



USE ON REVIEW REPORT

▶ **FILE #:** 2-A-20-UR **AGENDA ITEM #:** 25
 POSTPONEMENT(S): 2/13/2020-3/12/2020 **AGENDA DATE:** 4/9/2020
 ▶ **APPLICANT:** SPACE MART DEVELOPMENT COMPANY, LP
 OWNER(S): The Bakery Building, LLC

TAX ID NUMBER: 95 I C 00401 & 00403 [View map on KGIS](#)

JURISDICTION: City Council District 6

STREET ADDRESS: 701 & 0 E. Hill Ave.

▶ **LOCATION:** Northwest side of E. Hill Ave., south side George Dempster Dr. and James White Pkwy.

▶ **APPX. SIZE OF TRACT:** 4.73 acres

SECTOR PLAN: Central City

GROWTH POLICY PLAN: Urban Growth Area (Inside City Limits)

ACCESSIBILITY: Access is via E. Hill Avenue, a minor collector street with 24'-68' of pavement width within 58'-80' of right-of-way.

UTILITIES: Water Source: Knoxville Utilities Board

Sewer Source: Knoxville Utilities Board

WATERSHED: First Creek & Tennessee River

▶ **ZONING:** C-2 (Central Business District)

▶ **EXISTING LAND USE:** Office Building & Parking

▶ **PROPOSED USE:** Indoor, climate controlled self storage facility

HISTORY OF ZONING: The property was rezoned from O-1 to C-2 in 1995 (4-V-95-RZ) and zoned DK-B as of January 2020. The property is being reviewed under the C-2 zoning standards.

SURROUNDING LAND USE AND ZONING:
 North: Government facility / INST (Institutional)
 South: Apartments, condos / RN-6 (Multi-Family Residential Neighborhood)
 East: Apartments / RN-6 (Multi-Family Residential Neighborhood)
 West: Hotel / DK-B (Downtown Knoxville - Boulevard)

NEIGHBORHOOD CONTEXT: This property is east of downtown in an area developed with a mix of multi-family, hotel, and governmental uses in the RN-6, DK-B and INST zones.

STAFF RECOMMENDATION:

▶ **APPROVE** the indoor, climate-controlled, self-storage use with approximately 117,200 square feet of floor area, subject to 6 conditions.

1. Meeting all applicable requirements of the City of Knoxville Zoning Ordinance, including but not limited to Article 8 (Signs, billboards, and other advertising structures), Article 5, Section 7. (Off-street parking, access, driveway, and landscaping requirements), and Article 5, Section 7.J. (Parking Lot Landscaping).

2. Installing all landscaping shown on the development plan within 6 months of obtaining a certificate of occupancy.
3. Meeting all applicable requirements of the utility provider.
4. Meeting all requirements of the City of Knoxville Department of Engineering.
5. Prior to any Certificate of Occupancy being granted with respect to the indoor storage facility, the Applicant must record a plat to subdivide the property into two lots substantially as shown on plan sheet C2A (Exhibit A -- Subdivision Exhibit provided by the applicant and prepared by Fulghum, MacIndoe, & Associates, Inc.).
6. Once the property is platted per condition #5, this Use on Review approval applies only to the 1.98 acre lot (Parcel A, sheet C2A) and not to the remaining approximately 2.73 acre lot (Parcel B, sheet C2A) which is, and shall continue to be, zoned DK-B.

With the conditions noted, this plan meets the requirements for approval of an indoor, climate-controlled, self-service storage facility in the C-2 district and the other criteria for approval of a use-on-review.

COMMENTS:

This proposal is to convert and expand an existing office building into an indoor self-storage facility with approximately 117,200 square feet. The proposal states that the portion of the property along the E. Hill Avenue frontage will be available for future development, however, this is not part of this proposal and must meet the requirements of the new zoning ordinance.

The property is currently zoned DK-B (Downtown Knoxville – Boulevard) which does not permit self-storage facilities, however, the application was submitted before the end of 2019 so it is being reviewed under the previous C-2 zoning which allows “indoor, climate-controlled, self-storage facilities” as a use permitted on review. This review and approval process is intended: (1) to provide for uses which are beneficial to the community but that may involve a potential hazard to the development of an area unless appropriate provisions are made for their impacts; and (2) to integrate properly the uses permitted on review with other uses located in the district. The planning commission may approve a use permitted on review where it can be shown that the proposed plan or use is in harmony with the general purpose and intent of the zoning ordinance and with the general plan and one-year plan and is reasonably necessary for the convenience and welfare of the community.

The One Year Plan designates this site as Regional Mixed Use Center (MU-RC), which recommends a mix of commercial, office, and high-density residential uses. The MU-RC, however, also recommends that these areas “not include auto and truck-oriented uses, such as industrial, strip commercial and warehouse/distribution uses, unless the proposal calls for a redevelopment of such areas.” While self-storage uses are dependent on auto and truck access for customers, the amount of traffic is very low in comparison to the uses that are not recommended. In addition, the largest vehicle used by customers is typically a small box truck, in comparison to warehouse/distribution uses that require access for semi-trailer trucks.

- The C-2 zone has specific standards for indoor, climate-controlled, self-storage facilities that are listed below:
1. All buildings shall meet the area requirements of the C-2 zoning district and have the exterior appearance of an office building.
 2. Access to all individual storage units shall be through the interior of the building only.
 3. No garage type door entries shall be provided to the building.
 4. No outside storage shall be permitted on site.
 5. No overnight truck parking shall be allowed on the site.
 6. All signage shall comply with the sign requirements of the C-2 zoning district.
 7. No retail sales other than the indoor, incidental display and sale of boxes and other packing supplies shall be permitted.

Standards #2-7 can easily be reviewed to determine compliance; however, standard #1 requires that the storage facility have the appearance of an office building, which is more subjective and needs to be considered for conformity by the Planning Commission. Being that the existing building is an office building, those portions that remain meet this standard. The new additions must also have the appearance of an office building but do not have to be designed to look the same as the existing building.

The proposed building additions that total approximately 48,440 sqft, predominantly located on the east and south elevations of the building (facing E. Hill Avenue). The west and north elevations that face the adjacent hotel and James White Parkway, will remain relatively unchanged from the exterior. Storage units will be directly behind most of the remaining windows and will cover them with a wall from the interior. Only one set of windows will remain transparent on each floor and these will be located in the middle of the north elevation.

These are labeled as "display" on the floor plan, which typically contains some sort of advertising for the self-storage business, such as faux rollup doors visible behind upper story windows.

The building addition is four stories on the east elevation (facing E. Hill Avenue), two stories over an existing one-story portion of the building on the south elevation (facing E. Hill Avenue), and a four-story stair tower on the west elevation. The additions will be clad with multi-colored metal panels for large sections of the façade, broken up a different vertically-oriented, mono-colored section of metal panels (see Exhibit A for example of metal panels). The east elevation features windows to provide the appearance of an office building, which is required by the zoning regulations. Planning staff considers the east and south elevations as the primary facades since they are oriented toward E. Hill Avenue, and therefore, must have an appearance of an office building. In the future there may be new liner buildings constructed between the storage facility and E. Hill Avenue to visually block the structure, however, at this time it is unknown if anything will be constructed, so the east and south elevations must have an appearance of an office building. If the applicant chose to construct the east addition after the liner buildings were constructed then it would not have to look like an office building because it would not be visible from E. Hill Avenue. The other visible sides of the storage facility, the west and north elevations, will retain the same look of the existing office building.

EFFECT OF THE PROPOSAL ON THE SUBJECT PROPERTY, SURROUNDING PROPERTY AND THE COMMUNITY AS A WHOLE

1. The proposed indoor self-service storage facility will have minimal impact on local utilities or roads.
2. The proposed use as proposed will have little negative impact or no impact on the nearby commercial and residential uses. Self-storage facilities typically have a much lower traffic volume than other uses that are permissible in the C-2 zone.
3. The portion of the parking lot that is not associated with the storage facility, located along the E. Hill Avenue frontage, can be redeveloped for a new use that conforms with the DK-B zone district.

CONFORMITY OF THE PROPOSAL TO CRITERIA ESTABLISHED BY THE KNOXVILLE ZONING ORDINANCE

1. The proposal meets all requirements of the C-2 zoning as well as the general criteria for approval of a use on review.
2. The proposed development is consistent with the general standards for uses permitted on review: The proposed development is consistent with the adopted plans and policies of the One Year Plan and Sector Plan. The use is in harmony with the general purpose and intent of the Zoning Ordinance. The use is compatible with the character of the neighborhood where it is proposed. The use will not significantly injure the value of adjacent property. The use will not draw additional traffic through residential areas since the project is located on an arterial street. No surrounding land uses will pose a hazard or create an unsuitable environment for the proposed use.

CONFORMITY OF THE PROPOSAL TO ADOPTED PLANS

1. The One Year Plan and Central City Sector Plan identify this property for MU-RC (Regional Mixed Use Center) uses. The proposed development is consistent with the recommended uses of the One Year Plan and Sector Plan.
2. This proposal does not present any apparent conflicts with any other adopted plans.

ESTIMATED TRAFFIC IMPACT: 177 (average daily vehicle trips)

Average Daily Vehicle Trips are computed using national average trip rates reported in the latest edition of "Trip Generation," published by the Institute of Transportation Engineers. Average Daily Vehicle Trips represent the total number of trips that a particular land use can be expected to generate during a 24-hour day (Monday through Friday), with a "trip" counted each time a vehicle enters or exits a proposed development.

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. Appellants have 15 days to appeal a Planning Commission decision in the City.