REZONING REPORT

▶ **FILE #:**	**3-H-26-RZ**	**AGENDA ITEM #:**	**23**
POSTPONEMENT(S):	3/5/26	**AGENDA DATE:**	**11/12/2026**
▶ **APPLICANT:**	**BENJAMIN C. MULLINS**		
OWNER(S):	RBL, LLC		

TAX ID NUMBER:	71 E C 001, 00101 (PARTIAL)	**View map on KGIS**
JURISDICTION:	County Commission District 8	
STREET ADDRESS:	6110 ASHEVILLE HWY (6114 ASHEVILLE HWY)	
▶ **LOCATION:**	**South side of Asheville Hwy, east side of E Governor John Sevier Hwy**	
▶ **APPX. SIZE OF TRACT:**	**8.9 acres**	
GROWTH POLICY PLAN:	Urban Growth Area (Outside City Limits)	
ACCESSIBILITY:	Access is via Asheville Highway, a major arterial with a pavement width of 23 ft within a right-of-way which varies from 150 ft to 250 ft.	
UTILITIES:	Water Source: Knoxville Utilities Board	
	Sewer Source: Knoxville Utilities Board	
FIRE DISTRICT:	Rural Metro Fire	
WATERSHED:	Holston River and French Broad River	

▶ **CURRENT ZONING:**	**CA (General Business), HZ (Historical Overlay)**
▶ **REQUESTED ZONING:**	**CA (General Business)**
▶ **EXISTING LAND USE:**	**Water, Commercial**

▶

EXTENSION OF ZONING:	No, this would not be an extension.
HISTORY OF ZONING:	The subject property was rezoned from RB (General Residential) to CA (General Business), HZ (Historic Overlay) in 1993 (2-D-93-RZ).
SURROUNDING LAND USE AND ZONING:	North: Agriculture/forestry/vacant land, commercial - PC (Planned Commercial)
	South: Single family residential - RB (General Residential)
	East: Rural residential, commercial - RB (General Residential), CA (General Business) in the County, C-H-2 (Highway Commercial) in the City
	West: Water, commercial - F (Floodway), CA (General Business)
NEIGHBORHOOD CONTEXT:	This area is comprised of single family dwellings and multifamily developments. An outdoor event center is located adjacent to the property and a large sports field development is planned directly to the north. There are commercial and office uses concentrated along Asheville Highway.

STAFF RECOMMENDATION:

▶ **Staff recommends approval of the reduction of the HZ (Historic Zoning Overlay), subject to one condition:**

1. The rezoning shall not go into effect and the zoning map shall not be amended until documentation has been provided to and confirmed by Planning staff that the Moses Armstrong house has been relocated in conformity with the Historic Zoning Commission's Certificate of Appropriateness (1-E-26-HZ).

COMMENTS:

The Moses Armstrong house is a c.1805 Federal style brick farmhouse that is eligible for listing on the National Register of Historic Places for its architectural significance. The house is one of the oldest extant structures in Knox County, and it has historical associations with settlement and transportation in the Holston River valley, as the nearby Armstrong's/Ruggle's Ferry provided access across the river for over 100 years.

The applicant is proposing to relocate the house to allow for commercial development at its current location (see Exhibit B for extracts from the HZC case file).

BACKGROUND
Relocation.
1. In January 2026, the Knox County Historic Zoning Commission (HZC) gave preliminary approval, subject to conditions, to relocate the Moses Armstrong House approximately 500 feet to the southeast of its current location, in the area where the HZ (Historic Zoning Overlay) district would be retained. The HZC required the applicant to provide additional information regarding the moving plan and site plan for the relocated structure for their review.
2. In September 2026, the HZC reviewed the moving plan, site plan for the relocated structure, which were approved subject to including submission of final relocation details to staff for approval. The Commission also approved the removal of 20th century building additions, subject to submission of a new application for exterior rehabilitation post-relocation.

Reduced Zoning Boundary.
1. In January 2026, the HZC also granted preliminary approval of the reduced HZ overlay district boundary with the condition that "final legislative approval of the rezoning should not be issued until the house is relocated."
2. In September 2026, the HZC approved the reduced HZ overlay district boundary with the condition that "final legislative approval of the rezoning will be conditioned upon the house being successfully relocated." This change would allow the rezoning to be approved by County Commission prior to the house's relocation, which was important to the Commission since the house would lose protection if the overlay were removed prior to relocation, making it vulnerable to demolition.

PURSUANT TO THE KNOX COUNTY ZONING ORDINANCE, ARTICLE 6.30.01, THE FOLLOWING CONDITIONS MUST BE MET FOR ALL REZONINGS (must meet all of these):

THE PROPOSED AMENDMENT SHALL BE NECESSARY BECAUSE OF SUBSTANTIALLY CHANGED OR CHANGING CONDITIONS IN THE AREA AND ZONES AFFECTED, OR IN THE COUNTY GENERALLY.
1. As stated previously, the HZC recently approved the rezoning and hous relocation, subject to conditions. The recommended condition that the rezoning not go into effect and the zoning map not be amended until documentation is provided to Planning staff that the Moses Armstrong house has been relocated in conformity with the approved historic zoning case (1-E-26-HZ) is consistent with the HZC decision, ensures the house's protection prior to and during relocation, and preserves the overlay if the relocation is not completed. The completion of the house's relocation would constitute a changing condition that would support the proposed removal of the HZ overlay.
4. The River Breeze Event Center was opened on the subject property in 2024.
5. In 2025, a master plan was approved on 126.8 acres directly to the north of the subject property 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. There have been subsequent development plan approvals for components of this development.

THE PROPOSED AMENDMENT SHALL BE CONSISTENT WITH THE INTENT AND PURPOSES OF THE APPLICABLE ZONING ORDINANCE.
1. The intent of the HZ overlay is to protect structures of historical and cultural significance in their present location or to provide for their relocation to a site with an overlay, and to require that new construction, alteration, or use shall be appropriate to their character. It is not intended that the use of these structures shall be regulated by this zone. Demolition of buildings within HZ overlays requires HZC approval.
2. Reducing the HZ overlay prior to relocation would be inconsistent with the intent of the HZ overlay and the recommendations of the HZC because it would remove the protection for the historic house, leaving it vulnerable to demolition or detrimental alterations. However, the recommended condition that the reduction go into effect after the house is relocated is consistent with the intent of the HZ to provide for the relocation of historic structures to a site within an overlay.
3. The property can be developed to any use permitted by its base CA (General Business) zoning under the

current HZ overlay, which would require HZC approval of the design of new construction.

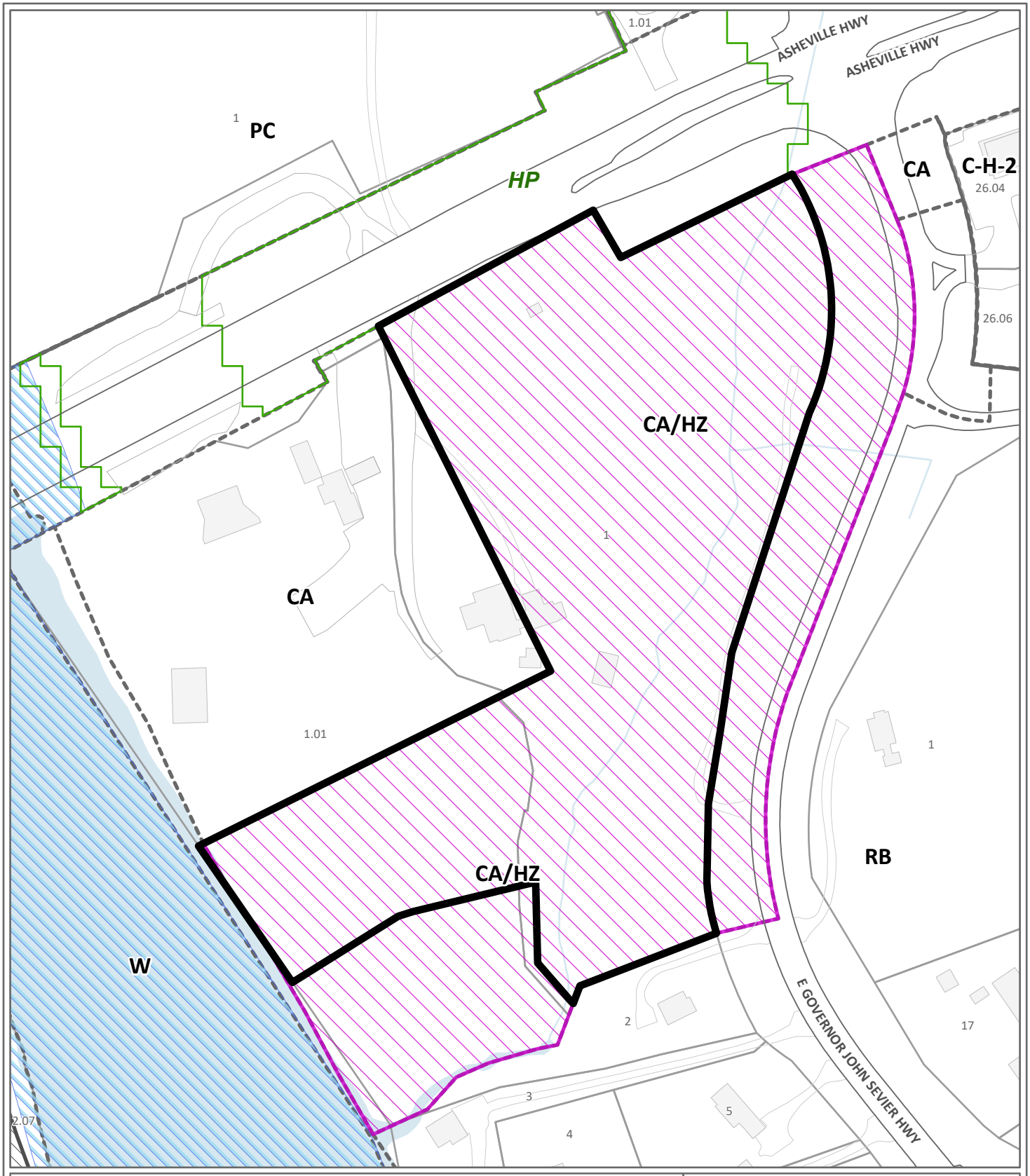
THE PROPOSED AMENDMENT SHALL NOT ADVERSELY AFFECT ANY OTHER PART OF THE COUNTY NOR SHALL ANY DIRECT OR INDIRECT ADVERSE EFFECTS RESULT FROM SUCH AN AMENDMENT.
1. Removing the HZ overlay from the historic Moses Armstrong House in its current location would make the house vulnerable to demolition. Demolition would result in the irrevocable loss of a landmark that holds significant historic and cultural importance to Knox County. However, the recommended condition would retain the house's protection by the HZ overlay until it is relocated and would preserve the overlay if the relocation does not occur.

PROPOSED AMENDMENT SHALL BE CONSISTENT WITH AND NOT IN CONFLICT WITH THE COMPREHENSIVE PLAN OF KNOX COUNTY, INCLUDING ANY OF ITS ELEMENTS, MAJOR ROAD PLAN, LAND USE PLAN, COMMUNITY FACILITIES PLAN, AND OTHERS:
1. Relocating the house within the remaining extent of the overlay and preserving the overlay on its current location until the relocation is complete, per the recommended condition, is consistent with Implementation Policy 8, to conserve historic and cultural resources. Approving the reduction without the recommended condition would be inconsistent with the recommendations of the HZC and the Comprehensive Plan.
2. The property's current CA zoning aligns with its CC (Corridor Commercial) place type. The HZ overlay is appropriate within any place type.
3. The subject property is within the Urban Growth Boundary of the Growth Policy Plan, which aims to encourage a reasonably compact pattern of development, promote expansion of the Knoxville-Knox County economy, and offer a wide range of housing choices. The proposed rezoning does not conflict with these goals.

ESTIMATED TRAFFIC IMPACT: Not required.

ESTIMATED STUDENT YIELD: Not applicable.

If approved, this item will be forwarded to Knox County Commission for action on 12/14/2026. If denied, Knoxville-Knox County Planning Commission's action is final, unless the action to deny is appealed to Knox County Commission. The date of the appeal hearing will depend on when the appeal application is filed. Appellants have 30 days to appeal a Planning Commission decision in the County.



REZONING **3-H-26-RZ**

Petitioner: Benjamin C. Mullins

From: CA (General Business), HZ (Historical Overlay)

To: CA (General Business);HZ (Historical Overlay)

Map No: 71

Jurisdiction: County

0 180

Feet

N

Original Print Date: 1/27/2026

*Knoxville - Knox County Planning Commission * City / County Building * Knoxville, TN 37902*

Exhibit A. Contextual Images



AERIAL MAP

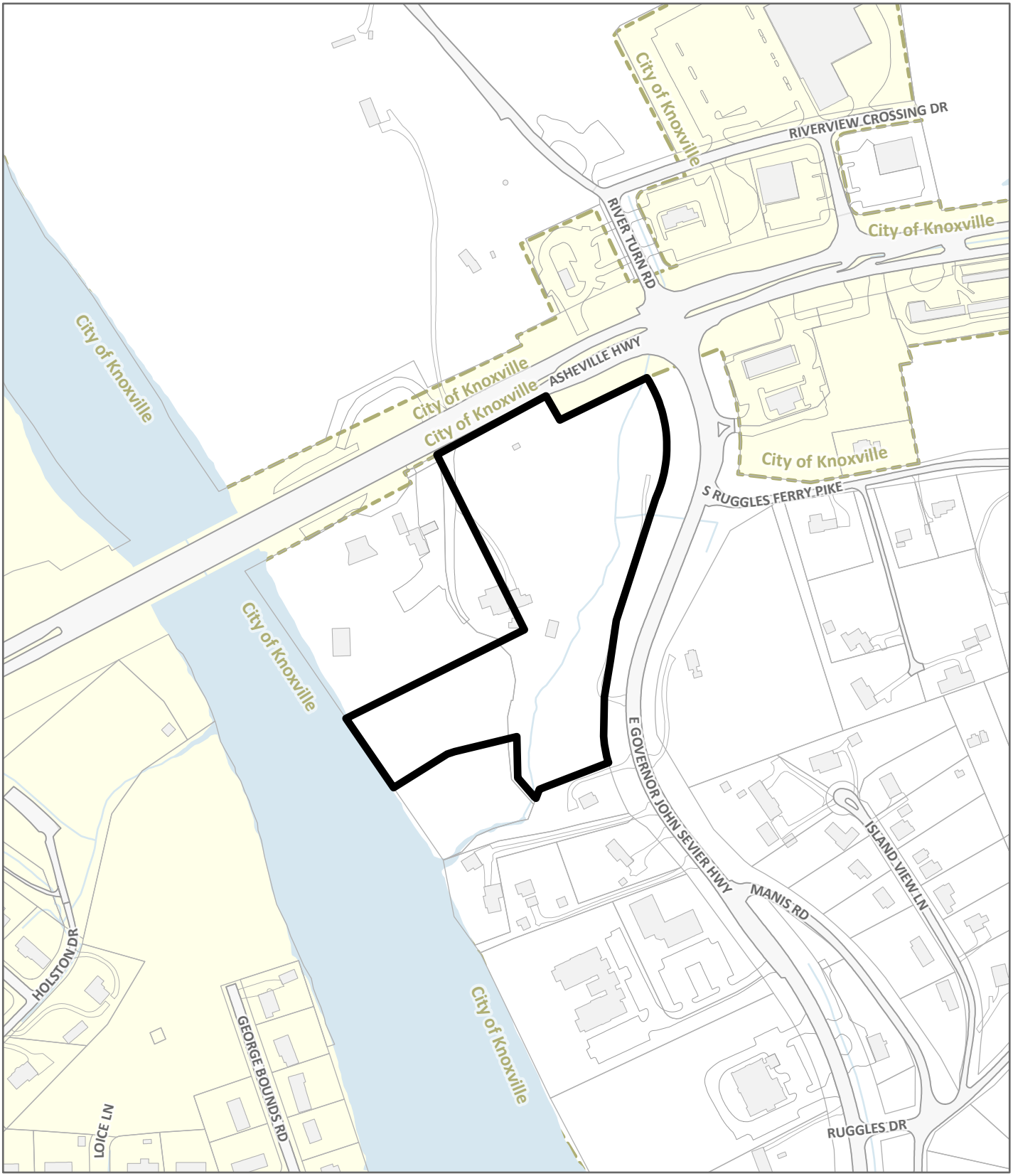
Case boundary

0 180

Feet

N

Exhibit A. Contextual Images



LOCATION MAP **3-H-26-RZ**

Case boundary

0 360

Feet

N

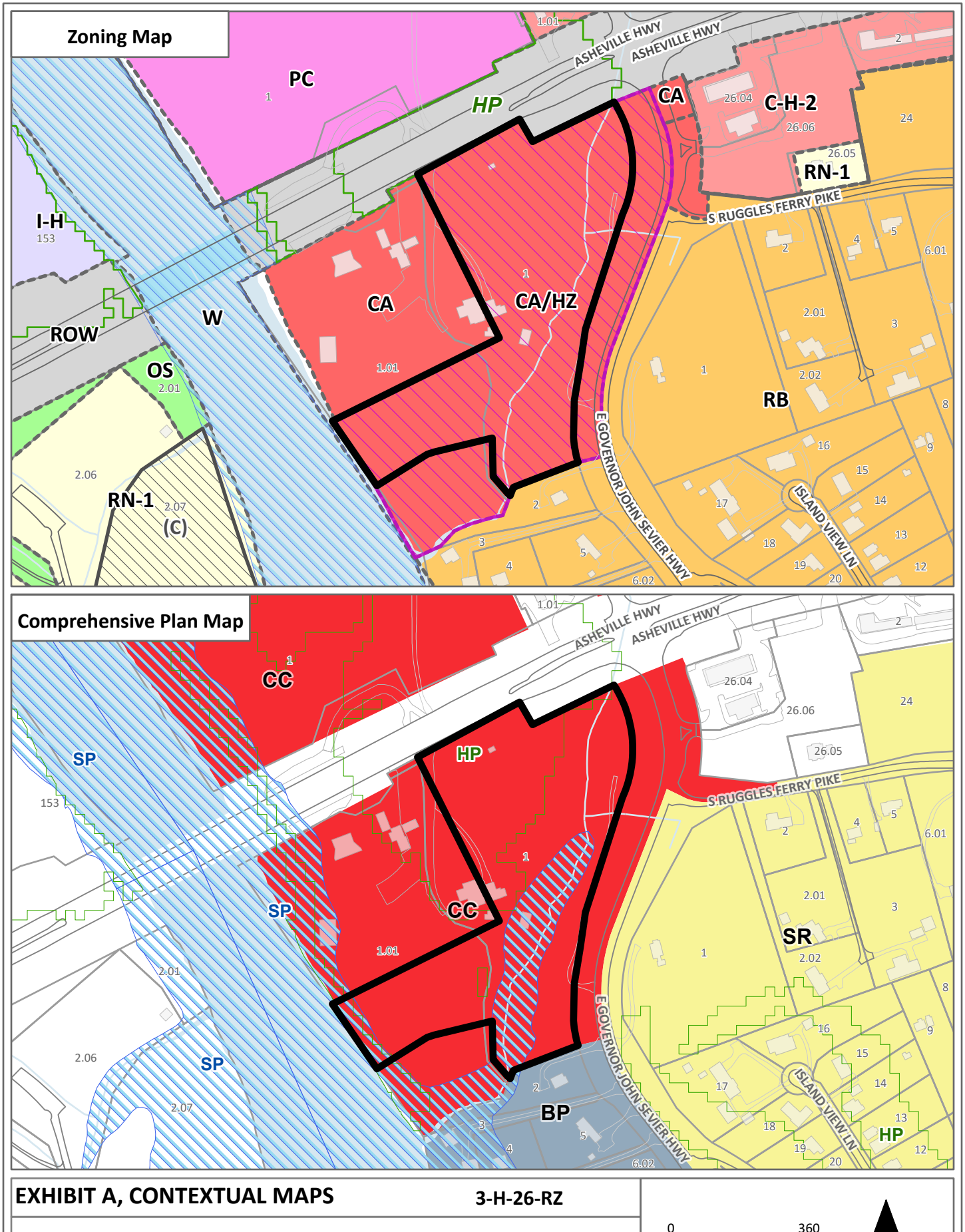


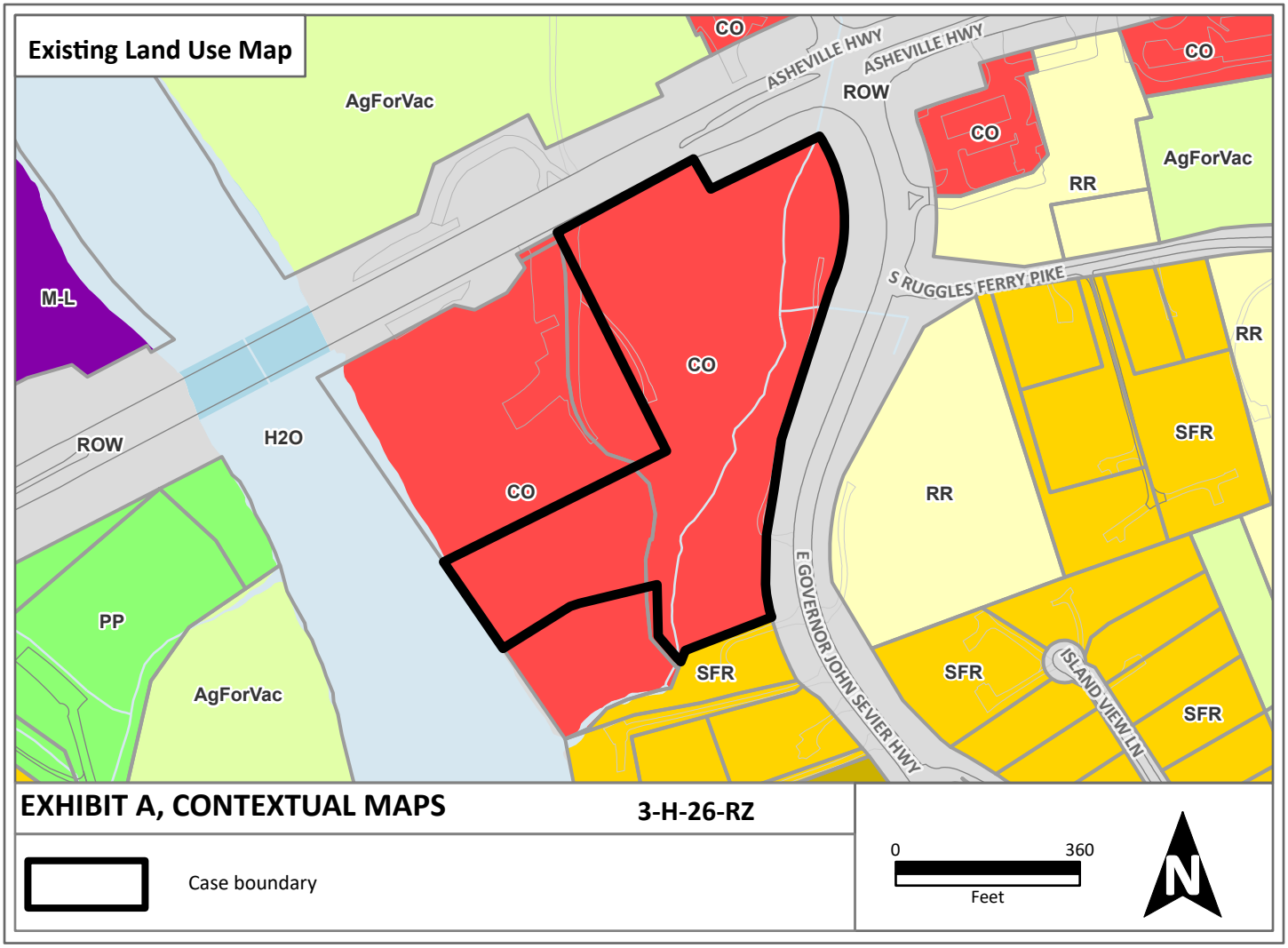
EXHIBIT A, CONTEXTUAL MAPS 3-H-26-RZ

Case boundary

0 360

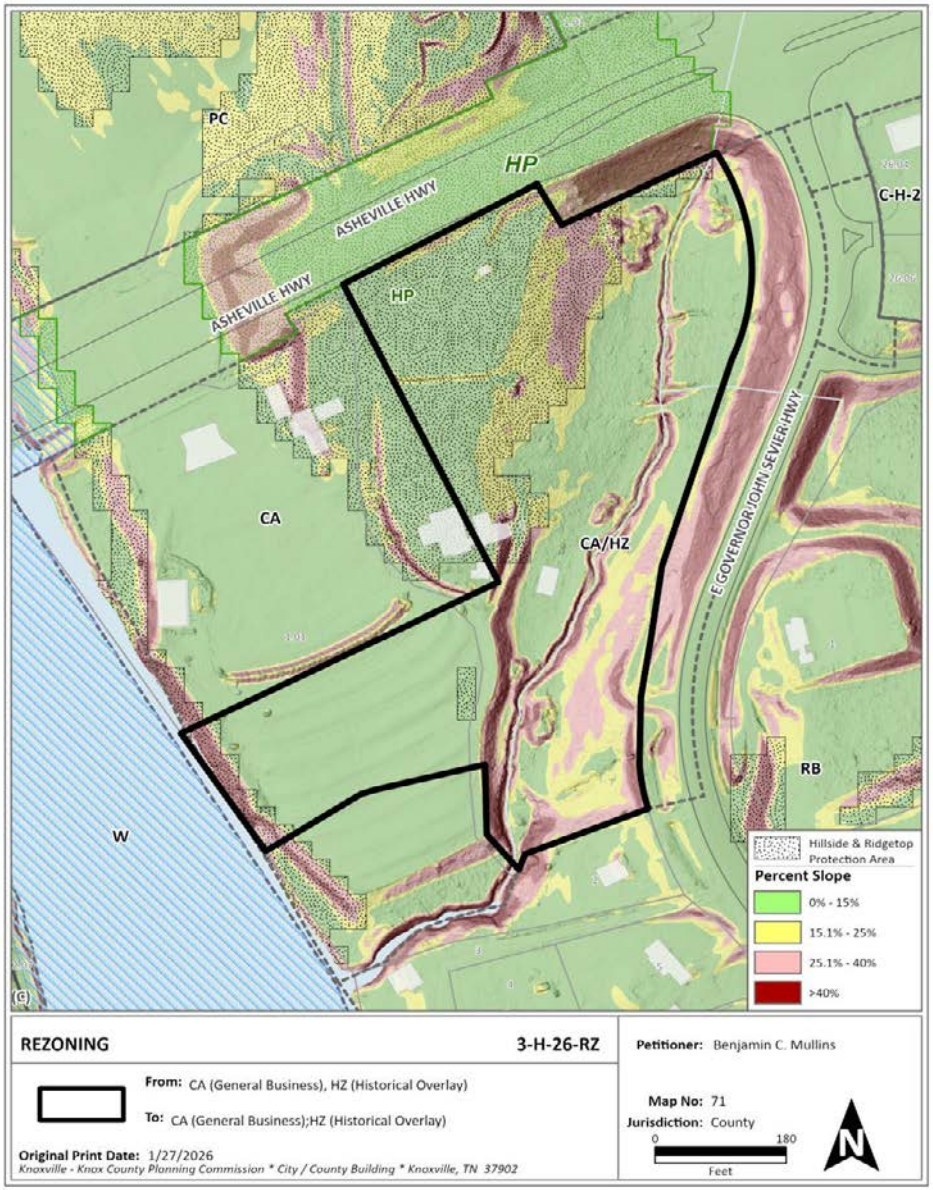
Feet

N


Existing Land Use Map
AgForVac
CO
ASHEVILLE HWY
ASHEVILLE HWY
ROW
CO
CO
RR
AgForVac
S RUGGLES FERRY PIKE
M-L
CO
RR
ROW
H2O
SFR
CO
RR
PP
AgForVac
SFR
E GOVERNOR JOHN SEVIER HWY
SFR
ISLAND VIEW LN
SFR
EXHIBIT A, CONTEXTUAL MAPS
3-H-26-RZ
Case boundary
0
360
Feet
N

Staff - Slope Analysis
Case: 3-H-26-RZ

CATEGORY	ACRES	RECOMMENDED DISTURBANCE BUDGET (Percent)	DISTURBANCE AREA (Acres)
Total Area of Site	**8.90**		
Non-Hillside	6.15	N/A	
0-15% Slope	1.46	100%	1.46
15-25% Slope	0.76	50%	0.38
25-40% Slope	0.39	20%	0.08
Greater than 40% Slope	0.14	10%	0.01
Ridgetops			
Hillside Protection (HP) Area	2.75	Recommended disturbance budget within HP Area (acres)	**1.94**
		Percent of HP Area	**70.3%**



HISTORIC ZONING

Exhibit B

Memorandum

TO: Knoxville-Knox County Planning Commission
FROM: Lindsay Lanois, AICP | Principal Planner
DATE: November 3, 2026
SUBJECT: Historic Zoning Commission action, 1-E-26-HZ

On September 17, 2026, the Knox County Historic Zoning Commission (HZC) reviewed a revised request to relocate the c.1805 Moses Armstrong House at 6114 Asheville Highway and reduce the historic zoning (HZ) boundary. This follow-up information was provided after the HZC requested additional information at the January 15, 2026 meeting. The HZC approved the relocation and the reduced HZ overlay, subject to the below conditions. The relevant case file includes a staff report and supporting documentation.

Approval of the relocation and rezoning were subject to the following conditions:

a) meeting all requirements of Knox County Codes Administration;
b) final details on relocation to be submitted to staff for approval (including any additional grading plans, and information on supporting or removing/reconstructing the rear ell);
c) a new application for exterior rehabilitation to be submitted to the HZC post-relocation, including details on new windows and doors, specs for new brick, and access stair details; and
d) final legislative approval of the rezoning to be conditioned on the structure being successfully relocated.

Certificate of Appropriateness

Knox County Historic Zoning Commission

File Number: 1-E-26-HZ

A Certificate of Appropriateness is hereby granted for the following property by the Knox County Historic Zoning Commission:

Property Address: 6114 Asheville Hwy.
Parcel ID: 71 E C 001 071EC00101
District: Moses Armstrong House Individual HZ Landmark
Owner: RBL, LLC
Applicant: Benjamin C. Mullins

Level of Work: Level IV

Demolition/Relocation of Contributing Structure

Work Items:

Other: Relocation

Description of Work:

Proposed relocation of primary structure. Relocation includes the proposed demolition of an existing non-historic garage, side and rear addition, and front porch. Primary structure is proposed to be relocated approximately 500' to the southwest, recessed to a rear corner of the property, adjacent to the Holston River.

Proposed revision to historic zoning (HZ) overlay. Existing HZ overlay will be reduced to approximately 1.3 acres at the southern corner of the property.

Conditions of approval per HZC 9/17/2026:
1) meeting all requirements of Knox County Codes Administration;
2) final details on relocation to be submitted to staff for approval (including any additional grading plans, and information on supporting or removing/reconstructing the rear ell);
3) a new application for exterior rehabilitation to be submitted to the HZC post-relocation, including details on new windows and doors, specs for new brick, and access stair details); and
4) final legislative approval of the rezoning to be conditioned on the structure being successfully relocated.

Action: Approved with Conditions

Certified By: Lindsay Lanois

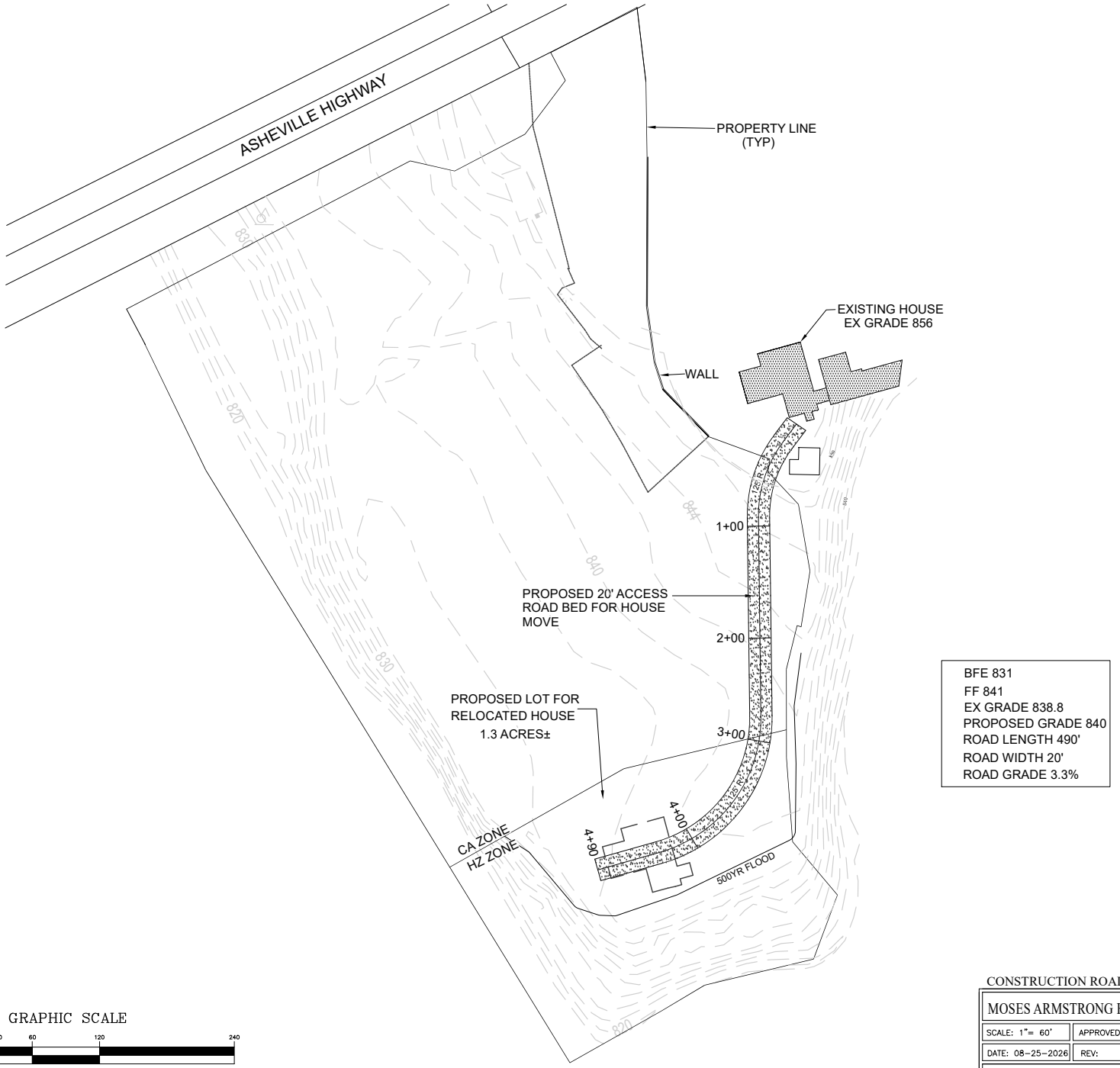
Date Certified: 9/17/2026 **COA Expiration Date (3 years):** 9/16/2029

This Certificate Is Not A Building Permit

To obtain a building permit, drawings stamped as approved by the Historic Zoning Commission (HZC) staff must be submitted along with this Certificate of Appropriateness to the City of Knoxville Plans Review and Inspections Department or the Knox County Codes Administration Department, as appropriate. Any deviation from the drawings and written conditions approved by the HZC will require subsequent review and approval by the HZC or its staff.

Contact the appropriate building inspections office for permit requirements:

City of Knoxville Development Services: 865-215-2992 or 865-215-2991
Knox County Building Codes Administration: 865-215-2325



BFE 831
FF 841
EX GRADE 838.8
PROPOSED GRADE 840
ROAD LENGTH 490'
ROAD WIDTH 20'
ROAD GRADE 3.3%

GRAPHIC SCALE

60 0 30 60 120 240

(IN FEET)
1 inch = 60 ft.

LeMAY AND ASSOCIATES
CONSULTING ENGINEERS

10816 KINGSTON PIKE
KNOXVILLE, TENNESSEE 37934

PH: (865) 671-0183
EMAIL: LEMAYASSOCIATES.COM

CONSTRUCTION ROAD

MOSES ARMSTRONG HOUSE RELOCATION

SCALE: 1"= 60'	APPROVED BY: REL	DRAWN BY: RELjr.
DATE: 08-25-2026	REV:	SHEET 1 OF 1

DISTRICT S8
KNOX COUNTY ---------- TENNESSEE

TAX MAP 71 E C, PARCEL 1.01

DRAWING NO.: 6723

Moses Armstrong House: Staff Photos

Taken at 11/20/25 Workshop



Façade



Current Site





Victorian era front door with plaque stating “This historic American home was built in 1805”

Moses Armstrong House: Staff Photos

Taken at 11/20/25 Workshop



Façade and Left Elevation: original 1805 house, c.1830s rear ell addition, 20th century front porch



Top: Connection to 20th century garage from rear ell, brick damage



Below: Brick bond differences between rear ell and original house

Moses Armstrong House: Staff Photos

Taken at 11/20/25 Workshop



Façade view of 20th century side wing addition, entrance to side deck

Rear elevation: 20th century addition on interior of rear ell, rear view of side wing addition, wood shingles visible near partial cornice return, original gable window



Moses Armstrong House: Staff Photos

Taken at 11/20/25 Workshop

HISTORIC ZONING



View of site of proposed relocation from rear deck



Existing site features of River Breeze Event Center



c. 1950s ticket booth and snack bar
from previous River Breeze Drive-In

Public Notice and Community Engagement

Planning strives to provide community members with information about upcoming cases in a variety of ways. In addition to posting public notice signs, our agency encourages applicants to provide information and offer opportunities for dialogue related to their upcoming case(s). The contact information you provide in your application may be used for that purpose. We require applicants to acknowledge their role in this process.

Sign Posting and Removal

The Administrative Rules and Procedures of the Knoxville-Knox County Planning Commission require a sign to be posted on the property for each application subject to consideration by the Planning Commission.

Planning staff will post the required sign. If a replacement sign(s) is needed, the applicant is responsible for picking up the new sign(s) from Planning and will be charged $10 for each replacement.

Location and Visibility

The sign must be posted on the nearest adjacent/frontage street and in a location clearly visible to vehicles traveling in either direction. If the property has more than one street frontage, 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 not less than 12 days prior to 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 not less than 12 days prior to the next Planning Commission meeting. The applicant is responsible for removing the sign after the application has been acted upon by the Planning Commission.

Acknowledgement

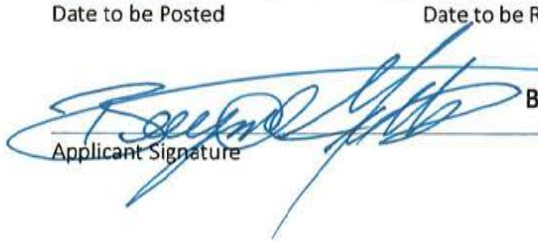
By signing below, *you acknowledge that public notice signs must be posted and visible on the property consistent with the guidelines above and between the dates listed below.*

02/20/2026 — Date to be Posted

03/06/2026 — Date to be Removed

Have you engaged the surrounding property owners to discuss your request?

- ■ Yes ☐ No
- ☐ No, but I plan to prior to the Planning Commission meeting



Applicant Signature

Benjamin C. Mullins — Applicant Name

Date