

Meeting: 12/18/2024
Project: Old City Garage & Apartments
Applicant: Nick Patel Turkey Creek Hospitality

Property Information

Location: 207 E. Jackson Ave. **Parcel ID** 95 H A 022
Zoning: DK-W (Downtown Knoxville, Warehouse)
Description:
Vacant lot.

Description of Work

Level III Construction of a New Building/Structure

SUMMARY: Proposed new, six-story, mixed-use building (five stories of residential apartments above one story of commercial/retail use) and proposed six-story board-formed concrete structured parking garage. The mixed-use building fronts E. Jackson Ave, measuring 206'-4" wide by 38'-5" deep, with side entries fronting Morgan Street. The parking garage is located to the rear (north) of the parcel, measuring 206'-4" wide by 122' deep.

SITE LAYOUT AND ACCESS: On Jackson Avenue, the garage is accessed via a two-lane parking garage entry in the second bay of the façade, and a two-lane garage entry on the Morgan Street elevation on the rightmost bay (towards the north). There are two pedestrian entries to the ground-level retail space on the Jackson Avenue elevation, a second retail access on the Morgan Street elevation, a resident lobby entrance on the Morgan Street elevation, and a secondary access to the parking garage on the rear elevation.

DESIGN ELEMENTS: the mixed-use massing fronting E. Jackson Avenue is clad in brown brick veneer on the first four stories, with aluminum ribbed panel siding on the upper two stories. A vertical massing of dark gray fiber cement or metal panels extends from the ground floor to the roofline on the central bay. Two 2- or 3-story bays of recessed balconies are located on the façade's upper levels. The ground level features multiple bays of full-light storefront windows with full-light storefront entry systems to both retail spaces.

On the Morgan Street elevation, the mixed-use building's design elements wrap around for four bays followed by a concrete massing serving as the parking garage stairwell. On the ground level, there are two bays of full-light storefront entries followed by a storefront system for the resident lobby, and the second parking garage entry. The garage is screened by perforated ribbed copper screening on the upper levels; the screening extends to the rear (north) elevation for one bay, then the north elevation is exposed formed concrete.

The west elevation features the exposed formed concrete garage and stairwell massing, followed by the brick veneer and metal paneling of the mixed-use building towards the street.

Mechanical, electrical, and waste functions are located on the southwest corner of the building.

Applicable Design Guidelines

Downtown Design Guidelines

A. Public Realm

1. Pedestrian and Bicycle Safety

1g. Consolidate curb-cuts and locate driveways near mid-block, when necessary; alley access should be provided for service and parking, if feasible.

3. Parking Facilities

3a. Create parking garages that do not contain blank walls. Allow for future commercial uses that may not be feasible at the time of construction.

3b. Locate parking garages under structures, or provide for retail, residential or office uses that line the garage. Corner locations are preferable for commercial uses.

3g. Access to parking garages should not limit options for future development of contiguous or adjoining space, especially on corners.

4. Downtown Beautification

4a. Foster downtown beautification with landscaping and plantings, public art, and public open space.

4c. Plant street trees where possible. Choose tree planting locations that will not significantly alter the setting of or harm the materials of historic buildings.

B. Private Realm

1. Building Mass, Scale and Form

1a. Maintain a pedestrian-scaled environment from block to block.

1b. Foster air circulation and sunlight penetration around new buildings. Buildings may be designed with open space, as allowed under existing DK zoning; or buildings may be 'stepped back' on upper floors with lower floors meeting the sidewalk edge.

1c. Use building materials, cornice lines, signs, and awnings of a human scale in order to reduce the mass of buildings as experienced at the street level.

1d. Divide larger buildings into 'modules' that are similar in scale to traditional downtown buildings. Buildings should be designed with a recognizable base, middle, and top on all exposed elevations.

1e. Avoid blank walls along street-facing elevations.

2. Building Location

2a. Set buildings back five feet in order to provide wider sidewalk space when new construction in non-historic areas is to be more than half the length of the block.

2b. Consider using landscape elements to define the sidewalk edge where a building is to be set back from the sidewalk.

2d. Limit grade separations above or below the sidewalk, generally no more than 3 feet. Allow for clear sightlines into and out of buildings and plazas.

2e. Design private plazas to be pedestrian-friendly. Provide human-scale amenities and include landscaping.

3. Building Materials

3a. Use complimentary materials and elements, especially next to historic buildings.

4. Architectural Character

4a. Encourage first floor uses that draw walk-in traffic; businesses that do not require pedestrian traffic should be located on other floors.

4b. Enhance pedestrian interest in commercial and office buildings by creating a largely transparent and consistent rhythm of entrances and windows.

4c. Scale first floor signs to pedestrians.

4d. Differentiate the architectural features of ground floors from upper floors with traditional considerations such as show-windows, transoms, friezes, and sign boards.

4e. Design top floors to enhance the skyline of the block through cornices and details that are harmonious with adjacent architecture. 4f. Encourage the use of 'green roofs' and other sustainable practices, while minimizing the visual impact from the street.

5. Ground Floor Doors and Windows

5a. Use consistent rhythm of openings, windows, doorways, and entries.

5b. Orient primary front entrances to the main street; secondary entrances should be clearly defined and oriented to streets or alleys, as appropriate.

5c. Design entrances according to the proportions of the building's height and width.

5d. Consider corner entrances at the ends of blocks.

5e. All windows at the pedestrian level should be clear

5f. Recess ground floor window frames and doors from the exterior building face to provide depth to the facade.

6. Residential Buildings

6a. Elevate the first floor of townhouses and apartment buildings so that pedestrians cannot look directly into the residence from the sidewalk level.

6b. Design entrances to residential buildings so that access is separated from pedestrian flow on the sidewalk.

6c. Encourage the development of mixed-use buildings with apartments over lower story commercial uses.

7. Mechanical Equipment and Service Utilities

7a. Minimize the visual impact of mechanical equipment through screens or recessed/ low-profile equipment.

7b. Do not locate units on a primary façade.

7c. Screen rooftop vents, heating/ cooling units and related utilities with parapet walls or other screens. Consider sound-buffering of the units as part of the design.

7d. Locate utility connections and service boxes on secondary walls.

7e. Reduce the visual impacts of trash storage and service areas by locating them at the rear of a building or off an alley, when possible.

7f. Screen dumpsters from view.

7g. Locate satellite dishes out of public view, where possible.

7h. Allow solar panels and other technological advances on rooftops and other unobtrusive locations. Solar panels should not be considered on the elevations of historic buildings.

New Construction Within or Adjacent to An Historic District or Building

10a. Maintain the setback of adjacent historic buildings. The height of the lower stories should be similar to adjacent historic buildings. Upper floors may be 'stepped back' behind the front facade.

10b. Duplicate the horizontal floor divisions of existing buildings.

10c. Design windows to be of similar proportions to the adjacent historic building windows.

10d. Use ornamental stone, brick work, and trim appropriate to the style of the infill building.

10e. Recognize the belt courses, strong courses, cornices, and other elements of adjacent buildings.

10f. Incorporate storefronts that complement the openness, bulkheads, and transoms of historic buildings.

Jackson Avenue area from Gay Street east to Hall of Fame Drive:

This area is composed of masonry buildings ranging in height from one to five stories, with varying street frontages, giving a physical manifestation of the warehousing character that developed in this section of Knoxville. There are a number of vacant parcels in this section, as well, and redevelopment should recognize the masonry, storefront windows, and varying setbacks and ages of construction that make the area unique.

Comments

1. SITE: the building is proposed for two rectangular parcels which have served as surface parking lots or storage

since at least the 1950s. The properties are zoned DK-W (Warehouse district, "characterized by a mix of retail and warehouse/industrial uses in historically significant structures," with "standards intended to reinforce the existing built character of the subdistrict"). The block is characterized by 2- to 3-story brick masonry buildings which belong to the Southern Terminal and Warehouse Historic District. Two masonry buildings have been demolished in the last five years, creating gaps in the block, but the subject parcel has been vacant for decades. The parcels are outside of, but close to, the National Register Historic District.

2. **PARKING:** the application includes a six-story structured parking garage, with access off Jackson Avenue and Morgan Street. Guidelines recommend "consolidating curb-cuts and locating driveways near mid-block, when necessary," and prioritizing pedestrian safety. The project will replace the existing curb cut to the surface parking lot on Jackson Avenue, with an additional along Morgan Street. Additional information may be required by City Engineering related to any potential sight distance issues for cars exiting the garage and pedestrian safety measures on the sidewalk crossings.

Guidelines recommend locating parking garages under structures, or providing for retail, residential, or office uses that line the garage, and avoiding parking garages that contain blank walls. The Morgan Street elevation has been revised since the DRB workshop to incorporate additional storefront space and the apartment lobby on the ground floor, along with screening on the Morgan Street elevation.

3. **MASSING AND SCALE:** guidelines recommend maintaining a pedestrian-scaled environment from block to block, along with dividing buildings into "modules" similar in scale to traditional downtown buildings with a recognizable base, middle, and top. The massing fronting Jackson Avenue is taller than the 1- and 2-story buildings to the west, but could act as a transition to the taller buildings associated with the stadium development on the other side of James White Parkway. The top, middle, and bottom is achieved via a series of storefront entries at ground level, a brick-clad middle, and the top two stories clad in metal siding with a parapet.

4. **PEDESTRIAN EXPERIENCE:** guidelines encourage incorporating first-floor uses that are open to pedestrians and draw walk-in traffic. The project includes public spaces along E. Jackson Avenue, along with storefront systems and a lobby entry for the apartments along Morgan Street. Guidelines also recommend using building materials and entries at a human scale to create an engaging experience, avoiding blank walls along street-facing elevations, and using a "consistent rhythm of entrances and windows."

The primary elevation on Jackson Avenue avoids blank walls via a series of storefront windows and entry systems. The leftmost bay appears to be enclosed with siding to screen the interior waste area. The enclosed section does not detract from the overall rhythm, but the Board may choose to discuss the non-transparent section.

On Morgan Street, the elevation addresses the street via multiple bays of storefront windows and an addition section of storefront system windows adjacent to the resident lobby. The ground-level programming on Morgan Street has been increased since the workshop, though the stairwell bay does feature a large blank wall massing.

5. **MATERIALS:** guidelines recommend the use of building materials that "relate to the scale, durability, color, and texture of the predominate building materials in the area." The surrounding area is characterized largely by brick masonry structures. The proposed four stories of brick cladding aligns the proposed building with the context, using a lighter material for the two upper stories, which sufficiently reduces the visual effect of the additional height.

In the opinion of staff, the proposed parking garage screening will complement the proposed building and the surrounding context. Due to the building's height, the railroad to the rear, and the adjoining vacant lot, the north and west elevations will be largely visible from the right-of-way. Incorporating screening on all elevations of the parking garage would greatly reduce the garage's visual effect.

Guidelines note that all windows at the ground level should be clear glass. The waste and electrical/utility area on

the building's southwest corner, including one bay fronting Jackson Avenue, may require opaque glass if the bay is open; the applicant should provide additional details on the leftmost bay.

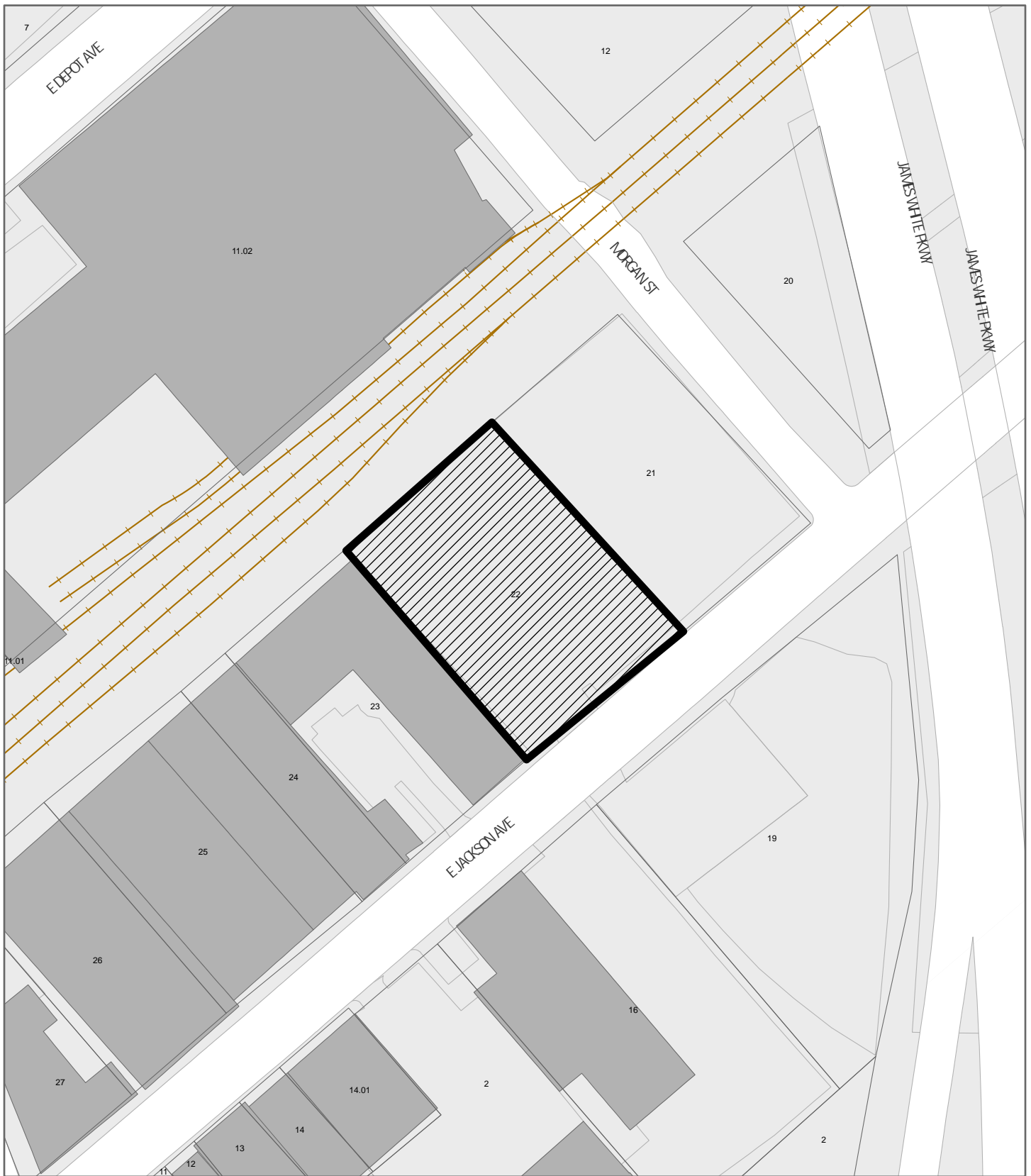
6. MECHANICAL: the floor plans indicate mechanical and service utilities are located interior to the building, at the southwest corner along Jackson Avenue. The guidelines discourage locating units on primary facades, and recommend reducing visual impacts of trash storage and service areas by placing them at the rear of a building or off an alley, when possible. The applicant should provide further information regarding the placement of the service utilities at the front of the building. Due to the currently proposed siding enclosure, the service utilities would not be visible.

7. SIGNS: the signs depicted on the elevation drawings do not contain sufficient information for Board review at this time; a separate signage application should be submitted to the DRB for further review.

8. Drawings note that "all graphics are preliminary and the design is subject to change." Major modifications would require further design review by the DRB.

Recommendation

Staff recommends approval of Certificate 12-B-24-DT, subject to the following conditions: 1) applicants to provide further information regarding siding or transparency on ground-level waste and utility area; 2) parking garage screening to be located on north and west elevations; 3) final site plan and parking garage to meet City Engineering standards; 4) final elevation drawings to meet relevant standards of City Zoning code, including Article 5.4; 5) signage to return to the DRB as a separate application.

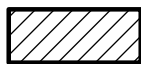


12-B-24-DT

APPLICATION FOR CERTIFICATE OF APPROPRIATENESS

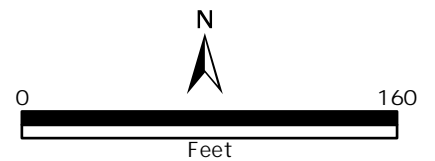
Petitioner: Nick Patel Turkey Creek Hospitality

DOWNTOWN
DESIGN
REVIEW
BOARD



207 E. Jackson Ave.
Level 3: Construction of new building/
structure

Original Print Date: 12/6/2024
Revised:
Knoxville/Knox County Planning - Downtown Design Review Board



Old City Garage & Apartments DRB Presentation

207 E. Jackson
Knoxville, TN
December 2024

- 2 Vicinity Map
- 3 Neighborhood Map
- 4 Existing Conditions
- 5 Development Site Plan
- 6 Project Description
- 7 Project Views
- 9 Level 01
- 10 Levels 02 - 06
- 11 Exterior Elevations
- 15 Materials
- 16 Precedents



Downtown Knoxville Vicinity Map

Old City

With a fascinating history, the Old City is thriving today as a creative hub for artists, makers, and designers by day and a hotbed of entertainment for the young and young at heart by night. Take in the city's most concentrated collection of restored Victorian buildings while enjoying local coffee, art galleries, shops, and an eclectic mix of dining options. You can even enjoy a local craft beer from a specially designed hand-blown glass made in the working glass studio next door. Anything but cookie-cutter, the Old City superbly blends old with new. Explore the guide to the Old City.

Market Square

Staying true to its roots as a hub for buying produce, Market Square is a destination for residents, downtown employees, and visitors alike. Independent restaurant and retail options flank the well-appointed square that is as beautiful as it is busy. Enjoy outdoor activities year round, including the Farmers' Market, festivals, concerts, and yes, ice skating! One visit is all it will take to understand why it is recognized as one of the Great Public Spaces by the American Planning Association (APA). Explore the guide to Market Square.

Gay Street

Named one of the Great Streets in America by the American Planning Association (APA), Gay Street is the prime corridor of Downtown Knoxville. The ten blocks from the Gay Street Bridge to West Jackson Avenue are home to beautifully preserved architecture, a lively cultural scene, and a bevy of activity day or night. Catch a show at one of the two historic theaters, shop, dine or simply take in the undeniable beauty of the streetscape at dusk. Explore the guide to Gay Street.

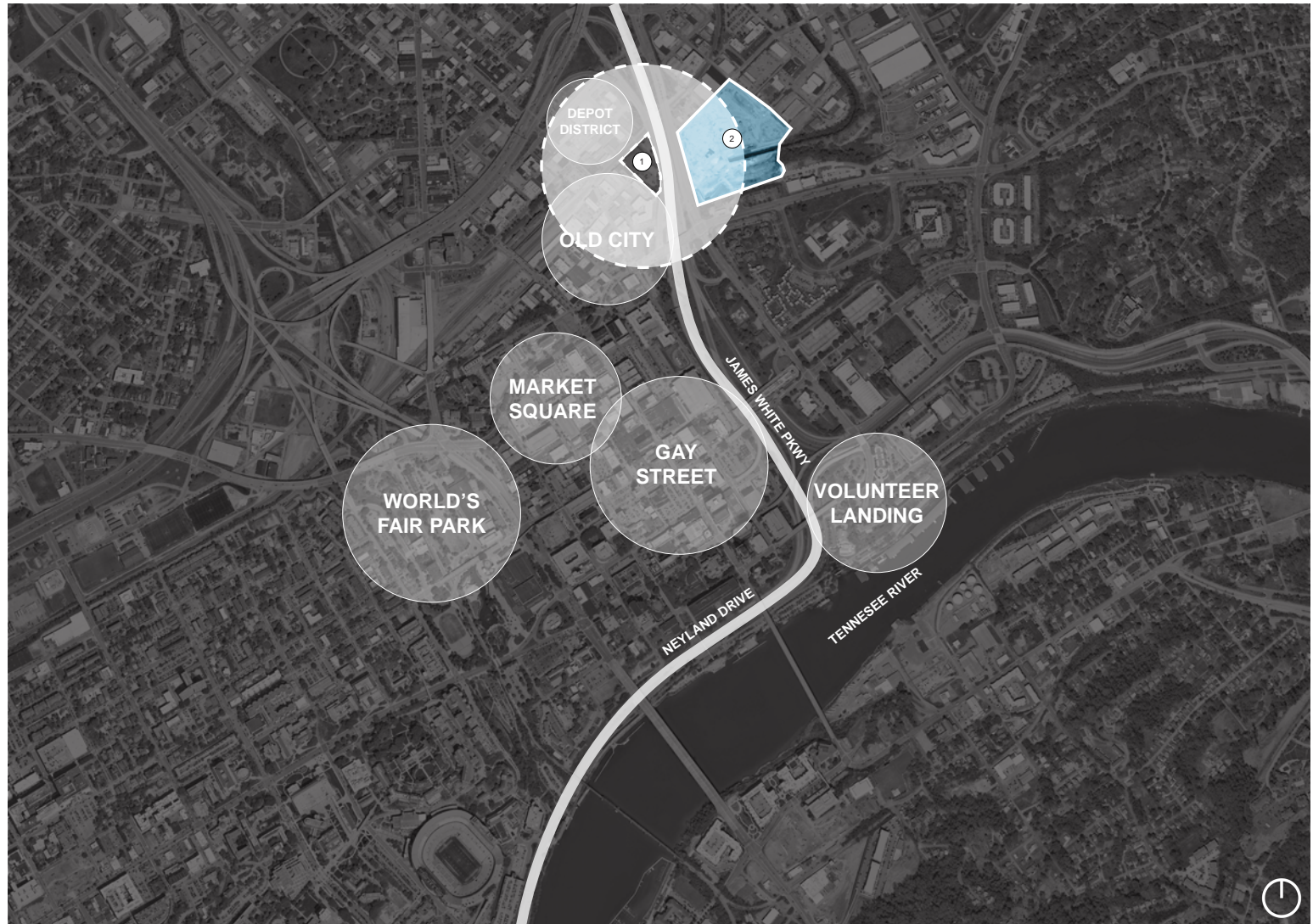
Volunteer Landing

Experience Downtown Knoxville's waterfront up close and personal. Volunteer Landing's seven-mile stretch along the Tennessee River provides the perfect spot for an afternoon stroll or daily jog. Take to the water on paddleboard, kayak, canoe or hydro-bike. Or, enjoy a dinner cruise. And, during the University of Tennessee's home football weekends, the sights and sounds of Vol Navy – some 200 boats tethered together adjacent to Neyland Stadium – is something you won't soon forget.

World's Fair Park

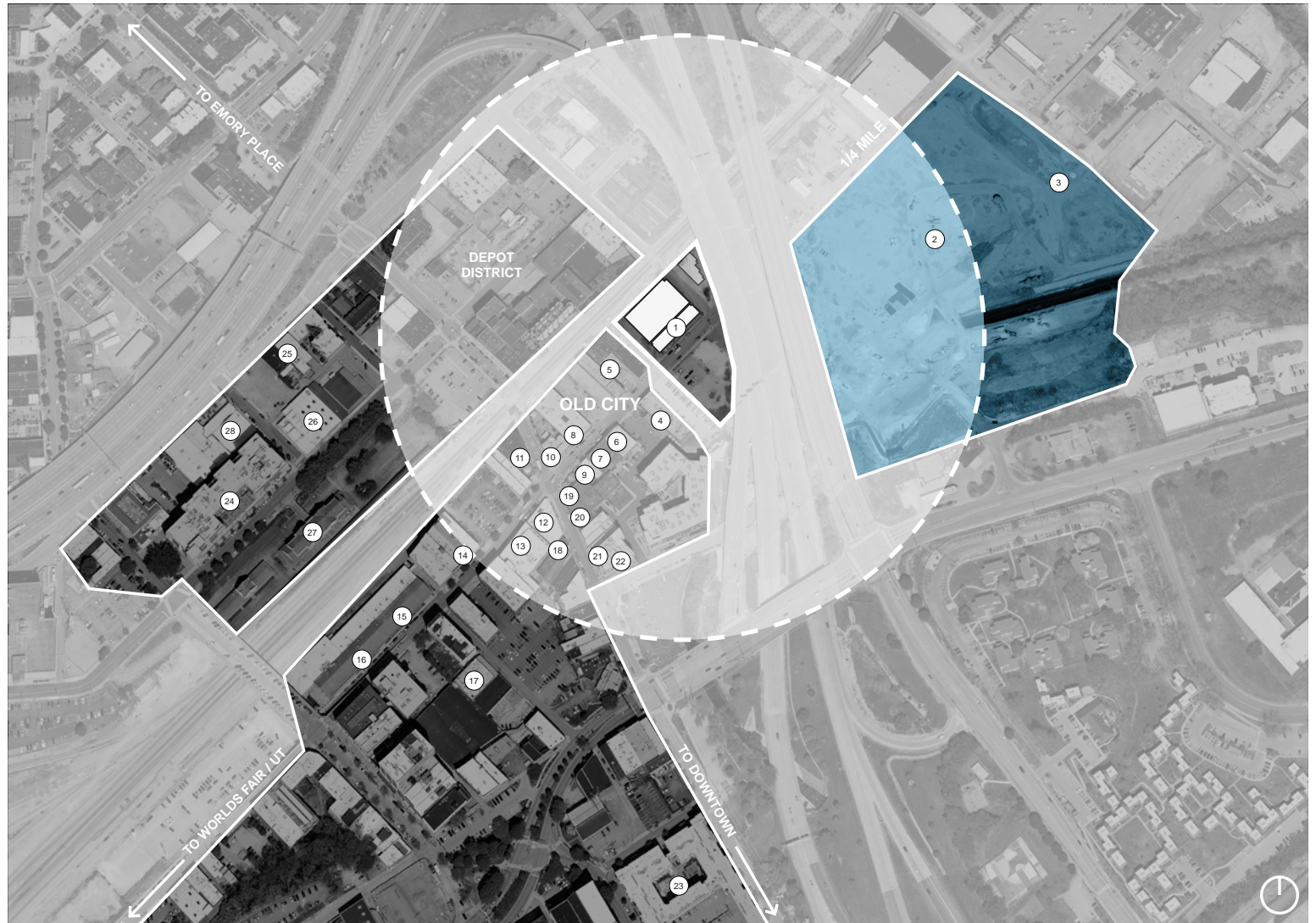
The lush landscape, large lawns, water features, and walking trails make World's Fair Park the perfect oasis in the heart of a bustling city. Whether you take in a festival or performance, play in the fountains or on the playground, exercise or sunbath, the park provides fun and relaxation for all ages. See world-class art for free at the Knoxville Museum of Art and head to the top of the 266-foot high Sunsphere for dramatic 360-degree views of the city.

1. 207 - 301 E. Jackson Ave (Development Site)
2. Smokies Stadium, Covenant Health Park



Neighborhood Map

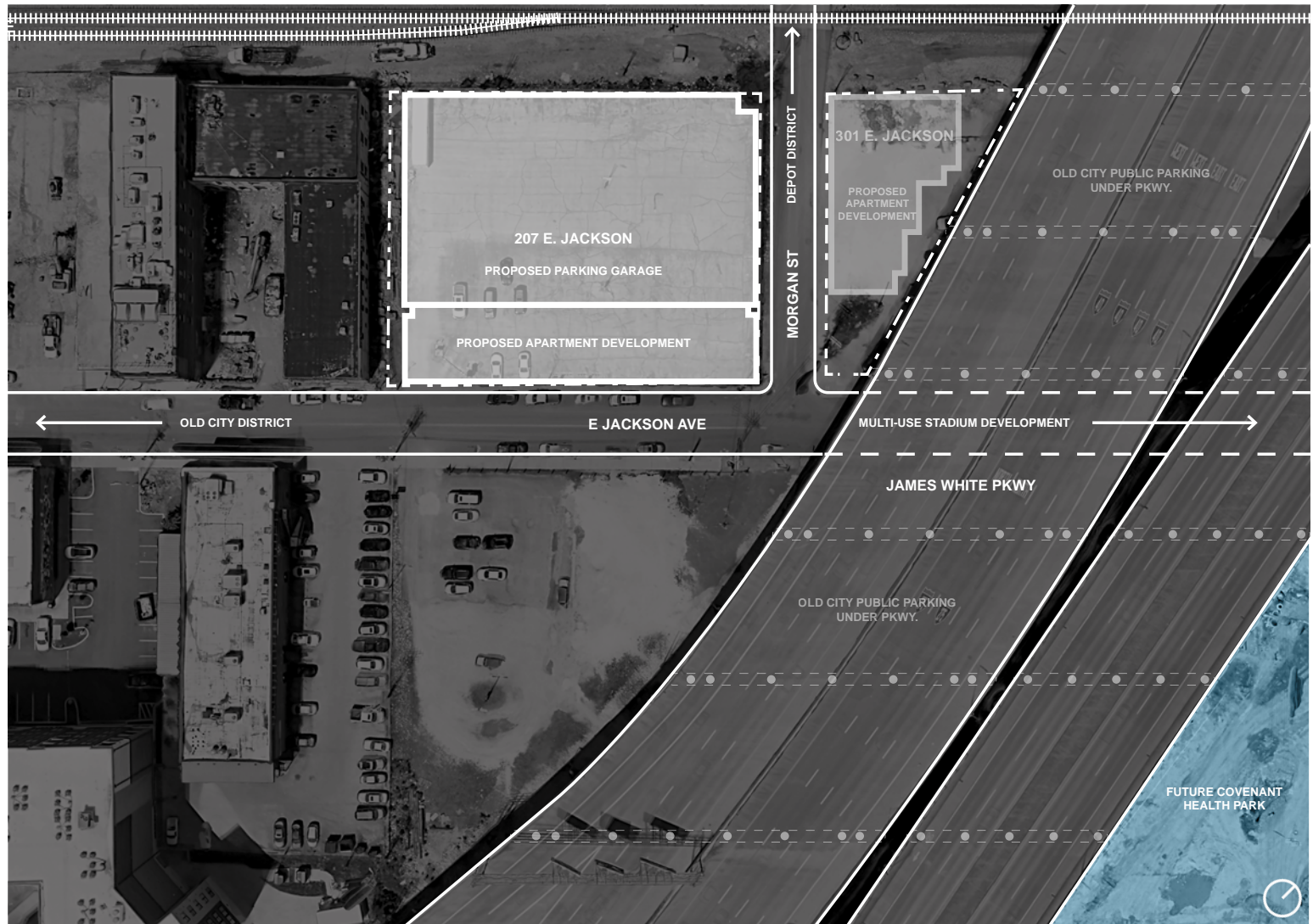
1. 207 E. Jackson Ave.
2. Future Tennessee Smokies Baseball Stadium
3. Future Ballpark Apartment Building
4. Barleys Taproom and Pizzeria
5. The Bowery (Demolished)
6. Kefi
7. Exhale After Hours
8. Back Dough
9. Pilot Light
10. Lonesome Dove
11. Urban Bar & Corner Cafe
12. Boyds Jig and Reel
13. Osteria Stella
14. Awaken Cafe
15. Pour Taproom
16. Train Terminal
17. Old City Performing Arts Center
18. Old City Java
19. Hannas Cafe
20. Old City Sports Bar
21. Southern Grit
22. Fin-Two Japanese Ale House
23. Marble Alley Lofts
24. Stockyard Lofts
25. The Public House
26. The Mill and Mine
27. Blue Slip Winery
28. Double S Wine Bar



Existing Conditions

The following proposal is located on two vacant adjacent parcels in the Old City Neighborhood of Knoxville Tennessee. This proposal outlines the overall plan for an extensive redevelopment of the east end of Old City. This planned development is perfectly situated between three growing districts in Knoxville: the ballpark development, Old City, and the Depot District. Standing at the center of these three neighborhoods will ensure this developments success and catalyze further growth around the proposed site.

The parcels planned for development are all currently vacant and vary in condition. Each parcel contains at least one utility easement which will need to be coordinated with the city. Additional coordination will need to be made with the city to incorporate this development into the planned streetscape improvements along Jackson Avenue.



Development Site Plan

1. 207 E. Jackson Ave.

- Mixed-Use Apartment Building
- Public Parking Garage

Pedestrian Circulation

Pedestrian connections for residential tenants, and the general public have been carefully located in order to maximize the user experience for all buildings within the development complex. Entries to each building align with both garage access points to create a continual flow of activity.

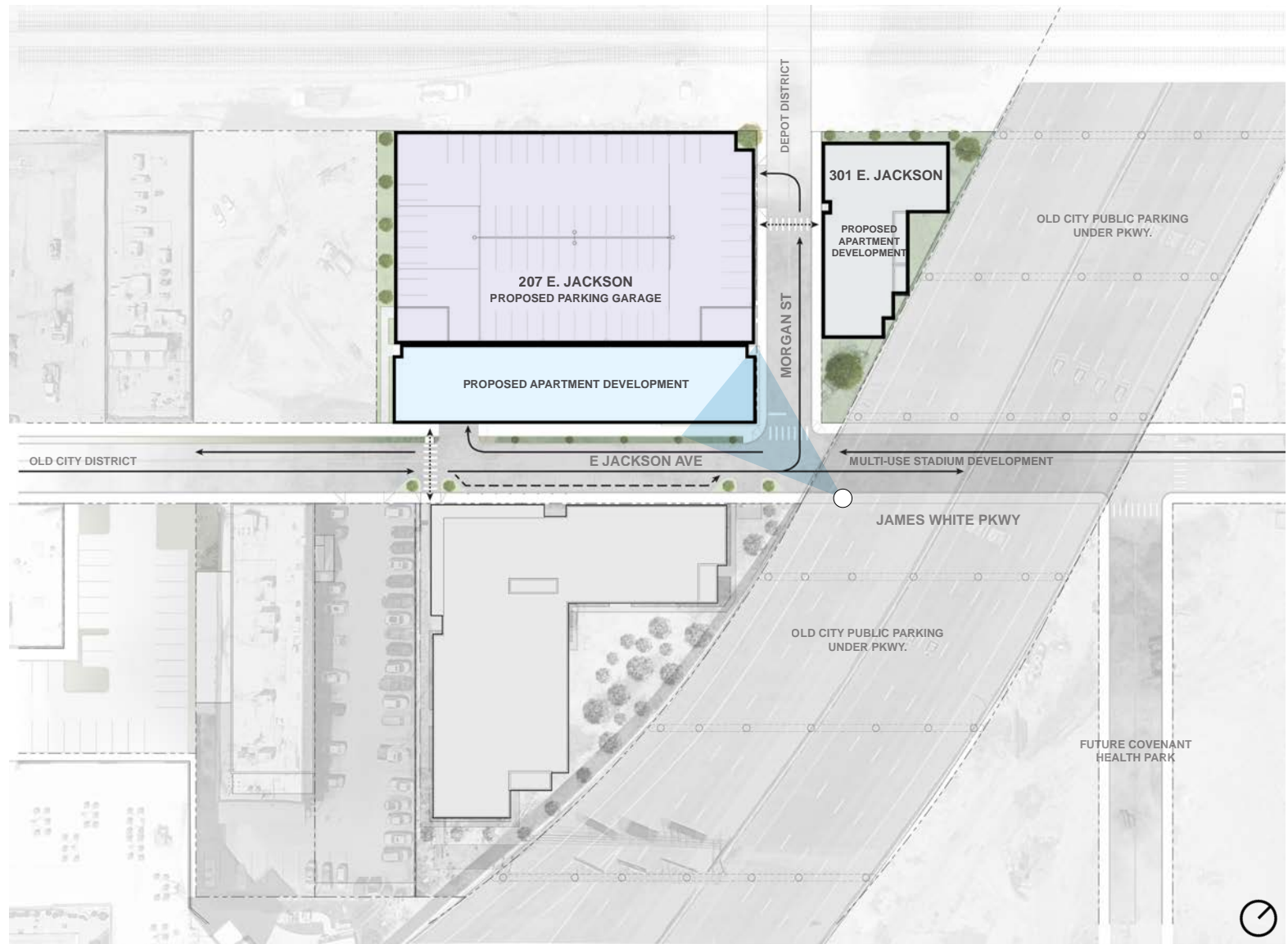
Vehicular Circulation

Vehicular paths have been considered to insure ease of use for residential tenants, and the general public. Landscaped curb extensions have been placed on the main roadway to calm traffic for pedestrian crossings.

The site plan shown on this page graphically outlines the conceptual plan for both parcels in the planned development.

207 E. Jackson Avenue is where a public parking garage fronted by an apartment building is planned to be built. The parking garage will have reserved spaces for residential tenants within the development, but will also be open to the public, with entries off Jackson and Morgan. The mixed-use apartment building will front Jackson to screen the parking garage from the street as much as possible. Retail spaces will occupy the first floor.

Across Morgan Street is a small mixed-use apartment building at 301 E. Jackson Avenue. This building will share amenities with the apartment building across the street and provide a retail space along Morgan Street.



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Old City Garage / Apartments

207 E. Jackson Knoxville, TN

Program

On the north side of E. Jackson Avenue the development team has planned a public parking garage fronted by a mixed-use apartment building.

The parking garage will be pre-cast and have 6 stories of parking with 450 parking spaces in total. 12 electric vehicle charging stations are being considered on the ground floor. Parking in the garage will be open to the public with mobile payment options. A number of spaces will be reserved for use by the residential tenants within the development campus.

The apartment building will have a total of 55 residential units. All residential units will be located on level 02-06 and will have direct access to each level of the parking garage. The ground level of the mixed-use apartment building will have space for 2 retail spaces along E. Jackson Avenue.

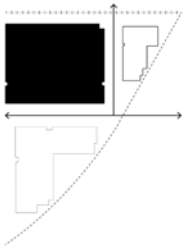
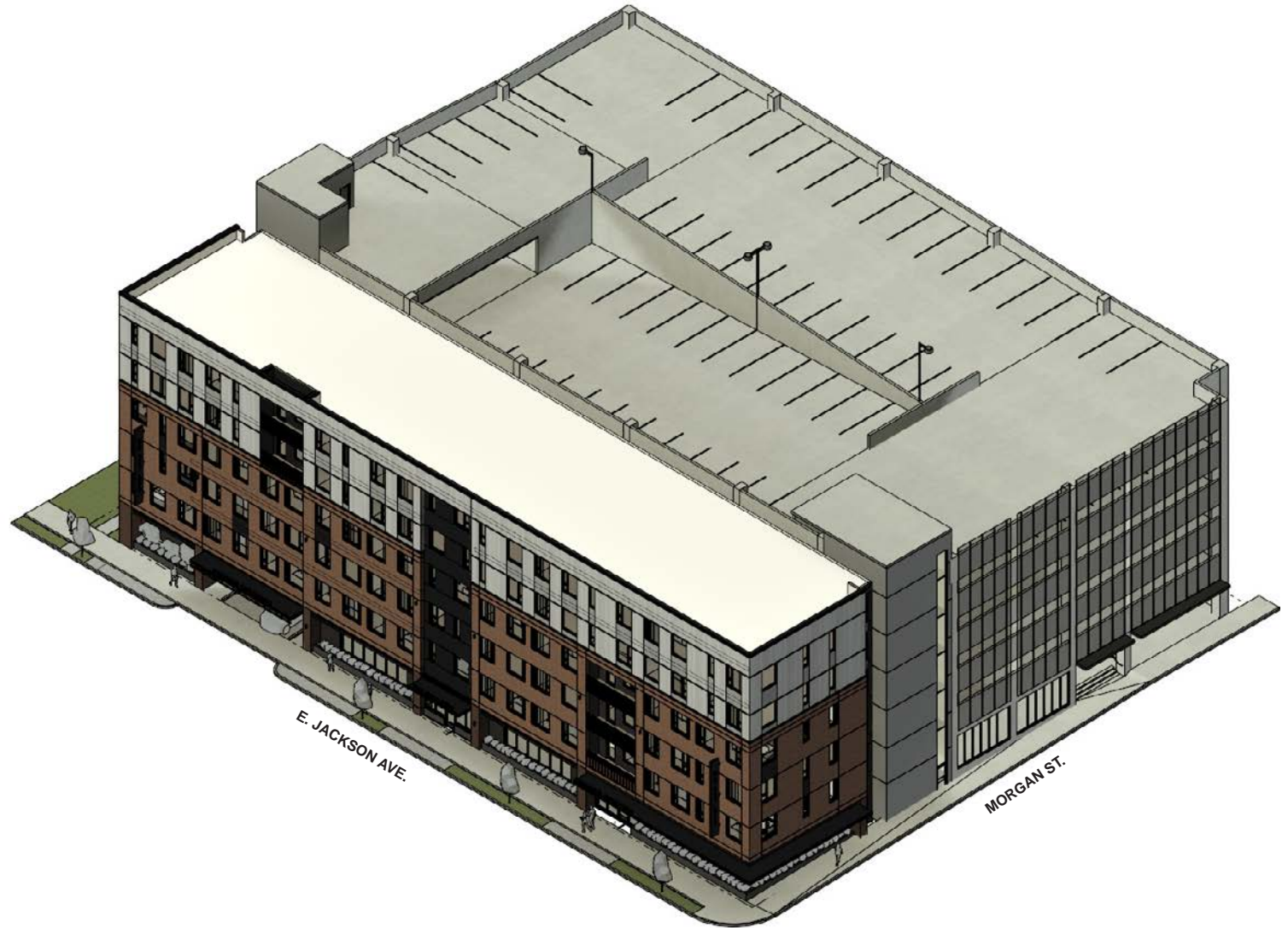


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Axonometric View

Form

The parking garage and mixed-use apartment building sit on a large rectangular lot on the north side of E. Jackson Avenue. In order to maximize both uses, the structures have been sized to fill the entire site excluding a 10 foot setback on the western property line. The parking will have a simple helix structural organization with entrances on both E. Jackson Avenue and Morgan Street. The apartment building spans the entire width of the parking garage in an effort to screen the parking structure from the primary street as much as possible. This includes spanning over the vehicular entrance on E. Jackson Avenue.



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Exterior Perspectives

Design

Due to the long linear nature of the buildings form, a number of vertical recesses have been made in the facade to break up the face of the building and provide a number of exterior balconies for residents. Brick has been kept at the lower levels to continue the material palette and general height of the surrounding context.

Along Morgan Street the parking garage will be clad in a perforated metal screen to match the color of the apartment brick. The screening will follow the rhythm of the garage structure, exposing the smooth pre-cast concrete, and also allowing in natural light and ventilation.



LOOKING WEST DOWN JACKSON AVENUE



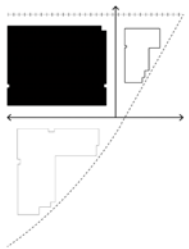
WEST ELEVATION VIEW FROM MORGAN STREET



SOUTH ELEVATION VIEW FROM JACKSON AVE



SOUTHWEST CORNER PARKING GARAGE ENTRANCE



Level 01

Apartments

55 Residential Units Total

- 11 Units per floor on level 02- 06
- 9 One-Bedroom Junior Units
- 2 One Bedroom Units

Support Spaces

- Residential Lobby
- Mail and Package Drop-Off

Parking

450 Parking Spaces Total

- 12 Electric Vehicle Charging Spaces
- 8 Ground Level Accessible Spaces

Support Spaces

- 2 Public Elevators
- 2 Egress Stairwells

Retail

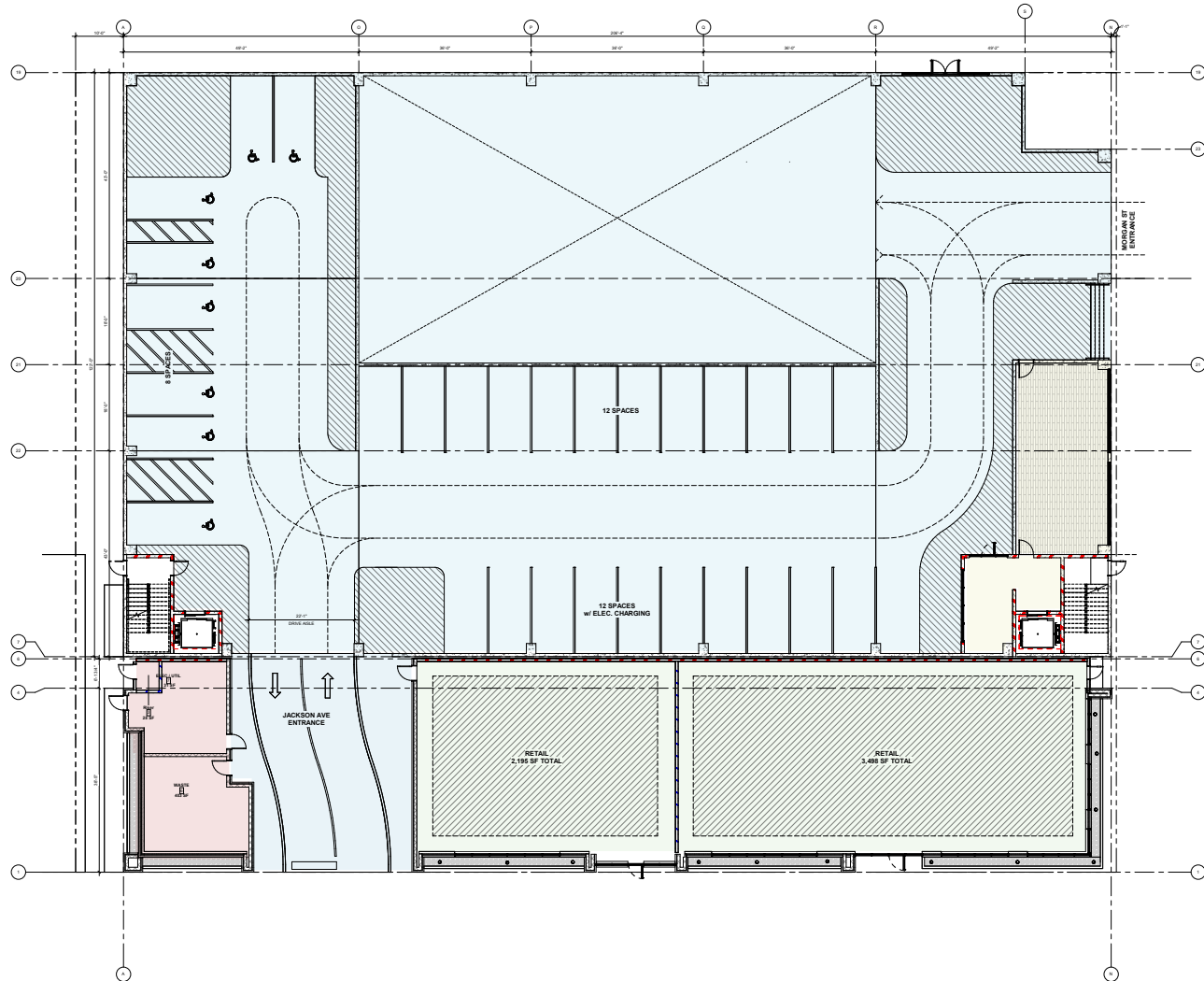
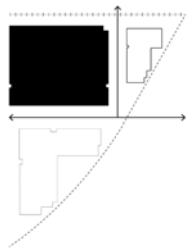
5,693 SF Total

- Warm Dark Shell Delivery

Support Spaces

- Separated Waste Room

- Shared Public Areas
- Common Circulation
- Back of House / Employee Areas
- Retail Space



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Level 02 - 06

Apartments

55 Residential Units Total

- 11 Units per floor on level 02- 06
- 9 One-Bedroom Junior Units
- 2 One Bedroom Units

Support Spaces

- Residential Lobby
- Mail and Package Drop-Off

Parking

450 Parking Spaces Total

- 12 Electric Vehicle Charging Spaces
- 8 Ground Level Accessible Spaces

Support Spaces

- 2 Public Elevators
- 2 Egress Stairwells

Retail

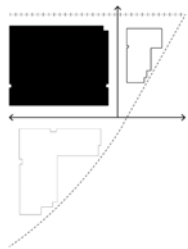
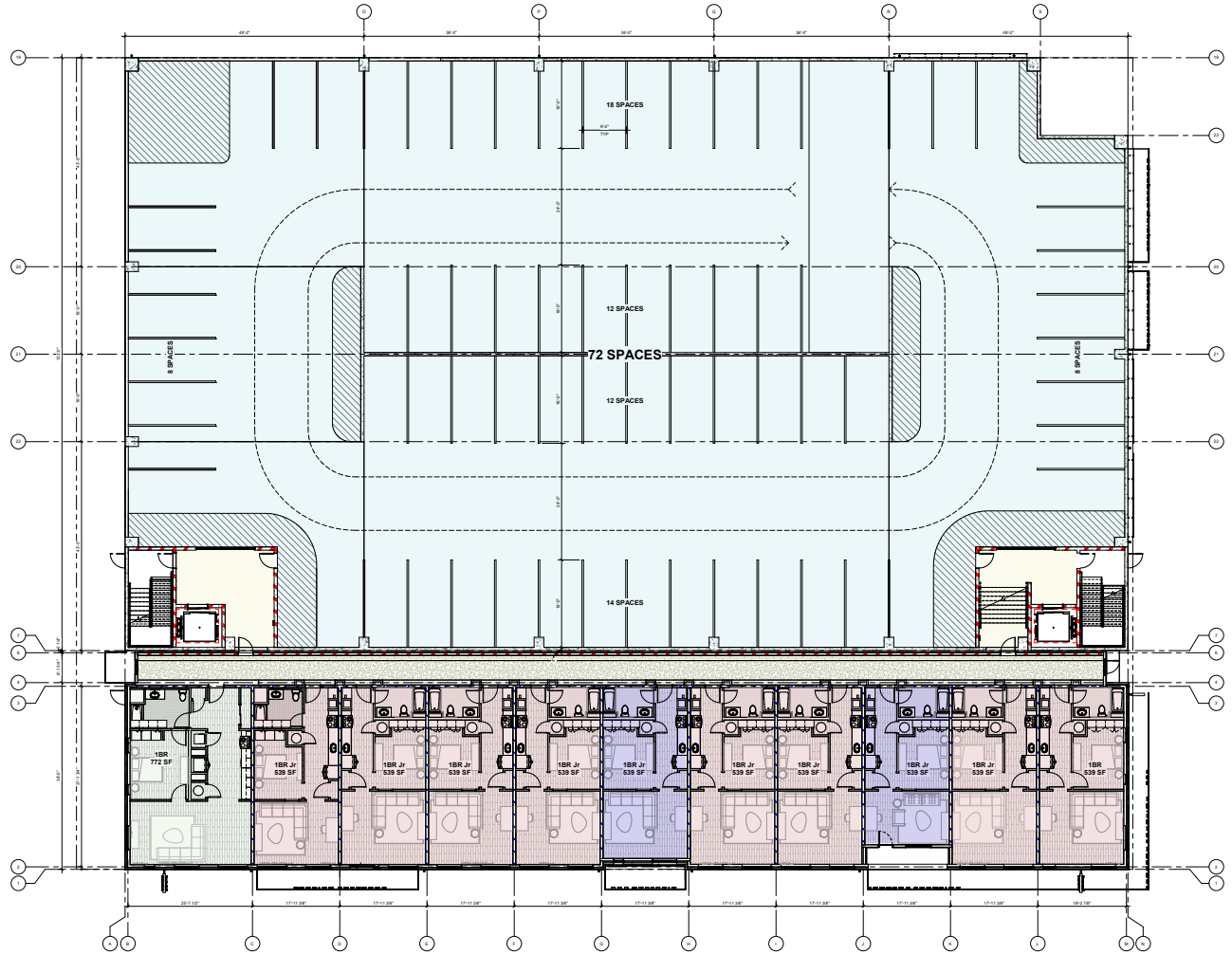
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Support Spaces

- Separated Waste Room

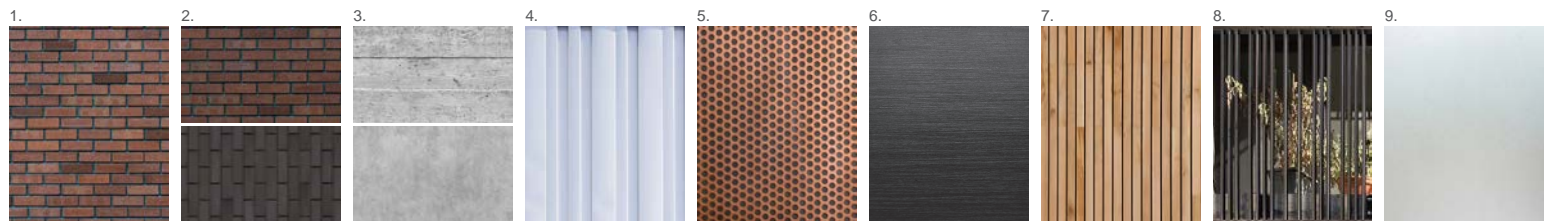
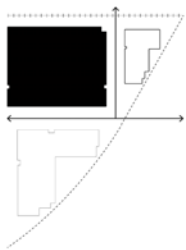
- Shared Public Areas
- Common Circulation
- One Bedroom Junior
- One Bedroom Corner Unit
- One Bedroom Junior Balcony



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South Elevation

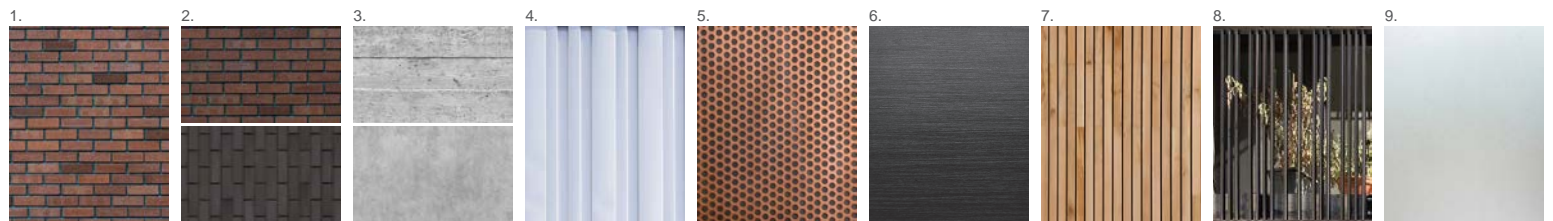
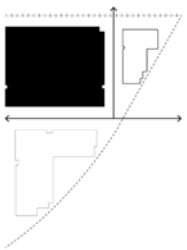
1. Brown Brick
2. Dark Brown Brick / Black Brick
3. Board Formed Concrete / Flat
4. Aluminum Box Ribbed Panels
5. Perforated Box Ribbed Copper
6. Dark Gray CFB or Metal
7. Canopy Ceiling Wood Plank
8. Steel Railings
9. Glass



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East Elevation

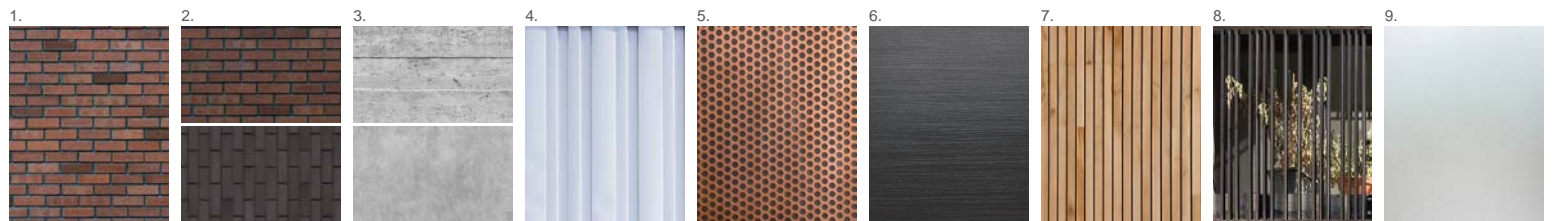
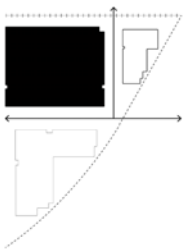
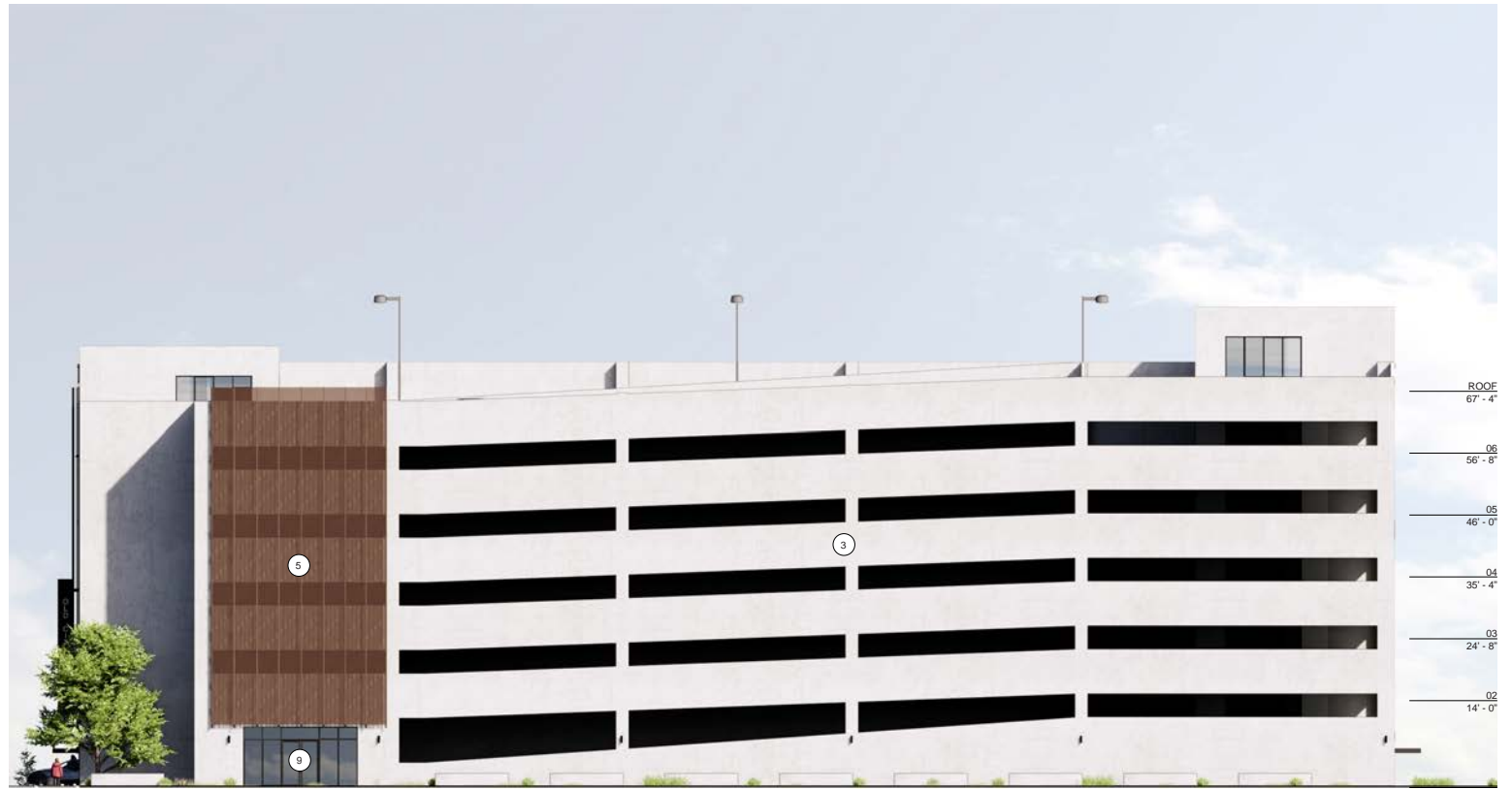
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North Elevation

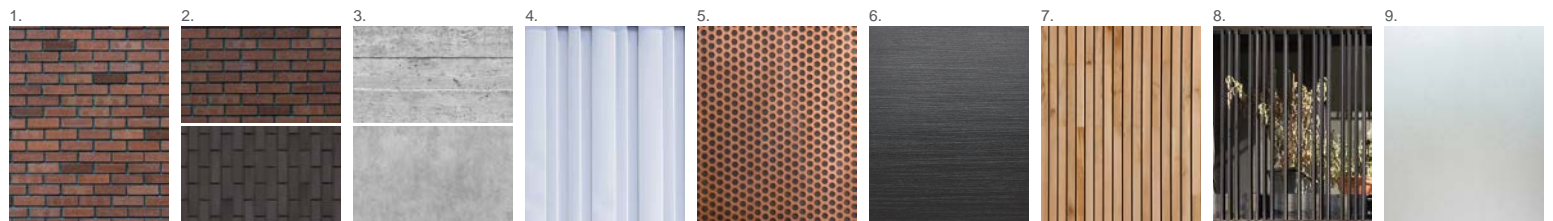
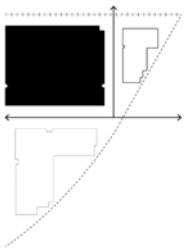
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**All graphics are preliminary, and the design is subject to change.*

West Elevation

1. Brown Brick
2. Dark Brown Brick / Black Brick
3. Board Formed Concrete / Flat
4. Aluminum Box Ribbed Panels
5. Perforated Box Ribbed Copper
6. Dark Gray CFB or Metal
7. Canopy Ceiling Wood Plank
8. Steel Railings
9. Glass



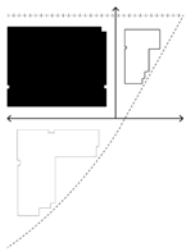
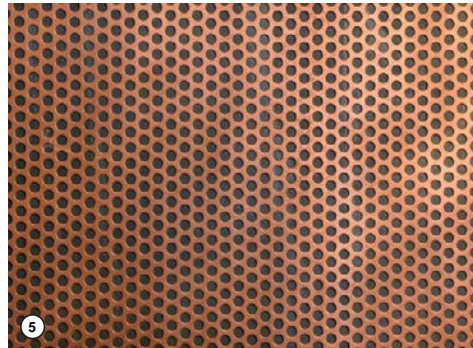
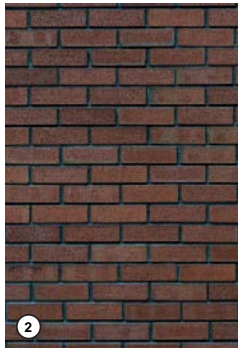
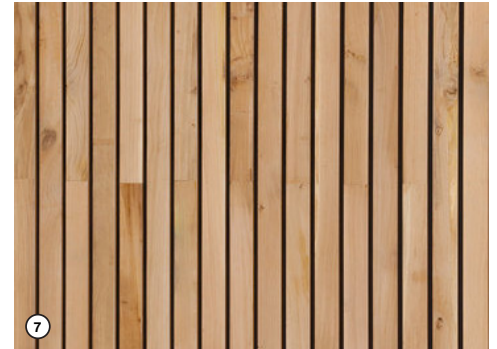
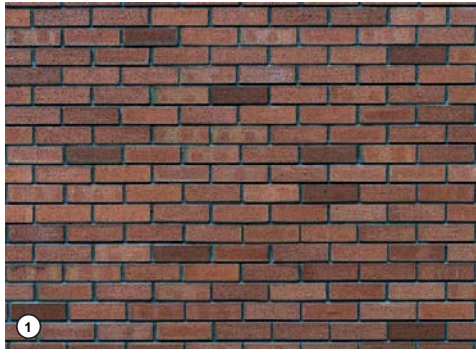
**All graphics are preliminary, and the design is subject to change.*

Materials

Exterior massing responds to contextual and programmatic constraints, while maximizing the site's development potential.

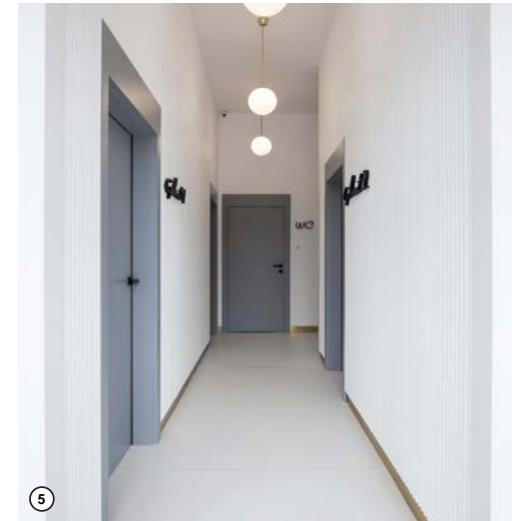
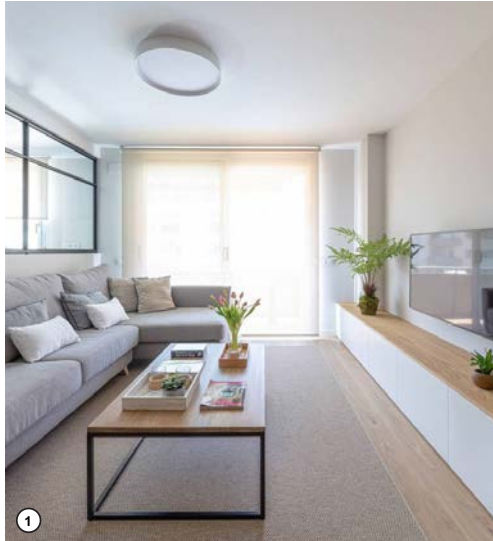
Materials will be modern and include earth-tone brick mixed with cement fiber board or metal cladding in select areas to reduce material costs. Brick detailing will be incorporated into the design to seamlessly blend with Knoxville's rich architectural heritage. The garage will be a smooth pre-cast light colored concrete with perforated metal screening to match the color of the brick.

1. Brown Brick
2. Dark Brown Brick / Black Brick
3. Board Formed Concrete / Flat
4. Aluminum Box Ribbed Panels
5. Perforated Box Ribbed Copper
6. Dark Gray CFB or Metal
7. Canopy Ceiling Wood Plank
8. Steel Railings
9. Glass



Apartment Precedents

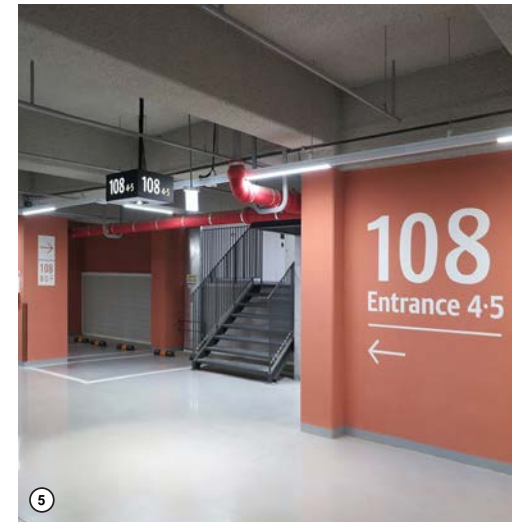
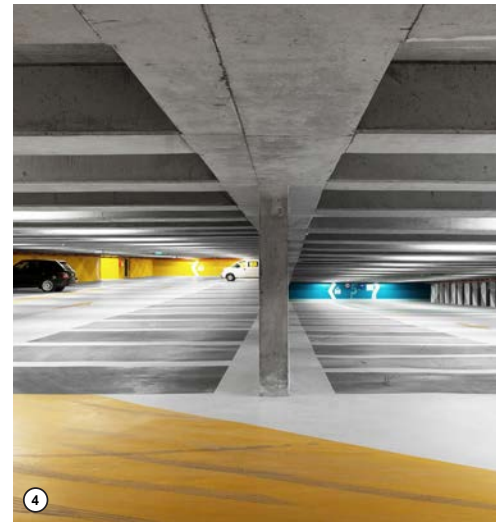
- 1 Open and light filled living space
- 2 Minimal kitchen design with open shelving
- 3 Modern bathroom with accent tile
- 4 Common residential lobby
- 5 Simple and light common spaces with accented entry doors



Interior spaces will be kept clean, light, and simple. The design and finishes of each unit will be chosen to maximize the comfort, light, and habitability for each resident.

Garage Precedents

- 1 Wayfinding painted throughout the garage
- 2 Screening with natural and artificial light
- 3 Wall mounted charging stations
- 4 Level signifying wayfinding
- 5 Wayfinding for entry and exits



The interior design of the garage will strive to create a comfortable environment for all users by providing ample light and wayfinding throughout the structure.