



# USE ON REVIEW REPORT

► **FILE #:** 7-F-22-UR

**AGENDA ITEM #:** 39

**AGENDA DATE:** 7/14/2022

► **APPLICANT:** AVERITT EXPRESS

OWNER(S): Averitt Express

TAX ID NUMBER: 131 082, 081, 08101, & 08001

[View map on KGIS](#)

JURISDICTION: County Commission District 3

STREET ADDRESS: 10204 , 0, & 10200 Starkey Ln.

► **LOCATION:** North and west sides of Cogdill Rd, north of I-40 and west of Pellissippi Parkway

► **APPX. SIZE OF TRACT:** 4.48 acres

SECTOR PLAN: Northwest County

GROWTH POLICY PLAN: Planned Growth Area

ACCESSIBILITY: Access is via Cogdill Road, a minor collector with a 23-ft pavement width within the I-40/I-75 right-of-way to the south and the Pellissippi Parkway right-of-way to the east.

UTILITIES: Water Source: First Knox Utility District

Sewer Source: First Knox Utility District

WATERSHED: Turkey Creek

► **ZONING:** PC (Planned Commercial) / TO (Technology Overlay)

► **EXISTING LAND USE:** AgForVac / TCU

► **PROPOSED USE:** Expansion of trucking terminal parking lot

HISTORY OF ZONING: Properties were rezoned from RA to PC in 2007 (Case 8-E-07-RZ)

SURROUNDING LAND USE AND ZONING: North: Office building - OP (Office Park) / TO-1 (Technology Park Overlay) in the City of Knoxville

South: I-40/I-75 right-of-way

East: Pellissippi Parkway right-of-way

West: Single family residences and office warehouses - RA (Low Density Residential) , CB (Business and Manufacturing), PC (Planned Commercial), and TO (Technology Overlay) in Knox County

NEIGHBORHOOD CONTEXT: The overall project sits in the lower corner of Cogdill Road and is surrounded by Pellissippi Parkway, I-40/I-75, and office-warehouses, though there is a small pocket of single-family residences adjacent in the northwest corner of the site. The area predominantly consists of office-warehouses and is in the Technology Overlay zone.

## STAFF RECOMMENDATION:

► **Staff recommends approval of a transportation services facility in the PC (Planned Commercial) /**



**TO(Technology Overlay) zones, subject to five conditions.**

- 1) Obtaining use on review approval from the Planning Commission for the proposed development; this request is on the July 14, 2022 Planning Commission agenda.
- 2) Planting of trees meeting the County's Type A Landscape Screen requirements in all areas of the site adjacent to single-family homes where the existing vegetation will not remain to create a buffer zone for adjacent single-family residences.
- 3) Installation of any needed landscaping, as described in condition 2, within six months of issuance of occupancy permits for the project, or posting a bond with the Knox County Department of Engineering and Public Works, to guarantee such installation.
- 4) Meeting all applicable requirements of the Knox County Department of Engineering and Public Works.
- 5) Meeting all applicable requirements of the Knox County Zoning Ordinance.

With the conditions noted, this plan meets the requirements for approval in the PC district and the criteria for approval of a use on review.

**COMMENTS:**

The applicant is requesting approval to expand the existing transportation services facility. The expansion would entail additional vehicle storage of tractor-trailer beds on the adjoining lots to the north and an addition to the existing terminal structure. However, the existing terminal is located on City property and is therefore not included in this use on review request.

The multiple-parcel site is just north of Pellissippi Parkway along the sharp curve at the southern portion of Cogdill Road, so that Cogdill Road wraps around the site. The rear of the site abuts residential properties on Starkey Lane. The properties into which this development is expanding have frontage on the Starkey Lane cul-de-sac bulb, but the site will not utilize Starkey Lane for access.

As stated previously, the existing facility is located within City limits. It is zoned I-G (General Industrial) / TO-1 (Technology Park Overlay), which allows this use by right. The properties into which the applicant proposes to expand are located in Knox County and are zoned PC (Planned Commercial) / TO (Technology Overlay). All development plans in the PC zone require approval by the Planning Commission regardless of whether the use is allowed by right. The PC zone is a bit vague in the specific uses that are allowed, but it does state that light distribution centers are allowed, and staff finds this use to be similar to that. Additionally, all commercial developments in the TO zone require approval by the TN Technology Corridor Development Authority (TTCDA), and this case was heard at the July 11, 2022 TTCDA meeting (Case # 7-B-22-TOB).

The property currently utilizes two access points, one each at the southwestern and northeastern corners of the parcel at 10207 Cogdill Road. These access points are to be retained with no additional access points created with the expansion.

The proposed ground area coverage (GAC), Floor Area Ratio (FAR), and Impervious Area Ratio (IAR) for the new properties in the County are in compliance with the TTCDA Design Guidelines. However, when the site is looked at comprehensively, the IAR is slightly over the maximum required. The TTCDA caps the IAR at 70%, and the proposed IAR is 77%. The TTCDA approved a waiver for the 7% overage for the overall site.

No new employee or visitor parking is proposed. The existing parking exceeds the maximum allowed in the TTCDA area, but is pre-existing non-conforming. The expansion shows vehicular storage areas, which differ in use and intent from visitor/employee parking. Staff did not review the vehicular storage area as a parking lot. As mentioned previously, the newly integrated properties at the northern end of the site abut residential properties. There is existing vegetation along those shared lot lines, and much of this is to remain undisturbed. Any vegetation that is removed along those lot lines is to be replaced by Knox County's Type A Landscape Buffer (Knox County Ordinance, Section 4.10.11).

Within the City of Knoxville, existing sites are not required to comply with certain sections of the zoning (landscaping and parking, for example) unless the cost of the renovation is in excess of 50% of the property's most recent tax-assessed value. Since the only change to the City property is the extension of the terminal, this does not trigger the need for additional landscaping on the City property. On the County property, the plans were reviewed as vehicle storage areas, so the parking section of the TTCDA Guidelines does not apply. Additionally, since no parking, buildings, or entries were introduced in these plans, the sections of the TTCDA Design Guidelines pertaining to those sections does not apply to these site plans. Existing vegetation can count towards the tree requirement, and the vegetation on the site meets the number of trees that would be required for the acreage of yard space.



## DEVELOPMENT STANDARDS FOR USES PERMITTED ON REVIEW (ARTICLE 4.10 – SECTION 2)

The planning commission, in the exercise of its administrative judgment, shall be guided by adopted plans and policies, including the general plan and the following general standards:

### 1) THE PROPOSED USE IS CONSISTENT WITH THE ADOPTED PLANS AND POLICIES, INCLUDING THE GENERAL PLAN AND SECTOR PLAN.

A. The property is designated LI (Light Industrial) on the Northwest County Sector Plan. The LI land use is described as “Typically older industrial areas used for the light manufacturing, assembling, warehousing and distribution of goods.” Under location criteria, the LI land use class states that it should be used for “Existing industrial areas within one mile of an interstate interchange with access via standard major collector or arterial streets” and that “Substantial landscaped buffers are expected between uses of lesser intensity, particularly residential, office and agricultural uses.”

B. For this Use on Review application to be approved in the LI land use classification, the Planning Commission must find that the proposed use is “consistent with, and not in conflict with” the sector plan.

C. This is an existing industrial area as designated by the LI land use class. There is existing vegetation that is to remain in place between this development and the adjacent single-family residences.

D. The proposed use is consistent with the Northwest County Sector Plan.

### 2) THE USE IS IN HARMONY WITH THE GENERAL PURPOSE AND INTENT OF THE ZONING ORDINANCE.

A. The Knox County Zoning Ordinance describes the PC (Planned Commercial) zone as “intended for a unified grouping of commercial buildings which do not require or desire a central business district location.” The ordinance goes on to state, “It is not the intent of this zone to restrict potential development by limiting uses. In general, uses permitted shall include office, commercial services and light distribution centers.”

B. Since light distribution centers have similar vehicle types traversing the site and accessing it in similar vehicular traffic patterns, staff finds the use to be allowed in the PC zone.

C. The Knox County Zoning Ordinance describes the purposes of the TO (Technology Overlay) zone as providing “for physical development review in the Tennessee Technology Corridor area of the county by the Tennessee Technology Corridor Development Authority (TTCDA).” The ordinance further states that “Property and buildings in the TO zone shall be used for purposes permitted by the base zoning...”

D. The TTCDA does not regulate uses and will only provide approval of development plans.

### 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. The proposed multifamily development is compatible with the surrounding area. The property is bounded by Pellissippi Parkway on the east and I-40/I-75 on the south. Office warehouse buildings are adjacent to the west with the exception of a small pocket of single-family residential properties on Starkey Lane. While adjacent on the map, the properties are accessed off of different roads and it is the rear of the subject property that is adjacent to the residences.

B. The proposal is for additional vehicular storage areas, which look much like parking lots, and no additional structures are to be built on the Knox County properties. The existing facility will be expanded, but that is on City property, where the facility is allowed by right.

### 4) THE USE WILL NOT SIGNIFICANTLY INJURE THE VALUE OF ADJACENT PROPERTY.

A. The proposed multifamily development is not expected to significantly injure the value of the adjacent property. Existing vegetation along the perimeter is to remain in place and will provide a buffer for adjacent residential uses. If any vegetation is displaced along these property lines, it is to be replaced using the Type A Landscape Screen requirements of Knox County to provide a buffer for adjacent single-family residences.

B. The properties directly next to the residential properties are proposed to be used for a vehicle storage area, so the facility's existing use will not change much beyond the need for additional storage of the vehicles.

### 5) THE USE WILL NOT DRAW ADDITIONAL TRAFFIC THROUGH RESIDENTIAL AREAS.

A. The subject properties are directly accessed off of Cogdill Road, a minor collector. Cogdill Road connects directly to Dutchtown Road, which provides direct access onto Pellissippi Parkway. Therefore, additional traffic through residential areas is not required to gain access to access this property.

### 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 are no known uses in the area that could be a potential hazard or create an undesirable environment



for the proposed development.

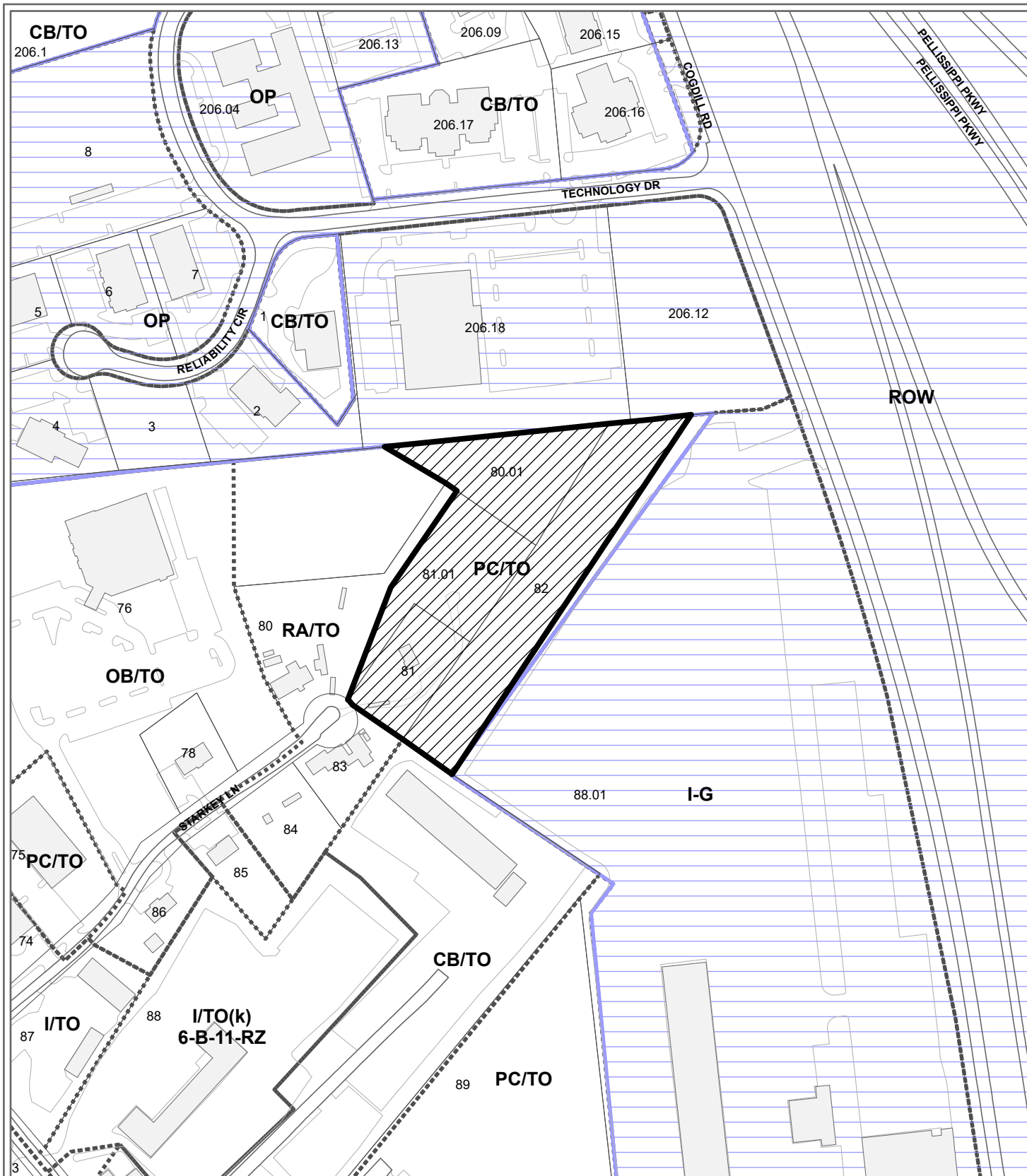
ESTIMATED TRAFFIC IMPACT: 131 (average daily vehicle trips)

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.

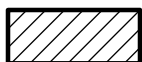
ESTIMATED STUDENT YIELD: Not applicable.

The Planning Commission's approval or denial of this request is final, unless the action is appealed to the Knox County Chancery Court. The date of the Knox County Chancery Court hearing will depend on when the appeal application is filed. Appellants have 30 days to appeal a Planning Commission decision in the County.





**7-F-22-UR  
USE ON REVIEW**



Expansion of trucking terminal parking lot in PC (Planned Commercial) / TO (Technology Overlay)

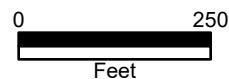
Original Print Date: 7/6/2022  
Knoxville - Knox County Planning Commission \* City / County Building \* Knoxville, TN 37902

Revised:

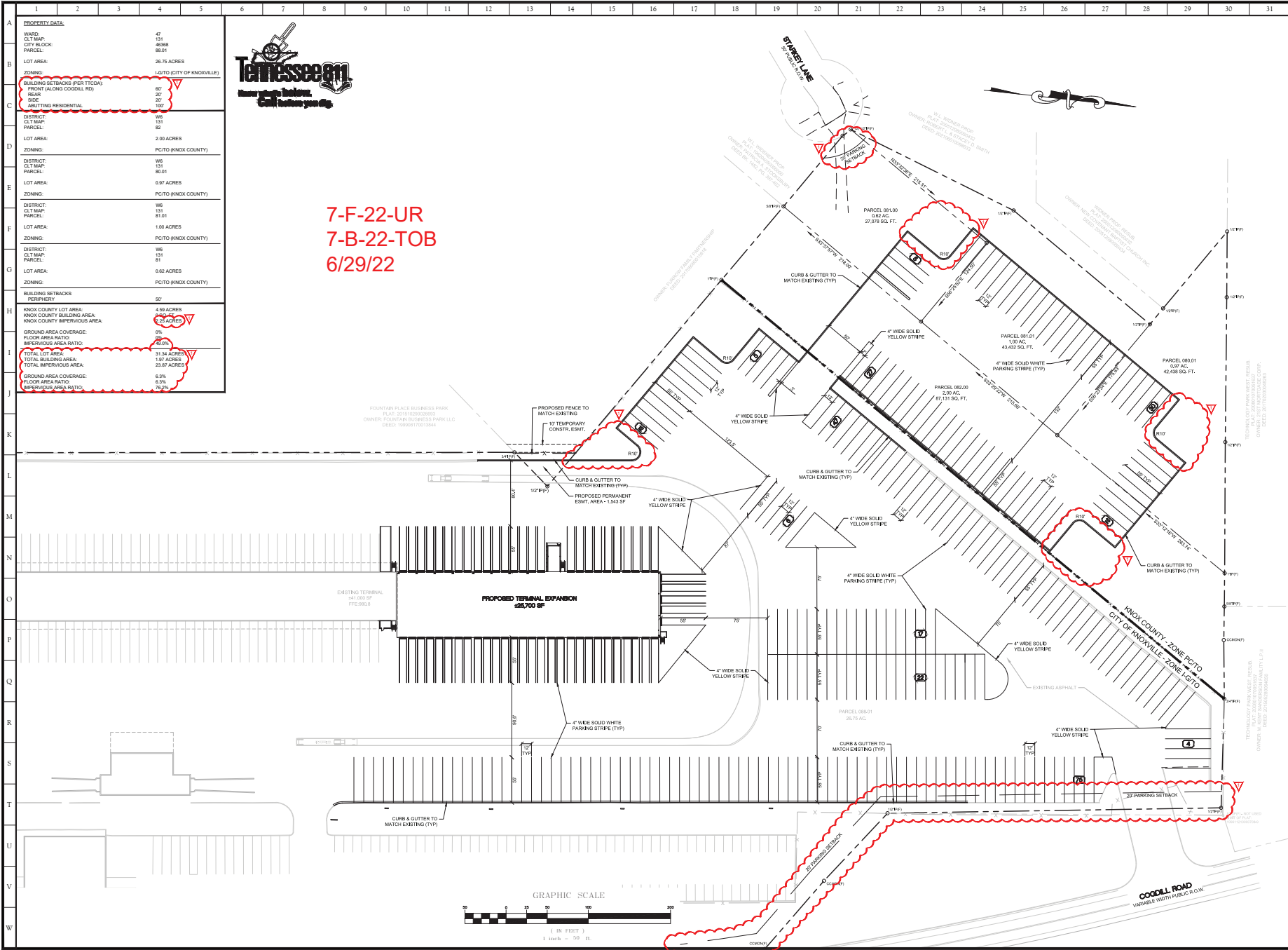
Petitioner: Averitt Express

Map No: 131

Jurisdiction: County







7-F-22-UR  
7-B-22-TOB  
6/29/22

SITE, INCORPORATED

CIVIL ENGINEERS & SURVEYORS

EST. 1997

10215 Technology Drive, Suite 304  
Knoxville, TN 37932  
(865) 777-4160  
www.site-incorporated.com



Use on Review / TTODA (7-B-22-TOB) - Site Layout Plan

Averitt Express Expansion

10207 Cogdell Road

Knoxville, Tennessee 37932

Averitt Properties, Inc.

REVISIONS	
NO.	DATE / COMMENTS
1	08/17/2022 / Permit L&P Comments

ORIGINAL ISSUE: 05/31/2022  
SITE PROJECT #: 2054  
FILE: LAYOUT

C4.0







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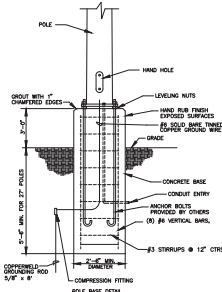


FIXTURE SCHEDULE						
TYPE	MANUFACTURER	CATALOG #	LAMPS	VOLTAGE	MOUNTING	TYPE/REMARKS
S4	BEACON	VP-2-72L-180-SK7-4W-UV-DET	180W LED	48V	27" POLE, 3" BASE	SINGLE HEAD, MOUNTED 30" AFG.

Calculation Summary						
Label	CalcType	Units	Avg	Max	Min	Avg/Min
Overall @ Grade	Illuminance	FC	0.26	2.4	0.0	N/A
Property Line	Illuminance	FC	0.04	0.2	0.0	N/A
New Trailer Lot	Illuminance	FC	1.38	2.4	0.3	4.60



TYPE 'S4'



SITE PHOTOMETRICS  
SCALE 1" = 30'



CASE #  
7-B-22-TOB  
AND 7-F-22-UR

Oliver • Little • Gipson  
**OLG**  
Engineering, Inc.

301 Industrial Blvd.  
Tullahoma, TN 37388  
Office: 931.464.9940

2405 Elm Hill Pkwy C  
Nashville, TN 37214  
Office: 615.678.6022  
olgengineering.com

HOLLENKOFF DESIGN GROUP, LLC  
49 House Square W Suite 600  
Nashville, Tennessee 37203  
615.296.9146  
www.theMDGinc.com



Contractor  
**DF CHASE**  
3001 Armory Dr #200  
Nashville, TN 37204



A New Dock Addition for:  
**AVERITT EXPRESS**  
**KNOXVILLE, TN**  
10207 COGDILL RD.  
KNOXVILLE, TN 37892

PERMIT SET 07.01.22

Project No: 22016.00

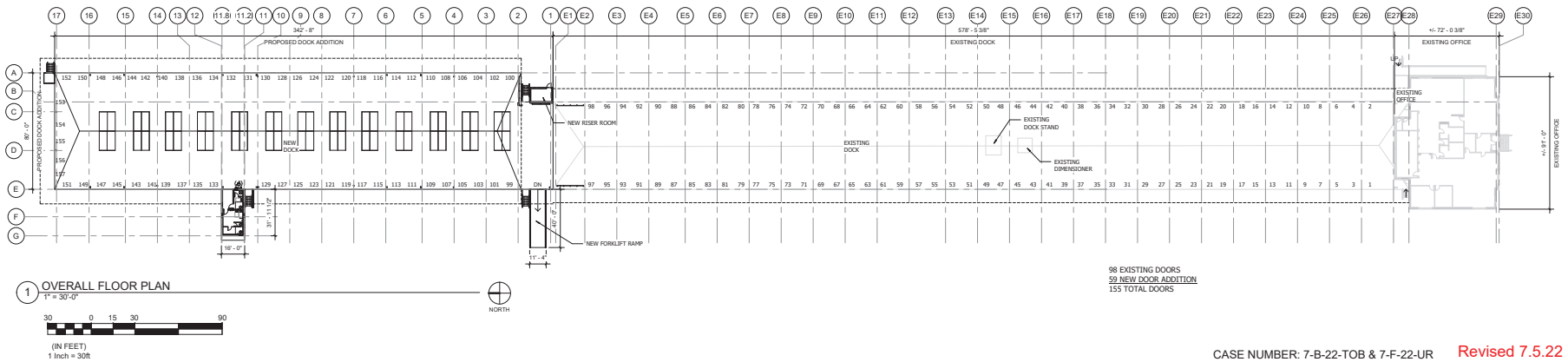
The Architect hereby warrants its common law copyright and other proprietary rights in these plans, specifications and designs shall not be reproduced, changed or copied in whole or in part without the written consent of the Architect. No part of these plans shall be assigned to any third party without the written consent of the Architect. The drawing is not valid as to be used for construction not signed by the Architect.

Sheet Name:  
SITE PHOTOMETRICS

Sheet Number:  
**ES2.1A**

OLG: 09022





CASE NUMBER: 7-B-22-TOB & 7-F-22-UR Revised 7.5.22

**AVERITT**



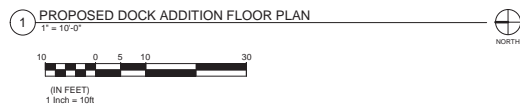
KNOXVILLE, TN  
OVERALL FLOOR PLAN

30 x 42 = 1" = 30'-0"  
11 x 17 = NO SCALE  
06/22/2022



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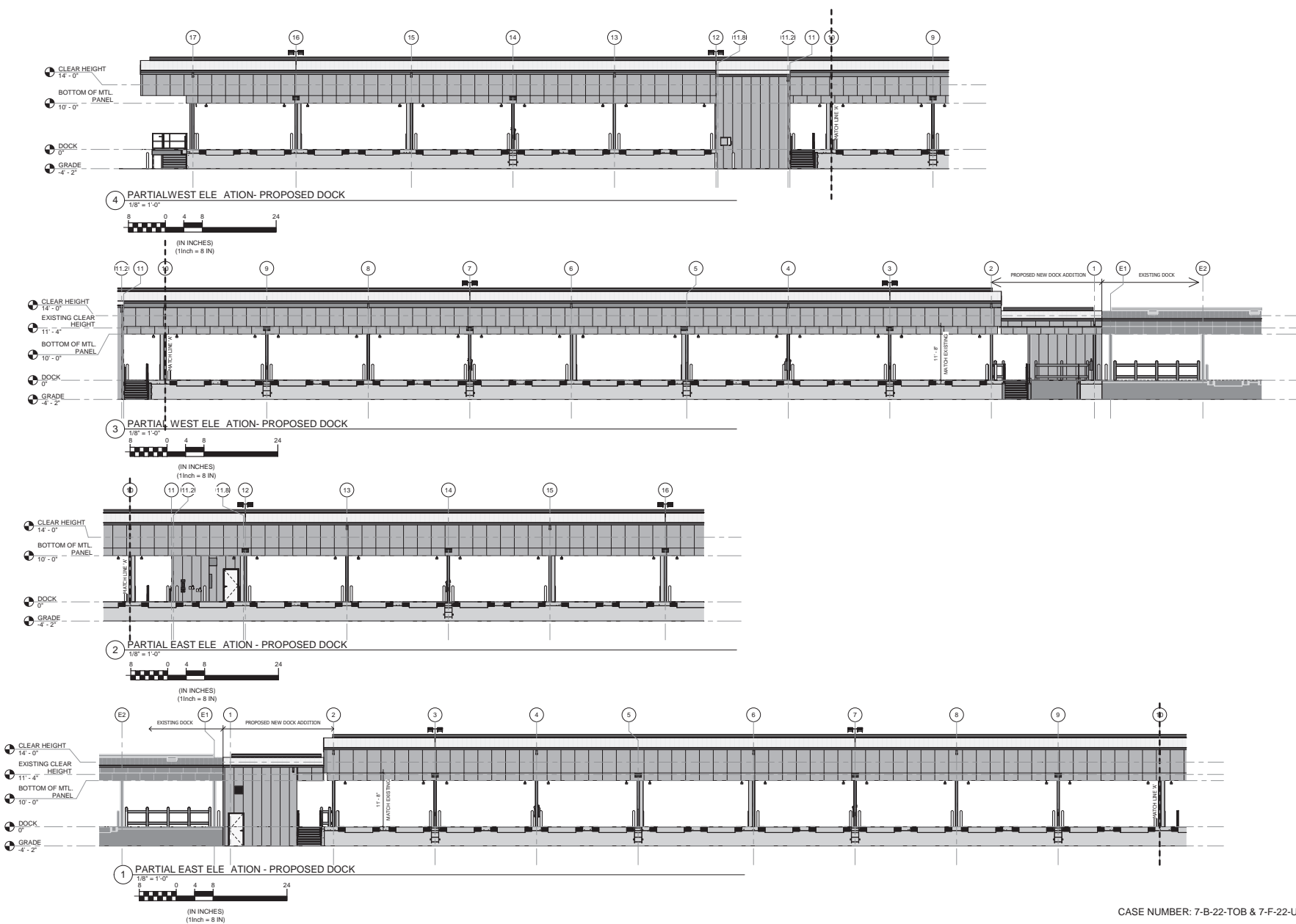




THE  
MDG

MOLLENKOPF DESIGN GROUP,  
49 Music Square W-Suite 6  
Nashville, Tennessee 37203  
615.296.9146  
[www.theMDGllc.com](http://www.theMDGllc.com)





CASE NUMBER: 7-B-22-TOB & 7-F-22-UR

Revised 7.5.22



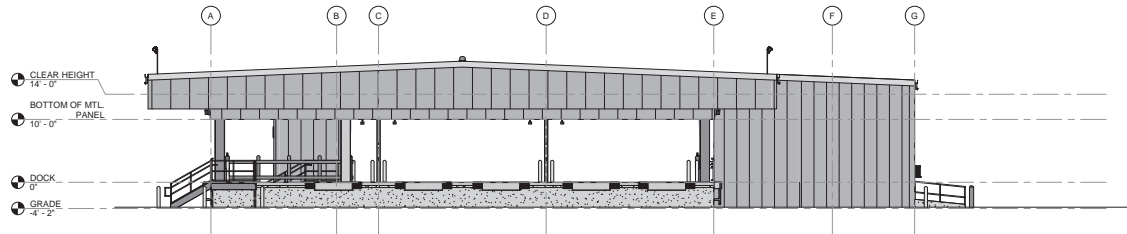
KNOXVILLE, TN  
PROPOSED BUILDING ELEVATIONS

30 x 42 = 1/8" = 1'-0"  
11 x 17 = NO SCALE  
06/22/2022

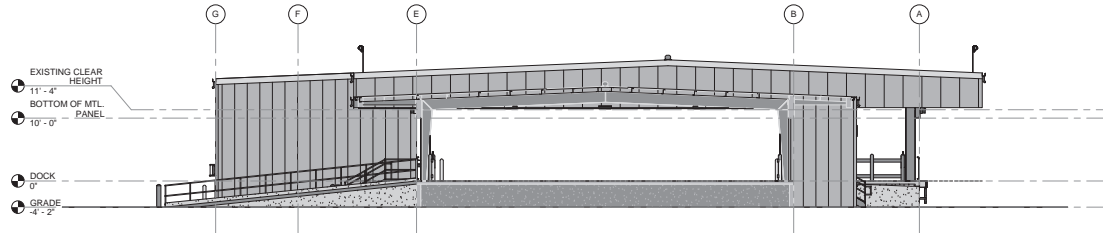


MOLLENKOFF DESIGN GROUP, LLC  
49 Music Square West Suite 600  
Nashville, Tennessee 37203  
615.296.5146  
www.themdgllc.com

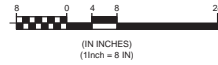




2 NORTH ELEVATION - PROPOSED DOCK



1 SOUTH ELEVATION - PROPOSED DOCK



CASE NUMBER: 7-B-22-TOB & 7-F-22-UR

Revised 7.5.22

**AVERITT**



KNOXVILLE, TN  
PROPOSED BUILDING ELEVATIONS

30 x 42 = 1/8" = 1'-0"  
11 x 17 = NO SCALE  
06/22/2022



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# Development Request

## DEVELOPMENT

- ☒ Development Plan  
☐ Planned Development  
☒ Use on Review / Special Use  
☐ Hillside Protection COA

## SUBDIVISION

- ☐ Concept Plan  
☐ Final Plat

## ZONING

- ☐ Plan Amendment  
☐ SP ☐ OYP  
☐ Rezoning

Averitt Express

Owner

Applicant Name

Affiliation

05/31/2022

07/14/2022

File Number(s)

Date Filed

Meeting Date (if applicable)

**7-F-22-UR (7-B-22-TOB)**

## CORRESPONDENCE

All correspondence related to this application should be directed to the approved contact listed below.

- ☐ Applicant ☐ Property Owner ☐ Option Holder ☐ Project Surveyor ☒ Engineer ☐ Architect/Landscape Architect

John R. Anderson, P.E.

SITE, Incorporated

Name

Company

10215 Technology Drive, Suite 304

Knoxville

TN

37932

Address

City

State

ZIP

865-777-4165

janderson@site-incorporated.com

Phone

Email

## CURRENT PROPERTY INFO

Averitt Properties, Inc.

1415 Neal St, Cookeville, TN 38502

800-283-7488

Property Owner Name (if different)

Property Owner Address

Property Owner Phone

~~10207 Cogdill Rd (City)~~ 0, 10200, & 10204 Starkey Ln (County)

131 08801, 082, 081, 08101, & 08001

Property Address

Parcel ID

FUD

FUD

N

Sewer Provider

Water Provider

Septic (Y/N)

## STAFF USE ONLY

Eastern terminus of Starkey Ln, west side of Cogdill Rd, north of I-40

34 ac +/-

General Location

Tract Size

☒ City ☒ County  
 2nd Council District; 3rd Commission District  
 I-G/TO-1 in the City and PC/TO in the County

Transportation services & vacant land

District

Zoning District

Existing Land Use

Northwest County

LI

Planned Growth and N/A (within City limits)

Planning Sector

Sector Plan Land Use Classification

Growth Policy Plan Designation

November 22, 2021



**DEVELOPMENT REQUEST**

- ☒ Development Plan   ☒ Use on Review / Special Use   ☐ Hillside Protection COA  
☐ Residential   ☐ Non-Residential

Home Occupation (specify) \_\_\_\_\_

Other (specify) Expansion of existing Averitt Express transportation service provider

Related City Permit Number(s)

**SUBDIVISION REQUEST**

Proposed Subdivision Name \_\_\_\_\_

Unit / Phase Number   ☐ Combine Parcels   ☐ Divide Parcel   Total Number of Lots Created

☐ Other (specify) \_\_\_\_\_☐ Attachments / Additional Requirements

Related Rezoning File Number

**ZONING REQUEST**

☐ Zoning Change   Proposed Zoning \_\_\_\_\_

☐ Plan Amendment Change   Proposed Plan Designation(s) \_\_\_\_\_

Proposed Density (units/acre) \_\_\_\_\_

Previous Rezoning Requests \_\_\_\_\_

☐ Other (specify) \_\_\_\_\_

Pending Plat File Number

**STAFF USE ONLY****PLAT TYPE**

- ☐ Staff Review   ☐ Planning Commission

**ATTACHMENTS**

- ☐ Property Owners / Option Holders   ☐ Variance Request

**ADDITIONAL REQUIREMENTS**

- ☐ Design Plan Certification (*Final Plat*)  
☐ Use on Review / Special Use (*Concept Plan*)  
☐ Traffic Impact Study  
☐ COA Checklist (*Hillside Protection*)

Fee 1		Total
401	\$1,500.00	\$1,500.00
Fee 2		
Fee 3		

**AUTHORIZATION**

Applicant Signature

Phone Number

Property Owner Signature

Accepted by: MMP

Averitt Express

Please Print

Email

Johnny R. Fields - EVP/CFO

Please Print

5/31/22

Date

5/31/22

Date

6/2/2022 swm