

DEVELOPMENT PLAN REPORT

► FILE #:	3-I-25-DP	AGENDA ITEM #:	49
POSTPONEMENT(S):	3/13/2025	AGENDA DATE:	5/8/2025
► APPLICANT:	BRAD PRUITT		
OWNER(S):	Ralph K. Moore II		
TAX ID NUMBER:	71 001	<u>View map on KGIS</u>	
JURISDICTION:	County Commission District 8		
STREET ADDRESS:	6125 RIVERVIEW CROSSING DR		
► LOCATION:	North side of Asheville Hwy across from its intersection with E Governor John Sevier Hwy, north side of the River Turn Rd and Riverview Crossing Dr intersection.		
► APPX. SIZE OF TRACT:	126.83 acres		
GROWTH POLICY PLAN:	Urban Growth Area (Outside City Limits)		
ACCESSIBILITY:	Access is via Asheville Highway, a median-divided, major arterial road with a right-of-way width that varies from 150 ft to 230 ft, River Turn Road, a local street with a pavement width that varies from 20 ft to 40 ft within an 82-ft right-of-way, and Riverview Crossing Drive, a local street with 30 ft of pavement width within a right-of-way width that varies from 52 ft to 55 ft.		
UTILITIES:	Water Source: Knoxville Utilities Board		
	Sewer Source: Knoxville Utilities Board		
FIRE DISTRICT:	Rural Metro Fire		
WATERSHED:	Holston-French Broad, Fawver Creek		
► ZONING:	PC (Planned Commercial), CA (General Business)		
► EXISTING LAND USE:	Agriculture/Forestry/Vacant Land		
► PROPOSED USE:	Master plan		
HISTORY OF ZONING:	None noted.		
SURROUNDING LAND USE AND ZONING:	North: Holston River - F (Floodplain Overlay) in the City South: Commercial, rural residential, office - CA (General Business), HZ (Historical Overlay), RB (General Residential) in the County, C-H-2 (Highway Commercial), HP (Hillside Protection Overlay) in the City East: Single family residential, agriculture/forestry/vacant land - A (Agricultural), CA (General Business) in the County West: Holston River, mining and landfills - F (Floodplain Overlay), I-H (Heavy Industrial), HP (Hillside Protection Overlay) in the City		
NEIGHBORHOOD CONTEXT:	The surrounding area features a mix of commercial, residential, and office uses along Asheville Highway, interspersed with undeveloped land. The subject property is approximately 0.65 miles from the I-40 interchange to		

the west, and the antebellum Moses Armstrong House lies directly to the south. There is an active quarry across the river to the west.

STAFF RECOMMENDATION:

► **Approve the master plan to establish the general site plan, permitted uses, and intensity of uses, as presented, subject to 4 conditions.**

- 1) Submitting a concept plan application for extending an existing public road, proposing a new public road, and/or creating 6 or more lots.
- 2) Submitting a development plan application(s) for the proposed developments in the PC (Planned Commercial) zoning before land disturbance or building permits are issued.
- 3) A rough grading permit may be issued based on this master plan approval. The “approximate conservation area” must remain undisturbed, including the tree line that follows the bend of the river, approximately 150 ft from the riverbank, unless a subsequent development plan application is approved by the Planning Commission that allows this disturbance.
- 4) Revisions to the Asheville Highway Property Transportation Impact Analysis (TIS) may be required with each subsequent development plan application to update the proposed uses and intensity of uses, and to verify the conclusions and recommendations of the TIS and determine if certain recommended improvements are required with the particular request. This determination and, if needed, scope, must be made before each application is submitted.

With the conditions noted, this request meets the requirements for approval in the PC (Planned Commercial) district and the criteria for approval of a development plan.

COMMENTS:

This proposal is a “master plan” for a mixed-use development that includes a commercial sports complex, athletic training facilities, a recreational vehicle (RV) park, office and commercial uses, and a shared parking facility. The purpose of this master plan is to establish the general site plan, proposed uses, and intensity of uses. Unlike most zoning districts, the PC (Planned Commercial) zone does not provide a detailed list of uses permitted and uses permitted on review. In Section 5.33.02 (Uses permitted), the PC zone states, “It is not the intent of this zone to restrict potential development by limiting uses. In general, uses permitted shall include office, commercial services and light distribution centers.” Because the allowed uses are determined by the Planning Commission based on the characteristics of each site and recommendations of adopted plans, the applicant wants to obtain approval for the mix and intensity of uses before moving forward with detailed development plans, which must be reviewed and approved by the Planning Commission with future applications.

PROPOSED USES

The following uses are only for the portion of the property zoned PC. The Planning Commission may approve additional uses with future applications, if deemed appropriate for this site and mix of uses. The areas with different zoning follow those specific district standards.

- 1) Shared parking facility with approximately 3,000 spaces. This will be used by the on-site users and the River Breeze event venue on the south side of Asheville Highway.
- 2) Recreational sports fields.
- 3) Commercial and office uses.
- 4) Athletic training facility.
- 5) Public and private parks.
- 6) Recreational vehicle (RV) park (defined as a “transient mobile home park” in the Knox County Zoning Ordinance).

SHARED PARKING

The large parking lot is located in the site's southwest corner, so it can be shared with the River Breeze event center on the south side of Asheville Highway, which has very limited on-site parking. There is an existing connection between the two sites under the Asheville Highway bridge. Attendees of River Breeze events will not be required to cross Asheville Highway.

TRANSPORTATION IMPACT STUDY (TIS)

A TIS was submitted with this application to determine the road improvements that will likely be required, based on the proposed mix of uses, when detailed development plans are reviewed and approved by the Planning Commission. This master plan does not establish the right to modify access points or create new roads. Revisions to the TIS may be required to update the assumptions based on detailed development plans applications.

CONSERVATION AREA

The proposed conservation area along the river is approximately 100 ft deep from the riverbank. There is an existing grade change between the conservation area and the rest of the site, which closely matches the FEMA floodway and 100- and 500-year floodplains for the Holston River. The applicant is exploring options for using this area, including working with Knox County and non-profit organizations to make it open for public use. The Knoxville Utilities Board (KUB) has a utility easement in the western portion of the proposed conservation area, reducing the opportunity to use the river frontage for other purposes.

ENVIRONMENTAL STUDY

A portion of the site is known to have been used as a sanitary landfill before permitting was required. Since little information is available about the exact location and materials dumped on the site, environmental studies may be required as part of future development plan applications.

DEVELOPMENT PLAN ANALYSIS PER ARTICLE 6, SECTION 6.50.06 (APPROVAL OR DENIAL)

In the exercise of its administrative judgment, the Planning Commission shall determine if the proposed plan is in harmony with the general purpose and intent of the zoning ordinance and adopted plans.

1) ZONING ORDINANCE

PC (Planned Commercial):

A) The PC zone is intended for a unified grouping of commercial buildings which do not require or desire a central business district location. It is the objective of this zone to achieve the highest quality site design, building arrangement, landscaping and traffic circulation patterns possible. The administrative procedures for the PC zone require the Planning Commission to approve the development plan before permits can be issued (Article 5, Section 5.33.13).

B) The PC zone's permitted uses section states, "It is not the intent of this zone to restrict potential development by limiting uses. In general, uses permitted shall include office, commercial services and light distribution centers." Parking lots and commercial recreational (sports) facilities have been approved in the PC zone before, but it is unknown if an RV park has been approved in this zone. The CA (General Business) zone allows a "transient mobile home park" as a permitted use, which is defined as "any area, tract, site or plot of land open to the traveling public where temporary accommodations are provided for parking travel trailers, camp trailers, house cars, mobile homes or tents." A hotel is a similar temporary accommodation that has been approved in the PC zone. In the staff's opinion, an RV park can be considered in the PC zone, but it must be approved by the Planning Commission as appropriate in the proposed location.

2) KNOX COUNTY COMPREHENSIVE PLAN - IMPLEMENTATION POLICIES

A) When future development plan applications are submitted for the individual development proposals, the developer will be required to make road improvements based on the cumulative impact of the overall project at that time, consistent with Policy 9, to coordinate infrastructure improvements with development.

B) A conservation area, primarily a floodplain or steep slopes, is proposed along the waterfront, consistent with Policy 7, to encourage development practices that conserve and connect natural features and habitat.

3) FUTURE LAND USE MAP

A) The property is classified as the CC (Corridor Commercial) place type. CC sites are situated along major transportation corridors that are appropriate for a mix of commercial development including shopping centers, large format retail, and auto-oriented uses. Development is composed of primarily one story, large footprint buildings, but may include a variety of building sizes, including multi-story hotels. These areas have an auto-oriented design but should be well connected with pedestrian accommodations. – The proposed mix and

scale of uses are compatible with the CC place type. The primary access to the property is at the intersection of two arterial streets, Asheville Highway and Governor John Sevier Highway. The internal pedestrian accommodations will be reviewed when the details development plan applications are submitted for review and approval by the Planning Commission.

B) Commercial and office are considered primary uses in the CC place type. Primary uses are intended to be the predominant focus of the place. -- The proposed commercial development is consistent with the CC place type.

4) KNOXVILLE - FARRAGUT - KNOX COUNTY GROWTH POLICY PLAN

A) The property is within the Urban Growth Boundary. The purposes of the Urban Growth Boundary designation are to encourage a reasonably compact pattern of development, promote the expansion of the Knoxville-Knox County economy, offer a wide range of housing choices, and coordinate the actions of the public and private sectors, particularly with regard to the provision of adequate roads, utilities, schools, drainage and other public facilities and services. The proposed development meets the relevant standards of the Growth Policy Plan.— This proposal is consistent with the Growth Policy Plan.

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

ESTIMATED STUDENT YIELD: Not applicable.

The Planning Commission's approval or denial of this development plan request is final, unless the action is appealed either to the Board of Zoning Appeals or to a court of competent jurisdiction within thirty (30) days of the decision being appealed (Knox County, Tennessee Code of Ordinances, Appendix A, Zoning, 6.50.08).