

USE ON REVIEW REPORT

► **FILE #:** 7-B-26-UR

AGENDA ITEM #: 53

AGENDA DATE: 7/9/2026

► **APPLICANT:** THOMAS M. HALE

OWNER(S): Vulcan Lands, Inc.

TAX ID NUMBER: 129 080 (PARTIAL), 08001

[View map on KGIS](#)

JURISDICTION: County Commission District 6

STREET ADDRESS: 1624 GRAYBEAL RD (0 GRAYBEAL RD)

► **LOCATION:** East side of Graybeal Rd, south of Buttermilk Rd

► **APPX. SIZE OF TRACT:** 60 acres

GROWTH POLICY PLAN: Rural Area

ACCESSIBILITY: Access is via Graybeal Road, an unstriped local street with 14-19 ft of pavement width within a 50-ft right-of-way.

UTILITIES: Water Source: West Knox Utility District

Sewer Source: West Knox Utility District

FIRE DISTRICT: Karns Fire Department

WATERSHED: Hickory Creek

► **ZONING:** A (Agricultural)

PLACE TYPE: RL (Rural Living), HP (Hillside Ridgetop Protection)

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

► **PROPOSED USE:** Mining and mineral extraction (quarry) expansion

HISTORY OF ZONING: None noted.

SURROUNDING LAND USE AND ZONING: North: Rural residential, single family residential - A (Agricultural)

South: Rural residential, agriculture/forestry/vacant land - A (Agricultural)

East: Single family residential (under construction), agriculture/forestry/vacant land - PR (Planned Residential) up to 2.5 du/ac

West: Mining and landfills - A (Agricultural)

NEIGHBORHOOD CONTEXT: The surrounding area is predominantly rural in character, with large lots off of thoroughfares and limited suburban-style development off of side streets. There is a commercial node to the southwest at the Everett interchange off of I-40/I-75.

STAFF RECOMMENDATION:

► Approve the request to expand existing quarry (mining and mineral extraction) operations, as shown in the plan of operations, subject to 8 conditions.

1. Meeting all requirements of Article 4, Section 4.50.02 (Standards for use-on-review approval of mining and mineral extraction) in the Knox County Zoning Ordinance, as detailed in the staff report comments.
2. Construction of the vegetated berm, 20-25 ft in height between the abutting residential properties and the quarry operations, regardless of whether Graybeal Road is closed or rerouted.
3. Preservation of trees as much as is practicable, and planting new trees where trees were either removed or are sparse, sufficient to meet the Knox County Type A Landscape Screen, along any shared lot line with a residential use.
4. Meeting all other applicable requirements of the Knox County Zoning Ordinance, including, but not limited to, Article 4.10, Supplementary Regulations Applying to a Specific, to Several, or to All Zones, which has stipulations related to noise and light, among others.
5. Meeting all applicable requirements of the Knox County Department of Engineering and Public Works.
6. 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.
7. If outdoor lighting is to be added, all light sources shall be shielded and arranged so that lighting is directed away from any boundary adjacent to residential uses.
8. A concept plan will be required if Graybeal Road is relocated.

COMMENTS:

This request is to expand the quarry operations of Vulcan Materials Company. The Vulcan Materials Company facility has been in operation since 1974. Expansion requests were approved in 1996 (11-H-96-UR) and 2009 (4-B-09-UR). The facility as it operates today covers several parcels along Buttermilk Road, extending from Everett Road on its west to Graybeal Road on its east. This request adds the remainder of parcel 121 080 and all of parcel 121 08001 to the operation. Parcel 121 080 spans Graybeal Road on the east and west sides, so expansion onto the east side of this parcel would entail crossing the street with the operation. The applicant is proposing three options to avoid this: closure of Graybeal Road and two options for its relocation. One relocation option connects to Buttermilk Road; the other would connect to Hickory Meadows Way. While the road location is not part of this use on review application, either relocation option, or closure of Graybeal Road, would release the land occupied by the current street surface and allow the quarry expansion to be on contiguous land.

Access to the site would not change as a result of this proposal; the applicant has stated they will retain their current access point off of Everett Road. The Plan of Operations details the hours of operation and the types of activities that will be conducted. Construction of the berm would be limited to between 7am-6pm; all blasting of the quarrying operation would be conducted from 9am-4pm Monday through Friday only; all other quarry operations within the A zoned portion of the property (i.e., the property associated with this rezoning) would be conducted from 7am-9pm Monday through Saturday.

The landscape plan cites preservation of most of the trees along the shared lot line with the residential uses to the east and north and shows these areas in profile as containing existing and new trees along the shared lot lines. The landscape plan also shows a fence on the quarry side of rerouted Graybeal Road, along with 20-25 ft tall, vegetated berm between the right-of-way and the operations area, providing a visual screen from the residential properties. These measures will help mitigate some of the impacts of the quarry, though the noise and vibrations may still be a factor for nearby residents.

Exhibit R4.0 functions as a general site plan and shows the quarry operations extending to a point 300 ft from the property lines shared with the single-family neighborhood to the east and the single-family residential properties to the north fronting Buttermilk Road. Plans also show the quarry operations extending to a point 200 ft from the rerouted right-of-way on the east, should that come to fruition.

DEVELOPMENT STANDARDS FOR USES PERMITTED ON REVIEW (ARTICLE 4.10, SECTION 2)

The planning commission, in the exercise of its administrative judgment, shall be guided by adopted plans and policies, including the general plan and the following general standards:

THE USE IS CONSISTENT WITH ADOPTED PLANS AND POLICIES, INCLUDING THE COMPREHENSIVE PLAN OF KNOX COUNTY.

A. The property is in the HP area. Most of the property is relatively flat with slopes in the 0-15% range

B. The property is designated as the RL (Rural Living) place type. The RL place type is described as being primarily comprised of single-family residential uses within a rural setting, and may include agriculture, open

space, and some limited commercial that supports agriculture and civic uses. The primary land uses listed for this place type are open space and single family residential. The place type lists small-scale commercial, civic, and agricultural uses as secondary.

C. The proposed development may be inconsistent with the Comprehensive Plan's Implementation Policy 2, to ensure that development is sensitive to existing community character. The expansion of quarry activity at this location will produce smoke, noise, and vibrations on neighboring properties. The conditions of approval are intended to help mitigate any adverse impacts.

2) THE USE IS IN HARMONY WITH THE GENERAL PURPOSE AND INTENT OF THE ZONING ORDINANCE.

A. The A zone provides for a wide range of agricultural and related uses as well as residential uses with low population densities and other compatible uses which generally require large areas or open spaces. This use requires large open areas and meets that criteria, but is not necessarily compatible with the uses described, including residential uses with low population densities.

B. Article 4.50 acknowledges that "mineral extraction may involve differing processes and may seriously affect mined parcels and surrounding properties" and provides the criteria for reviewing this use to try to mitigate those impacts. Article 4.50.02 is specific to surface mining and mineral extraction and is the relevant section for this review. This section stipulates that a conditional use permit is approved by the Planning Commission and County Commission, so this use on review will require County Commission approval if approved by the Planning Commission.

C. The standards for review contained in 4.50.02 are as follows, and the plans meet these criteria.

1. Excavations shall be confined to areas at least one hundred (100) feet from any property line within or adjacent to any residential, agricultural or commercial zone, and shall be at least two hundred (200) feet from the property line of any dwelling or platted subdivisions. Further, no overburden, spoil bank or stockpile may be deposited within one hundred (100) feet of any such property lines, except with the written consent of the owners of the adjoining property, to reduce the elevation and conform with the existing contour or average grade of the adjoining property or in order to provide adequate drainage. The quarry operations are shown to extend to a point 300 ft from the property lines of the abutting single-family neighborhood to the east.

2. In any nonindustrial zone, the excavations shall be confined to areas at least one hundred (100) feet from the right-of-way line of any existing or platted street, road or highway; except that excavations may be conducted within such limits in order to reduce the elevation thereof to conform to the existing or established elevation of the adjoining or platted street, road, or highway, or in order to provide for adequate drainage. The site plan shows the quarry operations extending to a point 200 ft from the rerouted Graybeal Road right-of-way.

3. Since this is a non-industrial zone: 1) Any building containing power-driven or power-producing machinery or equipment shall be at least five hundred (500) feet from all adjacent property zoned residential, commercial, or agricultural. 2) Such building or equipment shall be at least two hundred (200) feet from the right-of-way lines of any existing or platted street, road, or highway. No such buildings or equipment are proposed with this application, but should they be added in the future, they would be required to meet these criteria.

4. All roadways on, vehicular entrances to, and exits from the private, subject properties to any public roads shall be located to secure safety, lessen congestion and facilitate transportation and shall be maintained to eliminate any nuisance from dust to neighboring properties. Access to and from the site will remain as is. No new access points will be created onto the quarry site.

5. A Plan of Operations shall be submitted for approval by the Planning Commission and County Commission, and shall provide in all respects:

a. Adequate safeguarding and protection of neighboring interests and the general public health and safety. The hours of operation, proposed preservation of and addition of new trees to provide a landscape screen at the shared property line with residences, and the fence and berm providing sound attenuation and a visual barrier, will help mitigate some of the impacts of the quarry, though the noise and vibrations may still be a factor for nearby residents.

B. A satisfactory plan for the routing of trucks, materials and equipment from the points of excavation to the permittee's processing operations. Access is not proposed to change, so the traffic pattern to and from the site is not anticipated to be greatly impacted, other than the rerouting of Graybeal Road to the other side of the site.

C. A plan and program for the restoration of the land to minimize potential detrimental effects on the area by reducing, insofar as is reasonably possible, peaks and depressions, and controlling erosion. The landscape plan proposes to capture and filter stormwater runoff in bioswales that will flow generally from north to east towards the low area at the southeast corner of the property where it feeds into Hickory Creek.

6. Whenever the permit issued by the Director of Code Administration and Enforcement has expired, or whenever the operation of excavation has been discontinued for any period exceeding twelve consecutive months, then, all plants, buildings, structures (except fences) and equipment shall be entirely removed from the property and the property shall be restored in accordance with the approved plan and program for restoring land, except approved otherwise by the Planning Commission upon request at that time. Page 5 of the Plan of Operations, Exhibit R5.0, details the plan of operation that would occur upon the completion of mining activities.

7. If the property to be used for such excavation is within one hundred (100) feet of any residential zone or platted subdivision, it shall be enclosed along the exterior boundaries as excavation progresses by a fence or landscape screen as prescribed by the Planning Commission. A vegetated berm 20-25 ft in height is proposed and is consistent with how the current quarry is screened from public rights-of-way and neighboring properties.

8. No excavation shall take place, or plant operated on any property in any nonindustrial zone, except between the hours of 7:00 a.m. and 9:00 p.m., except whenever any reasonable or necessary repairs to equipment are required to be made. Page 4 of the Plan of Operations, Exhibit R5.0, details the hours of operation and the types of activities that will be conducted, and also summarized in the staff comments above.

9. The provisions of subsection 1. above shall also apply to this subsection. Subsection 1 includes the following in addition to the provisions above.

A. Plans shall be furnished for planning commission approval as follows:

- i. Screening. A landscaped screen shall be provided to obscure the mining buildings and machinery from adjacent nonindustrial areas. For this purpose, the operator will furnish the Planning Commission with a landscape plan. Submitted and in compliance.
- ii. Roadways. All roadways on, and all vehicular entrances to and exits from the private properties on which such operations are conducted to any public roads shall be located to secure safety, to lessen congestion and to facilitate transportation and shall be so maintained as to eliminate any nuisance from dust to neighboring properties. A plan meeting these requirements shall be provided. The applicant has provided two options for rerouting Graybeal Road. No new access points are proposed. The Knox County Department of Engineering and Public Works has cited no engineering issues with either road relocation option.
- iii. Traffic control. A satisfactory plan for the routing of trucks, materials and equipment along public streets and roads from point of extraction to permittee's processing operations shall be provided. As mentioned previously, the existing access would remain as is and would service the expanded portion of the quarry.
- iv. Restoration. A plan of removal of unsafe structures and equipment, sealing of shafts and other measures proposed for restoring land to a safe and usable condition upon abandonment of the project shall be provided. The Plan of Operations includes details on dismantling the site upon cessation of activities.

3) THE USE IS COMPATIBLE WITH THE CHARACTER OF THE NEIGHBORHOOD WHERE IT IS PROPOSED, AND WITH THE SIZE AND LOCATIONS OF BUILDINGS IN THE VICINITY.

A. Mining and extraction, while not generally compatible with surrounding residential development, already exists at this location.

4) THE USE WILL NOT SIGNIFICANTLY INJURE THE VALUE OF ADJACENT PROPERTY BY NOISE, LIGHTS, FUMES, ODORS, VIBRATION, TRAFFIC CONGESTION OR OTHER IMPACTS WHICH MAY DETRACT FROM THE IMMEDIATE ENVIRONMENT.

A. Mining and extraction can produce effects that have adverse impacts on neighboring properties, such as smoke, noise, and vibrations.

B. The proposed use should have little impact on traffic since the access point will remain the same.

5) THE USE IS NOT OF A NATURE OR SO LOCATED AS TO DRAW SUBSTANTIAL ADDITIONAL TRAFFIC THROUGH RESIDENTIAL STREETS.

A. Access to the site is off of Buttermilk Road, a minor collector. No additional traffic will be added through residential neighborhoods.

6) THE NATURE OF DEVELOPMENT IN THE SURROUNDING AREA IS NOT SUCH AS TO POSE A POTENTIAL HAZARD TO THE PROPOSED USE OR TO CREATE AN UNDESIRABLE ENVIRONMENT FOR THE PROPOSED USE.

A. There are no other known uses in the area that could be a potential hazard or create an undesirable environment for the proposed use.

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. For more information on the appeal process, contact Knoxville-Knox County Planning.