

# CASE SUMMARY

## APPLICATION TYPE: DEVELOPMENT PLAN

### PLANNING COMMISSION



**File Number:** 7-J-26-DP **Related File Number:**

**Application Filed:** 5/27/2026 **Date of Revision:**

**Applicant:** 6125 RIVERVIEW, LLC

#### PROPERTY INFORMATION

**General 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

**Other Parcel Info.:**

**Tax ID Number:** 71 001 **Jurisdiction:** County

**Size of Tract:** 126.83 acres

**Accessibility:** Access is via Asheville Highway, a median-divided, a 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.

#### GENERAL LAND USE INFORMATION

**Existing Land Use:** Water, Agriculture/Forestry/Vacant Land

**Surrounding Land Use:**

**Proposed Use:** Sports complex **Density:**

**Planning Sector:** East County **Plan Designation:** CC (Corridor Commercial), SP (Stream Protection), HP (Hill)

**Growth Policy Plan:** Urban Growth Area (Outside City Limits)

**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 c.1805 Moses Armstrong House lies directly to the south. There is an active quarry across the river to the west.

#### ADDRESS/RIGHT-OF-WAY INFORMATION (where applicable)

**Street:** 6125 RIVERVIEW CROSSING DR

**Location:**

**Proposed Street Name:**

**Department-Utility Report:**

**Reason:**

#### ZONING INFORMATION (where applicable)

**Current Zoning:** PC (Planned Commercial)

**Former Zoning:**

**Requested Zoning:**

**Previous Requests:**

**Extension of Zone:** Yes, it is an extension.

**History of Zoning:** In 1979 the property was rezoned from A (Agricultural) and I (Industrial) to PC(k) (Planned

Commercial, with conditions) (2-F-79-RZ). In 2025 the property was rezoned from PC(k) to PC (4-Y-25-RZ).

### **PLAN INFORMATION (where applicable)**

Current Plan Category:

Requested Plan Category:

### **SUBDIVISION INFORMATION (where applicable)**

Subdivision Name:

No. of Lots Proposed:                      No. of Lots Approved: 0

Variances Requested:

S/D Name Change:

### **OTHER INFORMATION (where applicable)**

Other Bus./Ord. Amend.:

## **PLANNING COMMISSION ACTION AND DISPOSITION**

Planner In Charge: Mike Reynolds

Staff Recomm. (Abbr.): Approve the request for sports fields and associated structures, subject to 6 conditions.

Staff Recomm. (Full):

1. Meeting all conditions of the approved master plan (3-I-25-DP), concept plan/development plan (10-SC-25-C/10-H-25-DP), and parking facility plan (3-H-26-DP).
2. Connection to sanitary sewer and meeting other relevant utility provider requirements.
3. Road improvements outlined in the TIS may be required to be implemented in this phase of the development. This will be determined by Knox County Engineering, City Engineering, and TDOT.
4. Before grading permits are issued, a Phase 2 environmental study must be completed by the applicant per the recommendations of the Phase 1 environmental site assessment (ESA) presented in Exhibit D. The Phase 2 study must be submitted to TDEC for review, and the applicant must complete any remediation recommendations by TDEC and Knox County Engineering and Public Works before any permits are issued for the site other than those required to complete the remediation.
5. 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.
6. Meeting the Holston Bend Sports Park Design Guidelines, with review and approval of modifications by Planning staff before building permits are issued.

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 for six multi-use sports fields and four baseball fields just north of the intersection of Governor John Sevier Highway and Asheville Highway, abutting the Holston River. A master plan that cites intended uses and provides a general layout was approved in 2025 (3-I-25-DP). A concept plan for the public street, a rough grading plan, and the commercial outparcels were approved in 2025 (10-C-25-C/10-H-25-DP). The proposed plans sports fields and associated structures are consistent with the location and use as approved in the master plan. However, the PC zone requires development plan approval, so each distinct use will be heard by the Planning Commission.

The multi-use sports fields are clustered together on the northern edge of the site and are separated from the road, driveway, and the baseball fields by a fence. There are sidewalks along the north side of the internal road (the side the fields are located on), and these connect to the internal sidewalks that branch out towards each field and to the baseball fields.

#### **SITE PLAN LAYOUT**

The multi-use fields are accessed via a gate just north of the roundabout. A concession stand is fairly centrally located within these fields. Two of the fields have bleacher seating, and the westernmost field has a field house. The baseball fields are clustered together on the northeastern portion of the site near the multi-use fields. Safety netting bounds the fields along their outer perimeter, or the outfield. Bullpens, dugouts, batting tunnels, and concessions are internally located within the cluster of fields. Trees are planted along the internal road and along the sidewalks between the multi-use sports fields.

Plans show the non-disturbance boundary around the northeastern perimeter, marking where existing trees are to be preserved and where no land disturbance will occur. Grading is shown on the northwestern perimeter and is consistent with what was approved in the concept plan.

#### HOLSTON BEND SPORTS PARK (HBSP) DESIGN GUIDELINES

The applicant met with the HBSP Design Review Board to review the plans for consistency with their guidelines. A letter confirming their approval is included with the application.

#### SHARED PARKING

The large parking lot is located in the site's southwest corner and is 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. The parking lot was approved with the master plan in March 2026 (3-H-26-DP).

#### TRANSPORTATION IMPACT STUDY (TIS)

A transportation impact study (TIS) was submitted with the master plan. A summary of the recommended road improvements is listed below, with the TIS's full recommendations and conclusions in Exhibit C. The phasing of improvements will be determined during the design plan phase, the majority of which are in the Asheville Highway right-of-way, which is a TDOT facility within the City of Knoxville.

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.

#### Summary of TIS recommendations:

Asheville Highway at E Governor John Sevier Highway / River Turn Road

1. Extend the storage length of the existing eastbound left turn lane.
2. Restriping the signalized intersection of River Turn Rd.
3. Signal timing updates.
4. Re-evaluating need for short southbound right turn lane on River Turn Road once commercial uses are known.

Ashville Highway at Driveway Connection (Road 'D')

1. Install a westbound right turn lane.
2. Install an eastbound left turn lane in the median.
3. Consideration of separate southbound right and left turn lanes on Road 'D'.
4. Certify sight distance by a land surveyor prior to construction.

#### 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 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. Proposed plans show a non-disturbance area consistent with what was approved in the concept plan.

#### HILLSIDE PROTECTION

A significant portion of the HP area in the central portion of the site has been previously disturbed and has diminished value for protection. The portions of the site that have remained undisturbed are along or near the riverbank, and along the eastern boundary of the site. The proposed disturbance along the riverbank is consistent with previous approvals, and the hillside area on the site's eastern boundary is not part of this request.

#### ENVIRONMENTAL SITE ASSESSMENT

The applicant submitted the Phase 1 Environmental Site Assessment for the subject property, issued by UES on June 3, 2025. The assessment found the site was previously used as a pre-regulation city landfill prior to the 1950's, and starting in the 1970's, featured various sitework and construction service facilities as well as a fill and borrow pit. According to sections 8.0 (Findings and Opinions) and 9.0 (Conclusions) of the assessment (see Exhibit D), the limits of the landfill are unknown and the property owner is recommended to enter into the voluntary Brownfield Program with the State of Tennessee to assist with redevelopment of the site and minimizing future liabilities. In addition to the landfill, the assessment found two other Recognized Environmental Conditions (REC) on the site: fill material of unknown origins and historical use as site and construction service facilities. The assessment recommends additional investigations into the subject property.

An REC is the presence or likely presence of hazardous substances or petroleum products on a property due to a release to the environment, indicating a potential environmental liability, according to the U.S. Environmental Protection Agency (EPA) and the ASTM E1527 standard for environmental site assessments.

A Phase 2 environmental study was a condition of the concept plan approval per the recommendations of the Phase 1 environmental site assessment (ESA), for the applicant to submit to TDEC for review during the design plan (permitting) phase, and for any remediation recommendations by TDEC and Knox County Engineering and Public Works to be completed before any permits could be issued for the site other than those required to complete the remediation. This condition remains, and the applicant has stated their efforts regarding the Phase 2 environmental study are in progress.

#### 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.

#### ZONING ORDINANCE

PC (Planned Commercial):

1. 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).
2. 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." This use has been approved in the PC zone before and is generally aligned with the zone's intent.

#### KNOX COUNTY COMPREHENSIVE PLAN - IMPLEMENTATION POLICIES

1. The 50-ft tree buffer along Governor John Sevier Highway and the recommended Type B landscape screen along the eastern property boundary are consistent with Policy 2, which ensures that development is sensitive to existing community character. These are shown on the site plans.
2. The developer is required to make improvements to Asheville Highway and internal roads, consistent with Policy 9, to coordinate infrastructure improvements with development.
3. A sidewalk connection to the nearby commercial node is required, consistent with Policy 11, to promote connectivity with new development, increase mobility, and encourage active transportation and recreation. This has been proposed with this site plan.

#### FUTURE LAND USE MAP

1. 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 provide connectivity from the proposed uses to the commercial node along Asheville Highway.
2. 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.

#### KNOXVILLE - FARRAGUT - KNOX COUNTY GROWTH POLICY PLAN

1. 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.

**Action:** Approved with Conditions **Meeting Date:** 7/9/2026

#### Details of Action:

**Summary of Action:** Approve the request for sports fields and associated structures, subject to 6 conditions.

**Date of Approval:** 7/9/2026 **Date of Denial:** **Postponements:**

Date of Withdrawal:

Withdrawn prior to publication?: ☐ Action Appealed?:

**LEGISLATIVE ACTION AND DISPOSITION**

Legislative Body:

Date of Legislative Action:

Date of Legislative Action, Second Reading:

Ordinance Number:

Other Ordinance Number References:

Disposition of Case:

Disposition of Case, Second Reading:

If "Other":

If "Other":

Amendments:

Amendments:

Date of Legislative Appeal:

Effective Date of Ordinance: