

## **USE ON REVIEW REPORT**

► FILE #: 2-A-20-UR AGENDA ITEM #: 22

POSTPONEMENT(S): 2/13/2020 **AGENDA DATE: 3/12/2020** 

► APPLICANT: SPACE MART DEVELOPMENT COMPANY, LP

OWNER(S): The Bakery Building, LLC

TAX ID NUMBER: 95 I C 00401 & 00403 <u>View map on KGIS</u>

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 payment

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 5 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).

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- 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. Platting the lot for the self-storage use so the facility is compliant with the zoning regulations and this Use on Review approval.

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

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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 where 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.

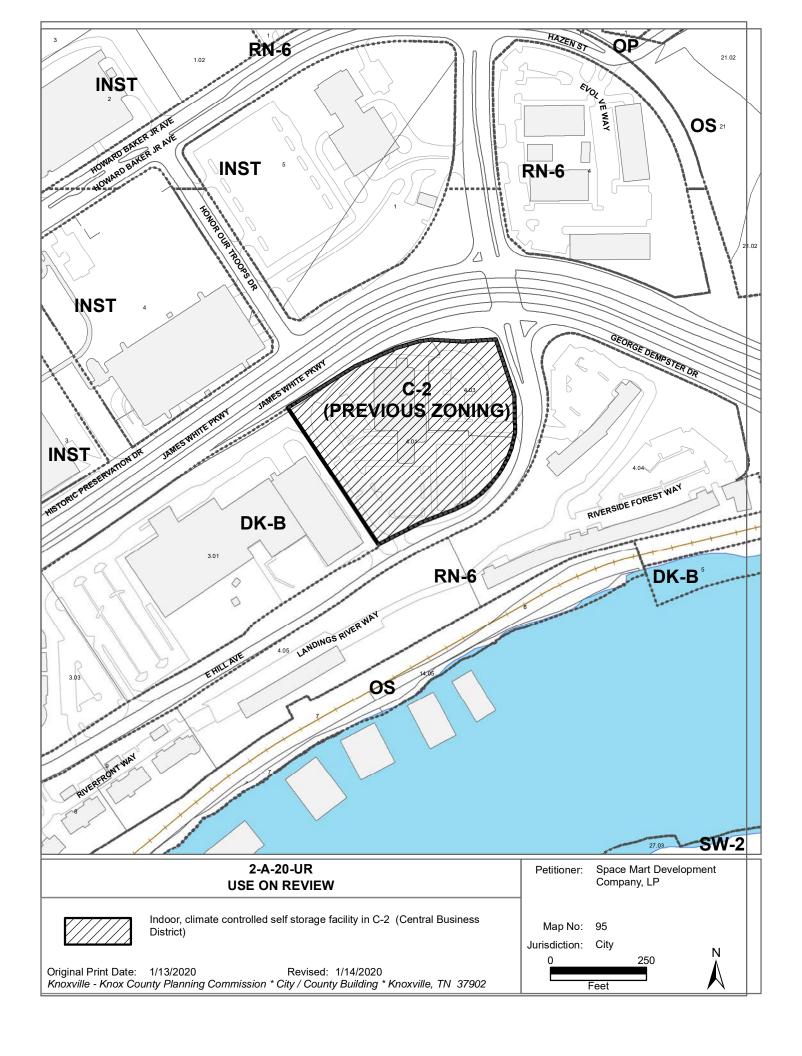
#### ESTIMATED TRAFFIC IMPACT: 177 (average daily vehicle trips)

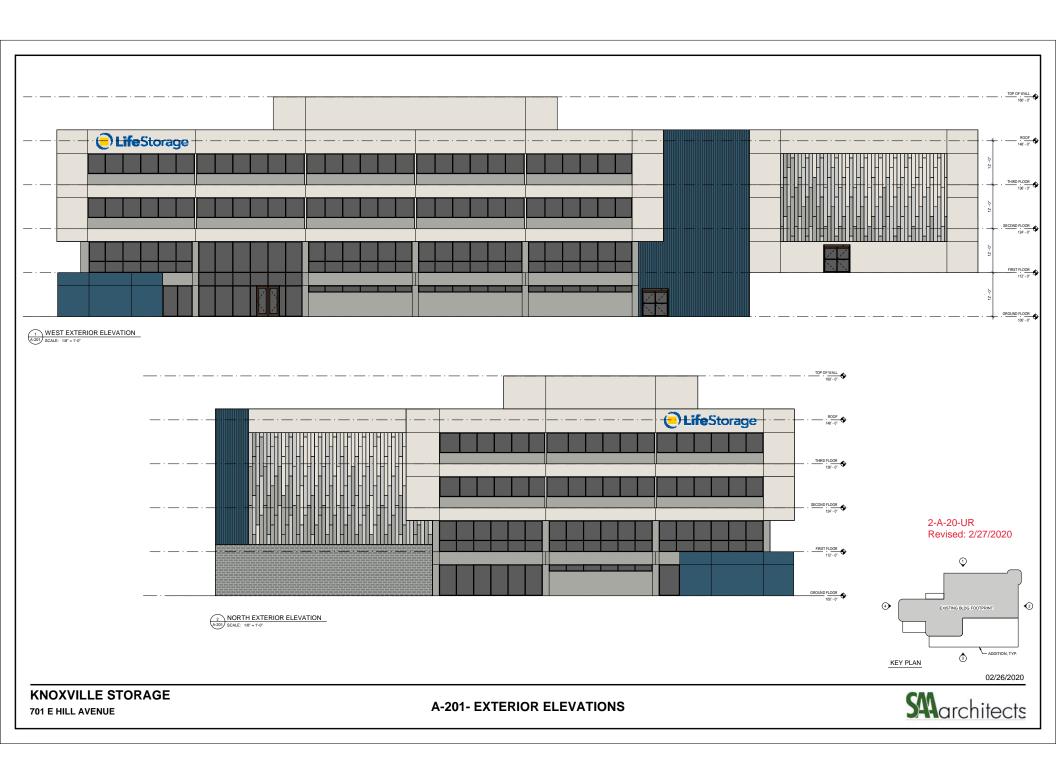
Average Daily Vehicle Trips are computed using national average trip rates reported in the latest edition of "Trip Generation," published by the Institute of Transportation Engineers. Average Daily Vehicle Trips represent the total number of trips that a particular land use can be expected to generate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

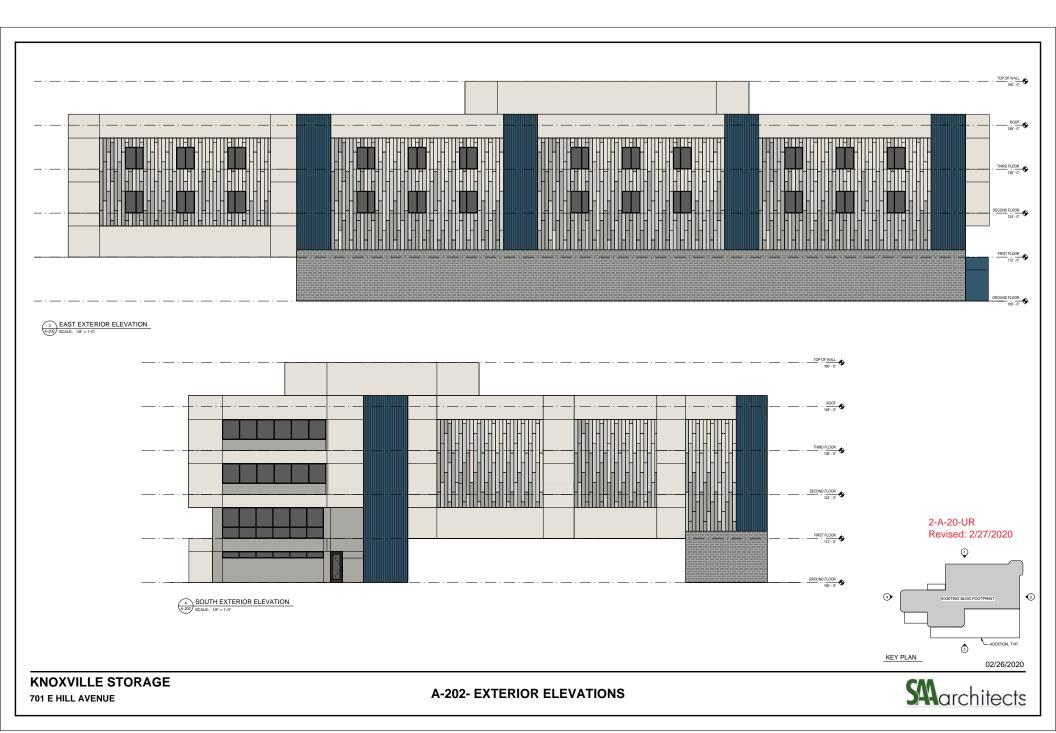
#### ESTIMATED STUDENT YIELD: Not applicable.

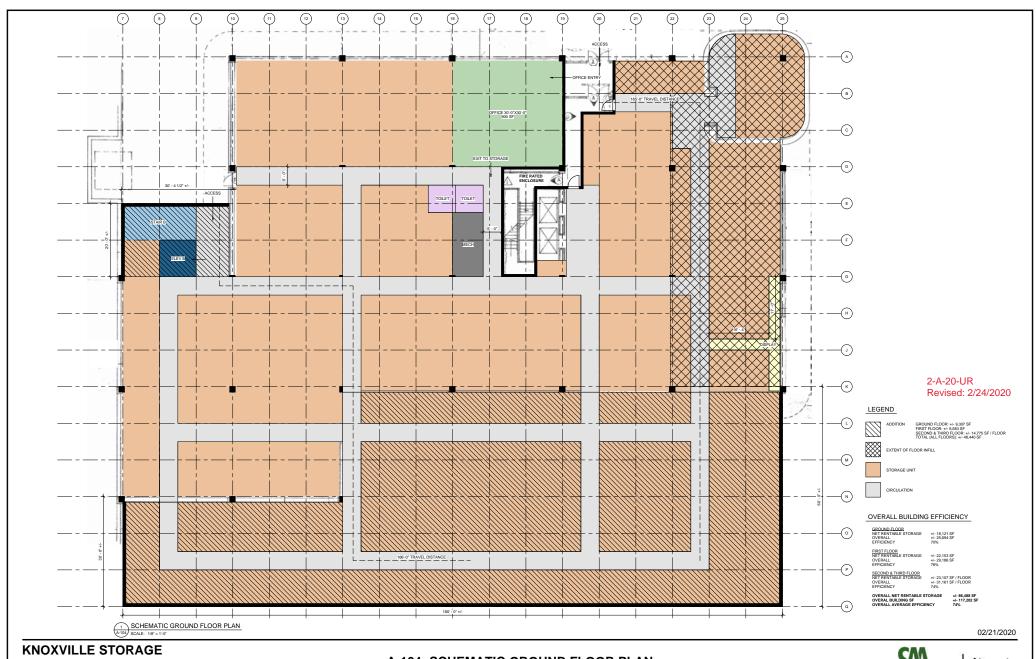
The Planning Commission's approval or denial of this request is final, unless the action is appealed to the Knoxville City Council. The date of the Knoxville City Council hearing will depend on when the appeal application is filed. Appellants have 15 days to appeal a Planning Commission decision in the City.

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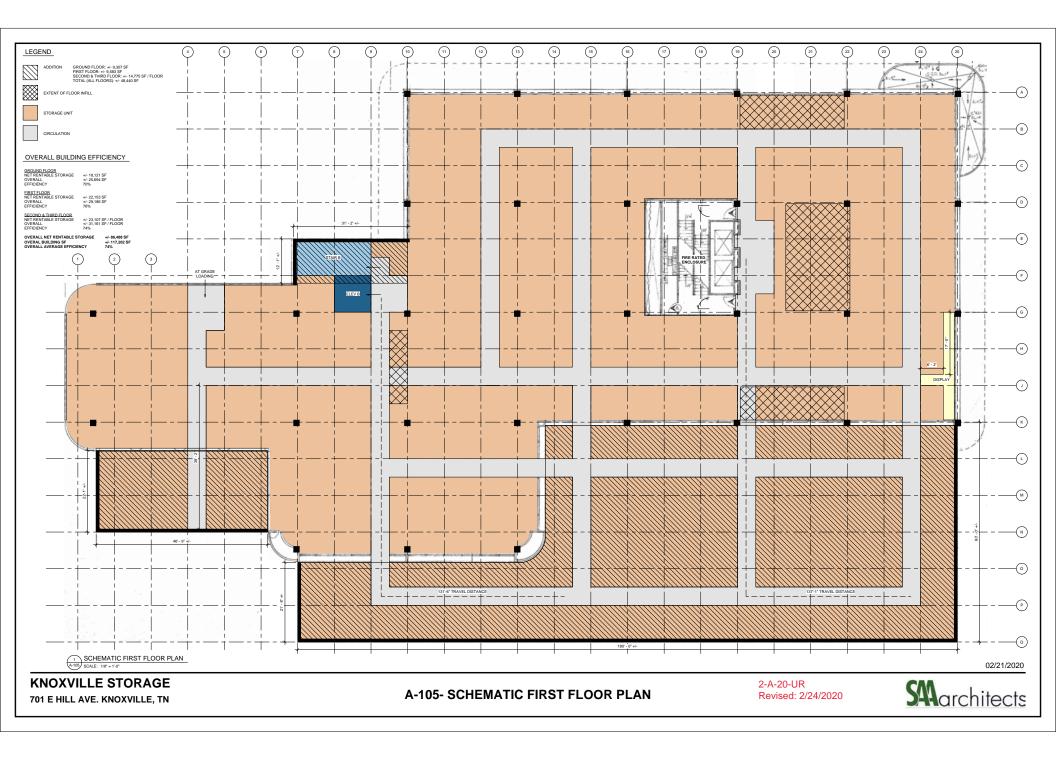


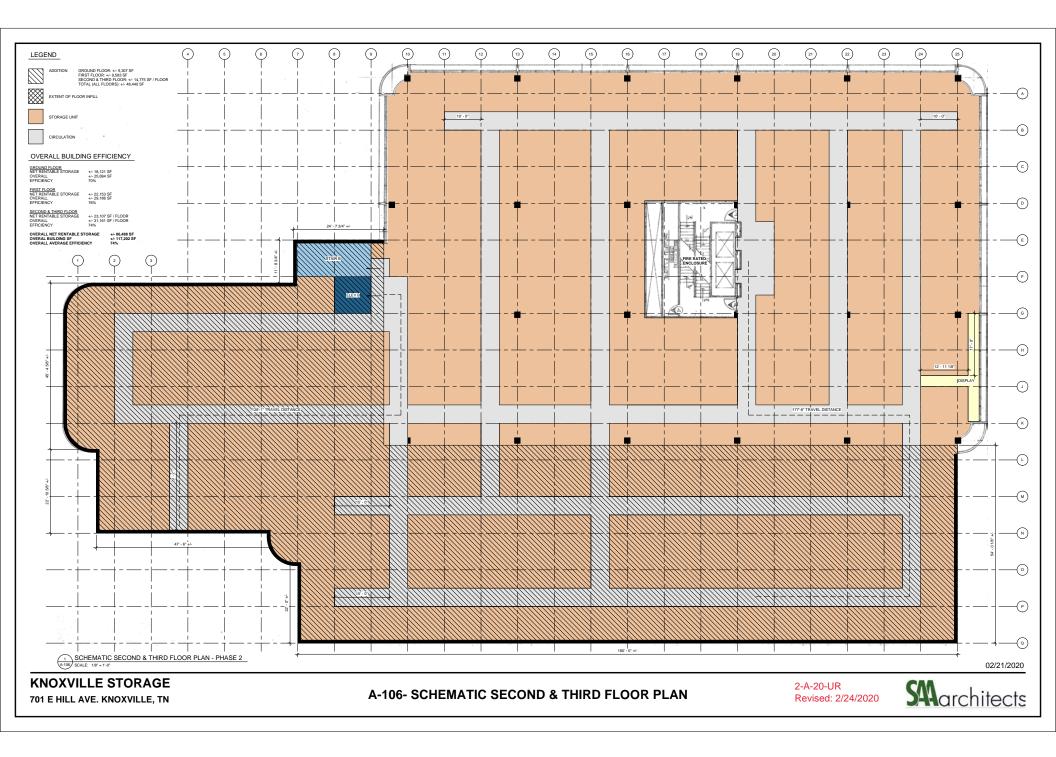


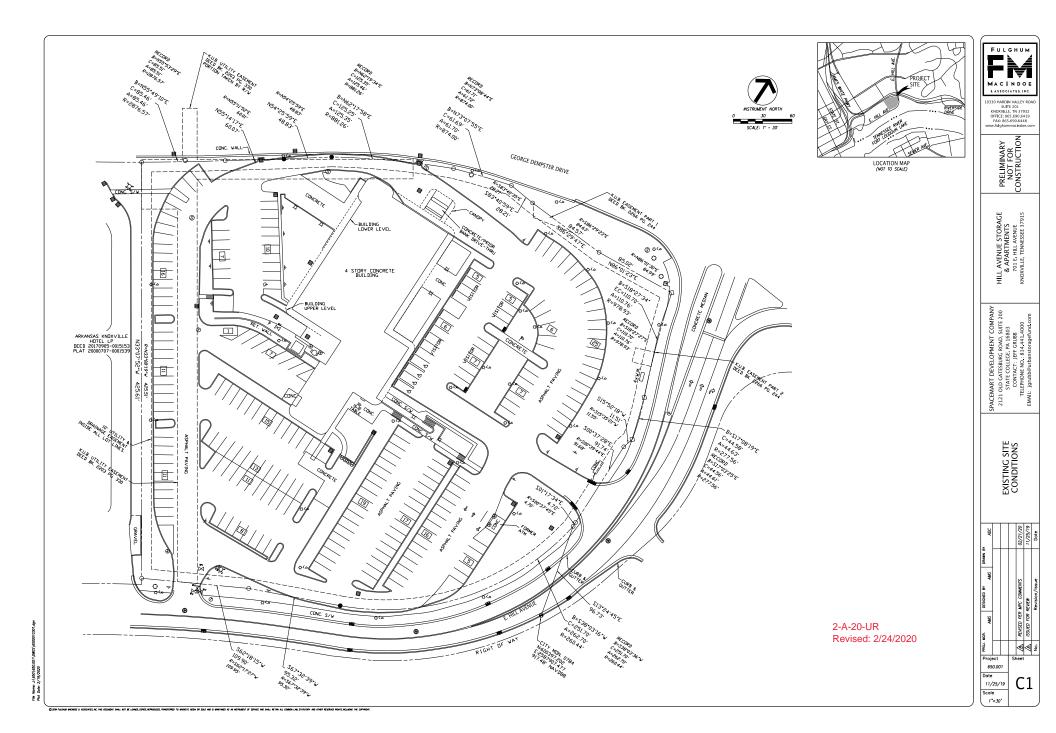
701 E HILL AVE. KNOXVILLE, TN

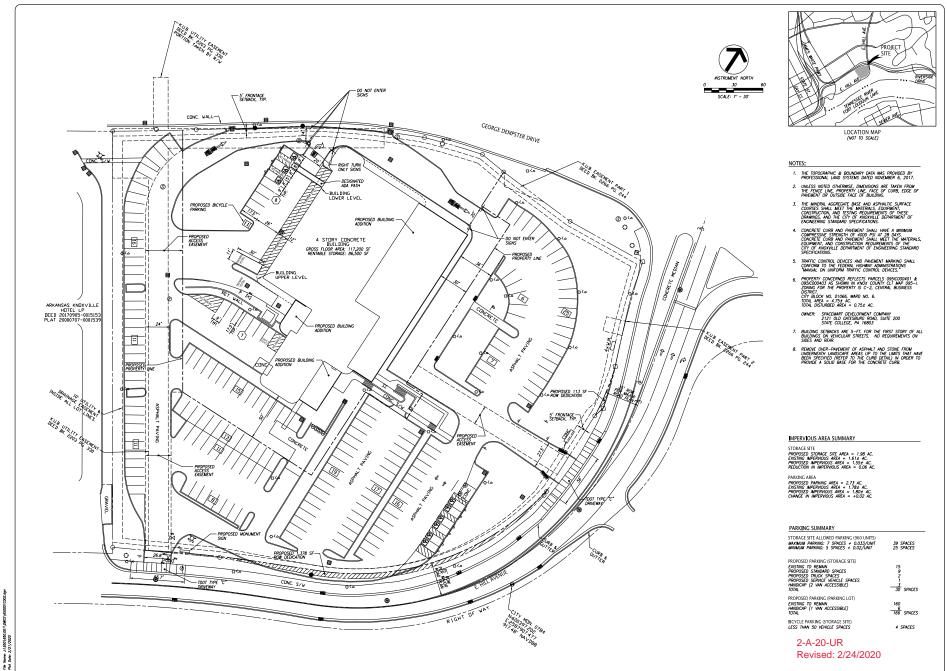
A-104- SCHEMATIC GROUND FLOOR PLAN











FULGHUM

MACINDO

LASSOCIATES, INC.

10330 HARDIN VALLEY ROAD SUITE 201 KNOXVILLE, TN 37932 OFFICE: 865.690.6419 FAX: 865.690.6448 www.fulghummacindoe.com

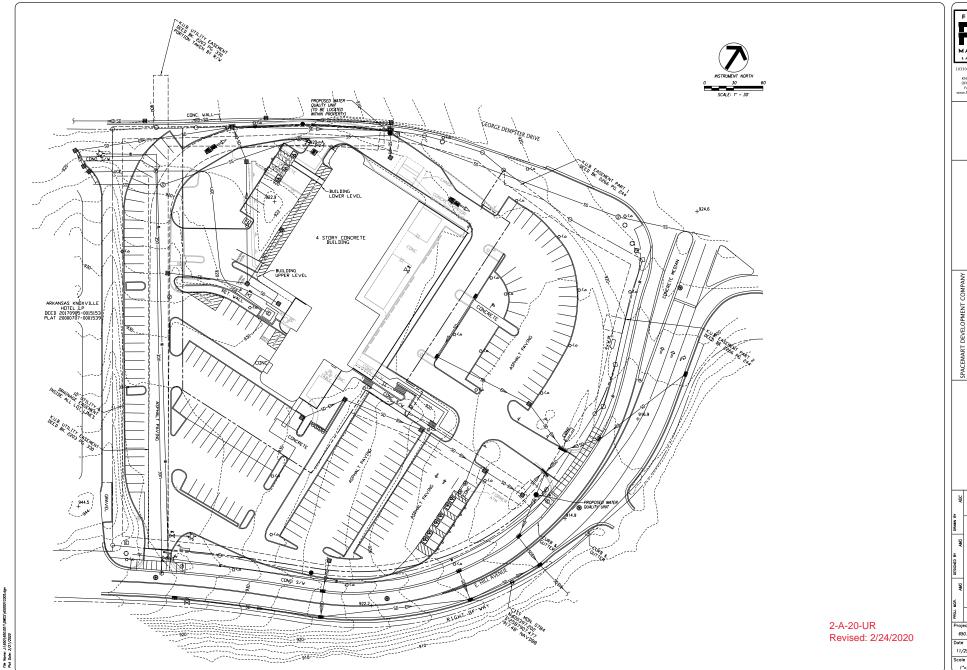
> PRELIMINARY NOT FOR CONSTRUCTION

HILL AVENUE STORAGE & APARTMENTS 701 E. HILL AVENUE KNOXVILLE, TENNESSEE 37915

SPACEMART DEVELOPMENT COMPANY
2121 OLD CATESSURE ROADS, SUITE 200
212 TATE COLLEGE, PA 18693
CONTACT, JEFF GRUBB
TELEPHOR NO. 384,4414,000
EMAIL: JURDBBUTDANSON-BENDANCONSE

USE ON REVIEW SITE PLAN

Scale 1"=30"



FULGHUM

MACINDOE

ASSOCIATES.INC.

10330 MARDIN VALLEY ROAD

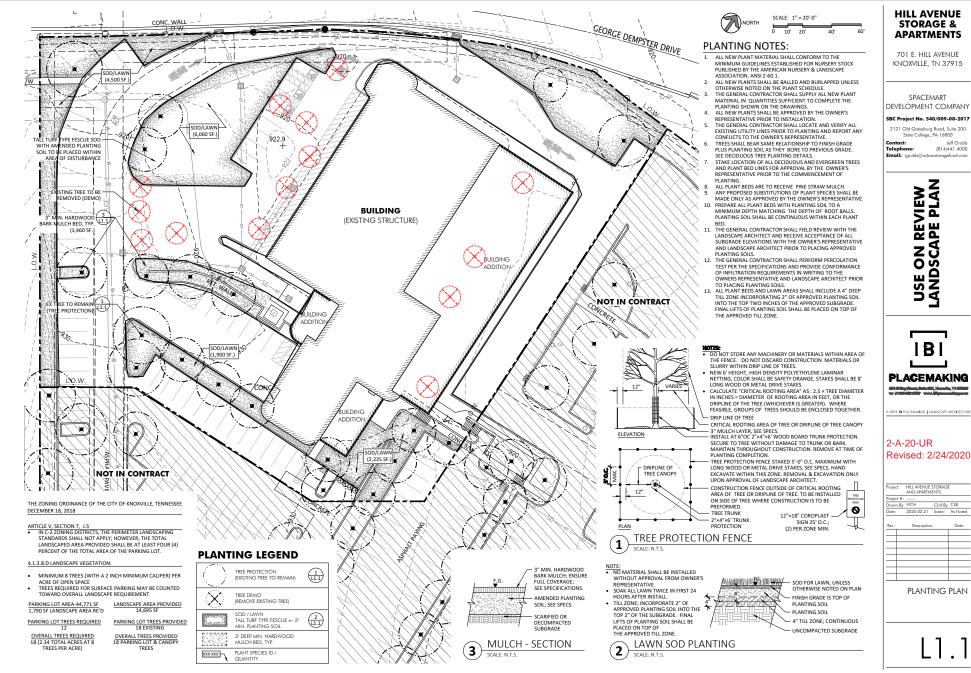
10330 HARDIN VALLEY ROAD SUITE 201 KNOXVILLE, TN 37932 OFFICE: 865.690.6419 FAX: 865.690.6448 www.fulghummacindoe.com

> PRELIMINARY NOT FOR CONSTRUCTION

HILL AVENUE STORAGE & APARTMENTS 701 E. HILL AVENUE KNOXVILLE, TENNESSEE 37915

SPACEMART DEVELOPMENT COMPANY
212 OLD CATESBURG FOOD, SUITE 200
STATE COLLEGE PA 16803
CONTACT, JEFE GRUBG
TELEPHONE NO. S14.441.4000
EMAIL. JOUDDS-UNDARSONSBEIGHG COM

CONCEPT PLAN EXISTING & PROPOSED



### STORAGE & **APARTMENTS**

KNOXVILLE, TN 37915

DEVELOPMENT COMPANY

SBC Project No. 540/009-08-2017

2121 Old Gatesburg Road, Suite 200

State College, PA 16803

(814)441.4000

PLAN USE ON REVIEW LANDSCAPE PLAI

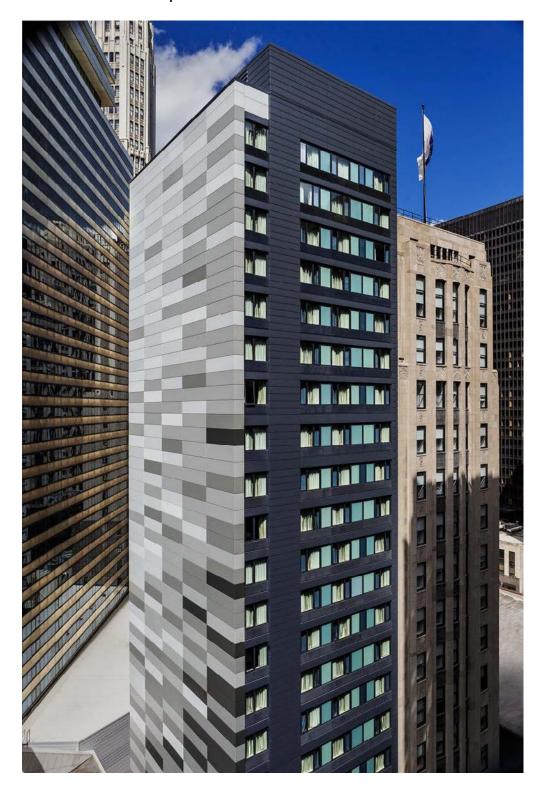


ject:	HILL AVENUE STORAGE AND APARTMENTS		
ject #:			
ıwn By:	WCH	Ck'd By:	CLB
te:	2020.02.21	Scale:	As Noted
v:	Description		Date:

PLANTING PLAN

### **EXAMPLE OF PROPOSED METAL SIDING**

### 6. CUSTOM METAL COATINGS | SHERWIN-WILLIAMS COIL COATINGS



Metal cladding panels in custom grey shades of protective PVDF coating present a modern look in a classic color palette for a 26-story Hilton Garden Inn in Chicago. The design, by GREC Architects, creates a large-scale mosaic pattern across the 10,000-sf exterior. The panels were coated with Fluropon in five colors: Midnight Blue, Stonewall, Sabre Gray, Sleigh Bells, and







### Dori Caron <a href="mailto:dori.caron@knoxplanning.org">dori.caron@knoxplanning.org</a>

### Fwd: Hill Avenue Storage - File #2-A-20-UR

Mike Reynolds <mike.reynolds@knoxplanning.org>

Fri, Jan 24, 2020 at 12:04 PM

To: Dori Caron <dori.caron@knoxplanning.org>, Sherry Michienzi <sherry.michienzi@knoxplanning.org>, Laura Edmonds <laura.edmonds@knoxplanning.org>

Cc: Amy Brooks <amy.brooks@knoxplanning.org>, Gerald Green <gerald.green@knoxplanning.org>

This is a 30-day automatic postponement request for file # 2-A-20-UR.

Mike Reynolds, AICP Senior Planner 865.215.3827

----- Forwarded message -----

From: Aarron Gray <gray@fulghummacindoe.com>

Date: Fri, Jan 24, 2020 at 11:55 AM

Subject: Hill Avenue Storage - File #2-A-20-UR

To: Mike Reynolds (mike.reynolds@knoxplanning.org) <mike.reynolds@knoxplanning.org>

Cc: Jeff Grubb (jgrubb@urbanstoragefund.com) <jgrubb@urbanstoragefund.com>

Mike,

On behalf of the applicant (copied on this message), we would like to request postponement of the application review for this project (File #2-A-20-UR) for 30 days to the March meeting. We will continue to work with you and other staff to provide the information requested at the review meeting. Please let us know if you have any questions or need any additional information. Thanks.

Aarron M. Gray, P.E.

Fulghum, MacIndoe, & Associates, Inc.

10330 Hardin Valley Road, Suite 201

Knoxville, TN 37932

Direct: 865.251.5071

Main: 865.690.6419

Cell: 865.386.3172

Email: gray@fulghummacindoe.com

www.FulghumMacIndoe.com



### **AUTOMATIC POSTPONEMENTS: 30 DAYS**

File #:	2-A-20-UR	

Meeting Date: \_\_\_ 2-13-2020

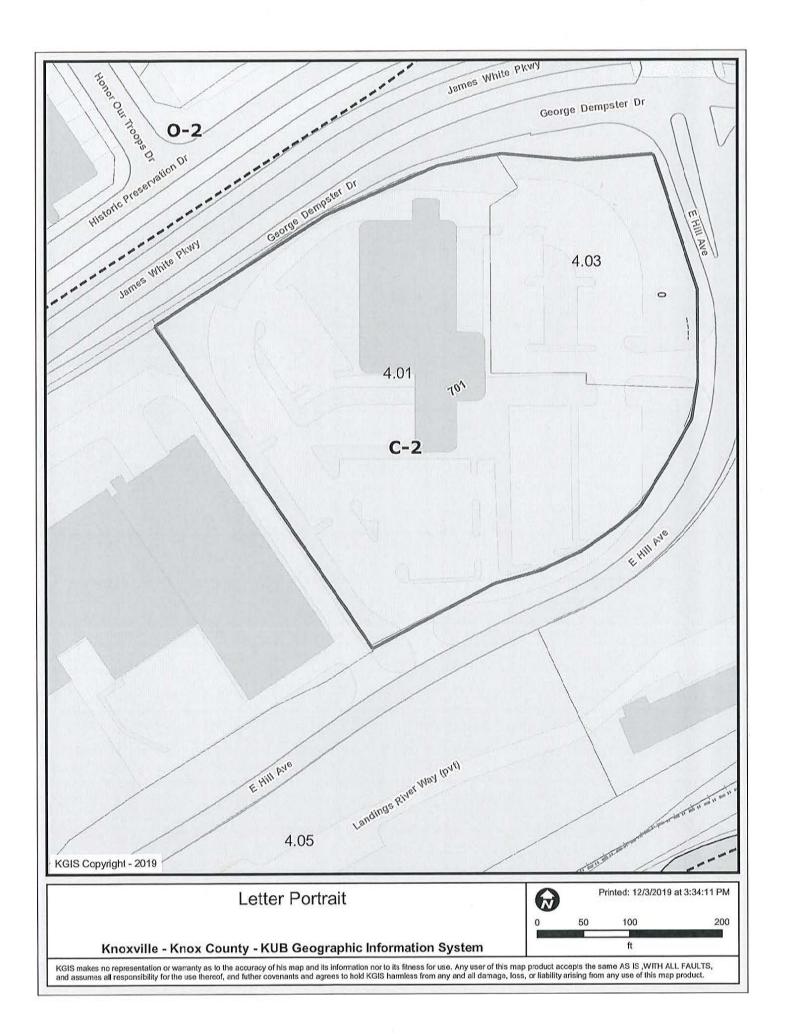


## DEVELOPMENT REQUEST

	DEVELOPMENT	SUBDIV	ISION	ZONING	
Planning KNOXVILLE I KNOX COUNTY	<ul><li>Development Plan</li><li>Planned Development</li><li>Use on Review / S</li></ul>	ment 🗆 Fina	ncept Plan al Plat	<ul><li>☐ Plan Amendmen</li><li>☐ Rezoning</li></ul>	
Space Mart Development Co	ompany, LP				
Applicant Name			Affiliation		
12/3/19	2/13/20		2-1-20	2-A-20-UR	
Date Filed	Meeting Date (if ap	plicable)	File Numb		
CORRESPONDENCE All correspondence related to this Applicant Owner O				ape Architect	
Aarron M. Gray		Fulghum, Macli	ndoe & Associa	ates, Inc.	
Name		Company			
10330 Hardin Valley Road, S	Suite 201	Knoxville	TN	37932	
Address		City	State	Zip	
(865) 690-6419	gray@fulghumr	macindoe.com			
Phone	Email				
CURRENT PROPERTY	INFO				
The Bakery Building, LLC	3928 Ma	aloney Road		(865) 804-4131	
Owner Name (if different)	Owner Ad	dress	(	Owner Phone	
701 E. Hill Avenue	Hill Ave	095IC00	401 & 0095100	00403	
Property Address	The state of the s	Parcel ID			
side Intersection of E. Hill Avenu	e and George Dempster	Drive	4.73		
General Location			Tract Size		
City of Knoxville		C-2			
Jurisdiction (specify district above	City County	Zoning Dis	trict		
Central City	MU-RC		UGB	NA	
Planning Sector	Sector Plan Land Us	se Classification	Growth P	olicy Plan Designation	
Office Building and parking	No	KUB	KU	В	
Existing Land Use	Septic (Y/N)	Sewer Provider	Wat	er Provider	

## **REQUEST**

	2-b					
DEVELOPMENT	☐ Development Plan ■ Use on Review / Special Use	☐ Development Plan ☐ Use on Review / Special Use				
DPIN	Residential Non-Residential					
VELC	☐ Home Occupation (specify):					
DE	Other (specify): Indoor, climate controlled self storage faci	lity				
Z	☐ Proposed Subdivision Name		Unit / Phase Number			
/ISIC	☐ Parcel Change					
SUBDIVISION	☐ Combine Parcels ☐ Divide Parcel Total Number of L	ots Created:				
SU	☐ Other (specify):					
	☐ Attachments / Additional Requirements					
	☐ Zoning Change:					
ING	Plan Amendment Change:  Proposed Plan Designation(s)					
ZONING	AND THE PROPERTY OF THE PROPER					
	☐ Proposed Property Use (specify) Proposed Density	(units/acre) Pre	vious Rezoning Requests			
	☐ Other (specify):					
	PLAT TYPE	FEE 1:	TOTAL:			
Υ.	☐ Staff Review ☐ Planning Commission	8	TOTAL.			
STAFF USE ONLY	ATTACHMENTS	\$1,500 FEE 2:	\$1,500			
USE	☐ Property Owners / Option Holders ☐ Variance Request	766 2.				
1FF I	ADDITIONAL REQUIREMENTS  Design Plan Certification (Final Plat only)					
ST/	■ Use on Review / Special Use (Concept Plan only)	FEE 3:				
	☐ Traffic Impact Study					
	ALITHODIZATIONI .					
	AUTHORIZATION By signing below, I certify I am the property of					
	Aarron M. Gray Digitally signed by Aarron M. Gray Digitally signed by Aarron M. Gray Digitally signed by Aarron M. Gray or Hughum, MacIndoe & Aarron M. Gray Date: 2019.12 02: 10:49:25-05:007		12/2/19			
	Applicant Signature Please Print	19 0	Date			
	(865) 251-5071 gray@fulghumr	nacindoe.com				
1	Phone Number Email		7 1			
	Marc Payne		12/3/19			
1	Staff Signature Please Print		D'ate			





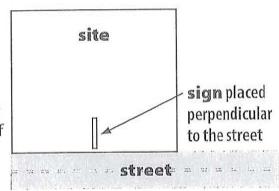
## REQUIRED SIGN POSTING AGREEMENT

For all rezoning, plan amendment, concept plan, use on review, right-of-way closure, and street name change applications, a sign must be posted on the subject property, consistent with the adopted Administrative Rules and Procedures.

At the time of application, staff will provide a sign(s) to post on the property as part of the application process. If the sign(s) go missing for any reason and need to be replaced, then the applicant will be responsible for picking up a new sign(s) from the Planning offices. The applicant will be charged a fee of \$10 for each replacement sign.

### LOCATION AND VISIBILITY

The sign must be posted in a location that is clearly visible from vehicles traveling in either direction on the nearest adjacent/frontage street. If the property has more than one street frontage, then 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 15 days before 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 15 days before the next Planning Commission meeting.

I hereby agree to post and remove the sign(s) consistent with the above guidelines and be	provided on the subject property etween the dates of:
(15 days before the Planning Commission meeting)	2 21
Signature:	
Printed Name: AARRON M. GRAY	
Phone: 865-2-51-507/ Email:	gray @ fulghumascindoe. con
Date: 12/3/19	2
File Number: 2-A-20-0R	