

Think Quality - Think Future

Blount County Planning Department

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TO: Blount County Planning Commission

FROM: John Lamb

DATE: April 20, 2011

SUBJECT: Long Range Planning agenda items for the April 28, 2011 meeting.

1. Disposition of 1101 Growth Plan recommendation to County Commission.

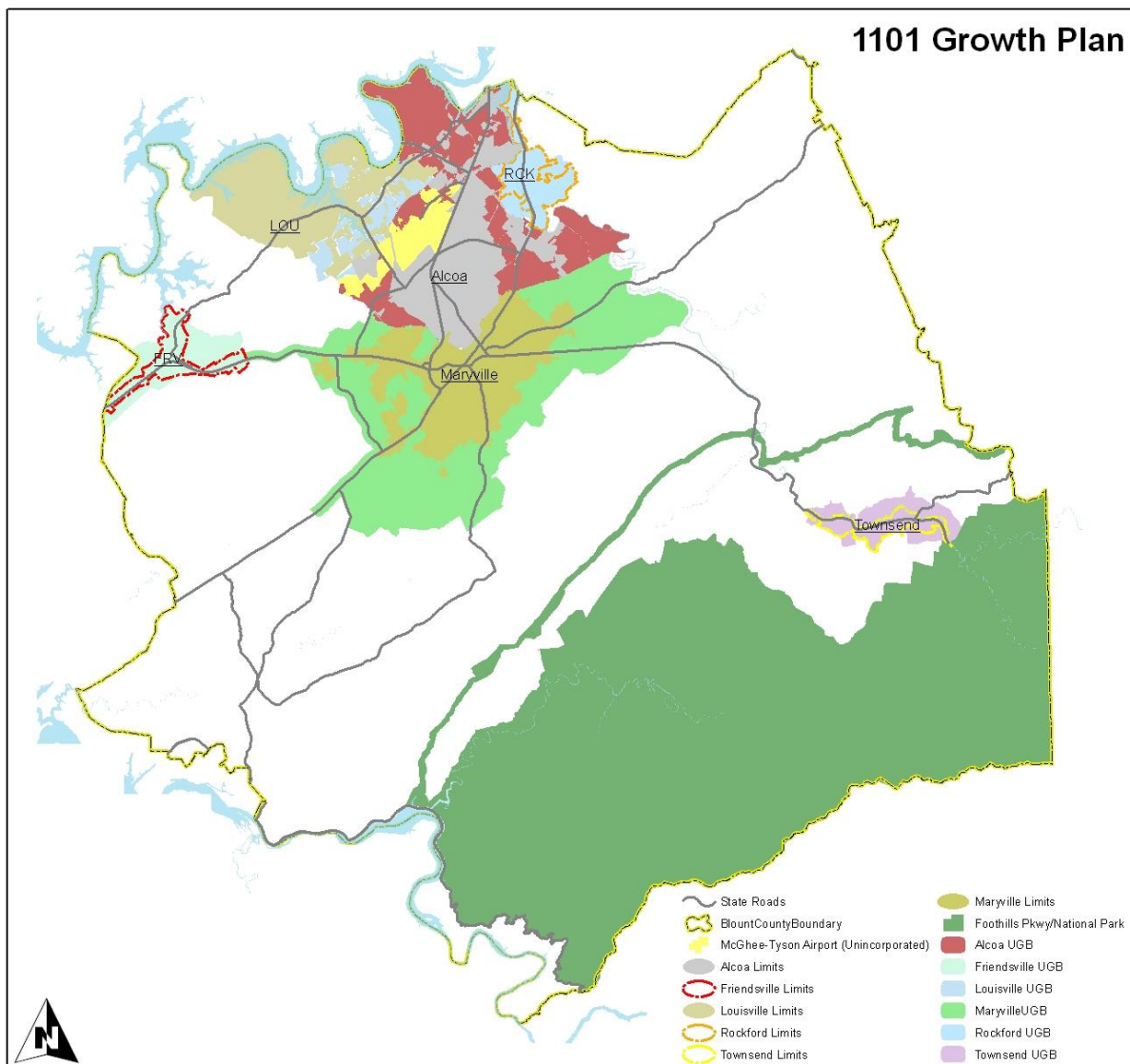
The Planning Commission voted at their March 24, 2011 regular meeting to recommend opening of the 1101 Growth Plan for revision to account for inconsistencies with other County plans and changes in sewer potential at the urban fringe. The County Commission considered the recommendation at their April 12 agenda meeting. The item died for lack of a motion. The Chair noted that the item would go back to the Planning Commission for any further consideration. The following is excerpt from staff memo dated March 17 as background previously provided to the Planning Commission.

Background. It has been about ten years since the County fully evaluated two basic plans – the 1101 Growth Plan (final adoption 2001) and the Conceptual Land Use Plan (adopted 2000). Both of these plans provide a foundation for land use decisions, including zoning decisions. State statutes require that our Land Use Plan and all County Commission and Planning Commission land use decisions be in conformity with the 1101 Growth Plan. Good planning also demands that decisions be consistent with the Land Use Plan.

Over time, the situation of development may change, and our plans should reflect those changes. One change of importance to accommodating urban density development is the extension, or potential extension, of sewer at the urban fringe.

In addition, our Polices Plan recognizes that there are some residual discrepancies between the approved 1101 Growth Plan, the Conceptual Land Use Plan, and the Zoning Map that need to be addressed. The following presents a call for review of our 1101 Growth Plan, our Conceptual Land Use Plan, our Zoning Map, and possibly our Zoning Regulations, in order to consider amendments to account for changes at the urban fringe.

1101 Growth Plan. Since state statutes require conformity of land use decisions to the 1101 Growth Plan, that plan would be a good starting point for discussion. See at www.blounttn.org/planning Planning Commission meeting March 2011 for a reference copy of state statutes on the 1101 Growth Plan. The map on the following page below is a representation of the 1101 Growth Plan for Blount County.



The cities of Alcoa, Friendsville, Louisville, Maryville, Rockford and Townsend were considered as urban centers for purposes of growth planning under state statutes. Each of the cities identified an Urban Growth Boundary (UGB) area that, according to state statutes, "... a reasonable and prudent person would project as the likely site of high density commercial, industrial and/or residential growth over the next twenty (20) years based on historical experience, economic trends, population growth patterns and topographical characteristics" (TCA 6-58-106(a)(1)(C)). Such area for high density urban growth would be dependent on provision of urban services, particularly sewer, and should also consider projection of population and potential to accommodate such projected population within existing city boundaries. For Alcoa and Maryville, the Urban Growth Boundary also defined their extraterritorial Planning Region.

The County was tasked with identifying Planned Growth Area (PGA). The Planned Growth Area was to be the area that "... a reasonable and prudent person would project as the likely site of high or moderate density commercial, industrial and/or residential growth over the next twenty (20) years based on historical experience, economic trends, population growth patterns and topographical characteristics" (TCA 6-58-106(b)(1)(C)). Ultimately, only the McGhee-Tyson Airport was confirmed as a Planned Growth Area, with the final not containing other areas so designated by the County.

The County was tasked with identifying Rural Area, being that area outside cities and their Urban Growth Boundaries and also outside any designated Planned Growth Area. The Rural Area was to be the area which "... over the next twenty (20) years, is to be preserved as agricultural lands, forests, recreational areas, wildlife management areas or for uses other than high density commercial, industrial or residential development" (TCA 6-58-106(c)(1)(C)). The Rural Area may accommodate low to moderate density commercial, industrial and residential development "... in a manner that reasonably minimizes detrimental impact to agricultural lands, forests, recreational areas and wildlife management areas" (TCA 6-58-106(c)(1)(D)).

The 1101 Growth Plan process was contentious. The County ultimately rejected the proposal of the 1101 Plan Coordinating Committee and declared an impasse in June 2000. With this declaration, the process went to arbitration at the State level. Arbitration and final approval by the Local Government Planning Advisory Committee (LGPAC) of the State resulted in most of the plans proposed by the Cities being confirmed, with exclusion from the Alcoa UGB of the McGhee-Tyson Airport Authority property which was designated Planned Growth Area. All other

Planned Growth Area identified by the County was dropped from the final approved plan. See a critique of the 1101 planning process in Blount County at <http://www.blounttn.org/planning/Reflections%20on%20the%201101%20Process%20in%20Blount%20County.pdf>.

Land Use Plan. At about the same time that the initial 1101 Growth Plan was being developed by the 1101 Coordinating Committee, the County was developing a Conceptual Land Use Plan in conjunction with a zoning plan. See the Conceptual Land Use Plan map on the following page, and reference the full plan approved in 2000 at <http://www.blounttn.org/planning/f%20-%20Land%20Use%20Plan.pdf>. Taking cue from state statutes, the Conceptual Land Use Plan map was consistent with the County proposal for the 1101 Growth Plan, including Planned Growth Area that was eventually dropped from the final 1101 Growth Plan. This left the Conceptual Land Use Plan with some areas of conflict with the final 1101 Growth Plan.

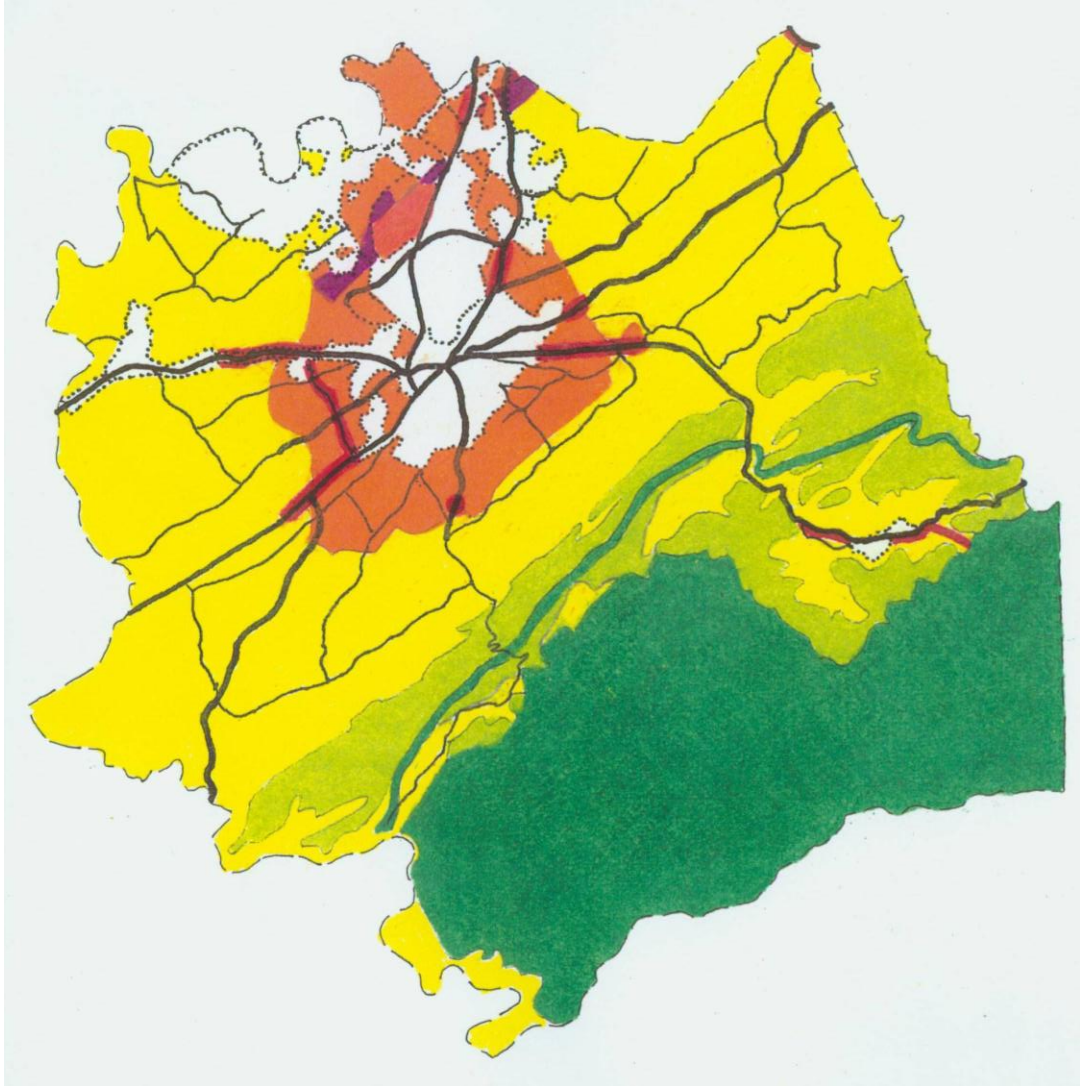
Some areas were outside 1101 Urban Growth Boundaries, and in 1101 Rural Areas, but with designation of Suburbanizing on the Land Use Map, thus designating high to moderate density development into rural areas. Conversely, some land inside 1101 Urban Growth Boundaries were left with Rural 1 land use designation at lower densities than envisioned for urban development. These discrepancies were also reflected in the Zoning Map approved in 2000 for the Suburbanizing zone and the R-1-Rural District 1 zone at the urban fringe.

The discrepancies between the 1101 Growth Plan and the Conceptual Land Use Plan were recognized in the revision of the Policies Plan as follows:

2A Implementation Strategy (1). Update and expand the Conceptual Land Use Plan and incorporate it into a Comprehensive Plan.

- Integrate and possibly expand the following land use concepts in any land use plan update:
 - Suburbanizing Land Use – high to medium density development – mainly residential – commercial by special exception along major roads, allowing also home and family occupations – part of area expected to be annexed by cities as high density growth occurs – needs amendment of map to be consistent with 1101 Growth Plan.
 - Rural 1 Land Use – medium to low density development (1.5 units per acre or less) – mainly residential – limited commercial by special exception along major roads, allowing also home and family occupations – not expected to be subject to annexation by cities – needs amendment of map to be consistent with 1101 Growth Plan.

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Conceptual Land Use Map – Blount County

- Commercial – High Density Development
- Industrial – High Density Development
- Airport – Semi-Autonomous Planned Area
- Suburbanizing – High to Medium Density Development
- Rural 1 – Medium to Low Density Development
- Rural 2 – Low Density Development
- National Park – Autonomous Planned Area

5A Implementation Strategy (2): The County should maintain a growth plan under Public Chapter 1101 that is consistent with the general county policy plan and other plans of the County, all plans to be used as guides for decision making on land use and development matters.

- Review the 1101 Growth Plan for consistency with County plans, and for appropriateness in addressing issues of growth and its impacts.
- The Cities and County should work together to address issues of growth and its impact.

Sewer at the Urban Fringe. Public sewer is the most important factor in defining land that can be developed at urban density. The Rural Area of the 1101 Growth Plan contains at least two areas that have extension of sewer from Maryville, and which have been allowed to develop at relatively high density in the Suburbanizing zone. One area is south of Ridge Road off of Sam James Road, particularly extension of the Country Meadows subdivision. The second is off of William Blount Drive across from the High School, particularly Brittingham subdivision split by the Maryville planning region.

In addition, sewer is being extended from Knox County into Blount County along Roddy Branch Road into Rockford (south of the Stock Creek Industrial Park which is already served by sewer). The area that could be served by sewer contains a substantial amount of land presently zoned R-1-Rural District 1 within the 1101 Rural Area designation.

Proposal to Update Plans and Zoning at the Urban Fringe. The following is a proposal to update the 1101 Growth Plan, the Conceptual Land Use Plan, and the Zoning Map to make all documents consistent at the urban fringe where sewer is present, being extended, or potentially would be extended within a 20 year time horizon.

The first document that will need review and possible amendment is the 1101 Growth Plan since it is the only plan that requires that other plans and actions conform under state statutes. To amend the 1101 Growth Plan, the Coordinating Committee for the plan would need to be reconstituted by the County Mayor, including membership from all cities and the county. The process of amendment would give opportunity for the cities to identify areas already covered by public sewer, and long range plans for sewer coverage that could accommodate urban density development.

The amendment of the 1101 Growth Plan would need consensus and agreement between all political jurisdictions for timely processing. After agreement on an amended plan by the Coordinating Committee, each county and city legislative body would need to approve the plan separately. The plan would then go to the

Local Government Planning Advisory Committee of the state for final approval, and then would need to be registered with the Register of Deeds Office to become final and official.

Staff suggests that the Planning Commission make recommendation to the Mayor and the County Commission to start the 1101 Growth Plan amendment process. The process could take six months or more to complete with all required public notices and hearings.

Concurrent with the 1101 Plan amendment process, the Planning Commission could undertake review of the Conceptual Land Use Plan consistent with any amendments to the 1101 Growth Plan, and from that base could begin to identify needed amendments to the Zoning Map for plan consistency. The final approval of any Land Use Plan and Zoning Map amendments would need to await approval of 1101 Growth Plan amendments.

2. Disposition of recommendation on Commercial Campground and Recreational Vehicle Parks regulations to the County Commission.

The Planning Commission voted at their November 23, 2010 regular meeting to recommend a set of revised regulations for commercial campgrounds and recreational vehicle parks. To address some issues of consistency for the record, the Planning Commission voted again to recommend at their February 24, 2011 regular meeting. The County Commission held public hearing at their April 12 agenda meeting. The item died for lack of a second to a motion to send on the full County Commission. The Chair noted that the item would go back to the Planning Commission for any further consideration. The following is what was recommended to the County Commission and subject of April 12 public hearing.

1. That the following definitions be added to Section 13 of the zoning regulations:

***Camping Cabin;** small cabins located within a campground that are intended for temporary shelter, and includes sleeping quarters, in some cases a bathroom, but no kitchens.*

***Campgrounds or Commercial Campground and Recreational Vehicle Parks;** the area or place (as a field or grove) used for a camp, for camping, or for a camp meeting, and is conducted as a commercial business, or associated with private groups, clubs or churches.*

2. That sections 9.1B, 9.2B, and 9.3B be amended to add campgrounds and recreational vehicle parks as special exceptions as follows:

9.1 B. Uses Permitted as Special Exceptions: multifamily dwellings including three or more of any dwelling units per lot (see also Section 7.6) and their associated sales or rental offices for the development, high density multifamily planned development (see also Subsections F and I below); family commercial enterprises (see Section 7.10), nursing homes, retirement homes, sanitariums, assisted care living facilities, and resident facilities with special services, treatment, or supervision; day care facilities commercial cemeteries not associated with a church or other place of worship; government and utility uses of a regional character necessary for providing service to the land and population within a broader region including the district; bed and breakfast accommodations; golf driving range; ***commercial campgrounds and recreational vehicle parks (see also section 7.18)***; and accessory structures customarily associated with the above uses.

9.2 B. Uses Permitted as Special Exceptions: multifamily dwellings including three or more of any dwelling units per lot (see also Section 7.6) and their associated sales or rental offices for the development, family commercial enterprises (see Section 7.10), nursing homes, retirement homes, sanitariums, assisted care living facilities, and resident facilities with special services, treatment, or supervision; day care facilities; commercial cemeteries not associated with a church or other place of worship; government and utility uses of a regional character necessary for providing service to the land and population within a broader region including the district; sawmills and associated lumberyards; bed and breakfast accommodations; golf driving range; vacation cabin rental (see also section 7.11); ***commercial campgrounds and recreational vehicle parks (see also section 7.18)***; and accessory structures customarily associated with the above uses.

9.3 B. Uses Permitted as Special Exceptions: multifamily dwellings including three or more of any dwelling units per lot, and their associated sales or rental offices for the development (see also Section 7.6), family commercial enterprises (see Section 7.10), nursing homes, retirement homes, sanitariums, assisted care living facilities, and resident facilities with special services, treatment, or supervision; *vacation cabin rental (see also section 7.11)*, tourist accommodations, bed and breakfast accommodations, tourist oriented recreation facilities; day care facilities; commercial cemeteries not associated with a church or other place of worship; government and utility uses of a regional character necessary for providing service to the land and population within a broader region including the district; sawmills and associated lumber yards; ***commercial campgrounds and recreational vehicle parks (see also section 7.18)***; and accessory structures customarily associated with the above uses.

3. That the following new Section 7.18 be added to the Zoning Resolution:

Section 7.18 – Commercial Campground and Recreational Vehicle Parks

The purpose of this section is to provide opportunities for quality designed commercial campgrounds and recreational vehicle parks that are properly located in the community where street access and capacity and other infrastructure are favorable for higher density development. In order to create a desirable recreational environment and protect the public health, safety, and welfare, site plans are required for all new commercial campgrounds and recreational vehicle parks. A commercial campground and recreational vehicle park shall meet the following regulations:

1. Minimum lot size requirement: The minimum development site for a commercial campground and recreational vehicle park shall be five (5) acres.
2. Permitted uses and activities: The following uses, vehicles and activities shall be permitted in all commercial campgrounds and recreational vehicle parks.
 - A. Recreational vehicles, travel trailers, pick-up coaches, motor homes, camping trailers, *camping cabins* (not to exceed 25% of the total camp sites), and tents suitable for temporary habitation and used for travel, vacation and recreation purposes provided:
 - 1) Underpinning or the removal of wheels, except for the temporary purpose of repair or stabilizing is prohibited.
 - 2) External structures permanently attached to the ground such as carports, or cabanas associated with individual campsites, shall not be permitted.
 - B. A recreational vehicle shall not remain in a recreational vehicle park for more than two hundred-seventy (270) days in any three-hundred-sixty-five (365) day period except:
 - 1) Vehicles owned and operated by seasonal camp workers shall be exempt from this requirement.
 - 2) Storage of unoccupied recreational vehicles may be allowed in a designated storage area, with number of stored vehicles not to exceed 40% of total number of campsites, and shall not encroach on primary subsurface sewage disposal system, and shall be visually buffered from and public road, and shall be set back from lot lines by the required principle structure setbacks for the zone.
 - C. Camp Workers: Each commercial campground or recreational vehicle park may have campsites available for camp workers directly employed by the campground.

3. Accessory Uses: Management headquarters, toilets, dumping stations, showers, coin-operated laundry facilities, commercial uses exclusive to the park that cater to camp patrons only, and structures which are customarily incidental and subordinate to the operation of a commercial campground or recreational vehicle park are permitted as accessory uses to the park, subject to the following restrictions:
 - A. Such establishments and parking areas primarily related to their operations shall not occupy more than five (5) percent of the gross area of the park.
4. Prohibited uses and structures:
 - A. Mobile homes and mobile home parks,
 - B. Permanent residences, excluding the accessory use of a resident management structure.
5. Design standards for recreational vehicle parks and campgrounds. All commercial campgrounds and recreational vehicle parks shall meet the following requirements in addition to other requirements in specific zones.
 - A. Density. The maximum number of campsites shall be controlled through this section and environmental health department approval.
 - B. Access and location criteria:
 - 1) Commercial campgrounds and recreational vehicle parks (campgrounds) shall be limited to specific areas deemed significant to tourism, generally the Highway 411 North corridor leading to Maryville, Highway 321 corridor leading to Townsend, and the Highway 129 corridor leading to Tallassee. With exceptions specified below, campgrounds will be limited to direct access on the following arterial and collector status roads: Highway 411 North from the Maryville city limits to the Blount/Sevier county line, Lamar Alexander Parkway (Highway 321) from Maryville city limits to the city limits of Townsend, Highway 321 from the Townsend city limits to the Blount/Sevier county line, Old Tuckaleechee Road around the southern boundary of Townsend, Old Walland Highway from intersection with Ellejoy Road to intersection with Six Mile Road to intersection with Happy Valley Road. For roads directly intersecting the above listed arterial and collector status roads, commercial campgrounds and recreational vehicle parks (campgrounds) may be permitted if direct access on such roads is within (see alternatives below) feet of direct intersection with the arterial and collector status roads, and such roads meet standards of subsection 2 below.

(Alternatives forwarded from Planning Commission for County Commission choice are 2500 feet and 5000 feet distance along intersecting roads).

- 2) Location of campgrounds shall be limited to off site roads with at least 18 foot wide pavement with 2 foot shoulders.
- 3) Entrances and exits to the campgrounds shall be designed for safe and convenient movement of traffic into and out of the park and to minimize traffic conflict and facilitate free movement of traffic on adjacent streets. All traffic into and out of the park shall be thru such entrances and exits. No entrance or exit shall require a turn at an acute angle for vehicles moving in the direction intended. Curb radii, driveway cut and placement at intersections shall have a **minimum of** fifty (50) feet turning radius and exits shall be designed to allow ingress and egress simultaneously.
- 4) A deceleration lane may be required to entrance of the campground if recommended by the Blount County Highway Department or the Tennessee Department of Transportation (TDOT). When a deceleration lane is proposed to be located off a state right-of-way, the deceleration lane is subject to review and approval by the Tennessee Department of Transportation. When a deceleration land is proposed to be located off a county maintained right-of-way, the deceleration lane is subject to review and approval by the Blount County Highway Department.

C. Internal Roadways. All internal roadways shall meet the following requirements:

- 1) Internal roadways shall be maintained so emergency vehicles can safely access all areas of the site.
- 2) All interior roadways shall be constructed with an adequate, well-drained base and be surfaced with a minimum four (4) inches of gravel. Roadway grades shall not exceed ten (10) percent for gravel roads and thirteen (13) percent for paved roads.
- 3) An erosion control plan shall also be required.
- 4) All internal roadways shall have a minimum width of no less than fourteen (14) feet for one-way traffic and no less than eighteen (18) feet for two-way traffic.

D. Check-in Facility. Designate on the site plan a central vehicle check-in facility with the queuing capacity for a minimum of three (3) recreational vehicles, to insure check-in does not become congested.

- E. Parking for workers and guests. Parking spaces shall be provided for the manager and camp workers. A minimum of one (1) guest parking space shall be provided for every five (5) campsites.
 - F. Sewage Disposal. All campgrounds will be required to be connected to a public sewer system or have a subsurface sewage disposal system approved by the Blount County Environmental Health Department.
 - G. Any site plan shall address provision for fire service with fire hydrants and adequate access for emergency vehicles within the development.
 - H. Any site plan shall address garbage service, particularly if common receptacles are used in which case screening of receptacles shall be required.
 - I. Fire Pits. Campfires shall only be permitted in designated fire pits.
 - J. Lighting and Noise. All campgrounds shall be designed to meet the current outdoor lighting standards found in section 7.15-D. All campgrounds should conduct business in accordance to any existing noise laws within the county.
6. Design Requirements for Recreational Vehicle Campsites and Tent Campsites.
- A. Recreational Vehicle Campsite.
 - 1) All recreational vehicle campsites shall have a minimum of 1,400 square feet.
 - 2) A recreational vehicle campsite shall be designed so there is a minimum of ten (10) feet between recreational vehicles.
 - 3) Each campsite shall contain a stabilized vehicular parking pad.
 - 4) No building or storage sheds are permitted on individual recreational vehicle campsites.
 - 5) Recreational vehicle campsites shall include a minimum of one (1) automobile vehicle parking space with minimum dimensions of ten (10) feet by twenty (20) feet.
 - 6) Each campsite shall abut at least one internal roadway within the boundaries of the Recreational Vehicle Park and campground. Ingress and egress to the campsite shall be limited to an internal roadway.
 - 7) Recreational vehicle campsites shall be set back at least fifteen (15) feet from any river bank or stream bank.

B. Tent Campsite.

- 1) All tent campsites shall have a minimum area of 1,400 square feet.
- 2) Tent campsites shall include a minimum of one (1) automobile parking space with minimum dimensions of ten (10) feet by twenty (20) feet.
- 3) Each campsite shall abut at least one internal roadway within the boundaries of the Recreational Vehicle Park and campground. Ingress and egress to the campsite shall be limited to an internal roadway.
- 4) Tent campsites shall be set back at least fifteen (15) feet from any river bank or stream bank.

C. Camping Cabin sites.

- 1) All camping cabin sites shall have a minimum area of 1,400 square feet.
- 2) A camping cabin site must be designed so there is a minimum of twenty (20) feet between camping cabins.
- 3) No storage sheds are permitted on an individual camping cabin site.
- 4) Camping cabin sites shall include a minimum of one (1) automobile vehicle parking space with minimum dimensions of ten (10) feet by twenty (20) feet.
- 5) Each campsite shall abut at least one internal roadway within the boundaries of the Recreational Vehicle Park and Campground. Ingress and egress to the campsite shall be limited to an internal roadway.
- 6) Camping cabin sites shall be set back at least twenty-five (25) feet from any stream bank, and at least fifty (50) feet from the bank of the Little River.

D. All campsites shall be designed in conformity with the Floodplain Regulations if within a flood zone.

3. Possible Trainings in May and June.

Due to added work related to the PlanET regional planning process in May, staff requests that training requiring staff development and presentation be scheduled in June and July.

Staff is in consultation with Brien Daniels of Blount Partnership to schedule a training session in June. Specific date will await a better idea of scheduling conflicts on the June calendar.

If enough commissioners are interested, I will schedule sometime in July a four hour training session on the roles and responsibilities of Planning Commissioners and the Planning Commission, and the Board of Zoning Appeals. This is an adaptation of trainings and manuals provided by the State of Tennessee Local Planning Assistance Office along with MTAS and CTAS.

4. Staff reports. Staff may have other reports at the meeting.