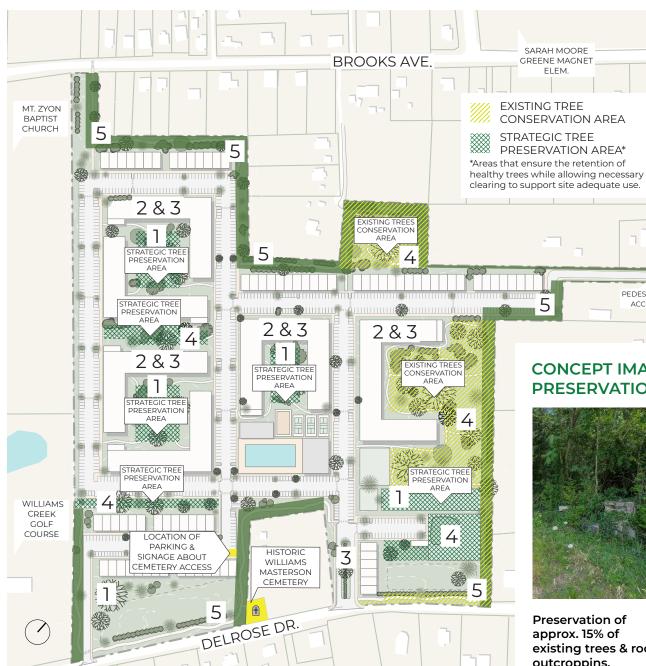
Public art, community gardens and buildings



Natural park, dog park and playground



Townhouses along the perimeter as a transitional housing type



- By not subdividing and limiting lot sizes, the structures can have the flexibility to allow for greenspace and better preservation of natural grade.
- Grouping units into fewer buildings enables greater efficiency and more sustainable construction practices.
- Use of white roofs over 75% of the total building footprint of the site.
- 4. Preservation of approximately 4.27 acres (13%) of existing trees and rock outcroppings and 2.38 acres (7%) strategic tree removal and retention area on the property.
- Preservation of 35' natural buffer between adjacent properties and new development (buffer/outdoor space will be accessible to adjacent neighbors).

#### **CONCEPT IMAGES OF ENVIRONMENTAL &** PRESERVATION BENEFITS

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RIVE

PEDESTRIAN ACCESS



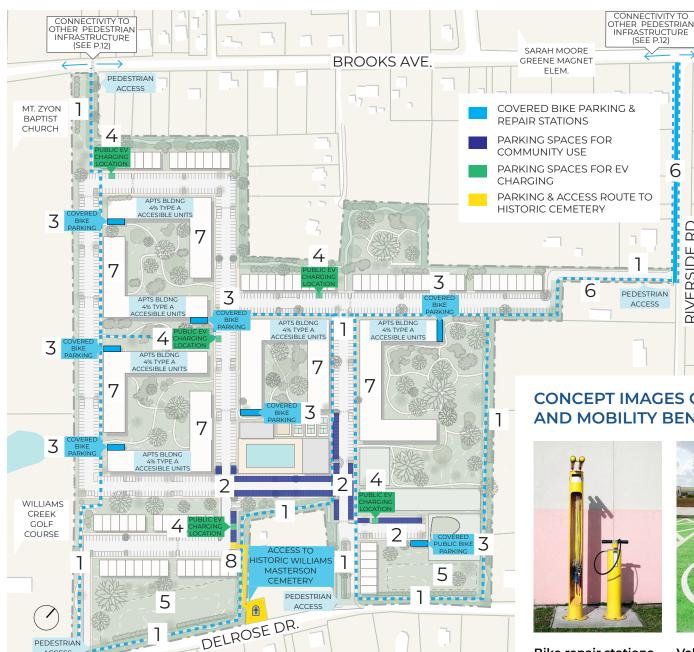
Preservation of approx. 15% of existing trees & rock outcroppins.



35' natural buffer between adjacent properties and development.



Clean-up and preservation of Historic Williams-Masterson Cemetery.



- and Development upgrade interconnected sidewalks and bike paths connecting Delrose Drive, Brooks Avenue, Riverside Road.
- Parking for community use of public spaces.
- Installation of a bike repair stations, covered bike parking for residents above minimum and covered public bike parking near public amenities.
- Installation of electric vehicle charging stations (EV) throughout the development.
- stormwater Improvement of infrastructure.
- Widening of Riverside Road to 20', and building of a sidewalk from Riverside Road to Brooks Ave.
- Commitment to a more inclusive community by providing more than the legally required number of accessible units.
- 8. Creation of parking, signage and pedestrian access to enhace the visibility and value of the Williams-Masterson Cemetery.

#### CONCEPT IMAGES OF INFRASTRUCTURE, ACCESS AND MOBILITY BENEFITS



(SEE P.12)

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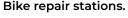
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RIVERSI

PEDESTRIAN

ACCESS





Vehicle charging stations.



Improvement of existing sidewalks and infrastructure.



### CONCEPT IMAGES FOR PUBLIC AMMENITIES, EV CHARGING AND ADA/VAN SIGNAGE



Urban directories placed on main access to show users the location and route to public amenities.



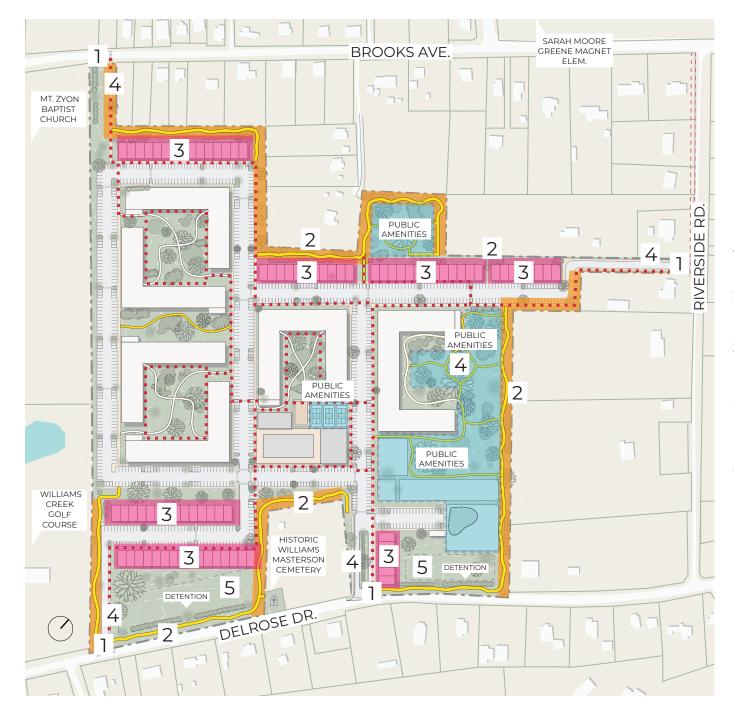
Guided vegetation and changes in color and texture of walking paths that lead to public amenities.



Visual, appealing and appropriate signage placed strategically along walking paths to guide users to public amenities.

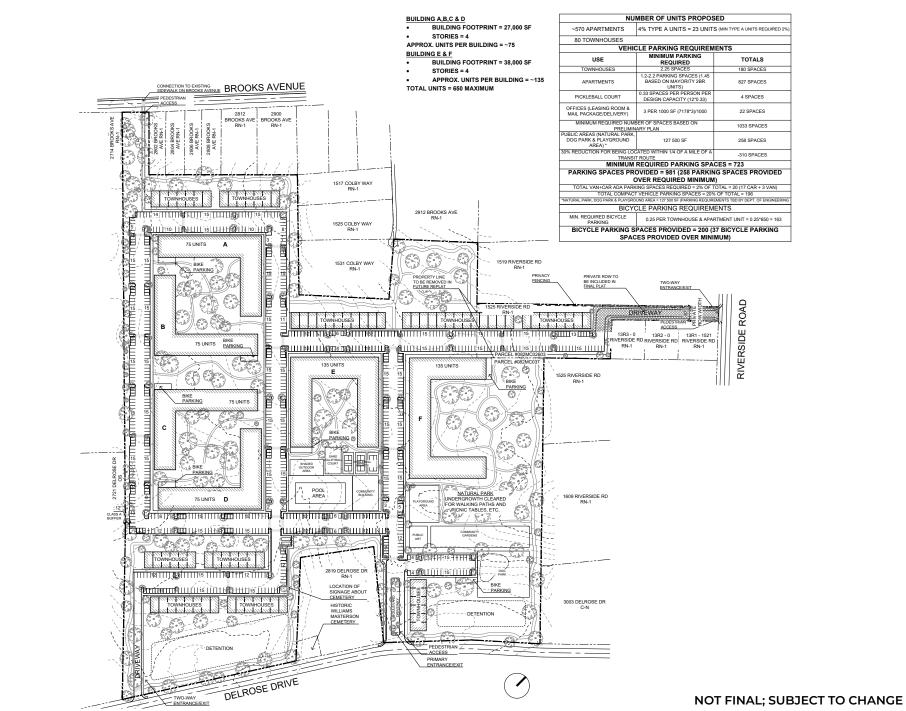


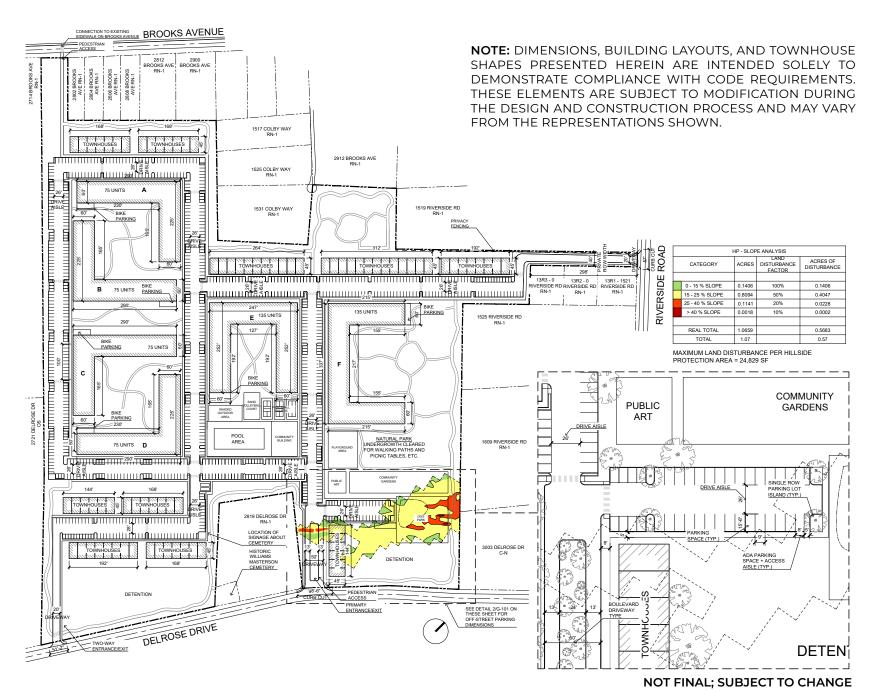
Required signage for EV charging stations, bike and VAN/ADA parking spaces.

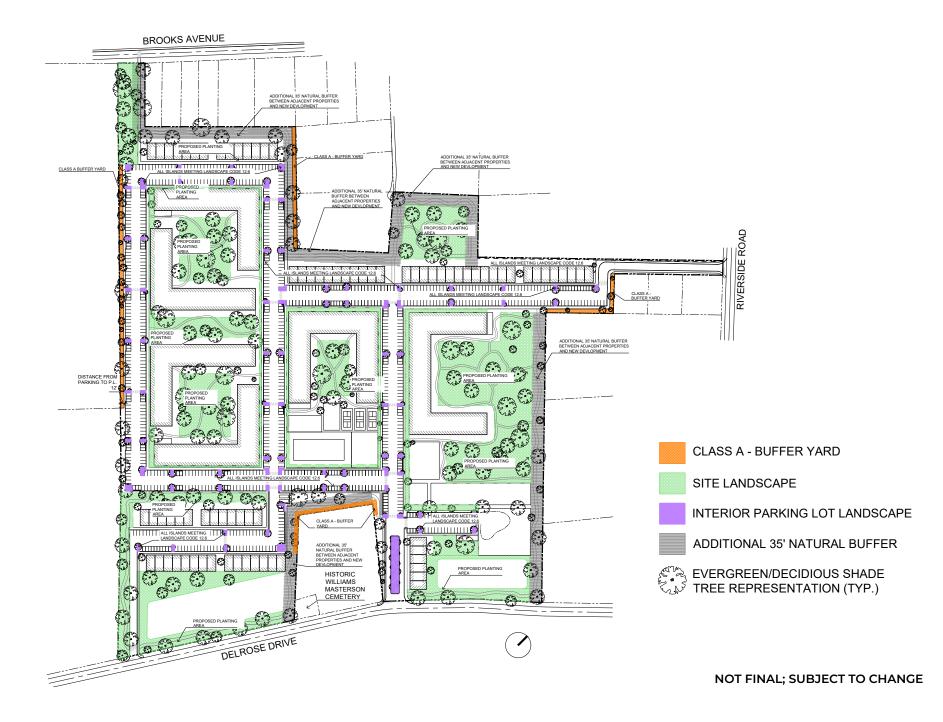


- Walkpaths
- Public Amenities
- 35' Additional Buffer
- Transitional Housing Type
- Access Path from Roads
- . Access from roads delimiting the site to public amenities.
- 2. 35' additional buffer to help contain sound transfer from the site to neighboring properties.
- Townhouses as a transitional housing type to block parking from street view.
- Designed walkpaths connecting public amenities with Brooks Ave, Riverside Road and Delrose Drive with adequate signage throughout.
- Water detention areas located on site in relationship with topography. Green stormwater infrastructure to be implemented to fullest extent feasible.

#### **SECTION 05: SITE PLANS**







LANDSCAPING INTENT CONCEPT PLAN

