

SPECIAL USE REPORT

► **FILE #:** 4-C-24-SU

AGENDA ITEM #: 52

AGENDA DATE: 4/11/2024

► **APPLICANT:** J SCOTT BUSBY

OWNER(S): Tim Thurston Sequoyah Hills Presbyterian CHurch

TAX ID NUMBER: 122 A B 026

[View map on KGIS](#)

JURISDICTION: City Council District 2

STREET ADDRESS: 3700 KEOWEE AVE

► **LOCATION:** North side of Keowee Ave, west side of Kenesaw Ave

► **APPX. SIZE OF TRACT:** 3.92 acres

SECTOR PLAN: West City

GROWTH POLICY PLAN: N/A (Within City Limits)

ACCESSIBILITY: Access is via Keowee Avenue, a local street with a 30-ft-pavement width within a 36-ft to 100-ft right-of-way. Access is also via Kenesaw Avenue, a local street with a 40-ft pavement width within a 62-right-of-way.

UTILITIES: Water Source: Knoxville Utilities Board

Sewer Source: Knoxville Utilities Board

WATERSHED: Tennessee River

► **ZONING:** RN-1 (Single-Family Residential Neighborhood)

► **EXISTING LAND USE:** Public/Quasi Public Land

► **PROPOSED USE:** Place of worship expansion

HISTORY OF ZONING: None noted

SURROUNDING LAND USE AND ZONING: North: Single-family residential - RN-2 (Single-Family Residential)

South: Multi-family residential - RN-5 (General Residential Neighborhood)

East: Commercial, Multi-family residential - C-G-2 (General Commercial), RN-5 (General Residential Neighborhood)

West: Single-family residential - RN-2 (Single-Family Residential)

NEIGHBORHOOD CONTEXT: This area of the Kingston Pike-Sequoyah Hills neighborhood has a mix of single-family dwellings and apartment communities. There is a small commercial and office node on the other side of the Keowee Avenue and Kenesaw Avenue intersection.

STAFF RECOMMENDATION:

► **Approve the request for an expansion of a place of worship, subject to two conditions.**

- 1) Meeting all applicable requirements of the City of Knoxville Zoning Ordinance.
- 2) Meeting all applicable requirements of the City of Knoxville Engineering Department.

With the conditions noted, this request meets the criteria to approve a Special Use for a place of worship.

COMMENTS:

This proposal is for a minor expansion of a place of worship, Sequoyah Hills Presbyterian Church, in the RN-1 (Single-Family Residential Neighborhood) zoning district. The additions include a 1,080-sq ft fellowship hall, a 2,370-sq ft community space with a glass-front connecting hall, new and modified roofing and dormers, a sidewalk expansion and two new ADA accessible ramps. The development does not add seats to the main assembly room of the church, which would impact off-street parking requirements. Landscaping that needs to be removed for the expansion, including several small trees and shrubs, will be relocated to other areas of the campus.

On March 19, 2024, the City Board of Zoning Appeals (BZA) approved a variance request by the applicant allowing the church to exceed its 40% maximum impervious coverage limit in the RN-1 district to 68%. The applicant described how the church consists of multiple buildings developed between 1948 and 1999. The church's current impervious lot coverage since 1999 is 65%, and the proposed development increases this coverage by 3%. In the BZA request, the applicant described the need for the renovations in the following way (see Exhibit B): "There is currently not an accessible path to connect one end of the buildings to the other without having to go outside through the parking lot. The best feasible way to connect these buildings is to construct an addition on the south side of the existing sanctuary. This addition will provide accessible access across the main level as well as providing elevator access to all levels. The addition is primarily glass to allow natural light into the space and preserve the view of the existing building facade and stained-glass windows, and it is not farther out than the surrounding wings. There will also be a small addition to expand a community room." The basis for the BZA's approval of the variance was that the de minimis increase in impervious coverage was tied to development that improved ADA accessibility around the church.

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 proposed minor expansion to a long-established place of worship is consistent with the General Plan's development policy 4.6 to provide support for the development of neighborhood and community organizations.
B. This development request is supported by the One Year Plan's location criteria for cultural facilities. It states that churches should be located throughout the community in close proximity to major residential areas, and that sites should afford safe and convenient access to both local and through traffic. The church is part of the Kingston Pike-Sequoyah Hills neighborhood and is located next to a small community commercial node.

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

A. The RN-1 zoning district is intended to accommodate traditional single-family residential neighborhoods, and limited nonresidential uses that are compatible with the character of the district. The subject property has functioned as a church campus since at least 1948, and is a part of the neighborhood character.
B. The proposed development improves the church's ADA accessibility, which is consistent with Article 1.2.A on the intent of the zoning code to promote public health, safety and welfare.

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 fellowship hall and community space expansions to the church are designed to complement the existing building, and are compatible with the surrounding built environment.

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. There are no adverse impacts anticipated to occur from the proposed expansion. Most of the development pertains to enclosed building additions that would not cause an environmental nuisance to surrounding properties.
B. Landscaping that will be impacted by the building additions will be relocated to other areas of the campus to maintain the benefits of this vegetation.

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

1. The development does not add seats to the main assembly room. The building additions should not significantly increase traffic to and from the site in this residential area.

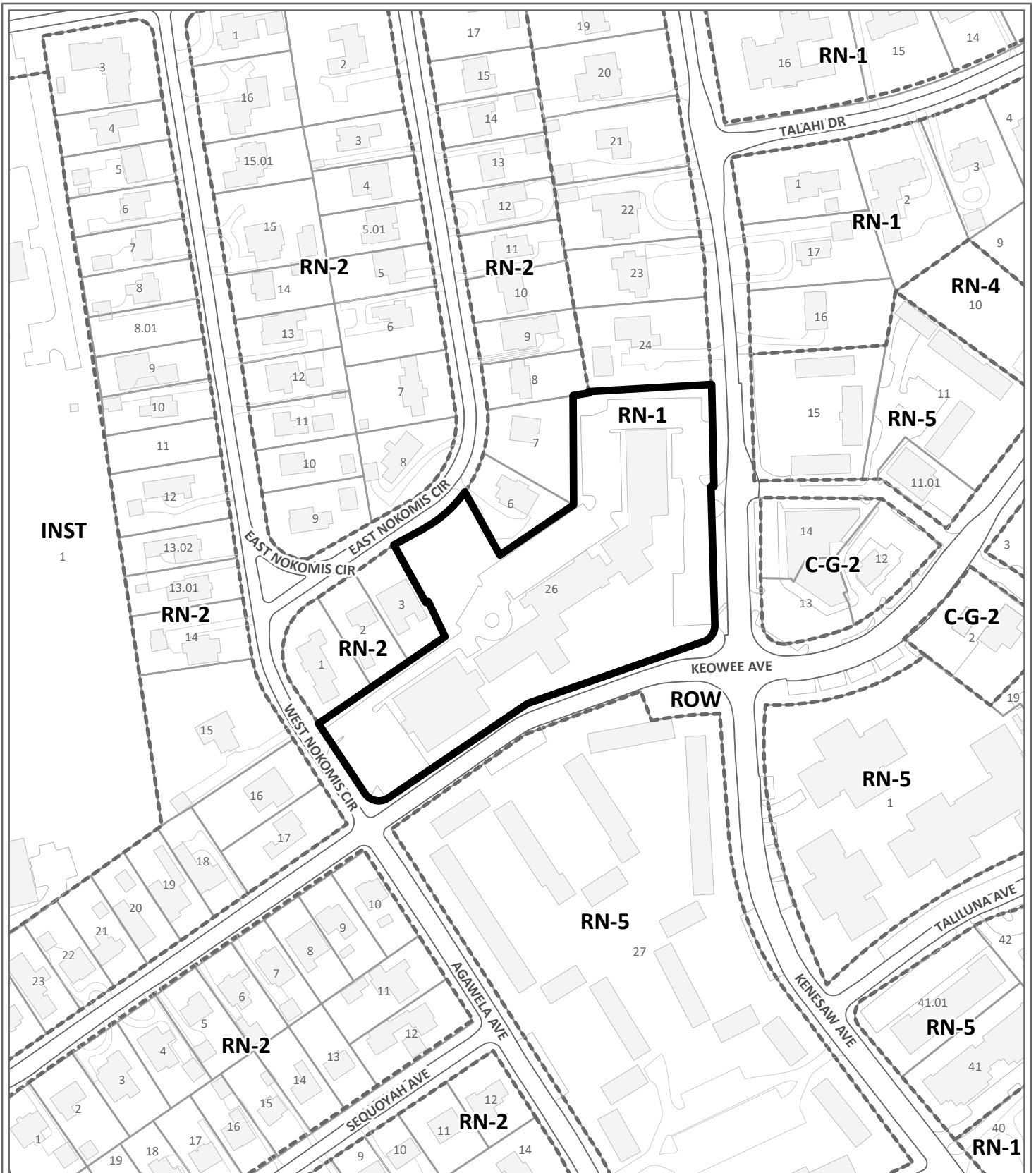
6) THE NATURE OF DEVELOPMENT IN THE SURROUNDING AREA IS NOT SUCH AS TO POSE A POTENTIAL HAZARD TO THE PROPOSED USE OR TO CREATE AN UNDESIRABLE ENVIRONMENT FOR THE PROPOSED USE.

1. There are no aspects of the subject property, such as adjacent land uses or physical aspects of the lot, that should pose a risk to the proposed expansion.

ESTIMATED TRAFFIC IMPACT: Not required.

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.



SPECIAL USE

4-C-24-SU

Petitioner: J Scott Busby



Place of worship addition in RN-1 (Single-Family Residential Neighborhood)

Original Print Date: 3/6/2024

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

Map No: 122
Jurisdiction: City

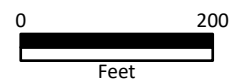
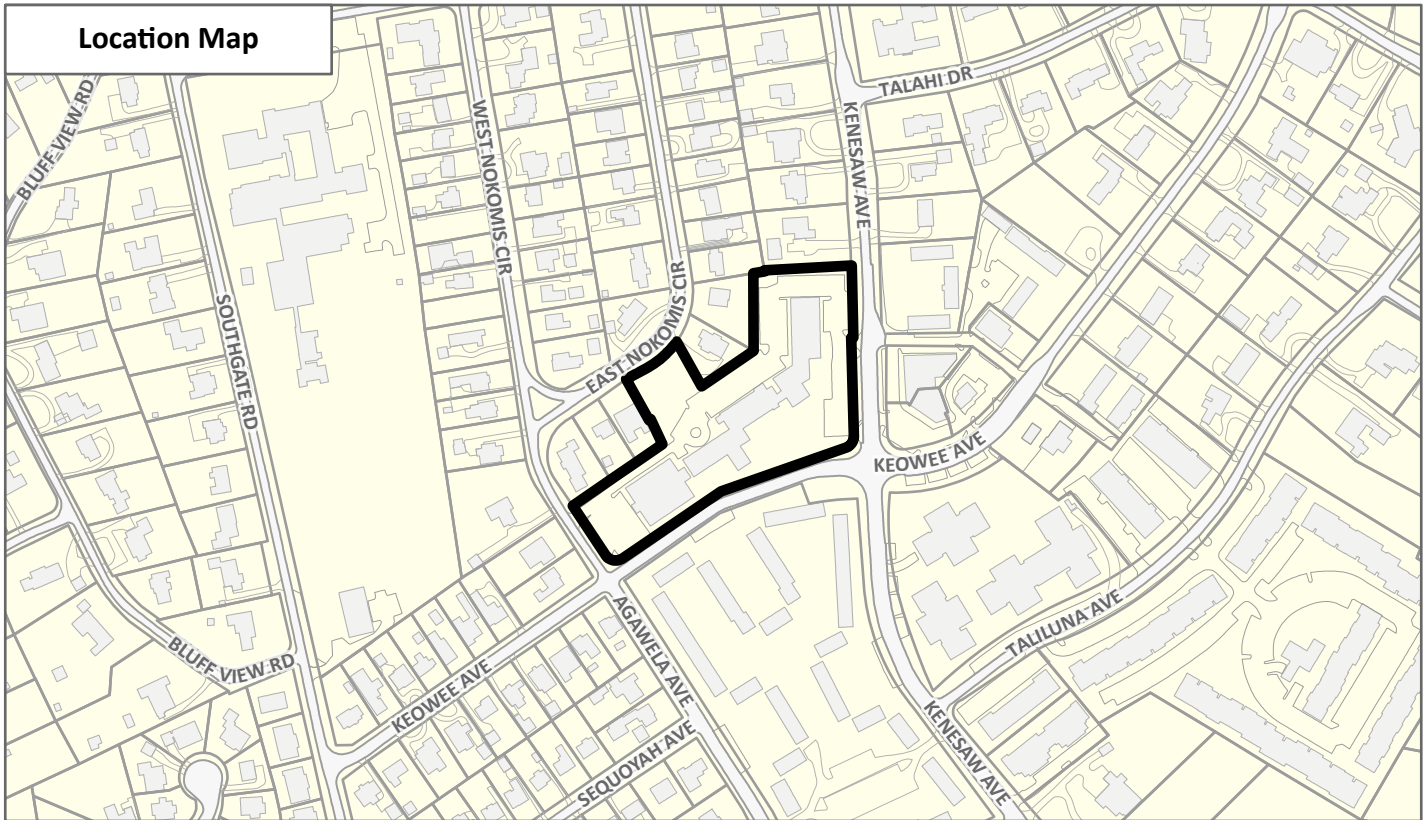


Exhibit A. Contextual Images

Location Map



Aerial Map



CONTEXTUAL MAPS 1

4-C-24-SU



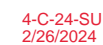
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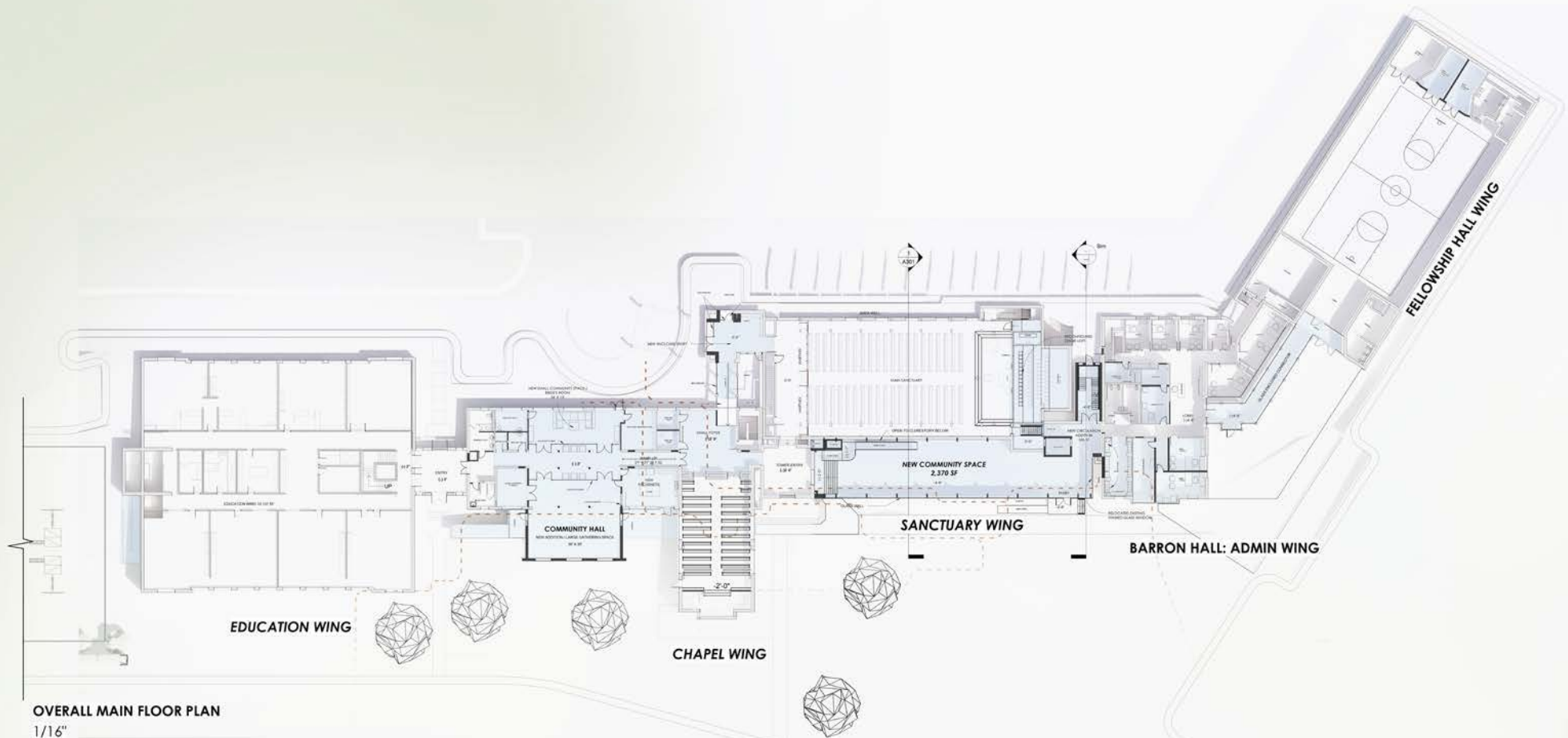
0 410
Feet



[illegible]

AS-100





OVERALL MAIN FLOOR PLAN
1/16"

ADA ACCESSIBLE PATH
NEW WALL
EXISTING WALL
ZONE OF WORK



LOWER LEVEL PLAN
1/16"



ADMIN UPPER LEVEL PLAN
1/16"

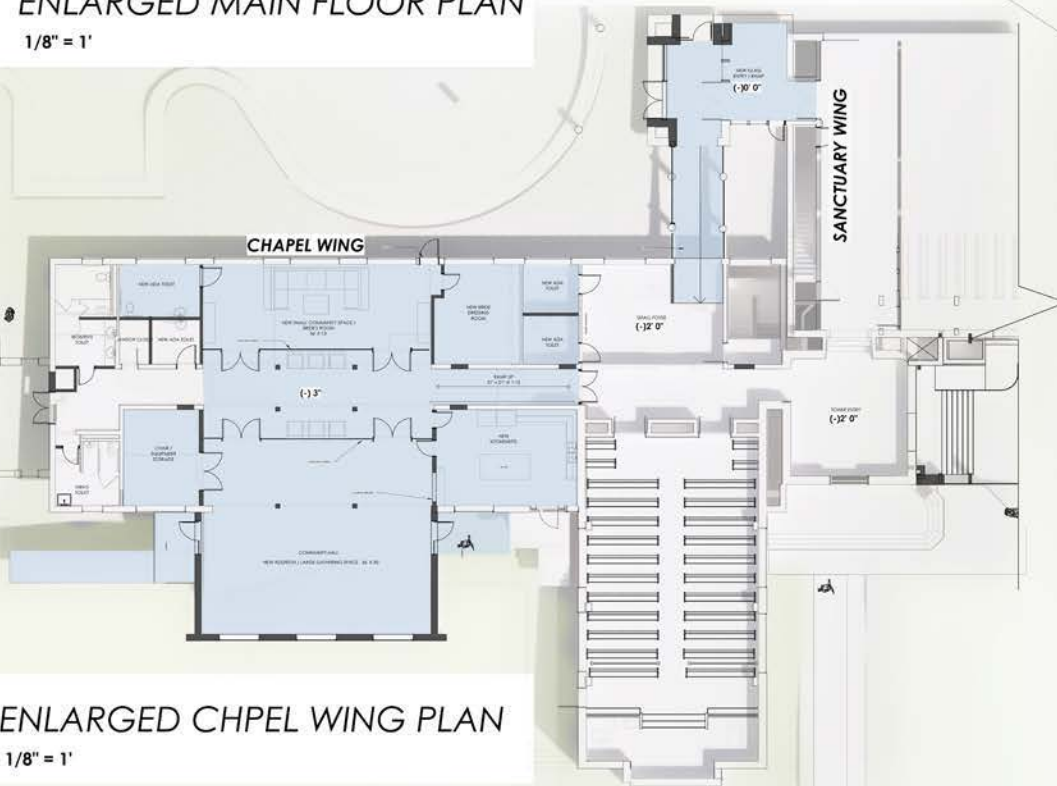
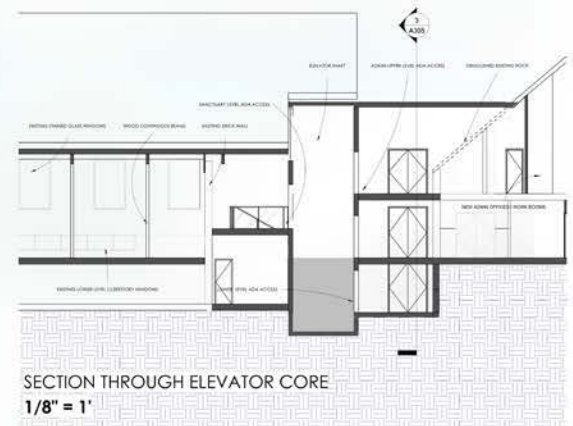
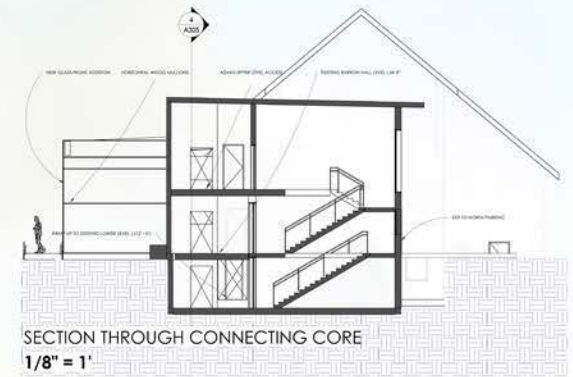
4-C-24-SU
2/26/2024



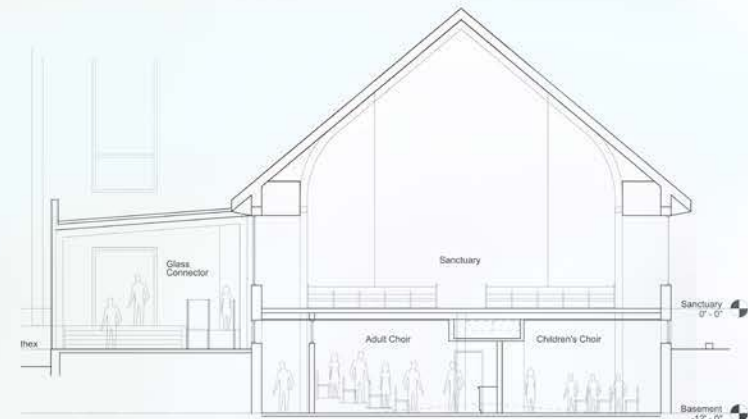
SEQUOYAH HILLS PRESBYTERIAN CHURCH



ENLARGED MAIN FLOOR PLAN

$$1/8'' = 1'$$


ENLARGED CHPEL WING PLAN

$$1/8" = 1'$$


SECTION SANCTUARY / CHOIR ROOM

 $1/16'' = 1'$

4-C-24-SU
2/26/2024

SEQUOYAH HILLS PRESBYTERIAN CHURCH



4-C-24-SU
2/26/2024



SMEE + BUSBY ARCHITECTS

SEQUOYAH HILLS PRESBYTERIAN CHURCH

SEQUOYAH HILLS PRESBYTERIAN CHURCH-LANDSCAPING TO BE RELOCATED-03-12-24







File # (office use only)

3-D-24-VA



BOARD OF ZONING APPEALS APPLICATION

Please reach out to a City of Knoxville Zoning Examiner about your project before submitting a variance application.

APPLICANT INFORMATION	APPLICANT IS:	THIS PROPOSAL PERTAINS TO:
Name (Individual not company)	Owner <input type="checkbox"/>	New Structure <input type="checkbox"/>
Street Address	Contractor <input type="checkbox"/>	Modification of Existing Structure <input type="checkbox"/>
City, State, Zip	Tenant <input type="checkbox"/>	Off Street Parking <input type="checkbox"/>
Phone Number	Other <input type="checkbox"/>	Signage <input type="checkbox"/>
Applicant Email		Other <input type="checkbox"/>

THIS IS A REQUEST FOR:

- | | |
|--|---|
| <input type="checkbox"/> Zoning Variance (Building Permit Denied) | <input type="checkbox"/> Extension of Non-Conforming Use/or Structure |
| <input checked="" type="checkbox"/> Appeal of Administrative Official's Decision | <input type="checkbox"/> Map Interpretation |

PROPERTY INFORMATION

Street Address	City, State, Zip
See KGIS.org for Parcel #	City Council District # and Zoning District

VARIANCE REQUIREMENTS

City of Knoxville Zoning Ordinance Article 16, Section 16.3

The City of Knoxville Board of Zoning Appeals shall have the power and authority to grant variances from terms of this ordinance according to the procedure and under the restrictions set out in this section.

The purpose of the variance is to modify the strict application of the specific requirements of this ordinance in the case of exceptionally irregular, narrow, shallow or steep lots, or other exceptional physical conditions, whereby such strict application would result in practical difficulty or unnecessary hardship which would deprive an owner of the reasonable use of his land. The variance shall be used only where necessary to overcome some obstacle which is preventing an owner from using his property as the zoning ordinance intended.

DESCRIPTION OF APPEAL

Describe your project and why you need variances.

Describe hardship conditions that apply to this variance.

Site plans and any other relevant information associated with the hardship must accompany this application.

APPLICANT AUTHORIZATION

I hereby certify that I am the authorized applicant, representing ALL property owners involved in this request and that all owners have been notified of this request in writing.

APPLICANT'S SIGNATURE

DATE

INCOMPLETE APPLICATIONS WILL BE RETURNED FOR RESUBMISSION. ALL INFORMATION IS REQUIRED.

File #

3-D-24-VA



CITY OF KNOXVILLE

BOARD OF ZONING APPEALS APPLICATION

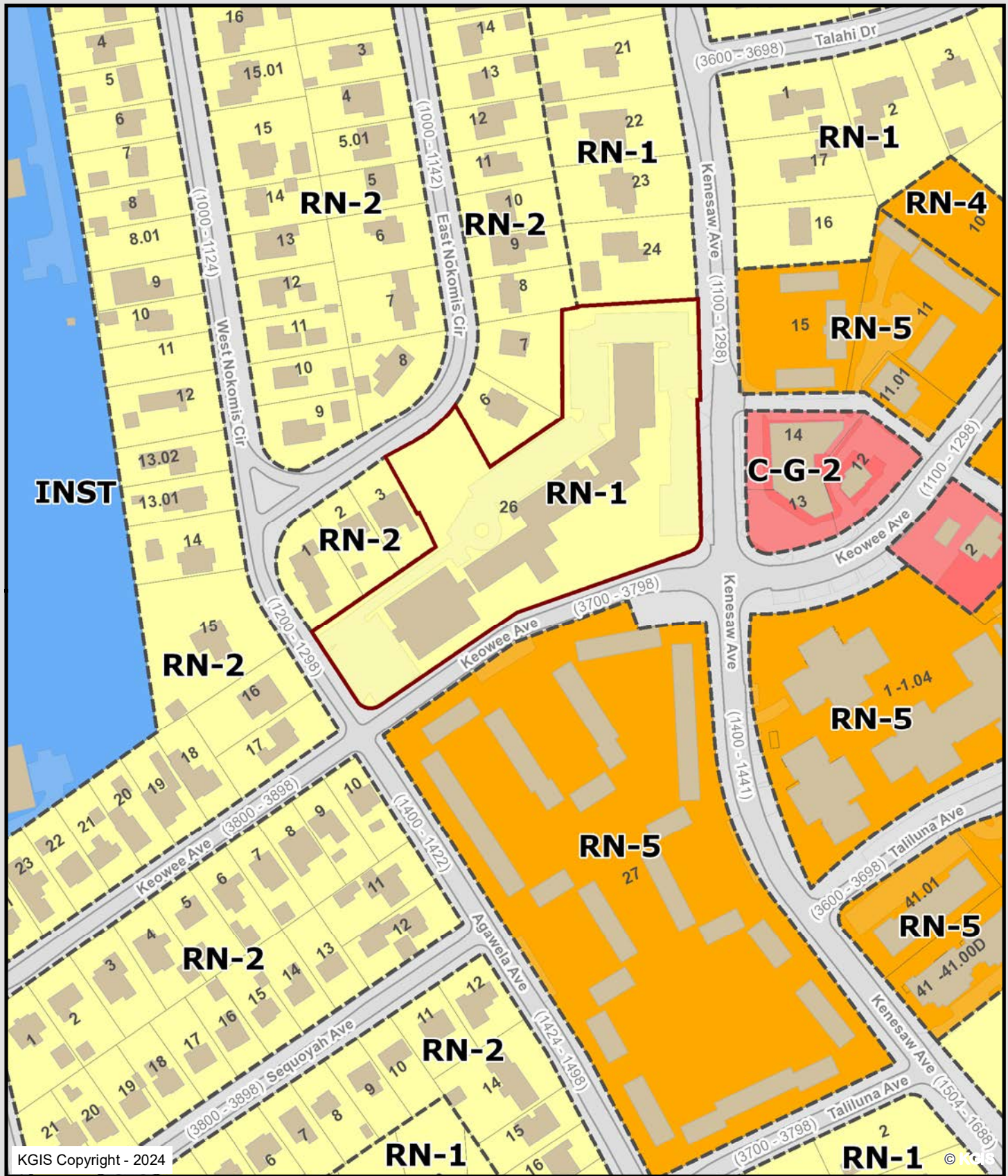
*****OFFICE USE ONLY*****

Is a plat required? Yes ☐ No ☐

VARIANCE REQUEST(S) WITH ORDINANCE CITATION(S):

PROJECT INFORMATION

Date Filed	Fee Amount
Council District	BZA Meeting Date
PLANS REVIEWER	DATE



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3700 KEOWEE AVE SW

3-D-24-VA
SCOTT BUSBY

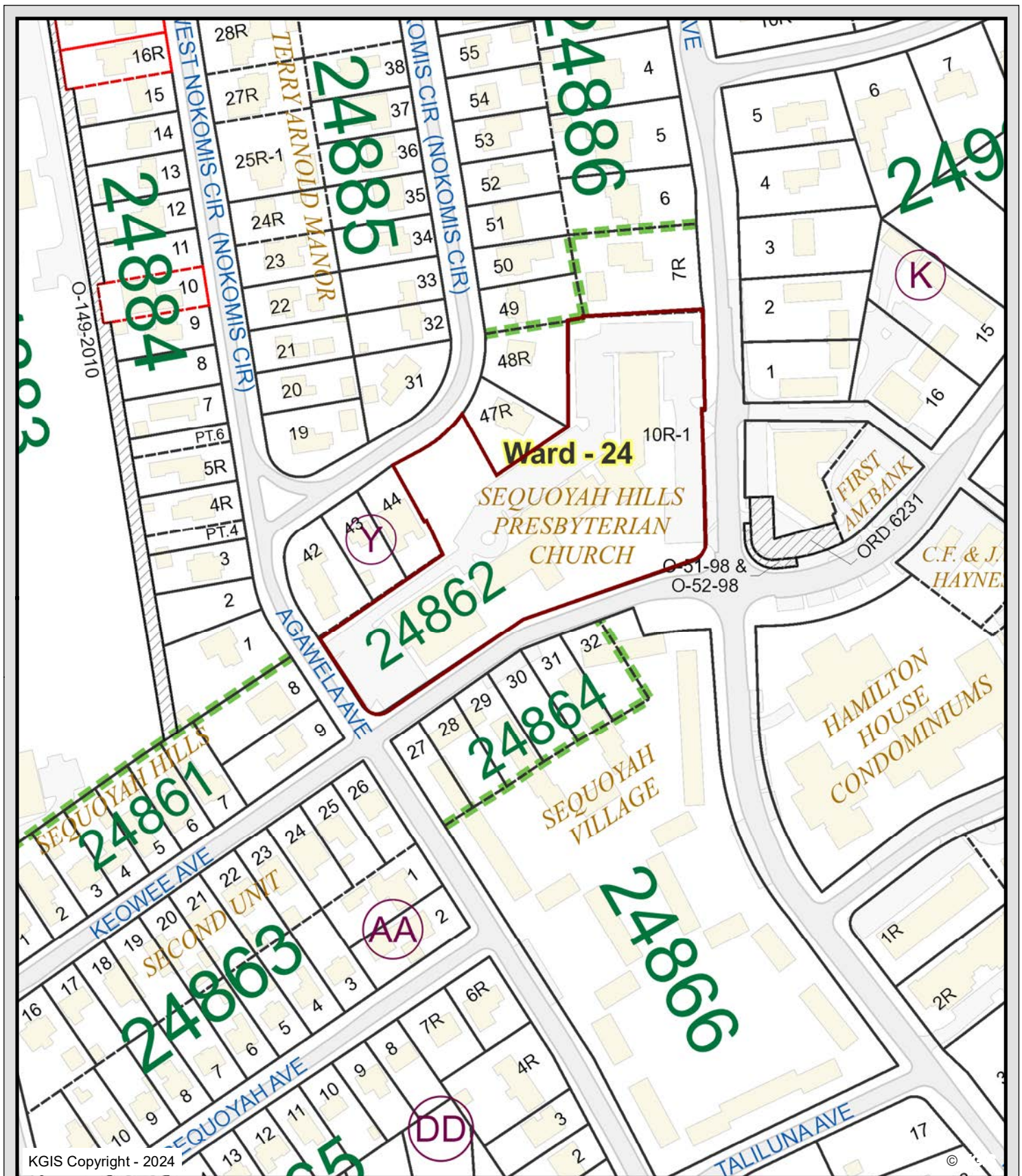
Knoxville - Knox County - KUB Geographic Information System



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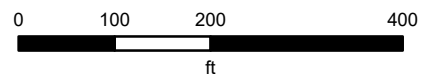
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3-D-24-VA
SCOTT BUSBY

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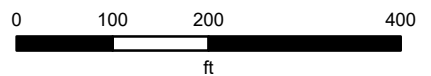
3700 KEOWEE AVE SW

3-D-24-VA
SCOTT BUSBY

Knoxville - Knox County - KUB Geographic Information System

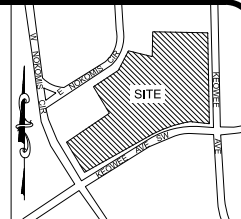
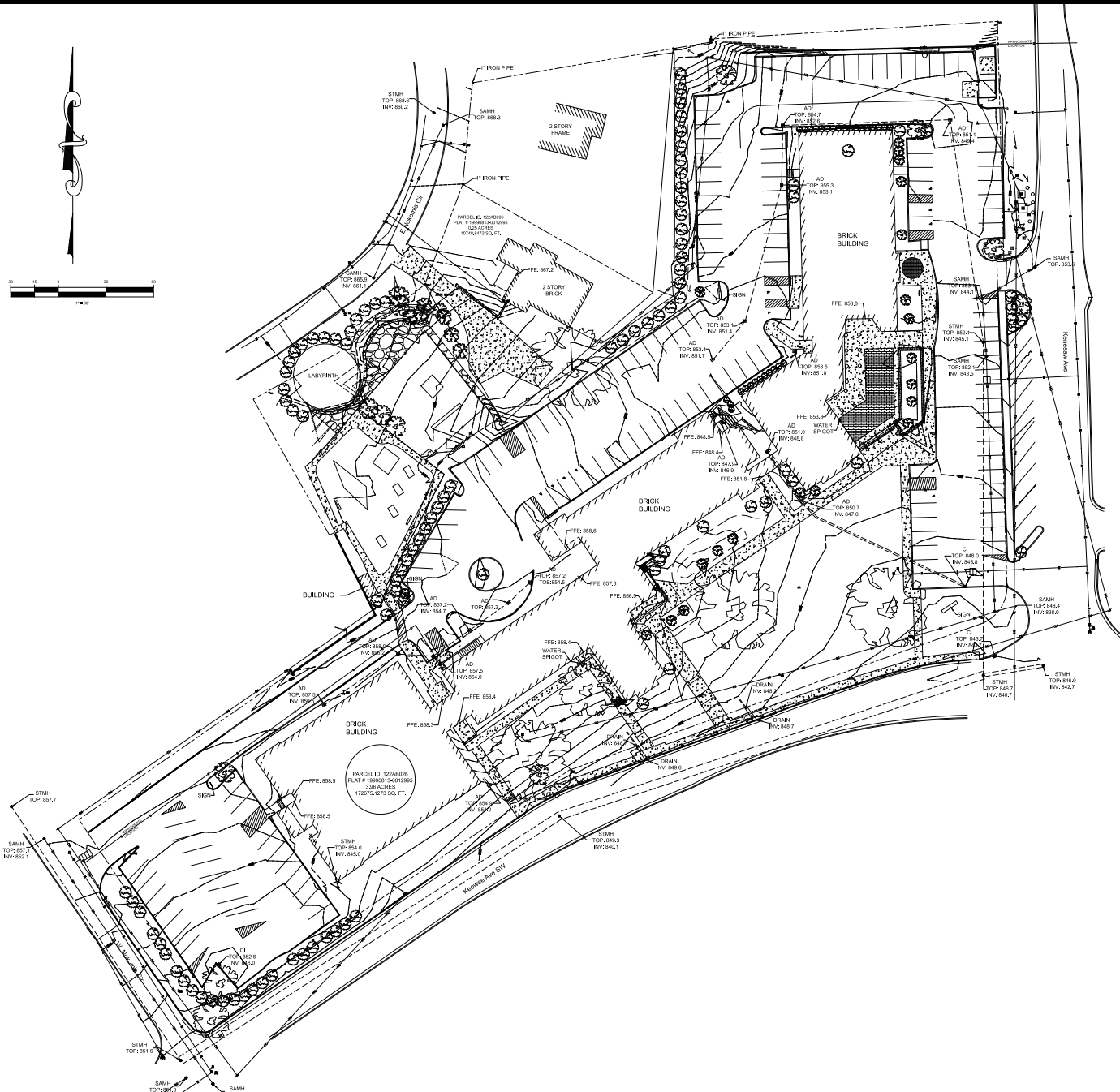


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Site plan drawing (signature) (date) (time) (day) (month) (year) - LDC Copyright (date) (time) (day) (month) (year)



Location Map
NOT TO SCALE

Master Legend	
Existing	
	Existing Contours
	Existing Edge Pavement
	Existing Edge Pavement
	Existing Wall
	PK Nail (PROX)
	Existing Storm Catch Basin
	Existing Storm Line
	Existing Storm Manhole
	Property Line (Boundary)
	Existing Land Scope
	Existing Tree
	Existing Gas Line
	Existing Water Line
	Existing Fire Hydrant
	Existing Water Valve
	Existing Steam Manhole
	Existing Sanitary Sewer
	Existing Sanitary Manhole
	Existing Communication Line
	Existing Fiber Optic Line
	Existing Communication Box
	Existing Telephone Manhole
	Existing Emergency Telephone
	Existing Fence
	Existing Overhead Electric
	Existing Underground Electric
	Existing Electric Box
	Existing Power Pole
	Existing Light Pole

Project: Sequoyah Hills Church
Expansion
3700 Keowee Ave SW
Smees & Busby
Knoxville, Tennessee

LAND
DEVELOPMENT
SOLUTIONS

Topographic Survey

Drawing Description:	
Revision	Date

Not For
Construction
For Review
Only

Drawn By	
Checked	
Approved	
Job No.	2022049
1"=30'	07-14-22
Scale	Date
1 of 1	

Project Number: 22001

Date: 09/08/2022

Drawn By: Author

Principal: Approver

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AS-100





Development Request

DEVELOPMENT

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

SUBDIVISION

- ☐ Concept Plan
☐ Final Plat

ZONING

- ☐ Plan Amendment
☐ Sector Plan
☐ One Year Plan
☐ Rezoning

J Scott Busby

Applicant Name

Affiliation

2/27/2024

Date Filed

4/11/2024

Meeting Date (if applicable)

4-C-24-SU

File Number(s)

CORRESPONDENCE

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

Scott Busby Smee + Busby Architects, P.C.

Name / Company

2554 Sutherland Ave Knoxville TN 37902

Address

865-521-7550 / sbusby@smeebusby.com

Phone / Email

CURRENT PROPERTY INFO

Tim Thurston Sequoyah Hills Presbyteria 3700 Keowee Ave Knoxville TN 37919

Owner Name (if different)

Owner Address

865-522-9084

Owner Phone / Email

3700 KEOWEE AVE

Property Address

122 A B 026

Parcel ID

Part of Parcel (Y/N)?

3.92 acres

Tract Size

Knoxville Utilities Board

Sewer Provider

Knoxville Utilities Board

Water Provider

Septic (Y/N)

STAFF USE ONLY

North side of Keowee Ave, west side of Kenesaw Ave

General Location

☒ City

Council District 2

RN-1 (Single-Family Residential Neighborhood)

Public/Quasi Public Land

☐ County

District

Zoning District

Existing Land Use

West City

Planning Sector

CI (Civic and Institutional)

Sector Plan Land Use Classification

N/A (Within City Limits)

Growth Policy Plan Designation

DEVELOPMENT REQUEST

<input type="checkbox"/> Development Plan	<input type="checkbox"/> Planned Development	<input checked="" type="checkbox"/> Use on Review / Special Use	Related City Permit Number(s)
<input type="checkbox"/> Hillside Protection COA	<input type="checkbox"/> Residential	<input type="checkbox"/> Non-residential	
Home Occupation (specify) _____			
Other (specify) Place of worship expansion			

SUBDIVISION REQUEST

Proposed Subdivision Name	Related Rezoning File Number
Unit / Phase Number	
Total Number of Lots Created	
Additional Information	
<input type="checkbox"/> Attachments / Additional Requirements	

ZONING REQUEST

<input type="checkbox"/> Zoning Change	Pending Plat File Number
Proposed Zoning	
<input type="checkbox"/> Plan Amendment	Proposed Plan Designation(s)
Proposed Density (units/acre) Previous Zoning Requests	
Additional Information	

STAFF USE ONLY

PLAT TYPE

☐ Staff Review ☐ Planning Commission

ATTACHMENTS

☐ Property Owners / Option Holders ☐ Variance Request

ADDITIONAL REQUIREMENTS

☐ COA Checklist (Hillside Protection)
☐ Design Plan Certification (Final Plat)
☒ Site Plan (Development Request)
☐ Traffic Impact Study
☐ Use on Review / Special Use (Concept Plan)

Fee 1

\$1,600.00

Total

Fee 2

Fee 3

AUTHORIZATION

☐ I declare under penalty of perjury the foregoing is true and correct: 1) He/she/it is the owner of the property, AND 2) the application and all associated materials are being submitted with his/her/its consent.

J Scott Busby

2/27/2024

Applicant Signature

Please Print

Date

Phone / Email

Tim Thurston Sequoyah Hills Presbyterian Church

2/27/2024

Property Owner Signature

Please Print

Date



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

J Scott Busby, AIA

Architect

Applicant Name

Affiliation

2/23/24

April 11, 2024

File Number(s)

Date Filed

Meeting Date (if applicable)

4-C-24-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

J. Scott Busby

Smee + Busby Architect, P.C.

Name

Company

2554 Sutherland Ave

Knoxville

TN

37919

Address

City

State

ZIP

(865) 521-7550

sbusby@smeebusby.com

Phone

Email

CURRENT PROPERTY INFO

Sequoyah Hills Presbyterian Church

3700 Keowee Ave Knox TN 37919

865-522-9804 ext 116

Property Owner Name (if different)

Property Owner Address

Property Owner Phone

3700 Keowee Avenue Knoxville, TN 37919

122AB026

Property Address

Parcel ID

KUB

KUB

N

Sewer Provider

Water Provider

Septic (Y/N)

STAFF USE ONLY

General Location

Tract Size

☐ City ☐ County

District

Zoning District

Existing Land Use

Planning Sector

Sector Plan Land Use Classification

Growth Policy Plan Designation

May 1, 2023

DEVELOPMENT REQUEST

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

Home Occupation (specify) _____

Other (specify) _____

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)

Pending Plat File Number

Proposed Density (units/acre)

Previous Rezoning Requests

☒ Other (specify)

Special Use-Non Residential in RN-1. Addition to existing nonconforming special use.

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
Fee 2	\$1,600.00
Fee 3	

AUTHORIZATION

☒ I declare under penalty of perjury the foregoing is true and correct:

1) He/she/it is the owner of the property AND 2) The application and all associated materials are being submitted with his/her/its consent



J Scott Busby, AIA

2/23/24

Applicant Signature

Please Print

Date

(865) 521-7550

sbusby@smeebusby.com

Phone Number

Email

PD., 02/27/2024, SG



Tim Thurston

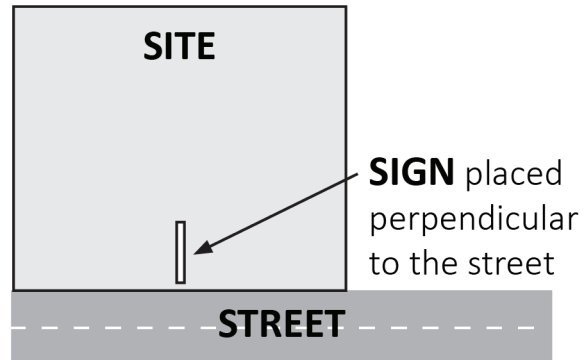
2/23/24

Property Owner Signature

Please Print

Date Paid

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:

_____ **03/29/2024** _____ and _____ **04/12/2024** _____
 (applicant or staff to post sign) (applicant to remove sign)

Applicant Name: J Scott Busby

Date: 02/27/2024

File Number: 4-C-24-SU



Sign posted by Staff



Sign posted by Applicant