

# USE ON REVIEW REPORT

► **FILE #:** 11-H-20-UR

**AGENDA ITEM #:** 39

**AGENDA DATE:** 11/12/2020

► **APPLICANT:** TAYLOR FORRESTER O/B/O JOURNEYPURE

OWNER(S): Knoxville Home Care Services LLC

TAX ID NUMBER: 28 205

[View map on KGIS](#)

JURISDICTION: County Commission District 7

STREET ADDRESS: 7447 Andersonville Pk.

► **LOCATION:** West side of Andersonville Pike, northwest of E. Emory Road

► **APPX. SIZE OF TRACT:** 4.51 acres

SECTOR PLAN: North County

GROWTH POLICY PLAN: Planned Growth Area

ACCESSIBILITY: Access is via Andersonville Pike, a major collector street with a three lane street section with a pavement width of 33' within a 40' right-of-way.

UTILITIES: Water Source: Hallsdale-Powell Utility District

Sewer Source: Hallsdale-Powell Utility District

WATERSHED: Beaver Creek

► **ZONING:** OB (Office, Medical, and Related Services)

► **EXISTING LAND USE:** Medical facility (Hospice)

► **PROPOSED USE:** Recovery housing

HISTORY OF ZONING: The property was zoned OB in 1995 (8-H-96-RZ).

SURROUNDING LAND USE AND ZONING: North: Assisted living facility / OB (Office, Medical, and Related Services)

South: Residences / A (Agricultural)

East: Halls Elementary School / A (Agricultural)

West: Shopping center / SC (Shopping Center)

NEIGHBORHOOD CONTEXT: This site is located near the intersection of Andersonville Pike and E. Emory Rd. in an area with a mix of commercial, office, institutional and residential development.

## STAFF RECOMMENDATION:

► **APPROVE the request for a 44-bed recovery housing facility for substance abuse treatment, limited to the individuals seeking treatment voluntarily and are not compelled by court order or other involuntary action, subject to 4 conditions.**

1. Meeting all applicable requirements of the Knox County Health Department.
2. Meeting all applicable requirements of the Tennessee Department of Health.
3. Meeting all applicable requirements of the Knox County Department Public Works and Engineering.
4. Meeting all applicable requirements of the Knox County Zoning Ordinance.

With the conditions noted above, this request meets all requirements for approval in the OB zoning district, as well as other criteria for approval of a use on review.

#### **COMMENTS:**

This proposal is for a supportive recovery housing facility for substance abuse treatment. The facility will have a maximum of 44 residents/clients in 18 patient rooms. There will be 60-70 employees total, with a minimum of 20 employees during the day and a minimum of 4 employees overnight. The target population for this facility are individuals between 18 and 64 years of age that are seeking treatment for abuse of alcohol and/or other drugs. The individuals go into treatment voluntarily and are not compelled by court order or other involuntary action.

Recovery housing facilities must meet the requirements of Article 4, Section 4.105 (Standards for use-on-review of recovery housing) in the Knox County Zoning Ordinance. This requires that there be no recovery housing facility within 1,320 feet. To the knowledge of staff and the applicant, there is not another facility within this distance. The standards also require that the facility be within 1,320 feet of a bus transit route or as an alternative, the facility must submit a transit plan describing how the target population will be transported to and from the site. The facility is not within 1,320 feet of a transit route and will provide all transportation needed by the patients.

Additional information about the facility and how it will operate are provided in the documentation provided by the applicant and attached to this report.

#### **----- SUMMARY OF REVISION (11/10/2020) -----**

The term "outpatient" was removed when describing the proposed facility in the staff recommendation and the staff comments. The description originally stated that the proposal is a recovery housing facility for "outpatient substance abuse treatment". This term was added in error by staff.

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

1. The proposed recovery housing facility is focused on serving individuals that go into treatment voluntarily and are not compelled by court order or other involuntary action.
2. The traffic generated by the facility should be minimal since facility staff will primarily be the only people coming and going on a daily basis. This includes trips to transport patients off-site.
3. The site is located across from an elementary school and is near two other schools. This use is not restricted in regard to proximity to a school.
4. The facility will use the Nextdoor application to notify neighbors of any important information regarding the facility. Nextdoor is a free online forum for neighborhood groups to share information.

#### **CONFORMITY OF THE PROPOSAL TO CRITERIA ESTABLISHED BY THE KNOX COUNTY ZONING ORDINANCE**

1. With the recommended conditions, the proposed recovery housing facility meets the standards for development within the OB zoning district and all other requirements of the Zoning Ordinance.
2. The proposed is consistent with the general standards for uses permitted on review: The proposed development is consistent with the adopted plans and policies of the General 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 area 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 it is located on a major collector street.

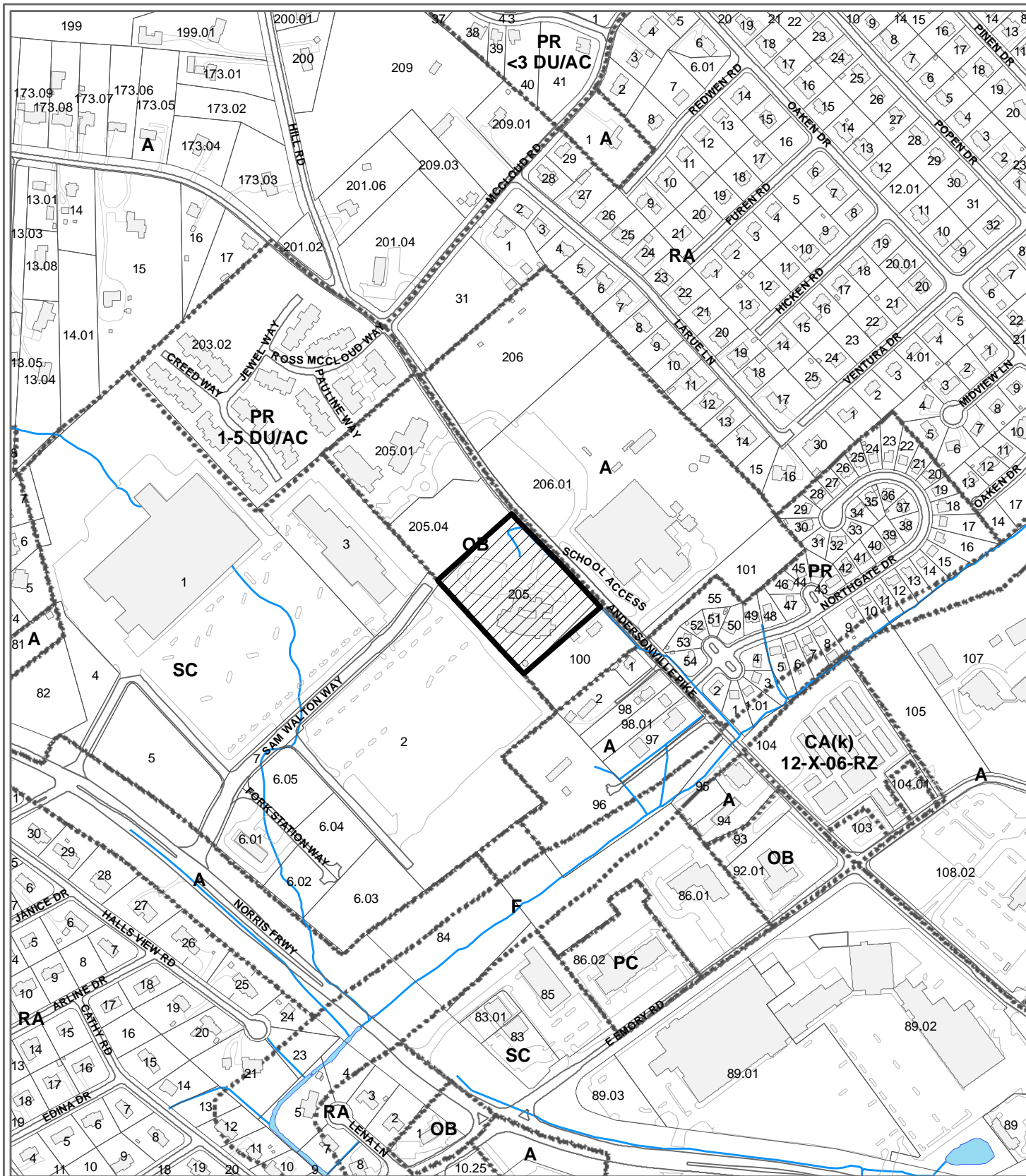
#### **CONFORMITY OF THE PROPOSAL TO ADOPTED PLANS**

1. The North County Sector Plan proposes Medium Density Residential / Office (MDR/O) uses for this property that allows uses within the OB zone. The proposed facility is a "use permitted on review" in the OB zone.
2. The site is located within the Planned Growth Area of the Knoxville-Knox County-Farragut Growth Policy Plan.

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 Knox County Board of Zoning Appeals. The date of the Knox County Board of Zoning Appeals hearing will depend on when the appeal application is filed. Appellants have 30 days to appeal a Planning Commission decision in the County.



**11-H-20-UR  
USE ON REVIEW**



Recovery housing in OB (Office, Medical, and Related Services)

Original Print Date: 10/20/2020 Revised:  
Knoxville - Knox County Planning Commission \* City / County Building \* Knoxville, TN 37902

Petitioner: Forrester O/B/O JourneyPure,  
Taylor

Map No: 28

Jurisdiction: County







11-H-20-UR  
9/28/2020

**Knoxville, Tennessee Project  
7447 Andersonville Pike**

September 2020

This project represents the re-location of services provided currently on Maryville Pike, which is on the south side of Knoxville, to 7447 Andersonville Pike in the Halls area, which is on the north side of Knoxville.

The facility that JourneyPure operates on Maryville Pike in south Knoxville is at 2636 Maryville Pike and that house is in a residential community. It is .5 to .7 mile of an elementary school and a church.

JourneyPure operates a similar facility to the one described below in Norris, Tennessee at 17 Ridgeway Road. In addition, JourneyPure operates similar facilities in Murfreesboro, Bowling Green, Kentucky and Panama City Beach, Florida and all are in residential settings. In addition to the larger facilities, JourneyPure leases or owns 11 houses for persons to reside while in treatment with JourneyPure and all of those houses are neighborhoods.

**Description of Services and Target Population**

The target population includes adults ages 18 through 64. Approximately 70% are aged 21 through 35. The target population includes persons who are seeking treatment for abuse of alcohol and/or other drugs in a safe treatment environment. Men and women are treated in separate groups.

The operation involves treatment for individuals who choose to go into treatment for an average of 25 days. The individuals go into treatment voluntarily and are not compelled by court order or other involuntary action. Clients can leave the facility at any time and if the staff are unable to persuade the client to stay to complete treatment, the facility staff obtain a ride for the client to take the client home.

Clients arrive at our facility having withdrawn from drugs or are in the process of becoming sober. The goal of treatment is to teach the client coping skills so that they manage cravings for drugs or alcohol. This is done through a variety of individual and group therapies. Clients usually feel much better after 10 to 15 days of treatment and the remaining time the clients learn the activities and behaviors that help them stay healthy. There is much evaluation with each client that helps them determine why they became addicted and what the triggers are that cause the person to want to take drugs or consume alcohol.

Clients reside in the facility and do not leave until their treatment is completed except to ride in a van with other clients to an outside meeting, a trip to a grocery store or for a therapy experience such as a trip to a gym. There is no special care needed for any of the clients. They are all ambulatory and able to conduct all activities of daily living.

The facility would house men and women in separate units. The facility is staffed 24/7 by trained employees and there are always nurses on the premises. All treatment is provided under the

supervision of a physician, with an individualized treatment plan for each client. The facility would employ 60 to 70 staff and there would be a minimum of four staff on the premises during overnight hours. During the day, there is always a minimum of 20 staff in the building or outside the building and staff members are always with the clients.

Below is a sample daily and weekly schedule for a client. Every client has a schedule that begins at 7:00 a.m. and ends at 10:00 every day. All clients have staff associated with them and they are only alone when in a restroom or in bed to sleep.

Start	End	MONDAY	TUESDAY	WEDNESDAY	THURSDAY	FRIDAY	SATURDAY	SUNDAY
6:00 AM	7:00 AM	WAKE UP						
7:00 AM	8:00 AM	BREAKFAST						
8:10 AM	9:00 AM	MORNING MEDITATION						
		Group Room 1						
9:00 AM	9:30 AM	CHORE TIME (Med Pass)						
9:30 AM	11:00 AM	PROCESS GROUP						
11:10 AM	12:00 PM	Rec & Recovery Outside	Nutrition Group Room 1	Forgiveness Group Room 1 Mindful Coping Strategies Group Room 2	Team Building Outside M- Group Room 2	Addiction Education Group Room 1 Creative Expressions Dining Tables	Addiction in the Family Group Room 1	Schema Therapy M- Group Room 1 W- Group Room 2
12:00 PM	1:00 PM	LUNCH						
1:10 PM	2:00 PM	CBT Relapse Prevention M- Group Room 1 W- Group Room 2	Parenting Group Room 1 CBT Group Room 2	Seeking Safety M- Group Room 1 W- Group Room 2	Communication Skills M- Group Room 1 W- Group Room 2	Spiritual Principles Group Room 1 Stress Management Group Room 2	Anger Management Group Room 1	Spirituality & Addiction M- Group Room 1 W- Group Room 2
2:10 PM	3:00 PM	Health Education Group Room 1	Women's Group W- Group Room 1 Men's Group M- Group Room 2	Mood Management Group Room 1 Anxiety Reducing Techniques Group Room 2	Music & Recovery W- Group Room 1 M- Group Room 2	Distress Tolerance M- Group Room 1 W- Group Room 2	Recreating Hope Group Room 1	Courage & Recovery Outside
3:10 PM	4:00 PM	Self Care Group Room 1 Mindful Movement Group Room 2	Self Esteem M- Group Room 1 Self Esteem W- Group Room 2	Life Coping Skills Group Room 1 Mindful Movement Group Room 2	Codependency W- Group Room 1 M- Group Room 2	Grief & Loss Group Room 1 Mindful Movement Group Room 2	Recovery Tools Group Room 1	Life After Treatment Outside
4:00 PM	5:00 PM	SELF REFLECTION						
5:00 PM	6:00 PM	DINNER						
6:10 PM	7:00 PM	In-House Meetings/H&I Group Group Room 1						
7:10 PM	8:00 PM	Homework Dorm Hall	Step 1/ Chemical Use History Dorm Hall	Game Night Dorm Hall	Journal/Read Dorm Hall	Community Meeting Dorm Hall	Movie Night Dorm Hall	Music Dorm Hall
8:00 PM	9:00 PM	WRAP UP (Med Pass)						
9:00 PM	10:00 PM	SELF REFLECTION						
11:00 PM		LIGHTS OUT						

## Transportation Plans

Patients always arrive and leave the facility by a family member, friend, staff member, or ride service. They do not use public transportation such as buses. Patients do not drive themselves to the facility and do not have vehicles on site. During their treatment, transportation is provided by JourneyPure for any offsite activities; patients never travel without a JourneyPure employee in the same vehicle.

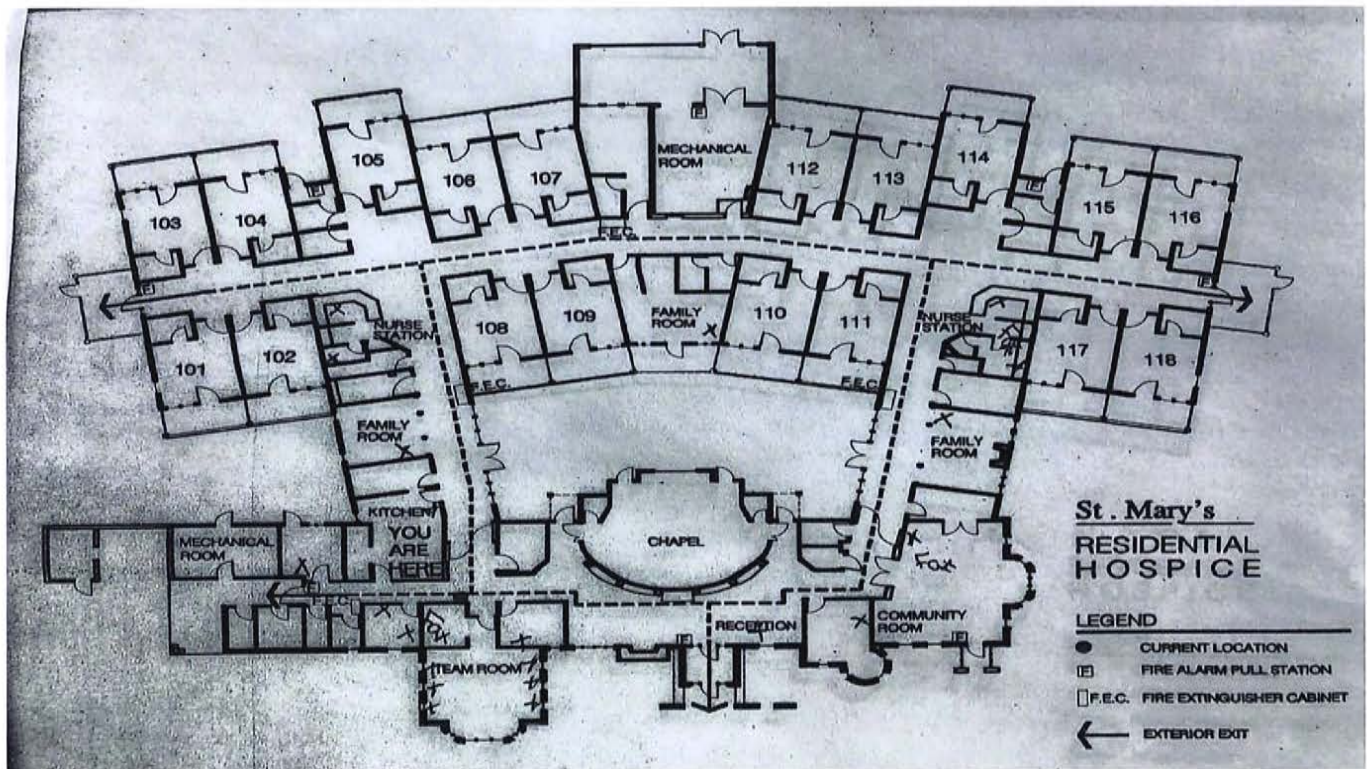


JourneyPure uses vans and some SUVs for this transportation. As stated above, when each patient has completed treatment and is leaving the facility for home, they are driven by a family member, friend, staff member, or ride service.

### Description of facilities and site

The facility will house up to 44 residents/clients. There are 18 patient rooms, and the rooms are large enough to easily accommodate three beds, so eight of the rooms will have three beds and ten of the rooms will have two beds. (The facility was constructed to serve as a hospice and was used for hospice services for many years.)

The facility is 17,134 square feet on 4.5 acres of land and there is sufficient parking for staff and visitors. There is a large courtyard and other spaces outside the building on the side of the building that is opposite from the street-facing side.



Interior Floor Plan of 7447 Andersonville Pike

### Neighborhood Communications Plan

JourneyPure will communicate to adjacent property owners about significant changes in operation and will make available their emergency contact information by utilizing the Next-Door App. This social media app allows JourneyPure to provide relevant emergency contact information as well as update the neighbors on any significant changes in its operations. JourneyPure will also provide relevant contact information to the administration of Halls Elementary School.



KGIS Site Map of 7447 Andersonville Pike



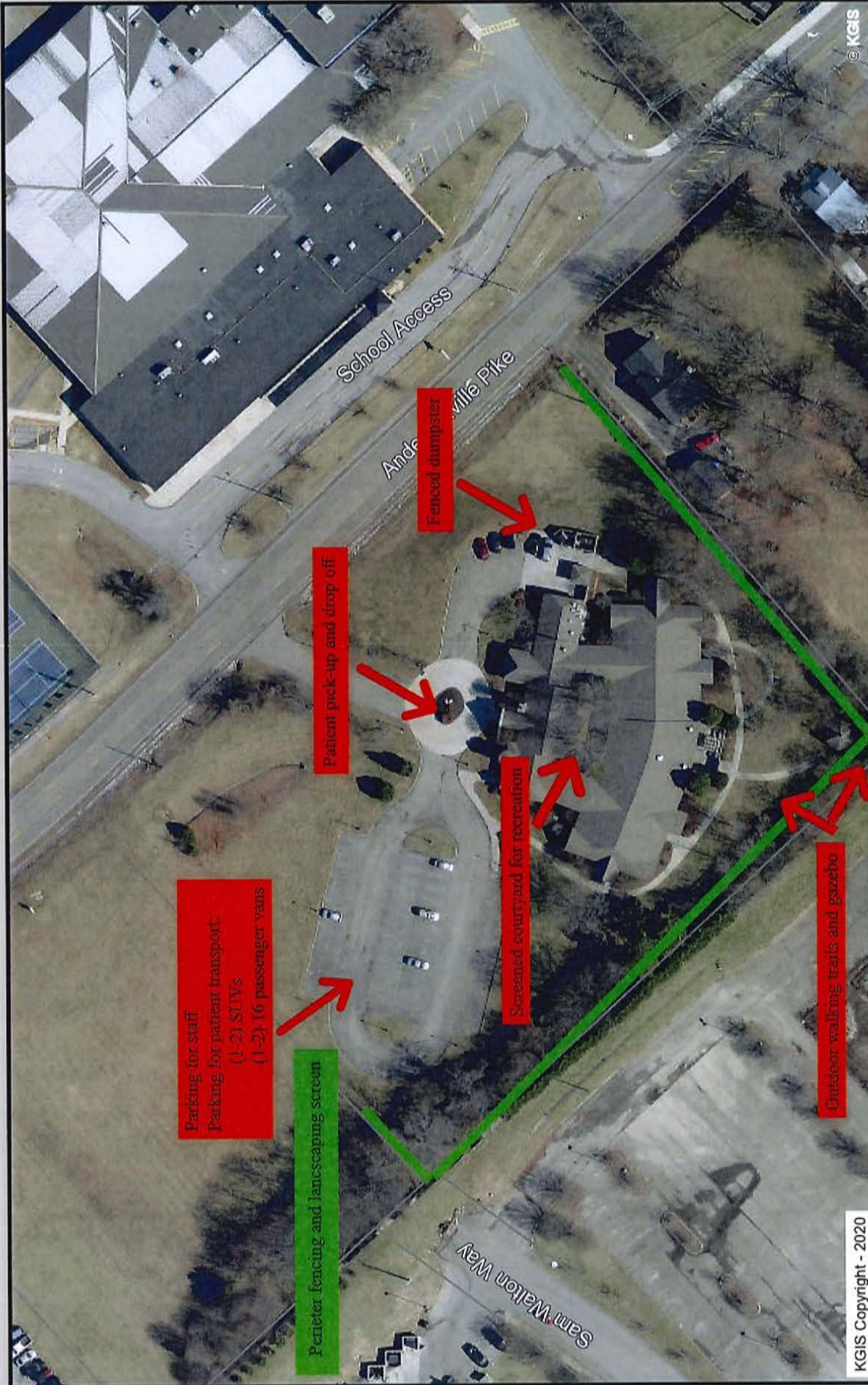


Aerial View of 7447 Andersonville Pike



Exterior photo of 7447 Andersonville Pike

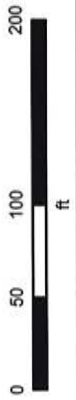




JourneyPure  
7447 Andersonville Pike

Knoxville - Knox County - KUB Geographic Information System

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Please see below replies to the Staff Comments section you sent Kevin earlier:

\* Please see photos below which correlate with the statements made here.

1. Existing and/or proposed landscape screening information.

A. Pictures show current landscaping.

B. Picture below show proposed fencing for grounds.

C. There are multiple areas on the grounds that can be utilized for exercise which fit into the 10% ordinance and will be fenced in with proposed picture of fencing type shown below.

Closest Recovery Housing to Andersonville Pike area:

There are a few "recovery houses" within a 5 mile radius of the property. However, these are not addiction treatment centers but instead housing that would fit into the "halfway house" or "sober living" idea of recovery housing whereas the Andersonville Pike facility would be a fully staffed (to include medical) addiction treatment center.

Please see below replies to Fire System Code Requirements:

1. There is a fire hydrant which meets the ordinance code on the property as shown in picture and the driveway (fire access) and clearance meets the code as well.
2. The facility has a sprinkler system as well as a firewall which meet code ordinances.

JourneyPure will be meeting with local community representatives in the coming days concerning the Andersonville Pike Property as well as the planned purpose of the facility, answering any questions or concerns they might have.

11-H-20-UR  
10/26/2020





Proposed fencing type for  
facility grounds

11-H-20-UR  
10/26/2020

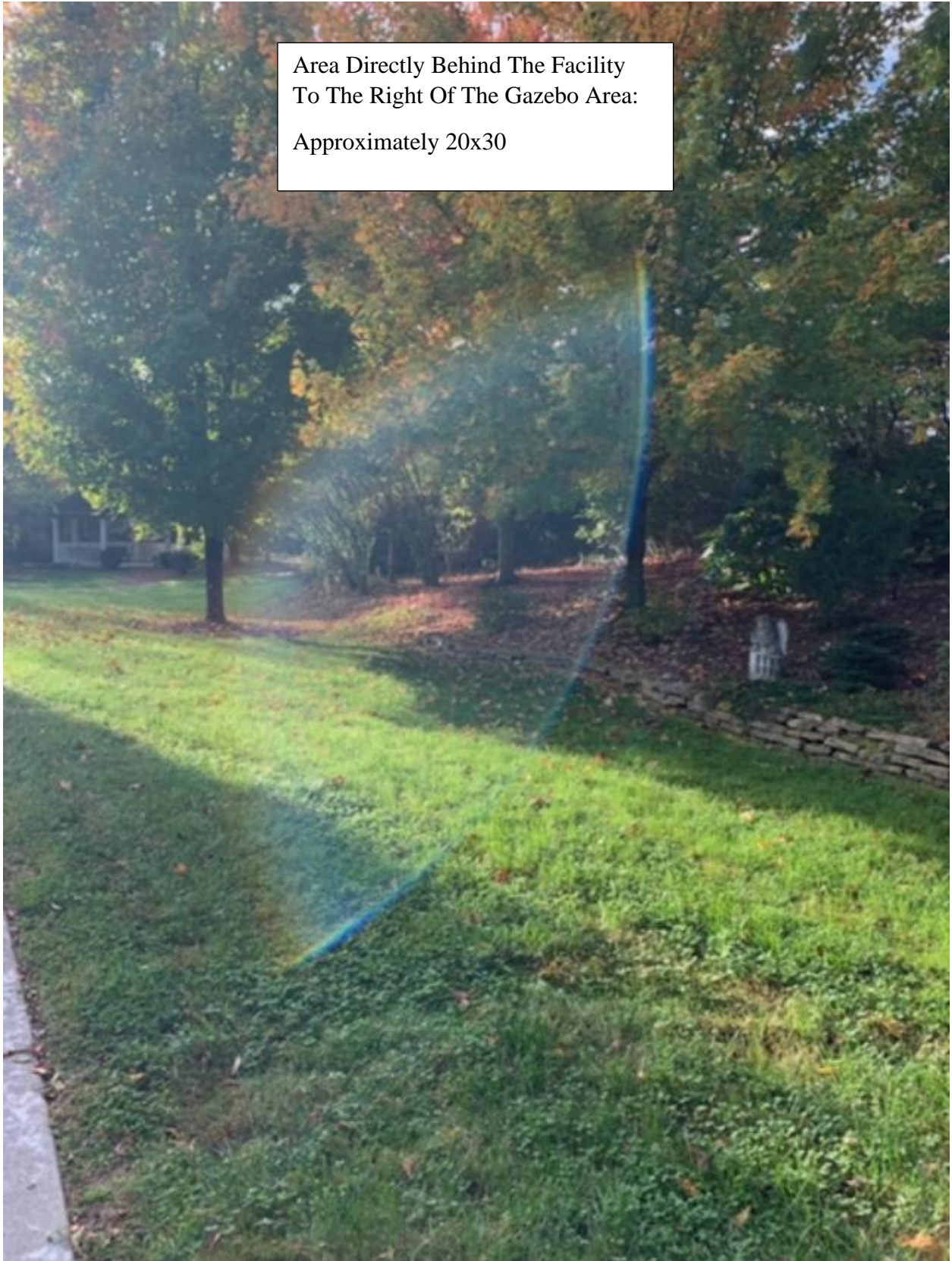
Fire hydrant is directly in front of the building.



11-H-20-UR  
10/26/2020

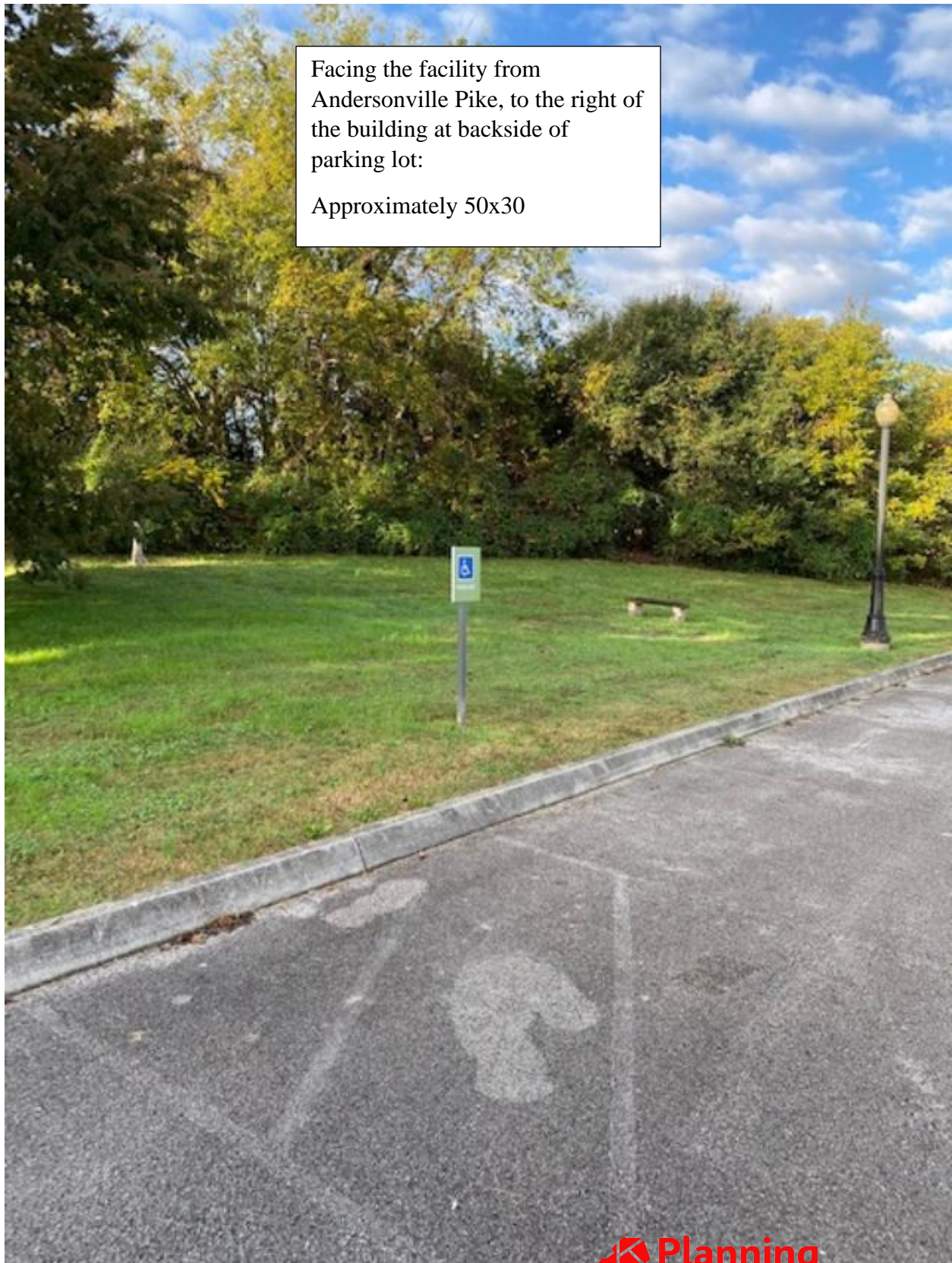


Area Directly Behind The Facility  
To The Right Of The Gazebo Area:  
Approximately 20x30



11-H-20-UR  
10/26/2020





Facing the facility from  
Andersonville Pike, to the right of  
the building at backside of  
parking lot:

Approximately 50x30



File No.: 11-H-20-UR

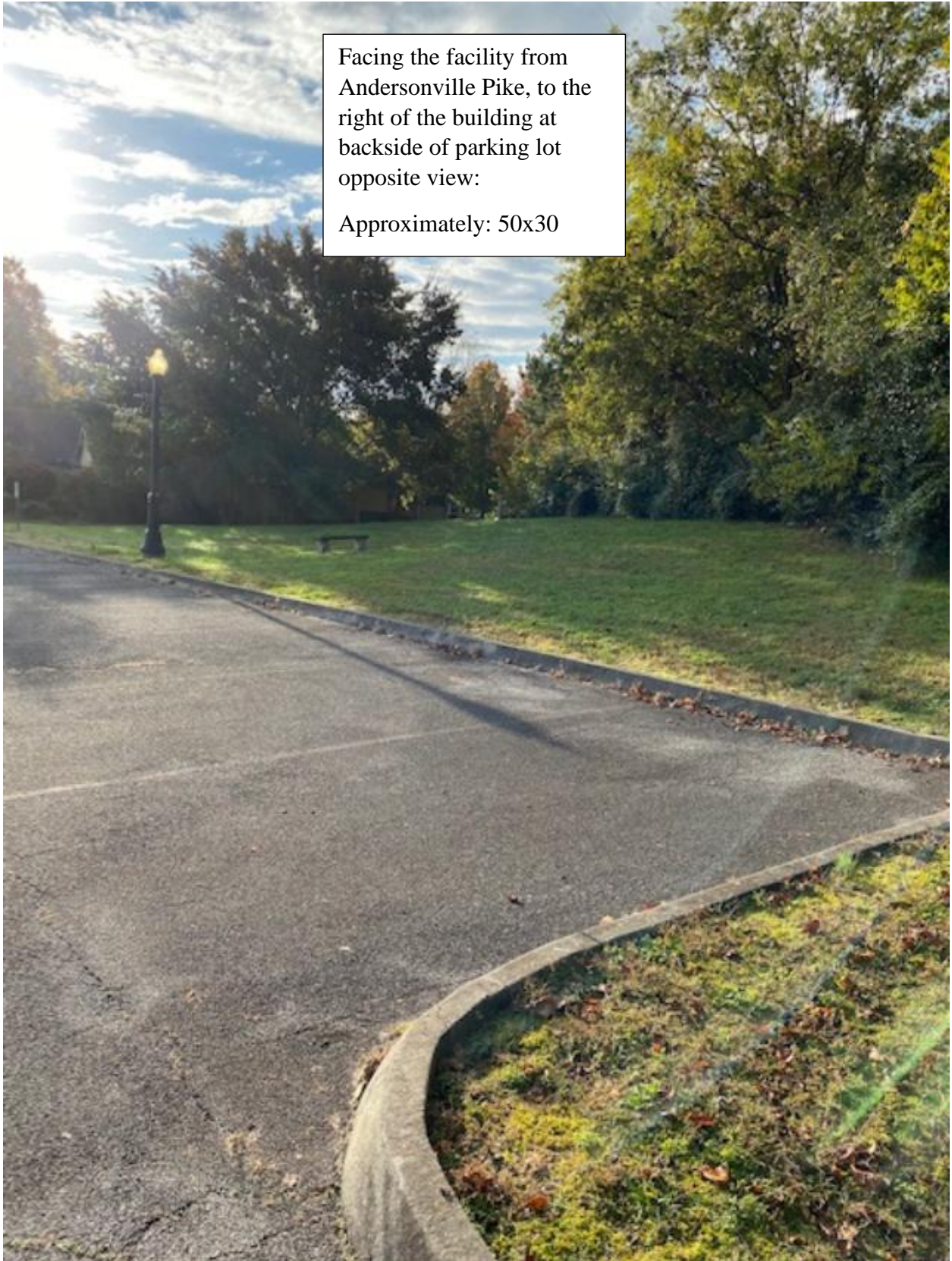
Date submitted: 10/26/2020

These plans have not been reviewed by  
Planning Staff and may not be finalized.



Facing the facility from  
Andersonville Pike, to the  
right of the building at  
backside of parking lot  
opposite view:

Approximately: 50x30



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10/26/2020



Facing the facility from  
Andersonville Pike, open area  
to the right:

Approximately 40x80.



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10/26/2020



Facing the facility from  
Andersonville Pike, open area to  
the right: View from Driveway  
Approximately 40x80.



11-H-20-UR  
10/26/2020



## DEVELOPMENT REQUEST

### DEVELOPMENT

- ☐ Development Plan  
☐ Planned Development  
☒ Use on Review / Special Use

### SUBDIVISION

- ☐ Concept Plan  
☐ Final Plat

### ZONING

- ☐ Plan Amendment  
☐ Rezoning

Taylor D. Forrester o/b/o JourneyPure

Attorney

Applicant Name

Affiliation

Date Filed

Meeting Date (if applicable)

File Numbers(s)

9/28/2020

11/12/2020

11-H-20-UR

## 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

Taylor D. Forrester o/b/o JourneyPure

Long, Ragsdale & Waters, P.C.

Name

Company

1111 N. Northshore Drive, Suite S-700

Knoxville

TN

37919

Address

City

State

Zip

865-584-4040

tforrester@lrwlaw.com

Phone

Email

## CURRENT PROPERTY INFO

Knoxville Home Care Services LLC

901 Hugh Wallis Rd S, Lafayette, LA 70508 337-233-1307

Owner Name (if different)

Owner Address

Owner Phone

7447 Andersonville Pike

028 205

Property Address

Parcel ID

West side Andersonville Pike, NW of E. Emory Rd. 4.51 acres

General Location

Tract Size

7th District

OB

Jurisdiction (specify district above)

☐ City ☒ County

Zoning District

North County

MDR/O

Planned Growth

Planning Sector

Sector Plan Land Use Classification

Growth Policy Plan Designation

Medical facility (hospice)

N

Hallsdale-Powell

Hallsdale-Powell

Existing Land Use

Septic (Y/N)

Sewer Provider

Water Provider



## REQUEST

DEVELOPMENT	SUBDIVISION	ZONING
<input type="checkbox"/> Development Plan <input checked="" type="checkbox"/> Use on Review / Special Use <input type="checkbox"/> Residential <input type="checkbox"/> Non-Residential <input type="checkbox"/> Home Occupation (specify): _____ <input checked="" type="checkbox"/> Other (specify): <b>Recovery housing</b>	<input type="checkbox"/> Proposed Subdivision Name _____ Unit / Phase Number _____ <input type="checkbox"/> Parcel Change <input type="checkbox"/> Combine Parcels <input type="checkbox"/> Divide Parcel    Total Number of Lots Created: _____ <input type="checkbox"/> Other (specify): _____ <input type="checkbox"/> Attachments / Additional Requirements _____	<input type="checkbox"/> Zoning Change: _____ <div style="text-align: center;">Proposed Zoning</div> <input type="checkbox"/> Plan Amendment Change: _____ <div style="text-align: center;">Proposed Plan Designation(s)</div>
<input type="checkbox"/> Proposed Property Use (specify) _____ <input type="checkbox"/> Other (specify): _____	<input type="checkbox"/> Proposed Density (units/acre) _____	<input type="checkbox"/> Previous Rezoning Requests _____

STAFF USE ONLY	<b>PLAT TYPE</b>	<b>FEE 1:</b>	<b>TOTAL:</b>
	<input type="checkbox"/> Staff Review <input type="checkbox"/> Planning Commission	\$1,500.00    Use on Review	\$1,500.00
	<b>ATTACHMENTS</b>	<b>FEE 2:</b>	
	<input type="checkbox"/> Property Owners / Option Holders <input type="checkbox"/> Variance Request		
	<b>ADDITIONAL REQUIREMENTS</b>	<b>FEE 3:</b>	
	<input type="checkbox"/> Design Plan Certification ( <i>Final Plat only</i> )		
	<input type="checkbox"/> Use on Review / Special Use ( <i>Concept Plan only</i> )		
	<input type="checkbox"/> Traffic Impact Study		

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

<p><b>Taylor Forrester</b></p> <p><small>Digitally signed by Taylor Forrester DN: cn=Taylor Forrester, o=US United States H&amp;R United States Reason: I am the author of this document Location: Date: 2020-01-20 15:51:05-05</small></p>	<p><b>Taylor D. Forrester</b></p>	<p><b>9/28/20</b></p>
<p>Applicant Signature</p> <p><b>(865) 584-4040</b></p>	<p>Please Print</p> <p><b>tforrester@lrwlaw.com</b></p>	<p>Date</p>
<p>Phone Number</p> <p></p>	<p>Email</p> <p></p>	<p></p>
<p>Staff Signature</p>	<p>Please Print</p>	<p>Date</p>



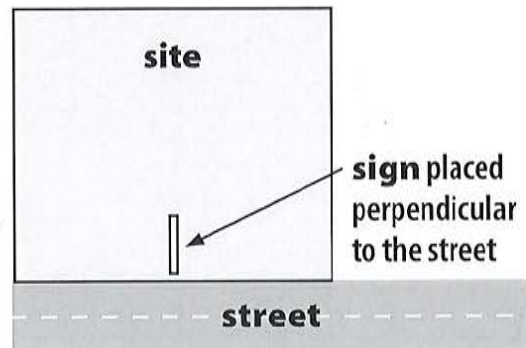
## REQUIRED SIGN POSTING AGREEMENT

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:

10/20/2020 and 11/13/2020  
(15 days before the Planning Commission meeting) (the day after the Planning Commission meeting)

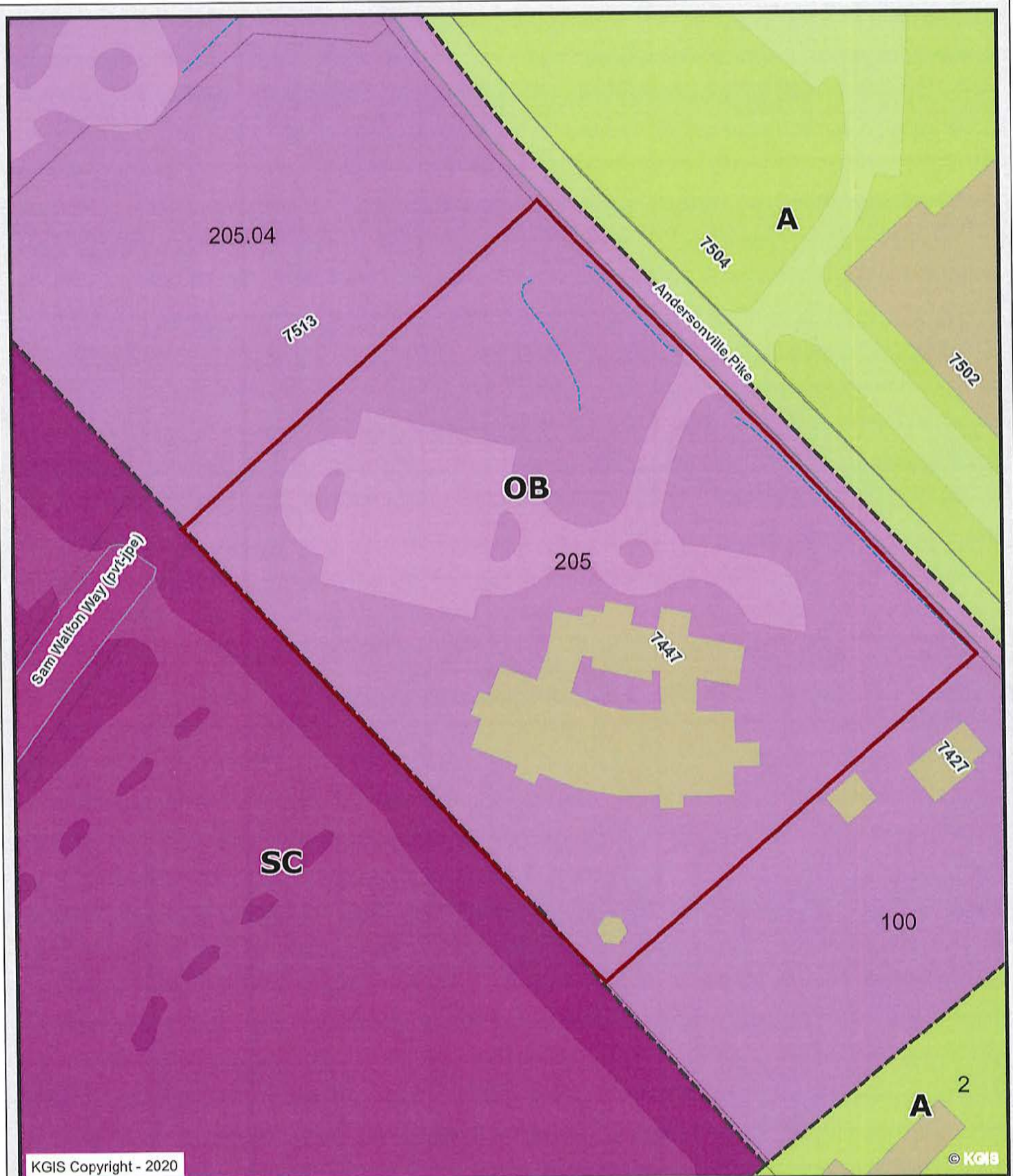
Signature: [Signature]

Printed Name: Louis Moran IV

Phone: 865-356-3383 Email: lmoran3@vols.utk.edu

Date: 9-28-20

File Number: 11-H-20-UR

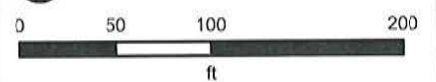


## Letter Portrait

Knoxville - Knox County - KUB Geographic Information System



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