



SPECIAL USE REPORT

▶ **FILE #:** 6-E-22-SU

AGENDA ITEM #: 38

AGENDA DATE: 6/9/2022

▶ **APPLICANT:** PALMETTO KNOXVILLE-WESTERN AVE., LLC

OWNER(S): John Trotter / Westhave Acquisition, LLC

TAX ID NUMBER: 93 D K 001 (PART OF)

[View map on KGIS](#)

JURISDICTION: City Council District 3

STREET ADDRESS: 3935 Western Ave.

▶ **LOCATION:** North of Western Ave., west of Sanderson Rd & east of I-75

▶ **APPX. SIZE OF TRACT:** 3.65 acres

SECTOR PLAN: Central City

GROWTH POLICY PLAN: N/A

ACCESSIBILITY: Access is via Sanderson Road, a two-lane minor collector with a pavement width of 50-ft within a right-of-way width of 60-ft. Access is also via Western Avenue, a divided, six-lane major arterial with a pavement width of 87-ft within a right-of-way width of 112-ft.

UTILITIES: Water Source: Knoxville Utilities Board

Sewer Source: Knoxville Utilities Board

WATERSHED: Third Creek

▶ **ZONING:** C-G-1 (General Commercial)

▶ **EXISTING LAND USE:** CO (Commercial)

▶ **PROPOSED USE:** Gas station with convenience store

HISTORY OF ZONING: None noted.

SURROUNDING LAND USE AND ZONING: North: Single family residential homes, office building - RN-1 (Single-Family Residential Neighborhood), C-G-1 (General Commercial)

South: Western Avenue right-of-way, drive-thru restaurant, banks and offices - ROW, C-G-1 (General Commercial)

East: Gas station - C-G-1 (General Commercial)

West: I-640 / I-75 right of way - ROW

NEIGHBORHOOD CONTEXT: This is a commercial corridor along Western Avenue adjacent to an interstate interchange, and abutting a residential neighborhood.

STAFF RECOMMENDATION:

▶ **Approve the request to redevelop a portion of the site to a gas convenience store with 12 fueling positions in the C-G-1 zone, subject to 3 conditions.**

1) Meeting all other applicable requirements of the City of Knoxville Engineering Department.

2) Meeting all other applicable requirements of the City of Knoxville Zoning Ordinance, including but not limited to Article 12.

3) Meeting all other applicable requirements of the Tennessee Department of Transportation (TDOT).

With the conditions noted, this plan meets the requirements for approval in the C-G-1 zone and the criteria for approval of a special use.

COMMENTS:

This proposal is to redevelop a portion of a parcel currently consisting of multi-tenant strip commercial building into a gas convenience store with 12 fueling pumps. A portion of the multi-tenant retail building will remain occupied by other tenants, while a portion of the building (20,695 square feet) will be demolished to accommodate the new gas convenience store.

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 One Year Plan and Sector Plan designations for this site are MU-CC (Community Mixed Use Center), which recommends a mix of residential, office, and commercial uses.

B. The redevelopment of a portion of the property to a gas convenience store with pedestrian connections from the convenience store to a new sidewalk along Sanderson Road is consistent with the MU-CC land use designation.

2) THE USE IS IN HARMONY WITH THE GENERAL PURPOSE AND INTENT OF THIS ZONING CODE.

A. The proposed gas convenience store is consistent with the principal use standards for a gas station (Article 9.3.O) in the C-G-1 zone district.

B. The areas for landscaping may need to be adjusted during permitting to meet the standards of Article 12.

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 one-story structure is consistent in design and character as the other developments in the C-G-1 zone district in this vicinity.

B. A gas station with a convenience store is located across Sanderson Road, also at this intersection with Western Avenue.

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 proposed gas station will not significantly injure the value of the adjacent property or detract from the immediate environment, particularly as the landscaping provisions of the zoning ordinance will buffer the adjacent residential zoned properties.

C. The subject property is required to comply with Article 10 of the City of Knoxville Zoning Ordinance, which regulates impacts. Section 10.2 regulates lighting, while noise, dust and pollution, odors, fire hazards, and other similar concerns are regulated in Section 10.5.

5) THE USE IS NOT OF A NATURE OR SO LOCATED AS TO DRAW SUBSTANTIAL ADDITIONAL TRAFFIC THROUGH RESIDENTIAL STREETS.

A. The proposal will not draw additional traffic through residential streets, particularly as access to the site is along a commercially zoned intersection, near an interstate interchange and along a major arterial.

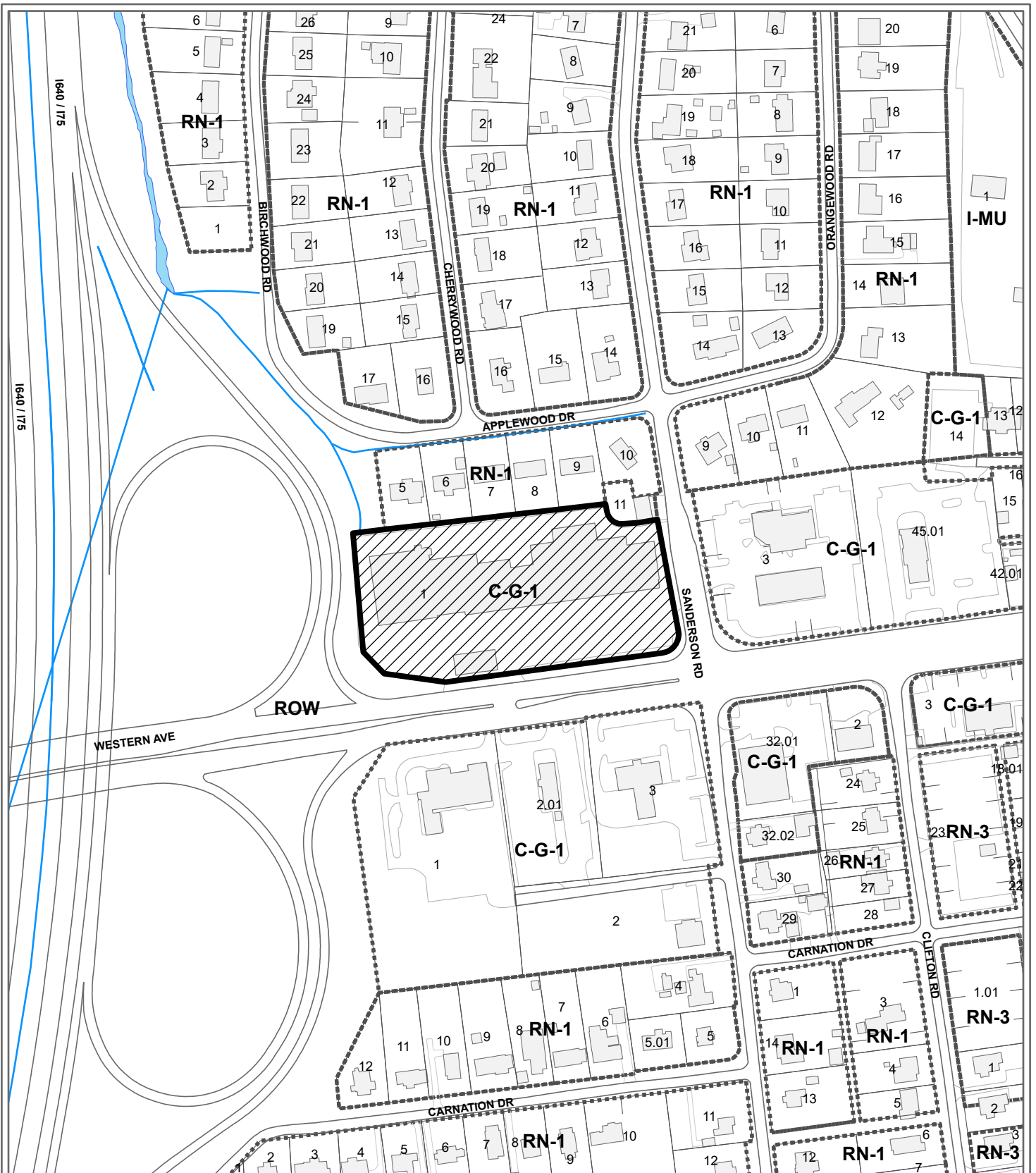
6) THE NATURE OF DEVELOPMENT IN THE SURROUNDING AREA IS NOT SUCH AS TO POSE A POTENTIAL HAZARD TO THE PROPOSED USE OR TO CREATE AN UNDESIRABLE ENVIRONMENT FOR THE PROPOSED USE.

A. There are no known uses immediately surrounding the subject site that poses a potential hazard or undesirable environment for the proposed use.

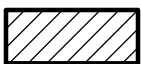
ESTIMATED TRAFFIC IMPACT: A traffic impact study was prepared by the applicant. The findings of that study were used in formulating the recommendations of this staff report.

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.



**6-E-22-SU
SPECIAL USE**

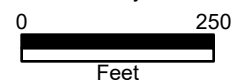


Gas Station with convenience store in C-G-1 (General Commercial)

Petitioner: Palmetto Knoxville-Western Ave., LLC

Map No: 93

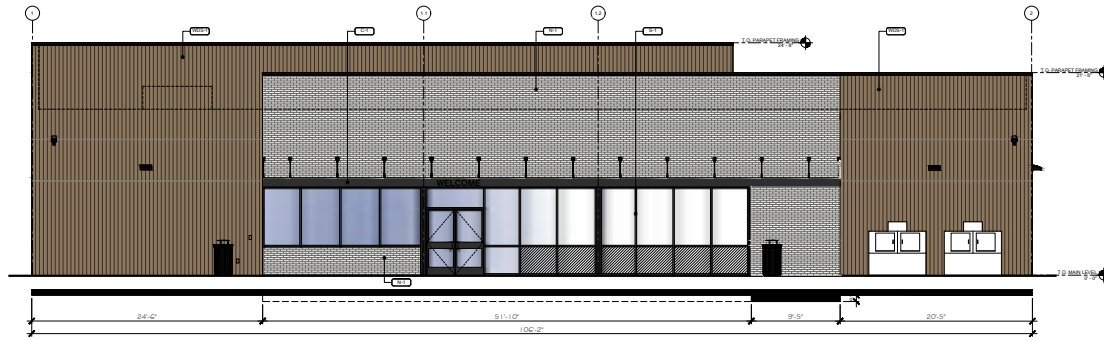
Jurisdiction: City



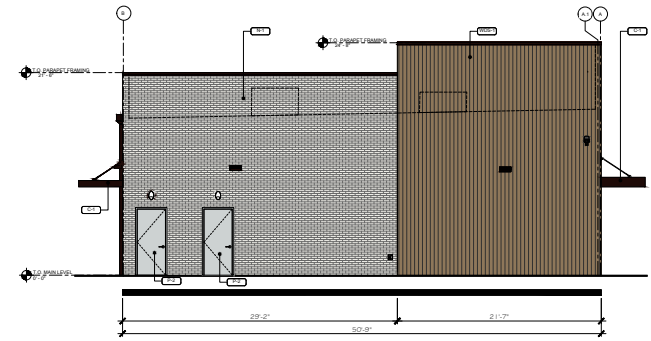
Original Print Date: 5/5/2022

Revised:

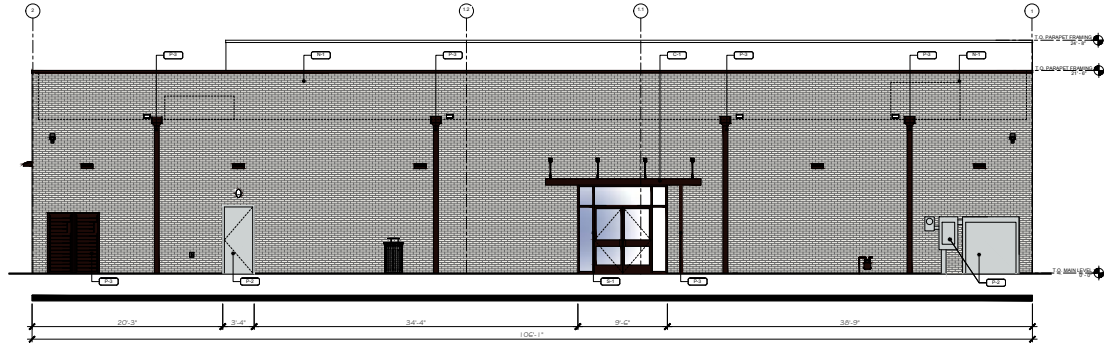
Knoxville - Knox County Planning Commission * City / County Building * Knoxville, TN 37902



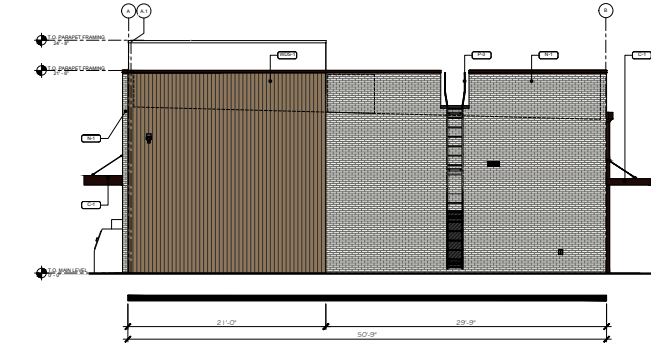
1 ELEVATION - FRONT
3/8" = 1'-0"



2 ELEVATION - LEFT SIDE
3/8" = 1'-0"

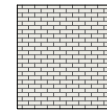


3 ELEVATION - REAR
3/8" = 1'-0"



4 ELEVATION - RIGHT SIDE
3/8" = 1'-0"

MATERIAL SCHEDULE



N-1
VINTAGE BRICK
NICHHA - PAINTED P-1



P-1
PURE WHITE - SW7005



P-2
HOLLOW METAL
DOORS & FRAMES
PAINTED
MISTY - SW6232



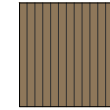
P-3
P3- TRASH ENCLOSURE
GATE, BOLLARDS & COPING
PAINTED TRICORN BLACK
SW6258



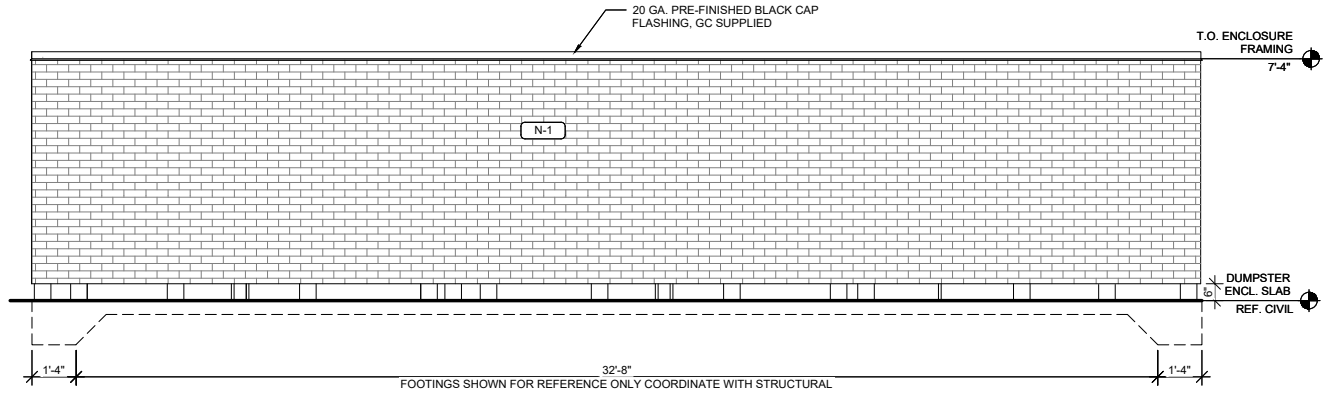
S-1
PREFINISHED ALUMINUM
STOREFRONT GLAZING
BLACK FINISH



C-1
PREFINISHED ALUMINUM
CANOPY, COPING &
SIGNAGE BOX
MATTE BLACK BAKED ENAMEL

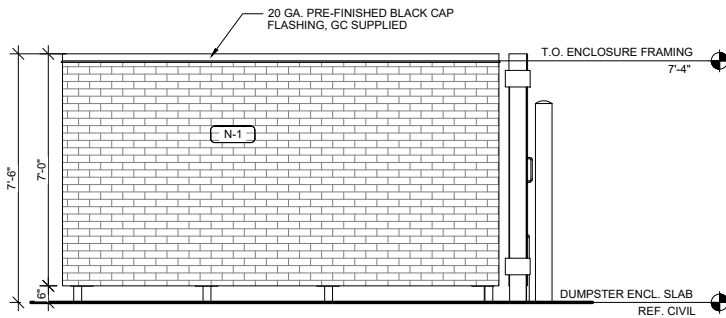


WDS-1
VINTAGE WOOD
NICHHA - CEDAR



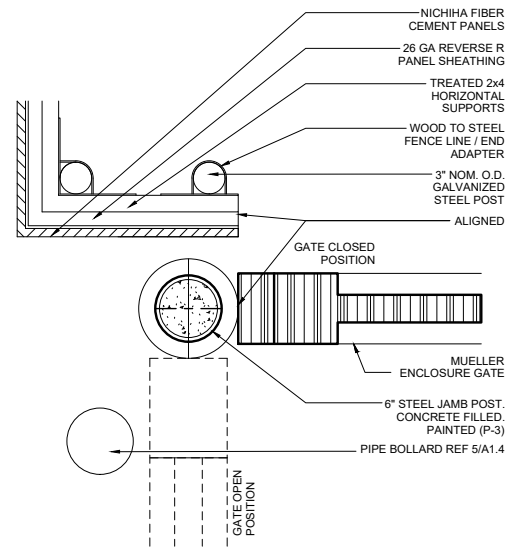
REF. A6.1 FOR EXT. FINISH SCHEDULE

8 REAR DUMPSTER ENCL. ELEVATION
3/8" = 1'-0"

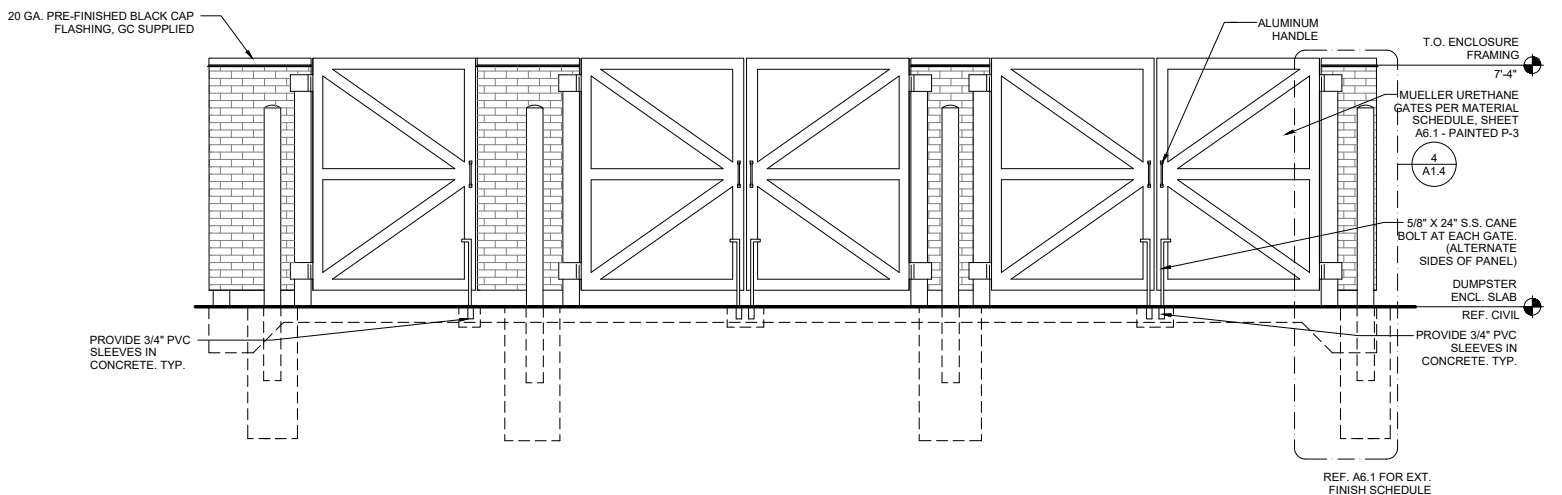


REF. A6.1 FOR EXT. FINISH SCHEDULE

7 SIDE DUMPSTER ENCL. ELEVATION
3/8" = 1'-0"



6 DETAIL - GATE
1 1/2" = 1'-0"



9 FRONT DUMPSTER ENCL. ELEVATION
3/8" = 1'-0"

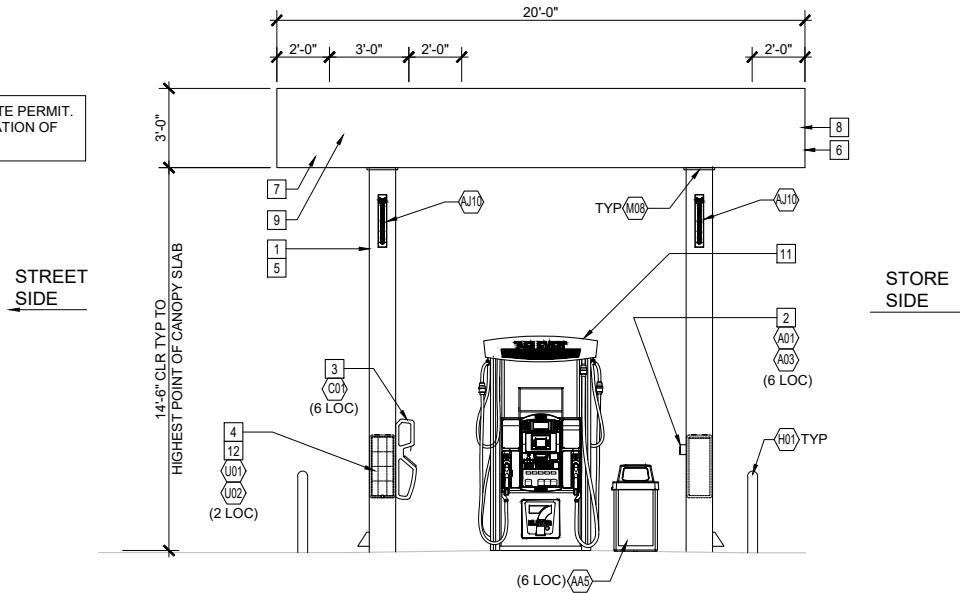
GENERAL NOTES

- 1 GRADES AROUND DISPENSERS AND CANOPY TO BE SHOT TO PREVENT PONDING AROUND THE DISPENSERS. CONTRACTOR TO REMOVE AND REPAIR PAVEMENT IF PONDING OCCURS.
- 2 NO CONDUITS OR DOWNSPOUTS ON EXTERIOR OF CANOPY COLUMNS.
- 3 REFER TO GRADING PLAN FOR FINAL ELEVATIONS.

KEY NOTES

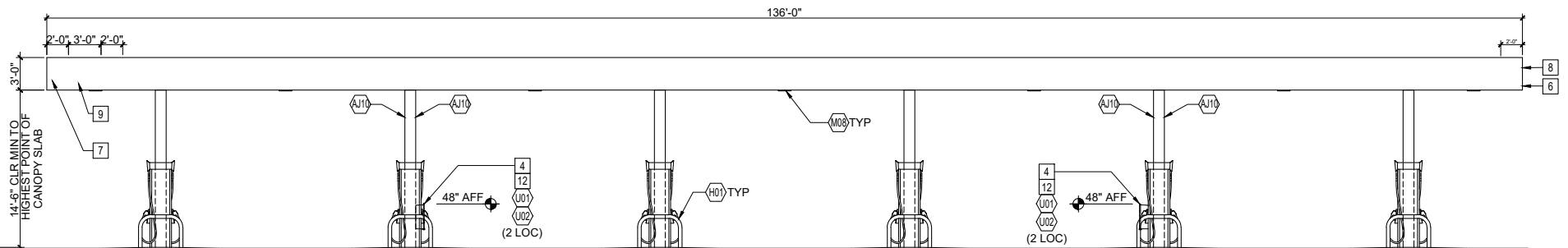
- 1 CANOPY COLUMN - PAINT "SEAL SKIN" SW7675.
- 2 INTERCOM CALL BOX. MECHANICALLY FASTENED TO COLUMN. MOUNT AT 48" MAX. ABOVE SLAB TO BUTTON.
- 3 WASH BUCKET - ADA MOUNTING HEIGHT TO BE MAX. 48" FROM GRADE TO PAPER TOWEL OPENING.
- 4 FIRE EXTINGUISHER - ADA MOUNTING HEIGHT TO BE MAX. 48" FROM GRADE TO FIRE EXTINGUISHER
- 5 DOWNSPOUT FROM CANOPY (INSIDE THE COLUMN) TO TIE INTO STORM DRAIN WHEN AVAILABLE AND TO DRAIN OUT OF COLUMN PARALLEL TO AND AWAY FROM DISPENSER IN ALL OTHER CASES
- 6 OVERFLOW PROTECTION AS REQUIRED. SEE CANOPY DRAWINGS AND SPECIFICATIONS.
- 7 GASOLINE CANOPY, SEE MANUFACTURER'S DRAWINGS AND SPECIFICATIONS FOR DETAILS OF CONSTRUCTION.
- 8 ACM CANOPY FASIA WITH TATEYAMA IMAGE TRI-STRIPE (NON-ILLUMINATED).
- 9 ILLUMINATED LOGO SIGNS UNDER SEPARATE PERMIT. VERIFY QUANTITY AND LOCATION OF SIGNS ALLOWED.
- 10 FUELING POSITION NUMBER.
- 11 REF 1-G5.0 FOR DISPENSER TYPE
- 12 FIRE EXTINGUISHER CABINET MOUNTED ON SIDE OF COLUMN REF PLAN FOR LOCATION
- 13 REF G7.0 FOR EQUIPMENT TAG (XXX) DESCRIPTION

SIGNAGE IS UNDER SEPARATE PERMIT. VERIFY QUANTITY AND LOCATION OF SIGNAGE ALLOWED



3 CANOPY END ELEVATION
1/4" = 1'-0"

SIGNAGE IS UNDER SEPARATE PERMIT. VERIFY QUANTITY AND LOCATION OF SIGNAGE ALLOWED



2 CANOPY SIDE ELEVATION
1/8" = 1'-0"



MEMORANDUM

To: John Mark Braswell, Palmetto Capital Group, LLC.

From: Kennedy Adams, P.E., Kimley-Horn and Associates, Inc.

Date: May 23, 2022

RE: ***3935 Western Avenue, Knoxville, Tennessee – Trip Generation Memorandum***

Kimley-Horn is pleased to provide this memorandum summarizing the trip generation for the proposed 3935 Western Avenue development on an approximate 1.36-acre property located in the northwest quadrant of the intersection of Western Avenue (SR 62) and Sanderson Road in the City of Knoxville, Tennessee.

PROJECT OVERVIEW

As currently envisioned, the development will consist of approximately 5,300 SF of gas convenience store with 12 fueling positions. The site currently consists of approximately 20,700 SF of commercial space that will be demolished in order to redevelop for gas convenience. This memorandum provides density and trip generation for both the existing (to be demolished) use and the proposed 3935 Western Avenue development.

Figure 1 provides an aerial image of the project site. Additionally, the preliminary site plan for the proposed development is provided.

SITE ACCESS

The 3935 Western Avenue development is proposed to be accessed by two site driveways – one driveway along Western Avenue (SR 62) and one driveway along Sanderson Road.

The driveway along Western Avenue (SR 62) is an existing driveway located approximately 350' west of the intersection of Western Avenue (SR 62) at Sanderson Road. The driveway is currently a stop controlled and is conserved a full-movement driveway with no signage, striping, or channelization to indicate otherwise. This driveway is proposed to be maintained as it currently exists in location and intersection control. Restricting the left-turn movement from the site is preferred at this location through signage, striping, and/or channelization. However, this driveway is not within the control of the developer.

The existing site currently has two driveways along Sanderson Road. The 3935 Western Avenue development proposes to consolidate the access along Sanderson Road to one driveway which will be relocated further north than the existing locations. The proposed Sanderson Road driveway will be located approximately 190' away from the intersection of Western Avenue (SR 62) at Sanderson Road. The driveway along Sanderson Road is proposed to be a stop controlled, full-movement driveway.

Sanderson Road is a two-lane minor collector with additional turning and receiving lanes at its intersection with Western Avenue (SR 62) and a posted speed limit of 30 MPH in the vicinity of the site. Western Avenue (SR 62) is a divided, six-lane principal arterial with left turn lanes and a posted speed

limit of 45 MPH in the vicinity of the site.

TRIP GENERATION

Anticipated trip generation for the existing (to be demolished) use and proposed 3935 Western Avenue development was calculated using rates and equations contained in the Institute of Transportation Engineers' (ITE) *Trip Generation Manual*, 11th Edition. Reductions to gross trips are also considered in the analysis, including pass-by reductions.

Pass-by reductions are taken for a site when traffic normally traveling along a roadway may choose to visit a retail or restaurant establishment that is along the vehicle's path. These trips were already on the road and would therefore only be new trips on the driveways.

The trip generation for the existing (to be demolished) use and the proposed 3935 Western Avenue development is shown below in **Table 1**.

Table 1: Trip Generation Comparison									
ITE Code	Land Use	Density	Daily	AM Peak			PM Peak		
			Total	Total	Enter	Exit	Total	Enter	Exit
Existing (To Be Demolished) Trips									
822	Strip Retail Plaza (<40k)	20,695 SF	1,104	47	28	19	130	65	65
	Pass-By Reductions		-442	-19	-11	-8	-52	-26	-26
	Net Existing Trips		662	28	17	11	78	39	39
Proposed Trips									
945	Convenience Store/ Gas Station	12 fuel pumps	3,086	324	162	162	273	137	136
	Pass-by Reductions		-2,314	-246	-123	-123	-205	-103	-102
	Net Proposed Trips		772	78	39	39	68	34	34
Trip Comparison									
Difference in Gross Project Trips			1,982	277	134	143	143	72	71
Difference in Net Project Trips			110	50	22	28	-10	-5	-5

**Positive differences indicate an increase in trips with the proposed development. Negative differences indicate a decrease in trips with the proposed development.*

Based on the trip generation shown in **Table 1**, the proposed 3935 Western Avenue development is projected to generate 110 additional net daily trips (55 entering, 55 exiting), 50 additional net AM peak hour trips (22 entering, 28 exiting), and 10 less net PM peak hour trips (5 entering, 5 exiting). These trips are expected to be new trips on the adjacent roadways.

However, due to the nature of convenience gas stations, the development is projected to experience more trips entering and exiting the site driveways that are from vehicles already traveling on the adjacent roadways and are considered pass-by trips. The additional trips experienced at the site driveways are approximately 1,982 daily trips (991 entering, 991 exiting), 277 AM peak hour trips (134 entering, 143 exiting), and 143 PM peak hour trips (72 entering, 71 exiting). The anticipated trip

distribution and assignment as well as the projected increase in trips at the site driveways is shown in **Figure 2**.

SUMMARY

The proposed *3935 Western Avenue* development is located on an approximate 1.36-acre property located in the northwest quadrant of the intersection of Western Avenue (SR 62) and Sanderson Road in the City of Knoxville, Tennessee.

As currently envisioned, the development will consist of approximately 5,300 SF of gas convenience store with 12 fueling positions. The site currently consists of approximately 20,700 SF of commercial space that will be demolished in order to redevelop for gas convenience. The *3935 Western Avenue* development will be served by two site driveways – one driveway along Western Avenue (SR 62) and one driveway along Sanderson Road. The driveway along Western Avenue (SR 62) is proposed to be maintained as it currently exists in location and intersection control. The driveway along Sanderson Road is proposed to be a stop controlled, full movement driveway.

Based on the trip generation, the proposed *3935 Western Avenue* development is projected to generate 110 additional net daily trips (55 entering, 55 exiting), 50 additional net AM peak hour trips (22 entering, 28 exiting), and 10 less net PM peak hour trips (5 entering, 5 exiting). These trips are expected to be new trips on the adjacent roadways.

We hope this information is helpful. Please contact me if you have any questions.

Sincerely,

KIMLEY-HORN AND ASSOCIATES, INC.



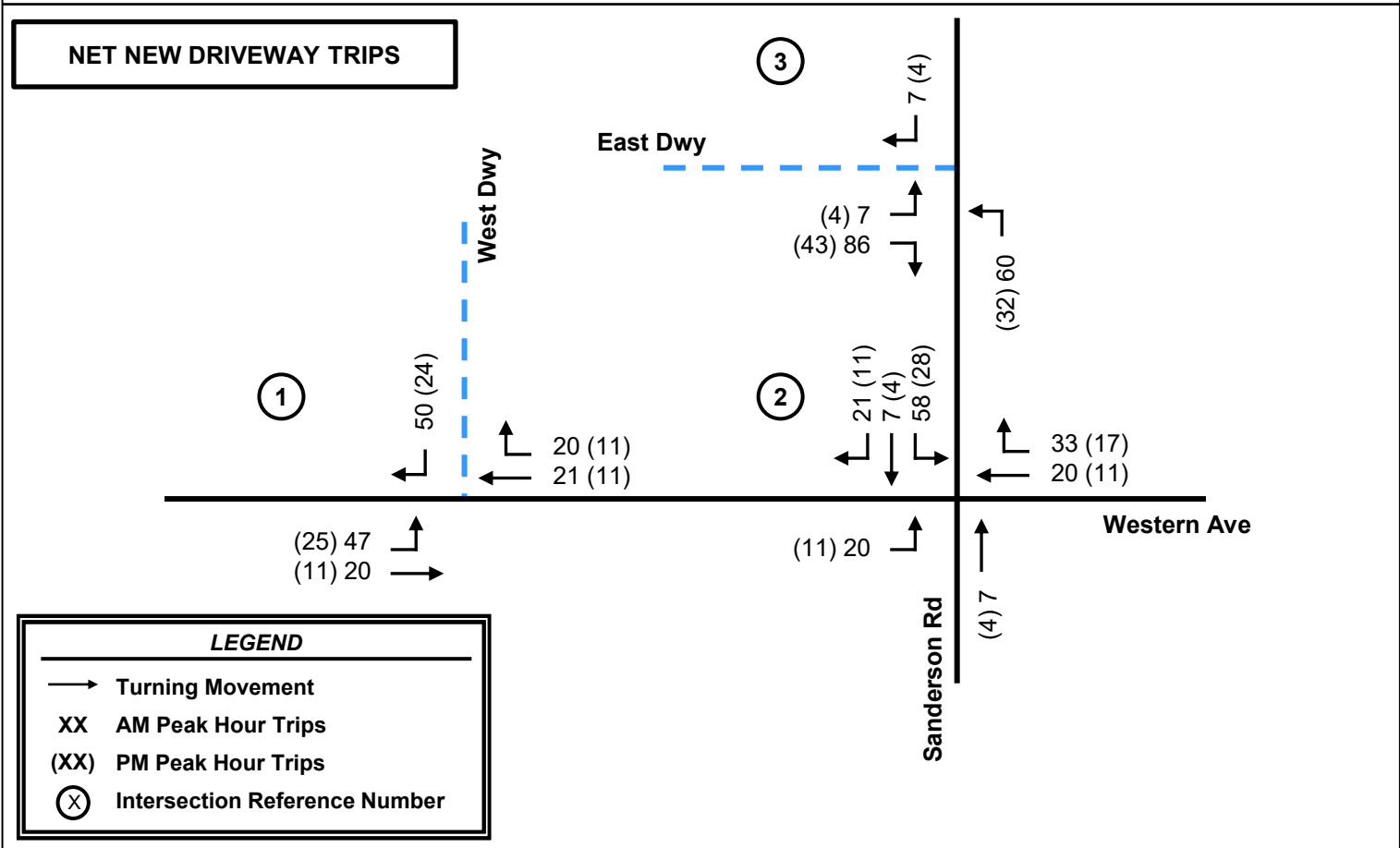
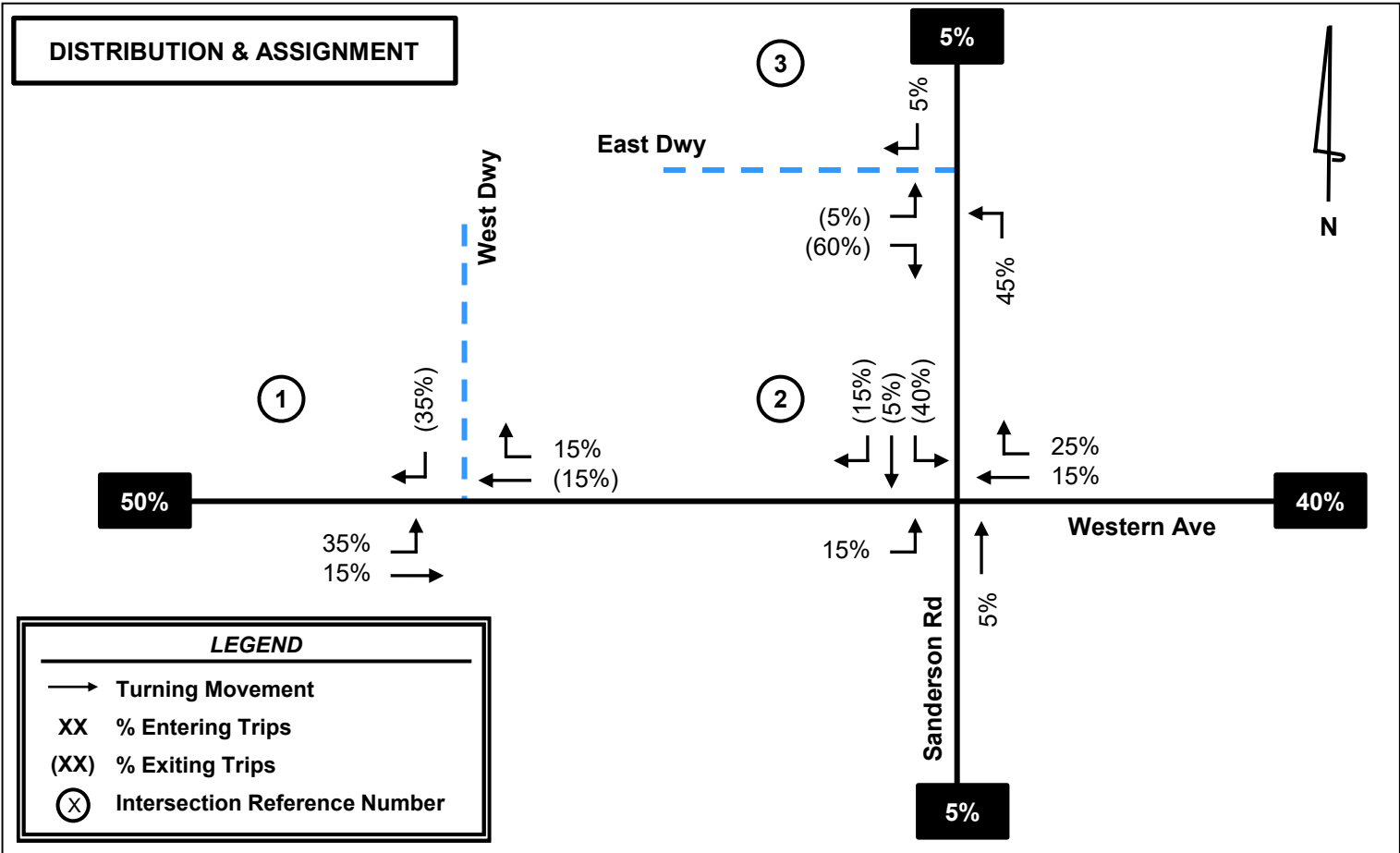
Kennedy Adams, P.E.
Project Engineer

Attachments:

- Figures 1-2
- Trip Generation Analysis
- Proposed Concept Site Plan







Trip Generation - 3935 Western Avenue - EXISTING (TO BE DEMOLISHED)

ITE Code	Land Use	Density		Daily			AM Peak Hour			PM Peak Hour		
				Total	Enter	Exit	Total	Enter	Exit	Total	Enter	Exit
822	Strip Retail Plaza (<40k)	20,695	sf	1,104	552	552	47	28	19	130	65	65
Reduction - Pass-By		AM	PM									
821	Shopping Plaza (40-150k)*	40%	40%	-442	-221	-221	-19	-11	-8	-52	-26	-26
NEW TRIPS				662	331	331	28	17	11	78	39	39
DRIVEWAY VOLUMES				1,104	552	552	47	28	19	130	65	65

*Pass-by rates not provided for LUC 822

Trip Generation - 3935 Western Avenue - PROPOSED DEVELOPMENT

ITE Code	Land Use	Density		Daily			AM Peak Hour			PM Peak Hour		
				Total	Enter	Exit	Total	Enter	Exit	Total	Enter	Exit
945	Convenience Store/Gas Station	12	fueling positions	3,086	1,543	1,543	324	162	162	273	137	136
Reduction - Pass-By		AM	PM									
945	Convenience Store/Gas Station	76%	75%	-2,314	-1,157	-1,157	-246	-123	-123	-205	-103	-102
NEW TRIPS				772	386	386	78	39	39	68	34	34
DRIVEWAY VOLUMES				3,086	1,543	1,543	324	162	162	273	137	136

Trip Generation - 3935 Western Avenue - COMPARISON

	Daily			AM Peak Hour			PM Peak Hour		
	Total	Enter	Exit	Total	Enter	Exit	Total	Enter	Exit
Existing (To Be Demolished) Gross Trips	1,104	552	552	47	28	19	130	65	65
Proposed Gross Trips	3,086	1,543	1,543	324	162	162	273	137	136
Difference in Gross/Driveway Project Trips	1,982	991	991	277	134	143	143	72	71
Existing (To Be Demolished) Net Trips	662	331	331	28	17	11	78	39	39
Proposed Net Trips	772	386	386	78	39	39	68	34	34
Difference in Net Project Trips	110	55	55	50	22	28	-10	-5	-5

*Positive differences indicate an increase in trips with the proposed development. Negative differences indicate a decrease in trips with the proposed development.



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

Palmetto Knoxville-Western Ave, LLC

Applicant Name

Developer

Affiliation

4/25/2022

Date Filed

6/9/2022

Meeting Date (if applicable)

File Number(s)

6-E-22-SU

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

Cooper Morris

Name

Kimley-Horn

Company

4031 Aspen Grove Rd, Suite 200

Address

Franklin

City

TN

State

Cooper Morris

ZIP

629-255-0745

Phone

cooper.morris@kimley-horn.com

Email

CURRENT PROPERTY INFO

John Trotter

Property Owner Name (if different)

(865) 567-4250

Property Owner Address

Property Owner Phone

3935 Western Ave Knoxville, TN 37921

Property Address

093DK001 (part of)

Parcel ID

Knoxville Utility Board

Sewer Provider

Knoxville Utility Board

Water Provider

N

Septic (Y/N)

STAFF USE ONLY

North of Western Ave, west of Sanderson Rd and east of I75

General Location

3.65 acres

Tract Size

City County

3rd
District

C-G-1

Zoning District

Commercial

Existing Land Use

Central City

Planning Sector

CC

Sector Plan Land Use Classification

N/A

Growth Policy Plan Designation

DEVELOPMENT REQUEST

Development Plan Use on Review / Special Use Hillside Protection COA
 Residential Non-Residential
Home Occupation (specify) N/A

Related City Permit Number(s)

Other (specify) ~~Shopping Center~~ Gas station with convenience store

SUBDIVISION REQUEST

Proposed Subdivision Name

Related Rezoning File Number

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

Other (specify) _____
 Attachments / Additional Requirements

ZONING REQUEST

Zoning Change Proposed Zoning _____

Pending Plat File Number

Plan Amendment Change Proposed Plan Designation(s) _____

Proposed Density (units/acre) Previous Rezoning Requests

Other (specify) _____

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*)

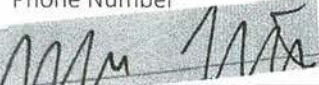
Fee 1	Total
0401 \$1,500.00	
Fee 2	\$1,500.00
Fee 3	
	JH / MR

AUTHORIZATION


Applicant Signature

Michael Mullen
Please Print

4/25/22
Date

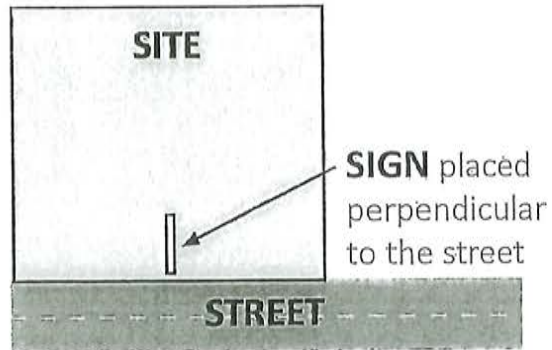
Phone Number _____

Property Owner Signature

Email _____
JOHN TROTEN
Please Print

4/25/2022
Date

 4/26/2022

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:

May 25th (applicant or staff to post sign) and June 10th (applicant to remove sign)

Applicant Name: Michael Mull / Palmetto Knoxville - Western Ave

Date: 4/26/2022

File Number: 0-6-22-561

- Sign posted by Staff
- Sign posted by Applicant