

SPECIAL USE REPORT

► FILE #: 9-B-21-SU AGENDA ITEM #: 26

AGENDA DATE: 9/9/2021

► APPLICANT: WES CARRUTHERS

OWNER(S): Downey Oil Company

TAX ID NUMBER: 70 L C 001 View map on KGIS

JURISDICTION: City Council District 6
STREET ADDRESS: 4315 Rutledge Pk.

► LOCATION: West side of Rutledge Pike, south of Timothy Avenue

► APPX. SIZE OF TRACT: 1.38 acres

SECTOR PLAN: East City

GROWTH POLICY PLAN: N/A

ACCESSIBILITY: Access is via Rutledge Pike, a major arterial with a four lane divided median

section within a right-of-way of varying width.

UTILITIES: Water Source: Knoxville Utilities Board

Sewer Source: Knoxville Utilities Board

WATERSHED: Love Creek

ZONING: C-G-1 (General Commercial) & HP (Hillside Protection)

► EXISTING LAND USE: Convenience store with fuel pumps

PROPOSED USE: Drive-Through Facility for an Eating and Drinking Establishment

HISTORY OF ZONING: The property was rezoned from C-N to C-G-1 in June 2021 (6-D-21-RZ).

SURROUNDING LAND USE AND ZONING:

SE AND ZONING: HD (Hills

North: Commercial and vacant land -- C-G-1 (General Commercial) and

HP (Hillside Protection)

Commercial)

South: Closed right-of-way and vacant land -- OS (Parks and Open Space)

and HP (Hillside Protection)

East: Rutledge Pike right-of-way and vacant land -- C-G-2 (General

Commercial)

West: Vacant land -- OS (Parks and Open Space) and HP (Hillside

Protection)

NEIGHBORHOOD CONTEXT: The property is in the southwest quadrant of the I-40 and Rutledge Pike

interchange. The surrounding development includes a mix of commercial

uses and vacant land owned by the City of Knoxville.

STAFF RECOMMENDATION:

► Approve the request for a drive-through facility for a restaurant with approximately 1,800 sqft of floor area that is attached to a new convenience store with fuel pumps, subject to 11 conditions.

1. Meeting the requirements of the principal use standards for drive-through facilities (Article 9.3.F) and gas

stations (Article 9.3.0) of the City of Knoxville Zoning Ordinance.

- 2. Meeting the requirements of Article 13 (Signs) of the City of Knoxville Zoning Ordinance.
- 3. Meeting the requirements of Article 11 (Off-Street Parking) of the City of Knoxville Zoning Ordinance, including but not limited to providing an accessible route from the main entrance to the public right-of-way and providing terminal islands at the end of parking rows.
- 4. Installation of landscaping per the requirements of Article 12 (Landscaping) of the City of Knoxville Zoning Ordinance, including but not limited to the required perimeter landscape yard along the Rutledge Pike frontage (Section 12.5), interior parking lot landscaping (Section 12.6), and site landscaping (Section 12.7).
- 5. Implementation of the recommended improvements outlined in the Transportation Impact Study prepared by Cannon & Cannon, Inc. as revised on August 18, 2021, and as required by the City of Knoxville Department of Engineering and Tennessee Department of Transportation (TDOT). The design details and timing of the installation of the improvements shall be worked out with the City of Knoxville Department of Engineering and TDOT during permitting (see Exhibit B).
- 6. Acquiring the excess right-of-way south of the property from the Tennessee Department of Transportation where the full access driveway and "future parking area" are located.
- 7. The "future parking area" shown on the south side of the property may be reviewed and approved by Planning Commission staff and the City of Knoxville Department of Engineering to confirm compliance with the zoning standards. The future parking area was not reviewed as part of this submittal because of the lack of detailed information.
- 8. Meeting all applicable requirements of the City of Knoxville Department of Plans Review and Inspections.
- 9. Meeting all applicable requirements of the City of Knoxville Department of Engineering.
- 10. Meeting all applicable requirements of the Tennessee Department of Transportation.
- 11. Meeting all applicable requirements of the City of Knoxville Zoning Ordinance.

With the conditions noted above, this request meets the requirements of the C-G-1 zone, the principal use standards for drive-through facilities, and the criteria for approval of a special use.

COMMENTS:

SUMMARY OF PROPOSAL

This proposal is for the replacement of the existing convenience store with fuel pumps and a car wash with a new convenience store with fuel pumps and a restaurant with a drive-through facility. The convenience store structure will be increased in size from approximately 800 sqft to 5,000 sqft, however, this includes the 1,800 sqft restaurant and shared facilities like restrooms. The number of fuel pump islands will remain unchanged. The building will be centrally located on the site and the drive-through facility will wrap around the rear of the building with the menu board to the rear and the payment and service windows on the left (south) side of the building. The adjacent properties to the rear include commercial businesses and vacant land that is owned by the City of Knoxville.

PRINCIPAL USE STANDARDS

The drive-through facility must meet the principal use standards of Article 9.3.F. and the gas station must meet the principal use standards of Article 9.3.O. The drive-through standards include the location of the drive-throughs, the number of stacking spaces, the width of the drive-through lane, and screening standards when adjacent to residential. There is also a standard that "all drive-through lanes must be located and designed to ensure that they do not adversely affect traffic circulation on the adjoining street." The gas station standards include setbacks for the gasoline pump islands and canopy. The proposed facility meets the principal use standards.

SITE PLAN

To accommodate the expanded retail and new restaurant structure and the drive-through facility, previously closed right-of-way that surrounds the property is being incorporated into the lot and the property owner is in discussions with TDOT to acquire excess right-of-way where the proposed full access driveway is proposed and "future parking area" is shown on the plan. A retaining wall will be constructed around the property that has a maximum height of approximately 22-ft. There are two commercial structures on the adjacent property to the north that are constructed close to the shared lot line. The retaining wall behind these structures will be 16-18 feet tall.

The parking lot has a proposed 6-ft setback from the Rutledge Pike right-of-way line, however, the minimum setback is 10-ft since the vehicular use area on the property is greater than 20,000 sqft. Terminal islands with 1 tree are also required at the end of each parking row. Landscaping must also be provided along 60 percent of the front building foundation. The drive aisle between the gas pumps and the parking in front of the building is larger than the minimum requirement. The additional area for the landscaping may be accommodated by reducing the width of the oversized drive aisle.

ACCESS AND ROAD IMPROVEMENTS

The applicant is proposing two driveway access points to Rutledge Pike, a full access on the south side of the property and a right-in/right-out access on the north side. The full access point requires the modification of the Rutledge Pike median island to install a left-turn lane at the existing intersection with McCalla Avenue. The existing white channelization line between the northbound ramps of Magnolia Avenue and Asheville Highway will be extended up to the beginning of the proposed left-turn lane to discourage drivers from making inappropriate maneuvers from the Asheville Highway ramp to the proposed left-turn lane. The design right-in/right-out access needs to be modified to meet the requirements of City Engineering and TDOT which have requested that a raised concrete channelized island be installed. The design of this access will be determined during permitting.

The N. Broadway driveway is located as proposed because of the on-site vehicular circulation needed for the drive-through facility and the Tennessee Department of Transportation (TDOT) requirement that the driveway is setback from the side lot lines a minimum of 20 feet. The City of Knoxville zoning ordinance requires the driveway on this property to have a minimum corner clearance of 150 feet from Highland Drive. The proposed corner clearance is approximately 130 feet which will require a variance from the Board of Zoning Appeals.

The C-G-2 zone has a build-to zone of 0 – 20 feet and a build-to percentage of 50 percent, which means at least 50 percent of the building width must be located within 20 feet of the front property line. Because the proposed building is so small and narrow, essentially the entire building needs to be located within the build-to zone. Since the proposed coffee shop is reliant solely on the drive-through facility for sales and the exit lane must wrap around the front of the building, the building must be moved further back on the property to allow enough room for the vehicles to properly maneuver before exiting the site. The proposed building setback is approximately 48 feet from the front property line and will require a variance from the Board of Zoning Appeals. A potential solution is to create two separate one-way accesses to N. Broadway for entering and exiting vehicles. This would allow the building to move forward on the site to meet the build-to zone requirements but the two driveways would not meet TDOT's driveway separation standards.

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

- 1) THE USE IS CONSISTENT WITH ADOPTED PLANS AND POLICIES, INCLUDING THE GENERAL PLAN AND THE ONE-YEAR PLAN.
- A. The subject property is located in the MU-EC-2 (Magnolia Avenue) mixed use special district in the One Year Plan and East City Sector Plan. This district allows consideration of MDR (medium density residential), O (Office), and GC (General Commercial) uses. The property was recently rezoned from C-N (Neighborhood Commercial) to C-G-1 (General Commercial) which is a recommended zone district in the MU-EC-2 district. B. The property is partially located in the HP (Hillside Protection) overlay district, however, it is exempt from those standards since a grading permit had previously been issued for the site and the entire site had been graded to construct the current gas station or as part of road construction.
- 2) THE USE IS IN HARMONY WITH THE GENERAL PURPOSE AND INTENT OF THIS ZONING CODE. A. The C-G (General Commercial) zoning district is intended to provide for a heterogeneous mix of retail, personal service, office, and residential uses within and along Knoxville's commercial nodes and corridors. The C-G District is intended to promote mixed-use development in a pedestrian-oriented environment that recalls the City's traditional business districts, and offers flexibility in the creation of integrated commercial, office and residential spaces. The C-G District is divided into three levels of intensity related to the overall form and design of the development; however, uses are the same across all levels. This zone is intended primarily for indoor commercial uses with limited exceptions per special use approval.
- B. A drive-through facility is typically not considered a pedestrian-oriented use, however, as part of this project, the number of driveway connections to Rutledge Pike will be reduced from 3 to 2 which will help with pedestrian safety.
- 3) 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. There are only two other buildings in the immediate area and they are both one-story commercial structures that front on Timothy Avenue. These structures are also approximately 20-ft lower in elevation than the proposed structure.
- B. There is no consistent architectural character in the vicinity of the subject site.
- 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. The commercial buildings to the north were constructed very close to the shared property line with the subject site. The C-G-1 zone does not have a required rear setback when adjacent to non-residential uses, so

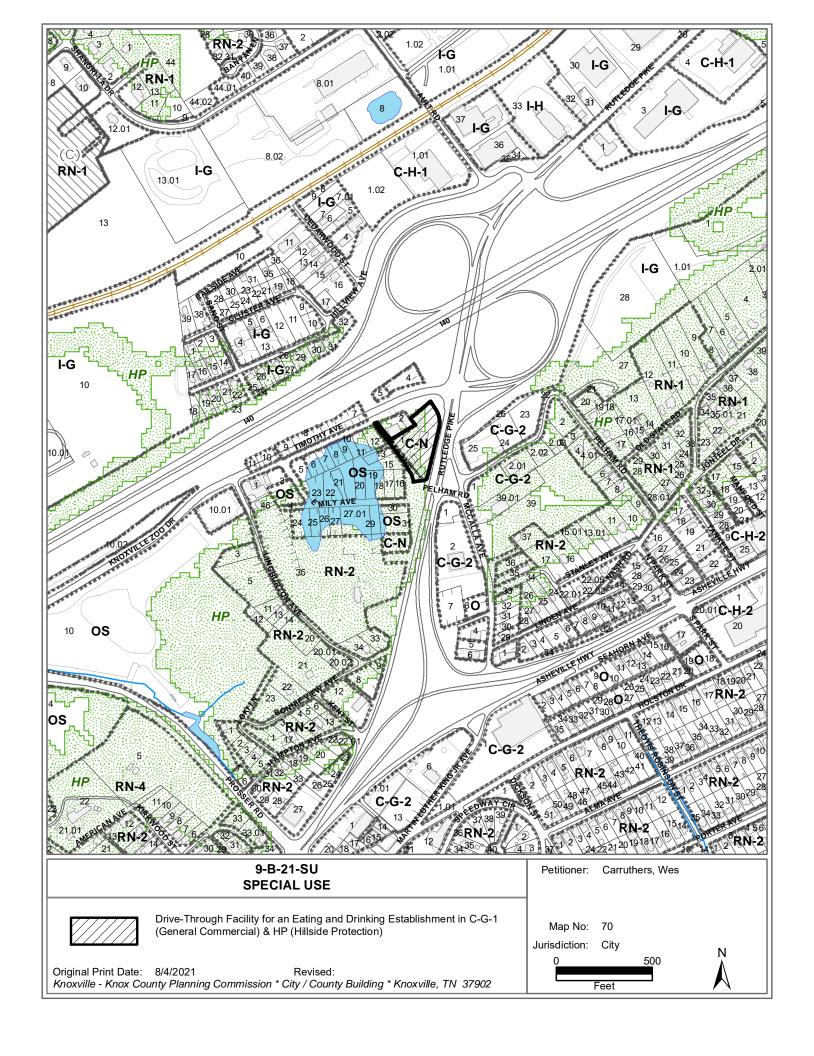
the proximity of the proposed retaining wall to the adjacent structures is permissible as long as all building code and engineering standards are met.

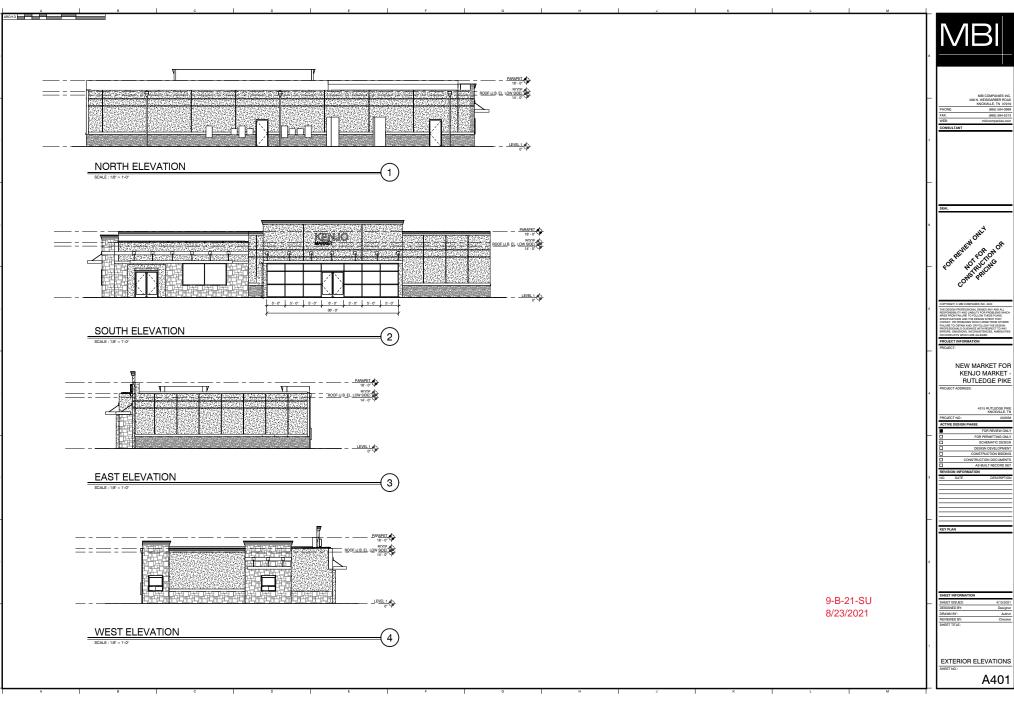
- 5) THE USE IS NOT OF A NATURE OR SO LOCATED AS TO DRAW SUBSTANTIAL ADDITIONAL TRAFFIC THROUGH RESIDENTIAL STREETS.
- A. Additional traffic will not be drawn through residential streets because the property has direct access to a major arterial street.
- 6) THE NATURE OF DEVELOPMENT IN THE SURROUNDING 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. There is a large sinkhole on adjacent properties to the rear of the site but there is no indication that it will impact the subject property.

ESTIMATED TRAFFIC IMPACT: A traffic impact study was prepared by the applicant. The findings of that study were used in formulating the recommendations of this staff report.

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.

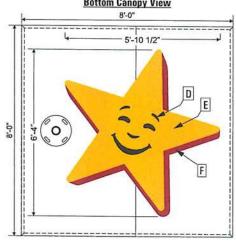




Breakaway Canopy

Stock Code HAR-V2-DTC135-B

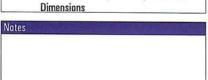


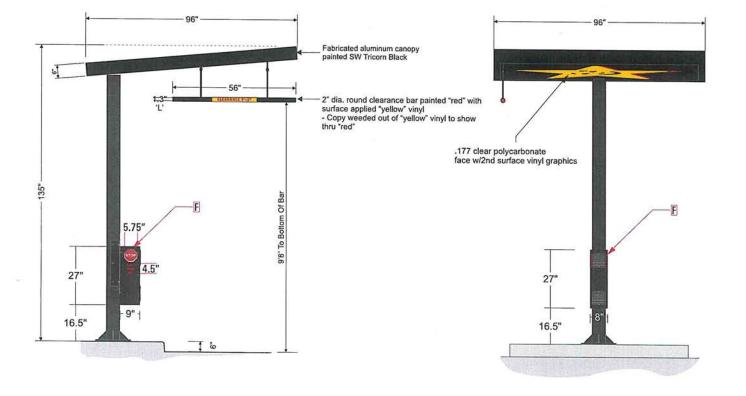


Colors	& Finishes
A	Paint SW Tricorn Black
В	PMS 123C Yellow
C	Paint SW Tricorn Black
D	Opaque Black Vinyl
E	3M #3630-125 Golden Yellow Vinyl
F	3M 3630-73 Red Vinyl

Rev # 1 - MBJ 12-4-19 Changed Canopy Color Rev # 2 - MBJ 12-9-19 Changed Clearance Bar Color Rev # 3 - MBJ 12-10-19 Added New Speaker Box Rev # 4 - LR 1-21-20 updated colors Rev # 5 - MBJ 02-25-20 Updated Speaker Box

9-B-21-SU







Designer: CM	Date: 4/2/20	Option # 1 - CM
Client: Hardee's		
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8/23/2021



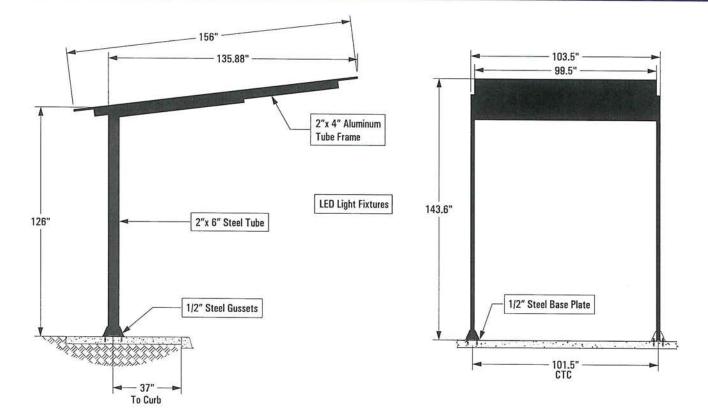






Drive Thru Canopy

Stock Code HAR-V2-DTC126-DP



Rev 1- LR 11-14-19 updated to match eng.	
Rev 2 - JH 12-4-19 Removed callout for Solarspace, updated materials	
Rev 3	
Rev 4	



Designer: CM	Date: 7-22-19	Option # 1 - CM
Client: Hardee's		- Å
File Path: Z/resta	urant/Hardees/	

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9-B-21-SU 8/23/2021



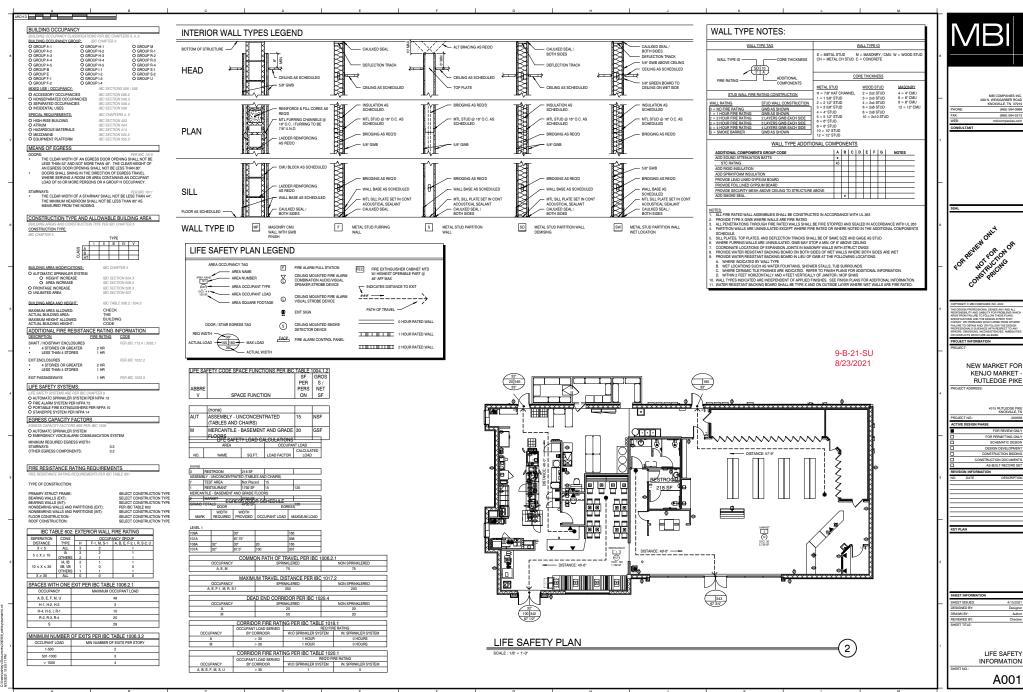


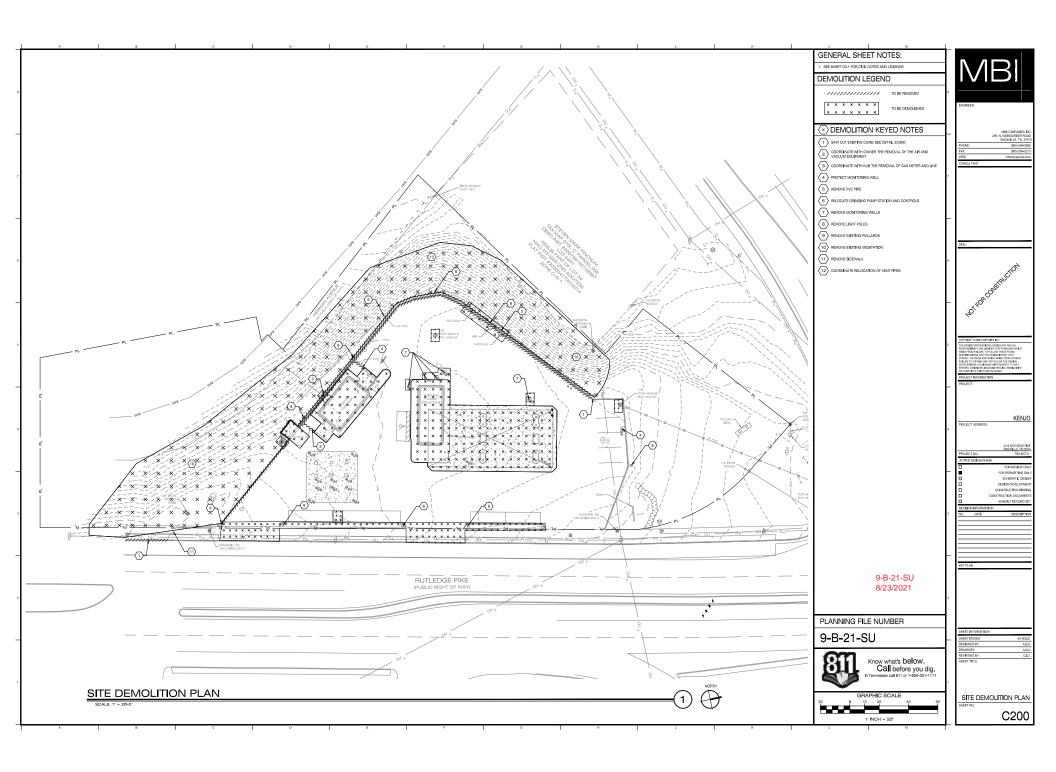


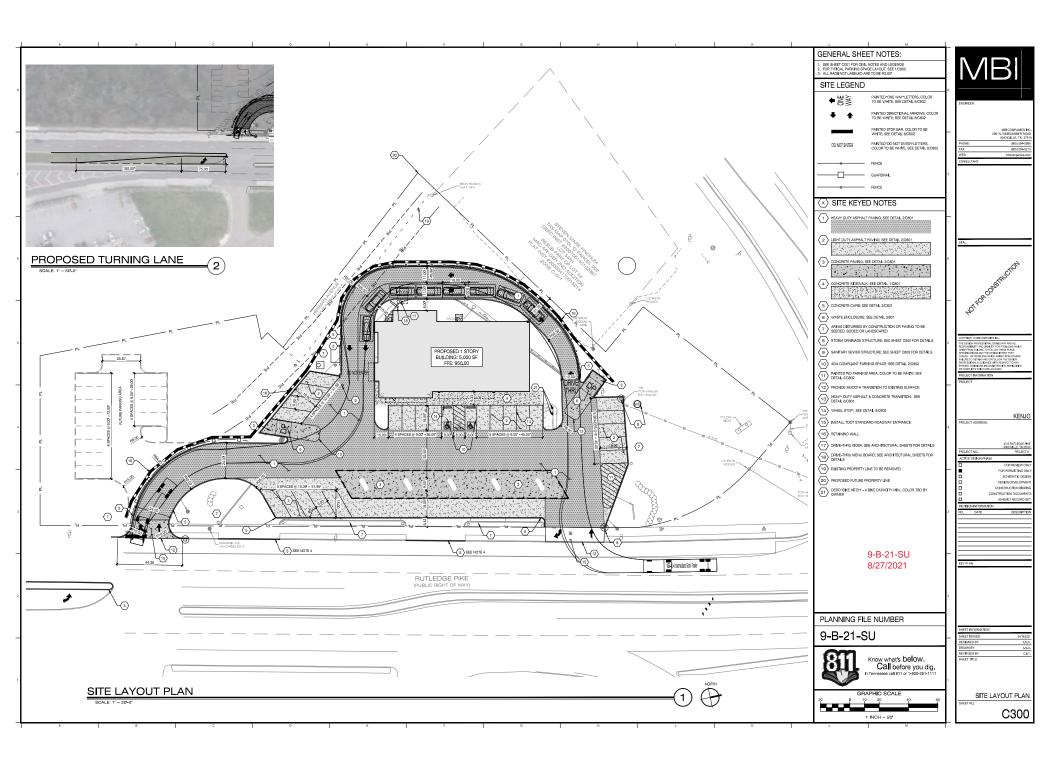
Colors & Finishes

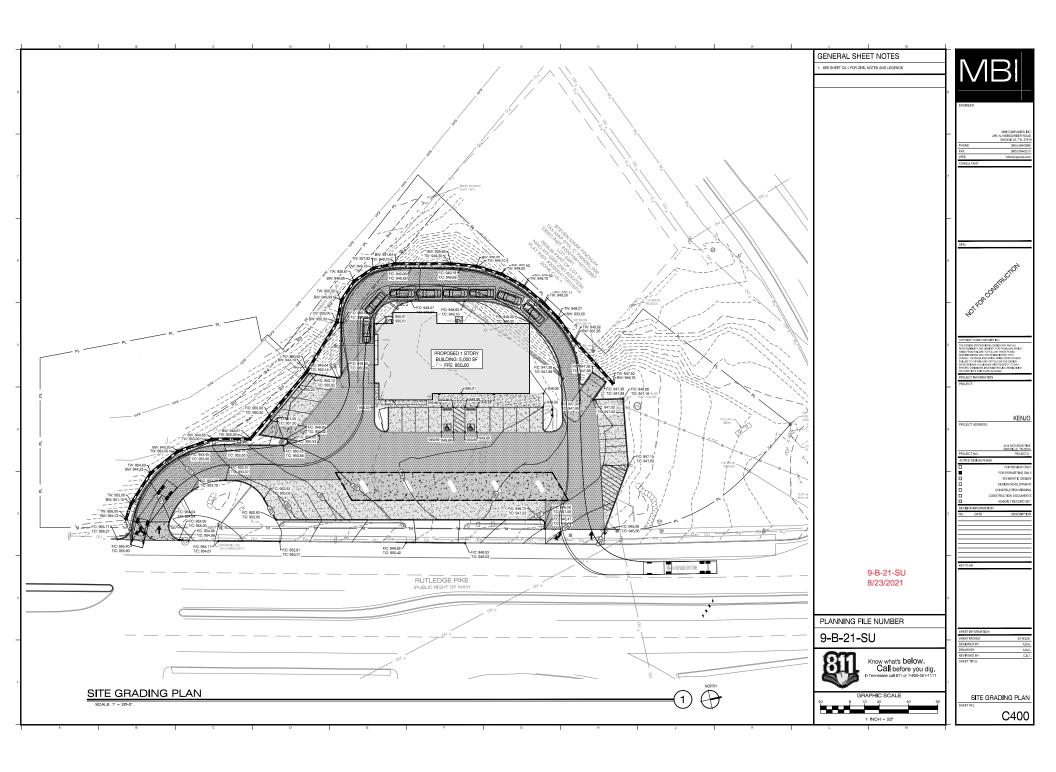
Notes

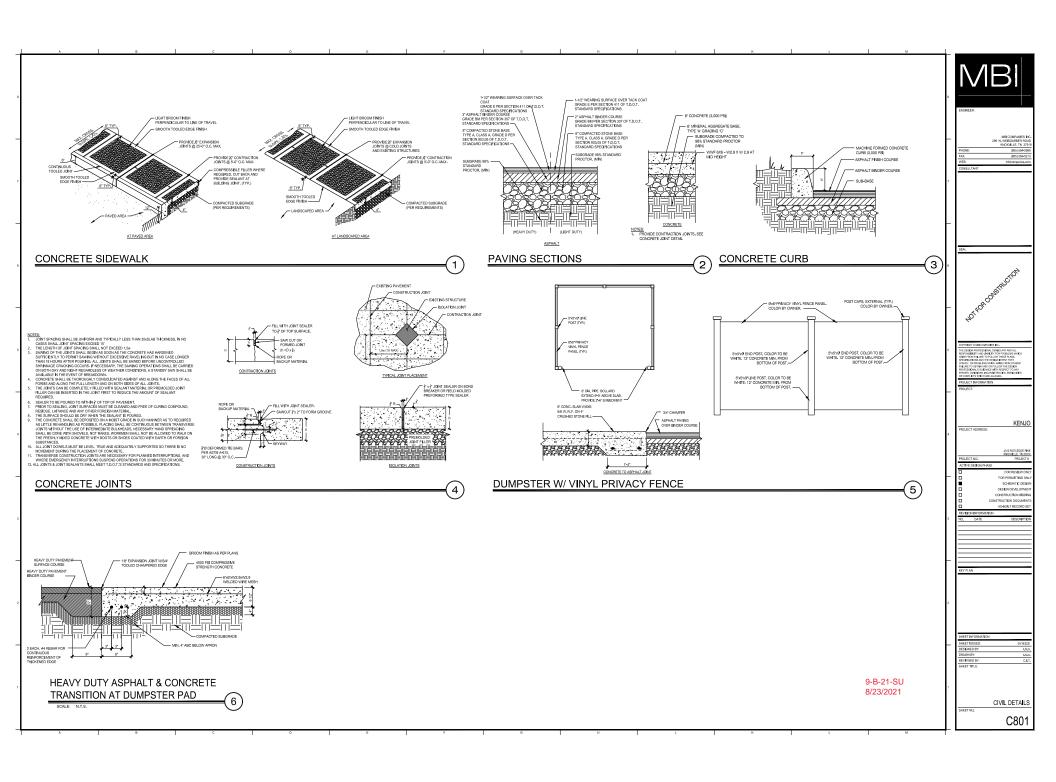
SW Tricorn Black

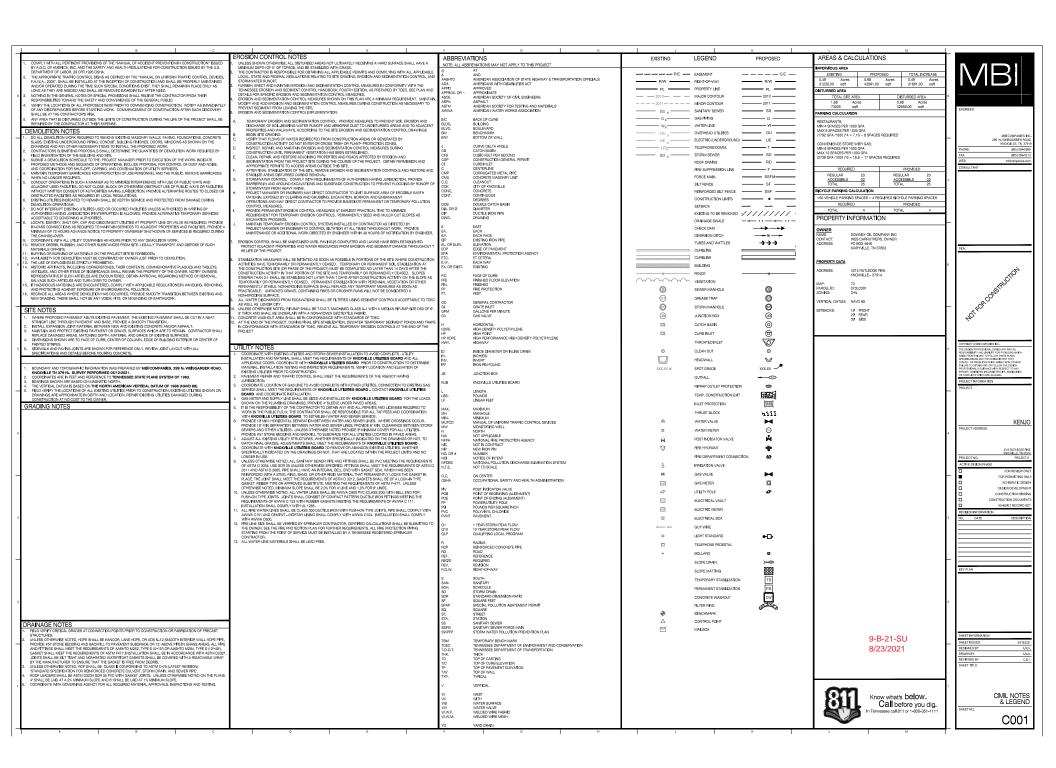














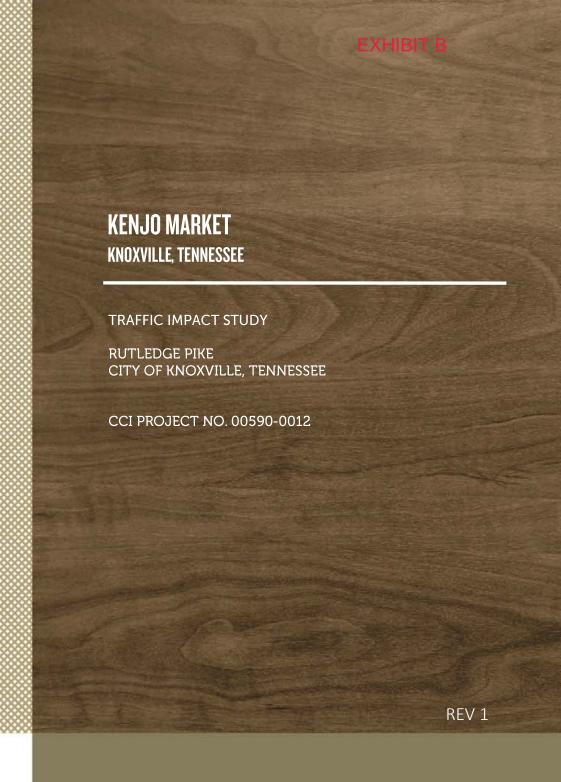
Knoxville, Tennessee



Street View - Feb 2019

Existing gas station with convenience store and car wash.

Image capture: Feb 2019 © 2021 Google



9-B-21-SU Revised: 8/18/2021



PREPARED FOR:

MBI Companies, Inc. 299 North Weisgarber Road Knoxville, TN 37919

SUBMITTED BY:

Cannon & Cannon, Inc. 8550 Kingston Pike Knoxville, TN 37919 865.670.8555

> REVISED AUGUST 18

2021

EXECUTIVE SUMMARY

This report provides a summary of a traffic impact study that was performed for a proposed redevelopment to the Kenjo Market on Rutledge Pike in Knoxville, Tennessee. The project site is located on the west side of Rutledge Pike just south of the I-40 / Rutledge Pike interchange. The development plan for this project proposes a new 5,000 square-foot building with a mixed-use of convenience market with gas pumps (3,100 square feet 8 10 gas pumps) and a drive-through fast food restaurant (1,900 square feet). The proposed development will create a new primary full-movement access and a secondary right-in / right-out onto Rutledge Pike.

The purpose of this study was the evaluation of the traffic operational and safety impacts of the proposed development upon roadways in the vicinity of the project site. Discussion with the City of Knoxville and the Tennessee Department of Transportation staff resulted in two intersections being identified for detailed study. The studied intersections are Rutledge Pike at Primary Site Access / Existing McCalla Avenue / Proposed Rock Pointe Drive and Rutledge Pike at Secondary Site Access. Appropriate intersection evaluations such as capacity analyses, signal warrant analyses, and turn lane warrant evaluations were conducted at the study intersections for existing and future conditions, both with and without site generated traffic, in order to determine the anticipated impacts and to establish recommended measures to mitigate these impacts.

The primary conclusion of this study is that the traffic generated from the proposed development will not have a significant impact on the studied site access intersections at Rutledge Pike. Intersection levels-of-service are expected to be "C" or better exiting the site during peak traffic periods for the primary site access intersection and levels-of-service "A" exiting the site during peak traffic periods for the secondary site access intersection.

The following is a listing of recommendations that were developed to address traffic concerns in the vicinity of the project site:

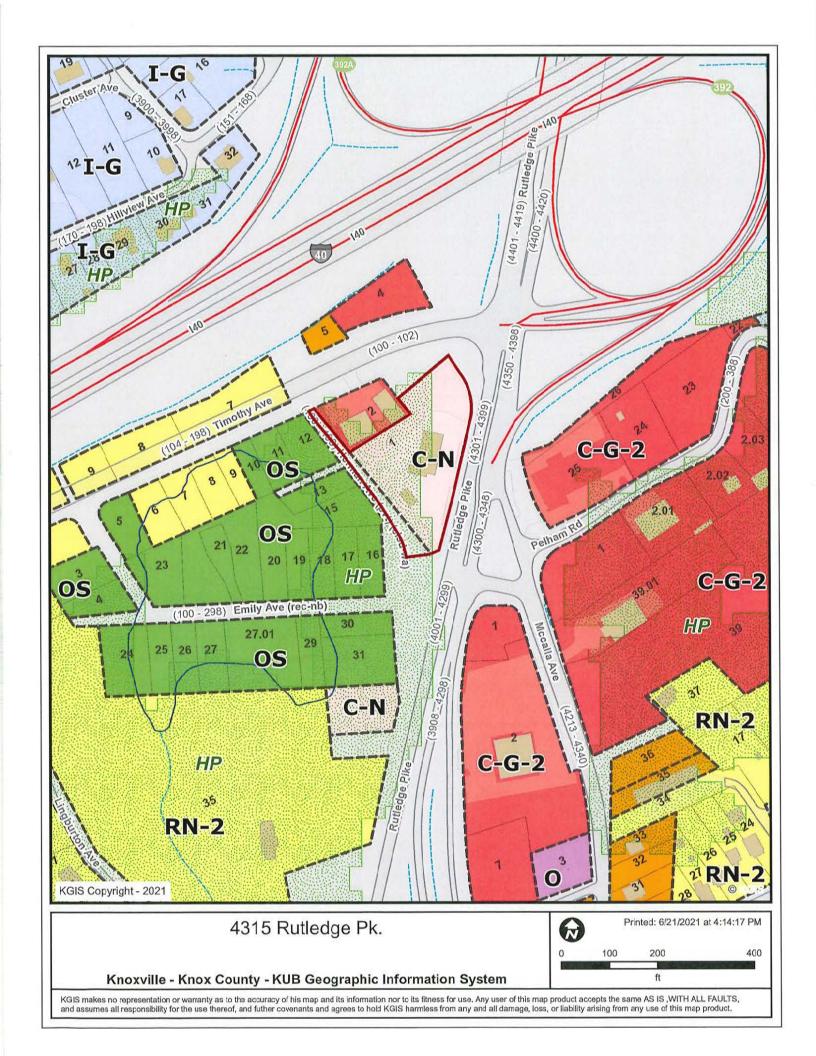
- 1. Rutledge Pike at Primary Access / Existing McCalla Avenue / Proposed Rock Pointe Drive:
 - a. Install fourth leg (Proposed Primary Access) to the existing intersection of McCalla Avenue / Proposed Rock Pointe Drive at Rutledge Pike.
 - b. Install northbound left-turn lane with 75-foot storage lane and 180-foot taper.
 - c. Extend the existing solid white channelization line between the northbound ramps of Magnolia Avenue and Asheville Highway up to the beginning of the proposed left-turn lane to discourage drivers from making inappropriate maneuvers from the Asheville Highway Ramp to the proposed left-turn lane.
- 2. Rutledge Pike at Secondary Access (Right-in / Right-out):
 - a. Create new right-in / right-out intersection at Rutledge Pike.
 - b. Install a raised concrete channelization island to further enforce the right-in / right-out operation.
- 3. Maintain intersection corner sight distances on the site driveway by ensuring that site grading, landscaping, signage, and other site features do not restrict intersection sight distance lines of sight.





Planning KNOXVILLE I KNOX COUNTY	DEVELOPMENT □ Development Plan □ Planned Development □ Use on Review / Special Use □ Hillside Protection COA	SUBDIVISION Concept Plan Final Plat	ZONING Plan Amendment SP OYP Rezoning
Wes Carruthers		Ow	ner
Applicant Name		Affili	ation
6-21-21 7/26/21	-8-12-21-9/9/21		File Number(s)
Date Filed	Meeting Date (if applicable)	9-B	-21-SU
CORRESPONDENCE All	correspondence related to this application	should be directed to the	approved contact listed below.
☐ Applicant ☐ Owner ☐ Op	tion Holder 🔳 Project Surveyor 🔳 Er	ngineer	ndscape Architect
John Patteson	MBI	Companies	
Name	Comp	any	
299 N. Weisgarber Road	Knox	ville TN	37919
Address	City	State	e ZIP
865-584-0999	johnp@mbicompanies.com	n	
Phone	Email	-	
CURRENT PROPERTY INFO			
Downey Oil Company	PO Box 4848 Maryv	ille, TN 37802	865-982-2192
Owner Name (if different)	Owner Address		Owner Phone
4315 Rutledge Pike		070LC001	
Property Address		Parcel ID	
KUB	KUB		
Sewer Provider	Water Provider		Septic (Y/N)
STAFF USE ONLY			
Vest side Rut	tedge Pike, 5/50	Imothy Ave	38 acres
General Location	C-G-1 (pending)	Tract	t Size
City County District	Zoning District	Existing Land Use	
East City	mu-SD. EC-2		MA
Planning Sector	Sector Plan Land Use Classification	n Grov	wth Policy Plan Designation

DEVELOPMENT REQUEST		
☐ Development Plan ☐ Use on Review / Special Use ☐ Hillside Protection COA ☐ Residential ☐ Non-Residential Home Occupation (specify)		Related City Permit Number(s)
Convenience Store/Restaurant with drive-thr	u	
SUBDIVISION REQUEST		
		Related Rezoning File Number
Proposed Subdivision Name		
Combine Parcels Divide Parcel		
	otal Number of Lots Created	
Other (specify)		
☐ Attachments / Additional Requirements		
ZONING REQUEST		
ZOMMO NEQUEST		Pending Plat File Number
Zoning Change		
Proposed Zoning		
Plan Amendment Change Proposed Plan Designation(s)		
Proposed Density (units/acre) Previous Rezoning Reque		
Proposed Density (units/acre) Previous Rezoning Reque		
STAFF USE ONLY		
PLAT TYPE	Fee 1	Total
☐ Staff Review ☐ Planning Commission	NIN1 151	\sim
ATTACHMENTS Property Owners / Option Holders	Fee 2	0.00
ADDITIONAL REQUIREMENTS		
☐ Design Plan Certification (Final Plat)		
Use on Review / Special Use (Concept Plan)	Fee 3	
Traffic Impact Study		#,
COA Checklist (Hillside Protection)		1500.00
AUTHORIZATION By signing below, I certify I am the property	ty owner, applicant or the own	ers authorized representative.
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Applicant Signature Please Print	.13	6/21/21 Date
- 15.1 TO 15.1	@downeyoil.com	115-05-55
Phone Number Email	g downeyon.com	
,	<i>(</i>	7/01/000
Staff Signature Levan King Please Print	Cranston	7/26/202 sw
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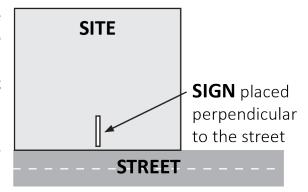




Sign Posting & Removal Requirement

Revised April 2021

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, including the following applications: rezoning, plan amendment, concept plan, use on review/special use, planned development, right-of-way closure, and name change.



The required public notice sign(s) will be provided by Planning to the applicant when an application is submitted. If an application is submitted electronically, 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.

The individual below is responsible for posting and removing the sign(s) provided consistent with the above guidelines and between the dates of:

and _	
(applicant or staff to post sign)	(applicant to remove sign)
Applicant Name:	
Date:	Sign posted by Staff
File Number:	Sign posted by Applicant