USE ON REVIEW REPORT

FILE #: 2-A-20-UR

APPLICANT: SPACE MART DEVELOPMENT COMPANY, LP

OWNER(S): The Bakery Building, LLC

TAX ID NUMBER: 95 I C 00401 & 00403

JURISDICTION: City Council District 6

STREET ADDRESS: 701 & 0 E. Hill Ave.

LOCATION: Northwest side of E. Hill Ave., south side George Dempster Dr. and James White Pkwy.

APPRX. SIZE OF TRACT: 4.73 acres

SECTOR PLAN: Central City

GROWTH POLICY PLAN: Urban Growth Area (Inside City Limits)

ACCESSIBILITY: Access is via E. Hill Avenue, a minor collector street with 24'-68' of pavement width within 58'-80' of right-of-way.

UTILITIES: Water Source: Knoxville Utilities Board

Sewer Source: Knoxville Utilities Board

WATERSHED: First Creek & Tennessee River

ZONING: C-2 (Central Business District)

EXISTING LAND USE: Office Building & Parking

PROPOSED USE: Indoor, climate controlled self storage facility

HISTORY OF ZONING: The property was rezoned from O-1 to C-2 in 1995 (4-V-95-RZ) and zoned DK-B as of January 2020. The property is being reviewed under the C-2 zoning standards.

SURROUNDING LAND USE AND ZONING:

North: Government facility / INST (Institutional)

South: Apartments, condos / RN-6 (Multi-Family Residential Neighborhood)

East: Apartments / RN-6 (Multi-Family Residential Neighborhood)

West: Hotel / DK-B (Downtown Knoxville - Boulevard)

NEIGHBORHOOD CONTEXT: This property is east of downtown in an area developed with a mix of multi-family, hotel, and governmental uses in the RN-6, DK-B and INST zones.

STAFF RECOMMENDATION:

APPROVE the indoor, climate-controlled, self-storage use with approximately 117,200 square feet of floor area, subject to 5 conditions.

1. Meeting all applicable requirements of the City of Knoxville Zoning Ordinance, including but not limited to Article 8 (Signs, billboards, and other advertising structures), Article 5, Section 7. (Off-street parking, access, driveway, and landscaping requirements), and Article 5, Section 7.J. (Parking Lot Landscaping).
2. Installing all landscaping shown on the development plan within 6 months of obtaining a certificate of occupancy.
3. Meeting all applicable requirements of the utility provider.
4. Meeting all requirements of the City of Knoxville Department of Engineering.
5. Platting the lot for the self-storage use so the facility is compliant with the zoning regulations and this Use on Review approval.

With the conditions noted, this plan meets the requirements for approval of an indoor, climate-controlled, self-service storage facility in the C-2 district and the other criteria for approval of a use-on-review.

COMMENTS:

This proposal is to convert and expand an existing office building into an indoor self-storage facility with approximately 117,200 square feet. The proposal states that the portion of the property along the E. Hill Avenue frontage will be available for future development, however, this is not part of this proposal and must meet the requirements of the new zoning ordinance.

The property is currently zoned DK-B (Downtown Knoxville – Boulevard) which does not permit self-storage facilities, however, the application was submitted before the end of 2019 so it is being reviewed under the previous C-2 zoning which allows “indoor, climate-controlled, self-storage facilities” as a use permitted on review. This review and approval process is intended: (1) to provide for uses which are beneficial to the community but that may involve a potential hazard to the development of an area unless appropriate provisions are made for their impacts; and (2) to integrate properly the uses permitted on review with other uses located in the district. The planning commission may approve a use permitted on review where it can be shown that the proposed plan or use is in harmony with the general purpose and intent of the zoning ordinance and with the general plan and one-year plan and is reasonably necessary for the convenience and welfare of the community.

The One Year Plan designates this site as Regional Mixed Use Center (MU-RC), which recommends a mix of commercial, office, and high-density residential uses. The MU-RC, however, also recommends that these areas “not include auto and truck-oriented uses, such as industrial, strip commercial and warehouse/distribution uses, unless the proposal calls for a redevelopment of such areas.” While self-storage uses are dependent on auto and truck access for customers, the amount of traffic is very low in comparison to the uses that are not recommended. In addition, the largest vehicle used by customers is typically a small box truck, in comparison to warehouse/distribution uses that require access for semi-trailer trucks.

The C-2 zone has specific standards for indoor, climate-controlled, self-storage facilities that are listed below:
1. All buildings shall meet the area requirements of the C-2 zoning district and have the exterior appearance of an office building.
2. Access to all individual storage units shall be through the interior of the building only.
3. No garage type door entries shall be provided to the building.
4. No outside storage shall be permitted on site.
5. No overnight truck parking shall be allowed on the site.
6. All signage shall comply with the sign requirements of the C-2 zoning district.
7. No retail sales other than the indoor, incidental display and sale of boxes and other packing supplies shall be permitted.

Standards #2-7 can easily be reviewed to determine compliance; however, standard #1 requires that the storage facility have the appearance of an office building, which is more subjective and needs to be considered for conformity by the Planning Commission. Being that the existing building is an office building, those portions that remain meet this standard. The new additions must also have the appearance of an office building but do not have to be designed to look the same as the existing building.

The proposed building additions that total approximately 48,440 sqft, predominantly located on the east and south elevations of the building (facing E. Hill Avenue). The west and north elevations that face the adjacent hotel and James White Parkway, will remain relatively unchanged from the exterior. Storage units will be directly behind most of the remaining windows and will cover them with a wall from the interior. Only one set of windows will remain transparent on each floor and these will be located in the middle of the north elevation. These are labeled as “display” on the floor plan, which typically contains some sort of advertising for the self-storage business, such as faux rollup doors visible behind upper story windows.

The building addition is four stories on the east elevation (facing E. Hill Avenue), two stories over an existing
one-story portion of the building on the south elevation (facing E. Hill Avenue), and a four-story stair tower on the west elevation. The additions will be clad with multi-colored metal panels for large sections of the façade, broken up a different vertically-oriented, mono-colored section of metal panels (see Exhibit A for example of metal panels). The east elevation features windows to provide the appearance of an office building, which is required by the zoning regulations. Planning staff considers the east and south elevations as the primary facades since they are oriented toward E. Hill Avenue, and therefore, must have an appearance of an office building. In the future there may be new liner buildings constructed between the storage facility and E. Hill Avenue to visually block the structure, however, at this time it is unknown if anything will be constructed, so the east and south elevations must have an appearance of an office building. If the applicant chose to construct the east addition after the liner buildings where constructed then it would not have to look like an office building because it would not be visible from E. Hill Avenue. The other visible sides of the storage facility, the west and north elevations, will retain the same look of the existing office building.

EFFECT OF THE PROPOSAL ON THE SUBJECT PROPERTY, SURROUNDING PROPERTY AND THE COMMUNITY AS A WHOLE

1. The proposed indoor self-service storage facility will have minimal impact on local utilities or roads.
2. The proposed use as proposed will have little negative impact or no impact on the nearby commercial and residential uses. Self-storage facilities typically have a much lower traffic volume than other uses that are permisible in the C-2 zone.
3. The portion of the parking lot that is not associated with the storage facility, located along the E. Hill Avenue frontage, can be redeveloped for a new use that conforms with the DK-B zone district.

CONFORMITY OF THE PROPOSAL TO CRITERIA ESTABLISHED BY THE KNOXVILLE ZONING ORDINANCE

1. The proposal meets all requirements of the C-2 zoning as well as the general criteria for approval of a use on review.
2. The proposed development is consistent with the general standards for uses permitted on review: The proposed development is consistent with the adopted plans and policies of the One Year Plan and Sector Plan. The use is in harmony with the general purpose and intent of the Zoning Ordinance. The use is compatible with the character of the neighborhood where it is proposed. The use will not significantly injure the value of adjacent property. The use will not draw additional traffic through residential areas since the project is located on an arterial street. No surrounding land uses will pose a hazard or create an unsuitable environment for the proposed use.

CONFORMITY OF THE PROPOSAL TO ADOPTED PLANS

1. The One Year Plan and Central City Sector Plan identify this property for MU-RC (Regional Mixed Use Center) uses. The proposed development is consistent with the recommended uses of the One Year Plan and Sector Plan.
2. This proposal does not present any apparent conflicts with any other adopted plans.

ESTIMATED TRAFFIC IMPACT: 177 (average daily vehicle trips)

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

ESTIMATED STUDENT YIELD: Not applicable.

The Planning Commission's approval or denial of this request is final, unless the action is appealed to the Knoxville City Council. The date of the Knoxville City Council hearing will depend on when the appeal application is filed. Appellants have 15 days to appeal a Planning Commission decision in the City.
Indoor, climate controlled self storage facility in C-2 (Central Business District)

Petitioner: Space Mart Development Company, LP

Map No: 95
Jurisdiction: City
A-105- SCHEMATIC FIRST FLOOR PLAN

KNOXVILLE STORAGE
701 E HILL AVE. KNOXVILLE, TN

OVERALL BUILDING EFFICIENCY
OVERALL NET RENTABLE STORAGE +/- 86,488 SF
OVERALL BUILDING SF +/- 117,202 SF
OVERALL AVERAGE EFFICIENCY 74%

GROUND FLOOR:
NET RENTABLE STORAGE +/- 18,121 SF
OVERALL +/- 25,694 SF
EFFICIENCY 70%

FIRST FLOOR:
NET RENTABLE STORAGE +/- 22,153 SF
OVERALL +/- 29,186 SF
EFFICIENCY 76%

SECOND & THIRD FLOOR:
NET RENTABLE STORAGE +/- 23,107 SF / FLOOR
OVERALL +/- 31,161 SF / FLOOR
EFFICIENCY 74%

TOTAL (ALL FLOORS):
NET RENTABLE STORAGE +/- 86,488 SF
OVERALL BUILDING SF +/- 117,202 SF
OVERALL AVERAGE EFFICIENCY 74%

ADDITION:
GROUND FLOOR: +/- 9,307 SF
FIRST FLOOR: +/- 9,583 SF
SECOND & THIRD FLOOR: +/- 14,775 SF / FLOOR
TOTAL (ALL FLOORS): +/- 48,440 SF

STORAGE UNIT CIRCULATION

EXTENT OF FLOOR INFILL

SCALE: 1/8" = 1'-0"
PLANTING NOTES:

1. All new plant material shall conform to the guidelines and standards established for landscape planting, as mentioned in the landscaping plan approved by the owner's representative.

2. All new plants shall be balled and burlapped, unless otherwise noted on the plant schedule.

3. The general contractor shall supply all new plant materials in quantities sufficient to complete the project.

4. All new plants shall be approved by the owner's representative prior to the commencement of construction.

5. The general contractor shall locate and verify all existing utility lines prior to planting and report any conflicts to the owner's representative.

6. Trees shall be spaced such that the dripline of the tree shall be a minimum of 8 feet from the edge of paving.

7. Trees shall be spaced such that the dripline of the tree shall be a minimum of 8 feet from the edge of paving.

8. All plant beds are to receive pine straw mulch.

9. Any proposed substitutions of plant species shall be made only as approved by the owner's representative.

10. Prepare all plant beds with planting soil to a minimum depth matching the depth of root balls. Planting soil shall be continuous within each plant bed.

11. The general contractor shall perform the landscape architect and receive the acceptance of all subsurface excavations with the owner's representative andlandscape architect prior to placing approved planting soils.

12. The general contractor shall obtain the clearing and grubbing (as required by the owner's representative) of the site. The clearing and grubbing shall be made only as approved by the owner's representative.

13. The general contractor shall prepare all plant beds with planting soil to a minimum depth matching the depth of root balls. Planting soil shall be continuous within each plant bed.

PLANTING LEGEND:

- Minimum 8 trees (with a 2-inch minimum caliper) per parking lot.
- All trees shall be balled and burlapped.
- Trees shall be spaced such that the dripline of the tree shall be a minimum of 8 feet from the edge of paving.
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Metal cladding panels in custom grey shades of protective PVDF coating present a modern look in a classic color palette for a 26-story Hilton Garden Inn in Chicago. The design, by GREC Architects, creates a large-scale mosaic pattern across the 10,000-sf exterior. The panels were coated with Fluropon in five colors: Midnight Blue, Stonewall, Sabre Gray, Sleigh Bells, and
Mike Reynolds <mike.reynolds@knoxplanning.org>  
Fri, Jan 24, 2020 at 12:04 PM  
To: Dori Caron <dori.caron@knoxplanning.org>, Sherry Michienzi <sherry.michienzi@knoxplanning.org>, Laura Edmonds <laura.edmonds@knoxplanning.org>  
Cc: Amy Brooks <amy.brooks@knoxplanning.org>, Gerald Green <gerald.green@knoxplanning.org>  

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

--------------- Forwarded message ---------
From: Aarron Gray <gray@fulghummacindoe.com>
Date: Fri, Jan 24, 2020 at 11:55 AM
Subject: Hill Avenue Storage - File #2-A-20-UR
To: Mike Reynolds (mike.reynolds@knoxplanning.org) <mike.reynolds@knoxplanning.org>  
Cc: Jeff Grubb (jgrubb@urbanstoragefund.com) <jgrubb@urbanstoragefund.com>  

Mike,

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

Aarron M. Gray, P.E.
Fulghum, MacIndoe, & Associates, Inc.
10330 Hardin Valley Road, Suite 201
Knoxville, TN 37932
Direct: 865.251.5071
Main: 865.690.6419
Cell: 865.386.3172
Email: gray@fulghummacindoe.com

www.FulghumMacIndoe.com

AUTOMATIC POSTPONEMENTS: 30 DAYS

File #: 2-A-20-UR
Meeting Date: 2-13-2020
# DEVELOPMENT REQUEST

## DEVELOPMENT
- □ Development Plan
- □ Planned Development
- ■ Use on Review / Special Use

## SUBDIVISION
- □ Concept Plan
- □ Final Plat

## ZONING
- □ Plan Amendment
- □ Rezoning

**Space Mart Development Company, LP**

<table>
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<th>Applicant Name</th>
<th>Affiliation</th>
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<tbody>
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<td>2/13/20</td>
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**CORRESPONDENCE**

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

- □ Applicant
- □ Owner
- □ Option Holder
- □ Project Surveyor
- ■ Engineer
- □ Architect/Landscape Architect

Aarron M. Gray

<table>
<thead>
<tr>
<th>Name</th>
<th>Company</th>
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</thead>
<tbody>
<tr>
<td>10330 Hardin Valley Road, Suite 201</td>
<td>Fulghum, MacIndoe &amp; Associates, Inc.</td>
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<tbody>
<tr>
<td>(865) 690-6419</td>
<td>Knoxville</td>
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<tr>
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<tbody>
<tr>
<td>(865) 690-6419</td>
<td><a href="mailto:gray@fulghummacindoe.com">gray@fulghummacindoe.com</a></td>
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## CURRENT PROPERTY INFO

**The Bakery Building, LLC**  
**3928 Maloney Road**  
**(865) 804-4131**

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<thead>
<tr>
<th>Owner Name (if different)</th>
<th>Owner Address</th>
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<td>701 E. Hill Avenue</td>
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REQUEST

☐ Development Plan  ☐ Use on Review / Special Use

☐ Residential  ☐ Non-Residential

☐ Home Occupation (specify):
☐ Other (specify): **indoor, climate controlled self storage facility**

☐ Proposed Subdivision Name  ☐ Unit / Phase Number

☐ Parcel Change

☐ Combine Parcels  ☐ Divide Parcel  ☐ Total Number of Lots Created: __________

☐ Other (specify):

☐ Attachments / Additional Requirements

☐ Zoning Change:

☐ Proposed Zoning

☐ Plan Amendment Change:

☐ Proposed Plan Designation(s)

☐ Proposed Property Use (specify)  ☐ Proposed Density (units/acre)  ☐ Previous Rezoning Requests

☐ Other (specify):

PLAT TYPE

☐ Staff Review  ☐ Planning Commission

ATTACHMENTS

☐ Property Owners / Option Holders  ☐ Variance Request

ADDITIONAL REQUIREMENTS

☐ Design Plan Certification **(Final Plat only)**

☐ Use on Review / Special Use **(Concept Plan only)**

☐ Traffic Impact Study

FEE 1: $1,500

FEE 2: $1,500

TOTAL: $1,500

AUTHORIZED By signing below, I certify I am the property owner, applicant or the owners authorized representative.

Aarron M. Gray  Aarron M. Gray  12/2/19

Applicant Signature  Please Print  Date

(865) 251-5071  gray@fulghummacindoe.com

Phone Number  Email

Staff Signature  Please Print  Date

Marc Payne  12/3/19
REQUIRED SIGN POSTING AGREEMENT

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

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

LOCATION AND VISIBILITY

The sign must be posted in a location that is clearly visible from vehicles traveling in either direction on the nearest adjacent/frontage street. If the property has more than one street frontage, then the sign should be placed along the street that carries more traffic. Planning staff may recommend a preferred location for the sign to be posted at the time of application.

TIMING

The sign(s) must be posted 15 days before the scheduled Planning Commission public hearing and must remain in place until the day after the meeting. In the case of a postponement, the sign can either remain in place or be removed and reposted 15 days before the next Planning Commission meeting.

I hereby agree to post and remove the sign(s) provided on the subject property consistent with the above guidelines and between the dates of:

1/29/20 and 1/14/20
(15 days before the Planning Commission meeting) (the day after the Planning Commission meeting)

Signature: [Signature]

Printed Name: AARON M. GRAY

Phone: 865-251-5071 Email: gray@fultahumanresources.com

Date: 12/3/19

File Number: Z-A-20-VR