



SUBDIVISION REPORT - CONCEPT/DEVELOPMENT PLAN

▶ **FILE #:** 4-SE-26-C
4-C-26-DP

AGENDA ITEM #: 48
AGENDA DATE: 4/9/2026

▶ **SUBDIVISION:** ORANGE KNOXVILLE, LLC
▶ **APPLICANT/DEVELOPER:** ORANGE KNOXVILLE, LLC
OWNER(S): Ball Camp Commercial Partners

TAX IDENTIFICATION: 91 25604 [View map on KGIS](#)

JURISDICTION: County Commission District 6

STREET ADDRESS: 0 BAKERTOWN RD

▶ **LOCATION:** South side of Schaad Rd, east of Bakertown Rd

GROWTH POLICY PLAN: Planned Growth Area

FIRE DISTRICT: Karns Fire Department

WATERSHED: Beaver Creek

▶ **APPROXIMATE ACREAGE:** 14.16 acres

▶ **ZONING:** PC(k) (Planned Commercial)
PLACE TYPE: CMU (Corridor Mixed-use), SR (Suburban Residential)

▶ **EXISTING LAND USE:** Agriculture/Forestry/Vacant Land

▶ **PROPOSED USE:** Commercial development

SURROUNDING LAND USE AND ZONING: The general area consist mostly of agricultural and detached and attached residential dwellings on varying lot sizes. Recent development approvals include a multifamily complex to the west and a gas station and car wash to the north.

▶ **NUMBER OF LOTS:** 3
SURVEYOR/ENGINEER: Victor Ramirez Carlson Consulting Engineers

ACCESSIBILITY: Access is via Schaad Rd, a 4-lane minor arterial street with a median and a pavement width of 75 ft within a 112 ft right-of-way, and via Bakertown Rd, a major collector with a pavement width which varies between 15 ft and 32 ft within a right-of-way which varies from 53 ft to 90 ft.

▶ **SUBDIVISION VARIANCES REQUIRED:** **VARIANCE**
1) Reduce the minimum intersection separation between the centerlines of Road 'A' and Truitt Path Lane from 400 ft to 209 ft.

ALTERNATIVE DESIGN STANDARD REQUIRING PLANNING COMMISSION APPROVAL
None

ALTERNATIVE DESIGN STANDARD REQUIRING KNOX COUNTY ENGINEERING AND PUBLIC WORKS APPROVAL (PLANNING COMMISSION APPROVAL NOT REQUIRED)
1) Increase the maximum intersection grade of Road 'A' at Schaad

Road from 1 percent to 2 percent.

2) Reduce the minimum intersection curb and right-of-way radius from 75 ft to 50 ft at Road 'A' and Schaad Road.

STAFF RECOMMENDATION:

- ▶ **Approve the variance to reduce the minimum intersection separation between the centerlines of Road 'A' and Truitt Path Lane from 400 ft to 209 ft.**

A. The shape and layout of the site, along with existing roads and access points, limit how far apart intersections can be placed. The development to the south includes an approved designated road connection, which restricts the ability to properly align the intersections to which the project's proposed road must connect.

B. This situation is unique to this property due to the existing location of Truitt Path Lane and surrounding development, and the proposed road to the south of the site, under permitting and construction. These conditions were already in place and were not created by the current owner or developer.

C. Reducing the distance between the intersections will not create safety concerns or negatively impact the surrounding area. The design will still allow for safe traffic flow and will not affect nearby properties or the general public.

Approve the concept plan subject to 9 conditions.

1. Connection to sanitary sewer and meeting other relevant utility provider requirements.
2. Provision of street names consistent with the Uniform Street Naming and Addressing System within Knox County (County Ord. 91-1-102).
3. If during design plan approval or construction of the development, it is discovered that unforeseen off-site improvements within the right-of-way are necessary as caused by the development, the developer will either enter into a memorandum of understanding (MOU) with the County for these improvements or reimburse the County for their direct expenses (if completed by County crews) to make corrections deemed necessary.
4. Implementing the recommendations of the Schaad Road Commercial Development Traffic Impact Study (TIS) (RGPhillips Consulting, LLC, 3/23/2026) as required by Knox County Engineering and Public Works during the design plan phase, and as specified in condition #5. The developer is also required to verify the existing versus proposed westbound left-turn lane storage length at the Schaad Road and Bakertown Road intersection, and if modifications are needed, the developer will be responsible for making noted adjustments. If the TIA is further revised, it must be submitted to the Planning staff for review and approval by all applicable agencies.
5. Entering into a memorandum of understanding (MOU) with Knox County Engineering and Public Works for completing off-site improvements per Chapter 54, Article V of the Knox County Code (Ord. O-23-4-102). The cost of the traffic signal at the intersection of Schaad Road and Bakertown Road is to be split evenly (50/50) between the property owner and Knox County, and all other off-site improvements recommended by the TIS, including widening Bakertown Road to two 10-ft lanes with 2-ft shoulders, curb and gutter and sidewalk on east side only, from the new road construction at Schaad Road to the railroad right of way, are to be the responsibility of the property owner. Knox County, at its discretion, may allow the property owner to complete specific improvements recommended by the TIS outside of the MOU process.
6. Connecting Road 'A' to the new public road to the south, identified as Honey Nectar Way in the Final Plat of Cardinal Landing (4-SE-26-F). During the design plan phase, the property owner's engineer must coordinate with Knox County Engineering and Public Works and Cardinal Landing's engineer to ensure the road aligns at the property line and meets Knox County's road design standards. Minor modifications to Road 'A' may be approved by Knox County Engineering and Public Works, but must not impact the placement of the required screening on the east side of Road 'A'.
7. Installing a sidewalk on one side of Road 'A' and the east side of Bakertown Road per the Knox County sidewalk ordinance, Chapter 54, Article IV of the Knox County Code. The location and design of the sidewalks are to be worked out with Knox County Engineering and Public Works during the design plan phase.
8. Providing a note on the final plat that access to the outparcels shall be provided from the internal driveways only.
9. Providing access easements on the final plat to provide legal access to the outparcels per the requirements of Knox County Engineering and Public Works during the design plan phase.

- ▶ **Approve the development plan for the grocery store, fuel station with convenience store, and commercial subdivision with up to 3 lots, as shown on the development plan, subject to 6 conditions.**

1. Meeting all applicable requirements of the Knox County Zoning Ordinance, including but not limited to, the standards of the PC zone (Article 5.33) and Signs, billboards, and other advertising structures (Article 3.90).

2. Meeting the conditions of the associated concept plan (4-SE-26-C).
3. Installing the internal sidewalks as shown on the development.
4. All site lighting must meet the following standards unless otherwise required by life and safety codes:
 - (a) All light fixtures shall be full cut off and installed with the light source perpendicular to the support structure or otherwise parallel to the ground if mounted to the underside of a roof or canopy.
 - (b) All pole and building-mounted lights within 100 ft of the south and east lot line with a height of more than 15 ft from the finished grade must provide shields oriented toward the residential uses to the south and east.
5. The proposed landscape screening along the east and south property lines must be installed during the first growing season after building permits are issued. All landscaping must be installed in accordance with the requirements of Knox County Engineering and Public Works.
6. Specifying the yard and lot coverage requirements for individual lots or building sites in the protective covenants for the commercial development per Article 5.33.06. In no case shall the building coverage be greater than 50 percent per lot, and the building setback from the external boundaries, including the Schaad Road and Bakertown Road frontages, be no less than 50 ft.

With the conditions noted, this plan meets the requirements for approval in the PC zone and the criteria for approval of a development plan.

COMMENTS:

REVISION 4/6/2026 -- Concept plan conditions #4 and 5 were modified to clarify the property owner's responsibility regarding road improvements.

This proposal is a commercial development that includes a grocery store with an associated fuel station and convenience store, two outparcels for future development, and an extension of a public road (under construction). The 14-acre property was zoned PC(k) (Planned Commercial) in 2006 (6-U-06-RZ), subject to the condition that the property not be developed for commercial purposes until Schaad Road is complete.

CONCEPT PLAN

Concept plan approval is required because the project includes an extension of a public road. The proposed road is on the east side of the lot, extending from the southern lot line to Schaad Road. The new road will be an extension of Honey Nectar Way, which is currently under construction and being platted as part of the Cardinal Landing subdivision to the south (see agenda item 27, Final Plat of Cardinal Landing, 4-SE-26-F). The proposed grocery store and fuel station will be on a 10.5-acre lot, and two outparcels for future development.

VARIANCE

The applicant is requesting a reduction of the minimum intersection separation from 400 ft to 290 ft between Road 'A' and Truitt Path Lane to the east. Truitt Path Lane is restricted to right-in/right-out access because it is offset from the median cut in Schaad Road. The median cut will be shifted to the west to line up with Road 'A', as well as a future commercial driveway on the north side of Schaad Road. If the Road 'A' access and median cut were moved further to the west to achieve the required intersection separation, it would increase vehicle congestion and turn movements near the Bakertown Road. Staff supports the request based on the applicant's justification (see the attached variance request form).

ROAD IMPROVEMENTS

The road improvements associated with this development are listed in the traffic impact study's (TIS) recommendations and conclusions (Exhibit B). These include installing a traffic signal at the Schaad Road and Bakertown Road intersection, shifting the Schaad Road median opening, adding turn lanes on Schaad Road, and widening Bakertown Road. The property owner is responsible for the full cost of the road improvements, except for a cost-sharing agreement with Knox County for the traffic signal.

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 proposed development meets the minimum development standards of the PC zone and the applicable general provisions in Article 3 of the zoning code.

C) A Type A landscape screen is provided along the east lot line, and a Type B landscape screen is provided along the south lot line, as required by the landscape screening standards in the supplemental regulations, Article 4.10.11. See Exhibit C for the landscape screening guidelines.

2) KNOX COUNTY COMPREHENSIVE PLAN - IMPLEMENTATION POLICIES

A) The property owner is required to make road improvements as outlined in the TIS, which is consistent with Policy 9, to coordinate infrastructure improvements with development.

B) The landscape screening along the east and south boundaries, landscaped parking areas and yards, and the recommended condition regarding site lighting are consistent with Policy 2, to ensure that development is sensitive to existing community character.

C) The sidewalks along the external roads and internal to the development, and road connection to the south, are consistent with Policy 4.2 and Policy 11, to provide pedestrian and vehicular connectivity with new development.

3) FUTURE LAND USE MAP

A) The property is classified as the CMU (Corridor Mixed-Use) and SR (Suburban Residential) place types. The northern portion of the site is designated CMU, comprising approximately 80 percent of the site.

B) CMU areas are appropriate for moderate-scale mixed-use development occurring along major corridors. These areas may incorporate office, retail, civic, residential, and community gathering spaces both vertically and horizontally, and shall provide connectivity to nearby neighborhoods. — The proposed commercial development consists of a grocery store and fueling station, and two outparcels for future development that will likely be commercial and retail in nature. The public road on the east side of the site is an extension of the road (under construction) in the residential development to the south, consistent with the place type's connectivity requirement.

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

D) SR areas are appropriate for primarily single family residential development with varying lot sizes, and may feature a range of lot sizes and housing size and styles, including some small-scale attached dwellings. Future developments should feature street and path connections to adjacent neighborhoods, walkable proximity to parks, and bikeable proximity to neighborhood commercial areas.— The proposed development features a street and sidewalk connection to the adjacent subdivision to the south (under construction), and provides nearby residential development with commercial uses within walkable and bikeable proximity.

E) The SR place type is located along the south lot line, with the rear of the grocery store likely extending into it. While the SR place type does not recommend commercial uses, the Knox County Comprehensive Plan states that its adoption does not change a property's zoning, and the zoning ordinance defines the land uses and development characteristics allowed on a specific parcel of land today. The proposed development must conform to the place type's recommendations to the maximum extent practicable. A landscape screen is provided along most of the south lot line to screen the rear of the building from nearby residences.

4) KNOXVILLE - FARRAGUT - KNOX COUNTY GROWTH POLICY PLAN

A) The property is within the Planned Growth Boundary. The purposes of the Planned Growth Boundary designation are to encourage a reasonably compact pattern of development, promote the expansion of the 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.— 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 request is final, unless the action is appealed. For more information on the appeal process, contact Knoxville-Knox County Planning.