Agenda

Greene County, TN Regional Planning Commission Greene County Government Administration Center 401 Takoma Avenue Greeneville, TN 37743 November 18, 2025, at 1:00 p.m.

Please note: the meeting will be held in the General Nathanael Greene Assembly Hall, 1st floor.

- 1. Call to order.
- 2. Approval of October 14, 2025, minutes.
- 3. Review and consider approving the Shelton Property Partition for three lots totaling 2.74 acres, located adjacent to Dulaney Road in the 8th civil district.
- 4. Review and consider recommending a rezoning request by Vulcan Lands Inc. for 15 parcels located adjacent to Greystone Road, Tabor Lane, Tabor Road, and Shelton Mission Road, from A-1, General Agriculture District, to M-1 Industrial District.
- 5. Administrative minor subdivisions.
 - Madison & Aspen Parker subdivision, for one lot totaling one acre, located at the intersection of Bill Martin Road and Greystone Road in the 1st civil district.
 - Replat of Lot 3 of the Donald & Connie Kilday Property for two lots totaling 4.99 acres, located adjacent o to Crum Circle in the 18th civil district.
 - Replat of Lots 6R, 8R, & 9R of the Million Property, located adjacent to Clear Springs Road in the 15th civil district.
 - Replat of Lots 1 & 2 Travis Lamons subdivision for one lot totaling 2.99 acres, located adjacent to Warrensburg Road in the 5th civil district.
 - Zelma J. Burgner Property for two lots totaling 3.3.10 acres, located adjacent to Erwin Highway in the 1st civil district.
 - Survey of the Charles Brooks Estate for one lot totaling 0.83 acres, located at the intersection of Asheville Highway and Dyer Road in the 18th civil district.
 - Survey of a Portion of the Jeremiah Richards Property for one lot totaling 0.61 acres, located adjacent to Houston Valley Road in the 18th civil district.
 - Combination Plat of Lots 6 & 7 of the Henry Dunham Subdivision for one lot totaling 1.25 acres, located adjacent to Horse Creek Road in the 1st civil district.
- 8. Review monthly report of all activities recorded for Building/Zoning/Planning Office.
- 9. Other Business.
 - Discussion of change to Appendix D, approved at the October 14, 2025, meeting.
 - Update on boundary survey situation
- 10. Adjournment.

Minutes of the Greene County Regional Planning Commission

A meeting of the Greene County, TN Regional Planning Commission was held on Tuesday, October 14, 2025, at 1:05 p.m.

Members Present/Absent

Gwen Lilley, Chairman
Nick Gunter, Vice Chairman
Gary Rector, Secretary
Lyle Parton, Alternate Secretary
Edwin Remine
Phillip Ottinger
Jason Cobble
Becky Rideout
Larry Justis

Staff Representatives Present/Absent

Kevin Morrison, County Mayor Roger Woolsey, County Attorney Amy Tweed, Planning Coordinator Tim Tweed, Building Official Lyn Ashburn, Planning Department Kevin Swatsell, Road Superintendent

Also participating: Interested citizens

The Chairman called the meeting to order at 1:00 p.m. and welcomed attendees.

<u>Approval of Minutes</u>. The Chairman asked if members had received the draft minutes of the September 9, 2025, meeting. A motion was made by Gary Rector, seconded by Edwin Remine, to approve the minutes as written. The motion carried unanimously.

<u>Seaton 6.51 Acre Property Partition</u>. The Planning Commission reviewed and considered approving the Seaton 6.51 Acre Property Partition for five lots totaling 6.51 acres, located at the intersection of Dodd Branch and Cedar Creek Road in the 18th civil district. Staff stated that all signatures had been obtained and, as the plat met all applicable regulations, recommended approval. A motion was made by Lyle Parton, seconded by Edwin Remine, to approve the plat, as it met all applicable regulations. The motion carried unanimously.

Baileyton Road (tax parcel 086-114.11) rezoning request. The Planning Commission reviewed and considered recommending rezoning property located on the east side of Baileyton Road (S.R. 172), from B-1, Neighborhood Business District, to B-2 General Business District. Tim Tweed stated the proposal was to rezone the property to allow for the establishment of a Halloween store and Haunted Hill in the Woods. The vacant site, which adjoined property in the Town of Greeneville zoned B-4, Arterial Business District, was in an area with a mix of industrial and commercial uses, with a single family use adjoining the property. Lyn Ashburn stated that she had a concern about the adequacy of sight distance for the proposed driveway. Keven Swatsell verified that the Tennessee Department of Transportation (TDOT) would evaluate sight distance before issuing a driveway permit, as the site would be accessed from a state highway.

The Planning Commission was provided with a memorandum that listed four policies that related to the proposed zoning:

- "Commercial development should be designed so as to minimize potential negative impacts to the existing transportation system." While sight distance was a concern, the traffic network was capable of handling the volume of traffic anticipated to be generated by the proposed use.
- "Clustering of commercial developments should be encouraged, with controlled entrance and exit points." While there were no other commercial uses present at this time, any future commercial development would benefit from clustering with limited access points.
- "Commercial uses which are high intensity traffic generators should be located on major collector or arterial roads." The proposed use would not create a lot of traffic, and it would front on Baileyton Road (arterial road).
- "Commercial developments should be designed so as to minimize negative impacts to residential developments via planted buffers and/or berms in order to enhance the aesthetics and property values of such developments." There was a concern about the potential impact of outdoor activities on the adjoining residential uses. Most of the uses in the immediate area were single family residences, with five homes located in front of, behind, and immediately adjacent to the property. Given the zoning, transportation network, and land uses in the area, however, it was unlikely that this property would be developed for single family use.

The existing zoning designation of B-1, Neighborhood Business District, is appropriate for the property. It allows for commercial development, but of a type of that is not intended to bring traffic into an area. The proposed use of a Halloween store/haunted hills facility will likely draw people from a wide area, resulting in increased traffic over what would likely be seen with a standard B-1 use. While part of the property would be developed traditionally, i.e., a commercial use located within a building, part of the site was intended for outdoor use. It is this use which has the greatest opportunity to impact neighbors, especially after dark.

Lyn Ashburn stated the request had merit, in that the proposed use might not impact adjoining residential uses more than a gas station (permitted in the B-1) would create. Also, the sight distance issue could well be alleviated by removing part of the bank and cutting back trees on the property. In addition, if the property were to be annexed by the Town of Greeneville, it would likely be zoned B-4, Arterial Business District, the most intensive commercial use the Town had. This conclusion was based on the fact that other properties adjoining Baileyton Road that had already been annexed were zoned B-4.

Because of concerns over sight distance and impact to the adjoining residential use, however, Lyn Ashburn recommended that the rezoning request be denied, based on the following rationale:

- 1. Staff did not believe that minimum safe sight distance standards could be met under the existing conditions;
- 2. While the adjoining residential use was zoned B-1, it was still used as a single family home, and the outdoor component of the proposed use (haunted hill/woods), would likely have more of an impact on the residence than a traditional store.
- 3. There were other properties in the area better suited for commercial use, which did not have sight distance concerns.

Laurie Smith, owner of the property proposed to be zoned, stated the closest residential neighbor stated their interest in being part of the "Haunted Hill", and did not oppose the request. They stated that their current store, located in the East Gate Shopping Center, was not large enough to suit their purposes, and that moving would enable them to offer the "Haunted Hill".

Discussion ensued about the potential traffic generation of the proposed use, its impact on surrounding residential uses, the most appropriate use of the property, and verification that TDOT would ensure that adequate sight distance could be provided prior to issuing a driveway permit. A motion was made by Nick Gunter, seconded by Lyle Parton, to recommend rezoning the property based on the discussion (the property would likely be zoned for a high impact commercial use if annexed; TDOT would ensure adequate sight distance before issuing a driveway permit; the closest residential use was not opposed to the rezoning; and the applicable policies of the Greene County Land Use and Transportation Policy Plan could be met. The motion carried unanimously.

Proposed revision to the Greene County Subdivision Regulations Appendix D. The Planning Commission reviewed and considered revising the Greene County Subdivision Regulations, specifically Appendix D. Approval of Subdivision Lots with Existing Septic Systems. Amy Tweed stated a recommendation for Appendix D that was approved at the September 2025 meeting that had been developed using a transcript of the July work session with the Tennessee Department of Environment and Conservation (TDEC). Following the Planning Commission meeting staff provided the TDEC representative with a copy of the adopted changes. At this point the representative stated they had misspoken at the work session, and what was adopted in September 2025 was incorrect.

Amy Tweed provided an updated recommendation, which outlined six situations and the requirements for each. The format of the proposal had been created at the request of surveyors, who wanted examples of how each situation would be handled.

- Situation 1: Combination of two or more lots, with an existing septic system.
- Situation 2: Combination of two or more lots, without an existing septic system.
- Situation 3: Division of Property into 2 or more lots with an existing septic system with a Certificate of Completion (C.O.C.).
- Situation 4: Division of Property into 2 or more lots with an existing septic system but the C.O.C. can't be found or is incomplete.
- Situation 5: The remainder of the property contains less than five (5) acres.
- Situation 6. Adding previously unsubdivided property to an adjoining tract.

Discussion ensued concerning the proposal. Surveyors requested that the Certificate of Verification, which had been used for several years, be resurrected, but staff stated TDEC would no longer accept the certification. After discussion Amy Tweed proposed that situations 2-6 be eliminated, and only Situation 1 be adopted, as follows:

REQUIREMENTS FOR COMBINING LOTS WITH AN EXISTING SEPTIC SYSTEMS Greene County, TN Regional Planning Commission

- 1. Obtain a copy of the Certificate of Completion (C.O.C.) for the existing septic system by:
 - Printing a copy from the website for the Tennessee Department of Environment and Conservation, Water Resources, Division of Groundwater Protection (TDEC): https://tdec.tn.gov/filenetsearch; or
 - Request by phone: 423-854-5400; or
 - Request by email: septicsystem.files@tn.gov

If the C.O.C. cannot be found, or if it doesn't show duplication area for the septic system:

- The property owner hires a soil scientist to perform soil mapping for the duplication area.
- The soil map, along with a Subdivision Evaluation Application, is submitted to TDEC.
- Apply to TDEC for an inspection letter.
- 2. The surveyor shall show a copy of the C.O.C. on the plat. If the C.O.C. is missing or lacks duplication area:
 - A copy of the TDEC inspection letter, existing septic tank and field lines shall be shown on the plat.
 - TDEC's "Certificate of Approval of On-site sewage disposal systems" shall also be added to the plat.

3. Add note:

Notice to Buyer regarding Subsurface Sewage Disposal System (Buyer Beware): The Division of Groundwater Protection has not evaluated Lot #, pursuant this plat review, for subsurface sewage disposal system, and plat approval does not constitute approval of the combination plat. Lots shall be large enough to construct the original subsurface sewage disposal system and to provide an area for duplication of that system. The area for both original and duplicate systems shall meet the Rules & Regulations of the State of Tennessee Department of Environment and Conservation, Division of Groundwater Protection. Evaluation and Lot Design may require an Extra High Intensity Soil Map and/or a percolation test. Additional land may be required if deemed necessary.

The Greene County Regional Planning Commission makes no certification or guarantees as to the viability of the existing septic system, or the location of the field lines.

4. Add certificate:

<u>Certificate of Existing Septic System by Owner(s) – Buyer Beware:</u> I (we), owners of the property, hereby certify that Lot _#_contain(s) an existing working septic system, verify and acknowledge that the septic system is in good working order, and all field lines and duplicate area(s) associated with each system are contained entirely within each lot(s) as described as part of the plan of subdivision. I (we) hereby state that no evaluation, testing, or verification of the functionality of the septic system or adequate area for duplication has been completed by the Division of Groundwater Protection of the Tennessee Department of Environment and Conservation. I (we) encourage any purchaser of this lot to verify continued viability of the existing septic system for the property prior to purchase.

Owner(s)		Date

If the owner chooses to not sign the certificate, a subdivision evaluation by TDEC will be required as follows:

- Hire Approved Soil Consultants: https://www.tn.gov/content/dam/tn/environment/water/land-based-systems-unit/wr-sds-soil-consultants.pdf
- Submit the following to TDEC:
 - > Application for an inspection letter.
 - Application for a subdivision evaluation for duplication area. (https://tdec.tn.gov/septic-service-request/)
 - ➤ High Intensity Soil Map to TDEC. Email address: hunter.wyatt@tn.gov
 - Survey Plat: Email address: hunter.wyatt@tn.gov

A motion was made by Nick Gunter, seconded by Lyle Parton, to revise Appendix D to reflect that only Situation 1 was adopted. The motion carried unanimously.

Proposed revision to the Greene County Subdivision Regulations Article VI. The Planning Commission reviewed and considered revising the Greene County Subdivision Regulations, specifically Article VI. Boundary Retracements and Land Division Surveys. Lyn Ashburn stated that the initial intent in creating regulations for boundary surveys was to assist both the Register of Deeds office and surveyors, even though Planning Commissions did not have jurisdiction over boundary surveys. As comments had been received opposing the proposal, staff withdrew the proposed changes and recommended that the boundary survey standards that had been approved in March 2025 be deleted from the Subdivision Regulations. A motion was made by Lyle Parton, seconded by Phillip Ottinger, to remove the changes approved in March 2025 from the Subdivision Regulations. The motion carried unanimously.

<u>Administrative minor subdivisions</u>. The Planning Commission was informed that the following subdivisions had been approved since the last meeting.

- 1. Administrative minor subdivisions.
 - Division of a Portion of Tract 7 of the Timothy Spann and and Jay Thayer Property for two lots totaling 2.28 acres, located adjacent to JR Kenney Lane in the 11th civil district.
 - Plat of a Remanent Portion of the David Drinnon Property for one lot totaling 1.30 acres, located off Stone Mountain Road in the 6th civil district.
 - Division of a Portion of the Theodore "Teddy" Harmon Property for one lot totaling 2.41 acres, located adjacent to Phillipi Road in the 6th civil district.
 - Division of a Portion of Connie E. Stanton Property for one lot totaling 0.80 acres, located adjacent to Sunnydale Road in the 2nd civil district.
 - Survey for Debra Burkey for one lot totaling 1.00 acres, located adjacent to Centennial Lane in the 10th civil district.
 - Replat of the Quillen Family Property for two lots totaling 3.62 acres, located at the intersection of Pilot Mountain Road and Gap Creek Road in the 7th civil district.
 - Survey of a Portion of the Dwayne Rector et ux Property for one lot totaling 0.60 acres, located adjacent to Barkley Road in the 17th civil district.
 - Subdivision Plat of the Lon B. and Teresa C. Shuler II Property for one lot totaling 17.85 acres, located adjacent to Kingsport Highway in the 17th civil district.
 - Replat of Lot 4 of the Jerry D. Lloyd Property two lots totaling 2.93 acres, located adjacent to Fishpond Road in the 1st civil district.

- Subdivision of the Property of Danny Scott & Vicki Scott for one lot totaling 0.731 acres, located adjacent to Scott Way in the 14th civil district.
- Replat of Tracts 10-15 of Brotherton Acres for two lots totaling 5.41 acres, located adjacent to Lonesome Pine Trail in the 11th civil district.
- Division of the Howard E Keys Property for two lots totaling 3.45 acres, located adjacent to Jeffers Lane in the 15th civil district.

A motion was made by Gary Rector, seconded by Phillip Ottinger, to accept the list. The motion carried unanimously.

<u>Monthly activity report for Building/Zoning/Planning Office</u>. Tim Tweed discussed the monthly department activity report. A motion was made by Gary Rector, seconded by Lyle Parton, to accept the report. The motion carried unanimously.

Other Business.

There be	ing no further business,	a motion was mad	de by Gary Rector,	seconded by Lar	rry Justis, to
adjourn.	The motion carried una	animously. The m	eeting adjourned a	t 2:05 p.m.	

Approved as written:	
Secretary:	
Chairman/Vice Chairman:	

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SURVE YOR CHARLES I. JOHNSON TOTAL ACRES 2.74
ACRES NEW ROAD SCALE 1" = 100' TN. PROFESSIONAL SURVEYING INC. JOHNSON CITY TN, 37604 423-915-1136 SURVEY BY: CHARLES I, JOHNSON JR NUMBER: 2405 PROJECT: 25259 DATE:10-06-2025 405 N BOONE STREET Secretary of the Greek Courty Regainst Persons Commission CERTIFICATE OF APPROVAL FOR RECORDING ENNESSE No. MARVIN PIATT DB ~6054/PG -548 TAX MAP D84 PARCEL 109.01 ZONED A-1 policy certify and live access of locality or of prophy of policy certify and policy of prophy of policy certify and policy certify and policy certify certificate The algoriture below cartifices that, austict in autisting CEx fine extension polices, electric services can be provided to the development described on this plot. Note that CEX line extension polices may require that powerst be mode to CEX before efective evidence may be mode to CEX before efective evidence with a statemand to this site. CERTIFICATE OF THE APPROVAL OF WATER SYSTEMS PESSTER OF CATINS CERTIFICATE OF GREENEVILLE ENERGY AUTHORITY LOT 1 0.99 AC.± LOT 2 0.90 AC.± LOT 3 0.85 AC.± >/ DUCANEYRO JAMES ARWOOD
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- Total Community Peat No.

- Total Community P Lot 3 is limited to a maximum of 2 bedrooms. Conventional supplic system is required. Fump to Relatives and a desting tank may be required. Subsurface drainage may be required. Approval in hereby greated for Lab(a) 1 – 3 defined an Shellon Property Puritizan - located in Chees County, Tenement or bada pullible for adherdens servely depend (SS) with the third restriction. Lots have been evaluated and oppowed for one (1) single formly resting par-ticle, approved is bosed on and conditions suitable for historicities of SSO systems and does not Piter to any construction of a structure, mobile or permanent, the picers for the secot house/pitchin bidding man, the opposite of off or 50 States parell, leaved by the Tennesse house or their because, there they, solder their undergoods untille and diseases became model he broad or the picers because the properties of the picers of the picers and picers and picers and off the picers and off the picers and off the picers and the pice If these, whose, on sufficient and one insert newed as be used for the installation of the foreign drift regress SSD systems and stall be used for no other imposes such as honor location, better strongly other structure SSD systems and stall for the other imposes such as honor and conflict, with the stall conflict, and the same same such as a subject to the stall stall the stall conflict, with the stall conflict, the stall Lot 1 is limited to a maximum of 3 bedrooms. Conventional supple system is required. Pump to fieldines and a dosing tank may be required. Substantace drainage is required. Lot 2 is limited to a modimum of 3 bedrooms. Carventland septic system is required. Pump to fieldhes and a desing tank may be required. Subsurface drainage may be required. I hereby callly that the jour ahow and decor-neuropy required by the Green County, trea-Regional Planning Cemminson and that the manuments have been planted. CERTIFICATE OF ACCURACY Date Tonnesses Registers Lost 5 CURRENT ZONE "A-1" CERTIFICATE OF APPROVAL OF ON-SITE SEWAGE DISPOSAL SYSTEMS 10-04-75 Date DIVISION OF GROUNDWATER PROTECTION om (ee ce) the enter(s) at the state of enterty is eith my (e.g.) the constant of enterty to enterty the constant of enterty the cond objects to the conditions of the conditi CERTIFICATION OF OWNERSHIP AND DEDICATION HUNT. LAUY.
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MEMORANDUM

To:

The Greene County Regional Planning Commission

From:

Lyn Ashburn, Greene County Planning Department

Date:

November 13, 2025

Subject:

Request to rezone 16 properties in the vicinity of Vulcan Materials (Greystone

Road)

Owner:

Vulcan Lands Inc.

Parcels:

TAX	ACRES	DATE	PROPERTY FRONTS ON:
PARCEL		ACQUIRED*	
136-030.00	336.21	1986	107 Cutoff, Sentelle Rd., Tabor Ln. and Greystone Rd.
136-033.27	14.26	1996	In the SE corner of Greyston Rd. and McCoy Rd.
136-050.00	481.5	1969	Existing operation: Greystone Rd., Tabor Rd. and
			Shelton Mission Rd.
136-104.00	21.15	1989	Tabor Rd.
136-109.00	2.57	1993	Tabor Rd.
136-111.04	20.05	1976	One of the southwest corners of Tabor Rd. and
			Morgan Loop
136-112.00	1.97	1985	Tabor Rd.
137-086.00	1.58	1999	Greystone Rd.
137-086.04	5.25	1999	Greystone Rd.
137-091.01	28.04	1988	At the end of Tabor Rd. at Shelton Mission Rd.
148-041.02	32.29	1987	Jack Norton Rd.
148-044.03	118.36	1997	Morgan Loop and Tabor Rd.
149-006.00	27.15	1993	Shelton Mission Rd.
149-008.01	58.26	1983	Shelton Mission Rd.
149-049.02	12.38	1992	Shelton Mission Rd.

^{*}Refers to the date the parcel was acquired by Nolichuckey Sand Company, prior to the parcels being sold to Vulcan in 2005 and 2007.

Size:

1185 acres (rounded)

Existing zone:

A-1, General Agriculture District

Requested zone: M-1, Industrial District (An M-2 High Impact Use District would be required if

the operation involved blasting.)

Existing use:

Parcel 50.00 contains a sand and gravel plant operation. The other properties are

either wooded or used for agricultural purposes.

Proposed use:

Sand and gravel extraction/operations

Area zoning:

A-1, except for 849 Greystone Road and a parcel at the intersection of Greystone Road and 107 Cutoff, both of which are zoned B-2 General Business District.

(The Vulcan quarry is located at 1980 Greystone Road.)

Area land use:

While much of the area is wooded, there are three churches, a small racetrack, several single family homes, and agricultural uses in the immediate vicinity of the properties. Although some of the farms in the area have been subdivided they have generally not developed as subdivisions, and some are still used for farming.

Environment:

- 1. All the parcels (except 30.00, which is located across Greystone Road from the existing quarry) are located within the Cherokee National Forest.
- 2. Parcel 30.00 is bisected by Camp Creek and has a large flood zone area.
- 3. A representative of the TN Department of Environment and Conservation indicated the presence of the creek did not prohibit the establishment of a sand/gravel operation on the property.
- 4. Vulcan has a stormwater permit from the state, which includes parcel 30.00.
- 5. Information has been provided showing that federally endangered and threatened species are present in Camp Creek and the Greystone area, some of which are threatened by sedimentation. Staff will attempt to learn more about this before the meeting.
- 6. A notice about the rezoning request was sent to the U.S. Forest Service. Because of the government shutdown, however, there has been no response to any concerns they may have about the request.

Worksheet:

A completed Zoning Rationale worksheet is attached to this memo.

Land Use Plan: The Greene County Land Use and Transportation Policy Plan (LUP) offers little guidance regarding the protection of natural areas and existing neighborhoods, other than to preserve places of "rare natural beauty", and locate open space to enhance the aesthetic quality of the County.

> Guidance as to policies and objectives for industrial development, in this instance, can be summarized as: maintain existing industry and enable their expansion.

Notes:

Premium Waters Inc. has submitted a letter (attached) stating their objection to the rezoning as "[t]he proposed sand and gravel operations pose a substantial risk of altering groundwater flow, aquifer recharge, and spring yield. Disturbance of soil strata or excavation below the water table could lead to turbidity, sediment migration, or contamination of natural springs that feed both private and public water systems." They request that action be postponed "until comprehensive environmental and hydrogeological assessments are completed and reviewed by qualified independent experts".

- Staff have submitted questions to the TN Division of Mines asking:
 - Is it true that working on properties other than the quarry site, one of which contains Camp Creek, could negatively impact Premium Waters operation?
 - Does Vulcan have to perform "comprehensive environmental and hydrogeological assessments" for TDEC? If not, do you think that requiring this work is excessive?
 - Is it possible that Vulcan operations are making wells in the area go dry, as several property owners have claimed?
- Vulcan submitted a conditional zoning agreement (attached) that:
 - Obligates Vulcan to perform repair and maintenance of the section of Greystone Road between the quarry and parcel 136-030.00;

- Requires Vulcan to install, with agreement of the Highway Department, flashing yield signs near the entrances to the quarry and parcel 136-030.00.
- Limits use of the parcels to "the production of construction aggregates and ancillary uses, which includes, but is not limited to, sand and gravel, mining, extraction, processing, mineral resources, and related plant operation (the "Permitted Uses"), and for no other purpose. Notwithstanding the foregoing, nothing in this Section 2 shall prohibit or restrict the continuation of farming, ranching, or other agricultural activities from being conducted on some Parcels by Vulcan's lessees."

In a written response to questions raised by staff, Robert Bowman, legal counsel for Vulcan Lands Inc. answered:

- 1. Vulcan will maintain a buffer of at least fifty (50) feet from exterior property lines.
- 2. After mining is concluded "the parcels will be returned to agricultural uses following the conclusion of Vulcan's sand and gravel operations".

The zoning agreement applies if all the parcels are rezoned. If only some of the parcels are rezoned and Parcel 136-030.00 is one of them, it is recommended that a revised conditional rezoning agreement be submitted that adds items 1 and 2 above. The agreement should contain verbiage that the proposed entrance must meet sight distance standards proposed by the Association of State Highway and Transportation Officials (AASHTO).

3. Kevin Swatsell, Greene County Highway Commissioner, does not oppose the development of parcel 30.00 as another quarry site, as the agreement covers road repair and maintenance and traffic safety.

Legal issues:

- 1. Vulcans' position is that each parcel contains a prior, nonconforming use, based in part on a letter written by Leon Bird (former Building Commissioner) dated 5/2/2002, which states: "the Nolichucky Sand Company current operations are a permitted use under the Zoning Resolution".
- 2. The application states: "...based on the historical use of the Parcels and Mr. Bird's letter, the operation of a sand and gravel plant on the Parcels constitutes a protected, prior non-conforming use under Tenn. Code Ann. § 13-7-208.")
- 3. Tim Tweed, the current Building Commissioner has determined that "current operations" refers only to parcel 136-050.00, which contains the active quarry, and the other parcels are not protected by T.C.A. § 13-3-208.
- 4. Vulcan maintains "the diminishing use doctrine recognizes that the mere holding of reserves qualifies as a prior, non-conforming use." (Email from Robert Bowman 11/10/2025.)
- 5. This doctrine has been used by courts in ruling that quarries can expand on a property beyond the pit area that is in operation at the time the quarry was made nonconforming, as generally only part of a property is actively worked at the same time.

- 6. The doctrine acknowledges the non-quarried area of a property is held in reserve for future expansion.
- 7. Staff disagree with Mr. Bowman that the non-quarry parcels contain nonconforming uses, particularly as only two other parcels (8.00 and 111.04) were owned by Nolichuckey Sand Inc. prior to the adoption of zoning, when the quarry became a nonconforming use.

Determining which parcels contain a legal nonconforming use in operation before 8/1/1984, when zoning was adopted, is central to the rezoning request.

- 1. The sand/gravel operation located on parcel 50.00 was in operation when zoning was instituted and is a legal nonconforming use permitted to continue and expand to the limits of the property.
- 2. There is no evidence that parcels 111.04 (20.5 acres) and 8.01 (58.26 acres), which were owned by Nolichuckey Sands Inc. prior to the enactment of zoning, were used as active quarry sites.
- 3. It is the purview of the Building Commissioner to determine what constitutes a nonconforming use. If someone is aggrieved by his decision, an appeal can be made to the Board of Zoning Appeals
- 4. If the BZA rules the parcels contain legal nonconforming uses, rezoning would not be necessary. If they determine that purchasing the non-quarry parcels to act as reserves does not constitute a nonconforming use, that decision can be appealed to Chancery Court.
- 5. It makes sense for Vulcan to request rezoning before going to the BZA. Parcel 030.00, by far the largest non-quarry property, was purchased after 8/1/1984. This means it can't be considered a nonconforming use that can continue after 8/1/1984. This is the parcel which provides the best opportunity to lengthen the time Vulcan can operate in the area.
- 6. Planning staff agree with Tim Tweed that only parcel 50.00 contains a protected, prior nonconforming use, and suggests that the rezoning request should be considered on its merits.

Options:

The Planning Commission has several options to consider:

Option 1. Recommend rezoning all the parcels.

Pro's:

- 1. It would meet an objective of the LUP and enable an existing industry to continue operation and to expand for decades to come.
- 2. It would bring an existing industry into compliance with zoning.

Con's:

- 1. It is contrary to the LUP objective of preserving and maintaining areas of "rare natural beauty".
- 2. It would expand an industrial operation from less than 500 acres to 1,185 acres, which will likely have a great impact on the area.
- 3. It would introduce industrial districts into the Cherokee National Forest, contrary to the LUP guideline to preserve and protect areas of natural beauty.

- 4. Tabor Road and Shelton Mission Road are only 14'-15' wide, which is inadequate for the equipment traffic the rezoning would permit. Policy of the LUP: "Industrial uses should locate near major highways and roads that offer the access needed by the industry. Such uses should not exceed the capacity of the existing or proposed road network."
- 5. LUP policy: "Industrial development should locate only in those areas where adequate infrastructures, such as water, sewer and transportation facilities already exist".
- Option 2. Recommend that only parcels 050.00, 111.04, and 008.01, which were owned by Nolichuckey Sand Company prior to 8/1/1984, be rezoned.

Pro's:

- 1. The non-quarry parcels were clearly purchased before zoning to serve as reserve areas for the quarry.
- 2. It would meet an objective of the LUP and enable an existing industry to continue operation and to expand for decades to come.
- 3. It would bring an existing industry into compliance with zoning.

Con's:

- 1. It would introduce industrial zones into the Cherokee National Forest, contrary to the LUP guideline to preserve and protect areas of natural beauty.
- 2. Tabor Road and Shelton Mission Road are only 14'-15' wide, which is inadequate for the equipment traffic the rezoning would permit. Policy of the LUP: "Industrial uses should locate near major highways and roads that offer the access needed by the industry. Such uses should not exceed the capacity of the existing or proposed road network."
- Option 3. Recommend that only the existing quarry be rezoned.

Pro's

1. It would bring an existing industry into compliance.

Con's

- 2. It would introduce industrial zones into the Cherokee National Forest, contrary to the LUP guideline to preserve and protect areas of natural beauty.
- 3. It is not necessary, as the quarry can continue to operate as a nonconforming use.
- Option 4. Recommend rezoning parcels 50.00 (quarry) and 30.00 (fronts on 107 Cutoff):

Pro's

- 1. Would bring an existing industry into compliance with zoning.
- 2. Parcel 30.00 has frontage on a state highway (107 Cutoff) that is classified as a collector road by Greene County, and a major collector road by TDOT.
- 3. Meets the LUP policy of: "Industrial uses should locate near major highways and roads that offer the access needed by the industry. Such uses should not exceed the capacity of the existing or

- proposed road network." Greystone Road is designated as a minor collector street by TDOT.
- 4. Although access to parcel 30.00 would continue to be from Greystone Road, it was more logical to rezone properties adjacent to a state highway than narrow, rural roads.
- 5. Rezoning this parcel would meet the overall intent of the LUP regarding industrial uses: "Efforts should also be taken to ensure that existing industries are retained and that suitable land is made available to accommodate the potential expansion of these industries."
- 6. Because mineral extraction can only take place where the minerals are present, and those sites are limited in number and location, special consideration should be given to allowing their development and expansion.
- 7. Parcel 30.00 is not located inside the Cherokee National Forest.

If the Planning Commission chooses this option, staff recommends that the motion makes it clear the rezoning is recommended because of the presence of minerals on the property, and that rezoning for industrial uses other than mineral extraction should not occur, unless in a comprehensive industrial development located on 107 Cutoff.

Con's

1. Rezoning parcel 50 would introduce an industrial zone into the Cherokee National Forest, contrary to the LUP guideline to preserve and protect areas of natural beauty.

Option 5. Recommend that only parcel 30.00 be rezoned,

- 1. Parcel 30.00 has frontage on a state highway (107 Cutoff) that is classified as a collector road by Greene County, and a major collector road by TDOT.
- Meets the LUP policy of: "Industrial uses should locate near major highways and roads that offer the access needed by the industry. Such uses should not exceed the capacity of the existing or proposed road network." Greystone Road is designated as a minor collector street by TDOT.
- 3. Although access to parcel 30.00 would continue to be from Greystone Road, it was more logical to rezone properties adjacent to a state highway than narrow, rural roads.
- 4. Rezoning this parcel would meet the overall intent of the LUP regarding industrial uses: "Efforts should also be taken to ensure that existing industries are retained and that suitable land is made available to accommodate the potential expansion of these industries."
- 5. Because mineral extraction can only take place where the minerals are present, and those sites are limited in number and location, special consideration should be given to allowing their development and expansion.

6. Parcel 30.00 is not located inside the Cherokee National Forest.

Con's:

1. Allowing such a large area (336 acres) will have an impact on the area.

Option 6. Recommend that none of the parcels be rezoned.

Pro's

1. It would limit intrusion of an industrial use into the Cherokee National Forest. Preserving natural areas is an objective of the LUP.

Con's

1. It would result in the eventual loss of an industry that provides materials vital for construction.

Option 7. Postpone action pending the receipt of additional information from the U.S. Forestry Service, and the TN Division of Mining.

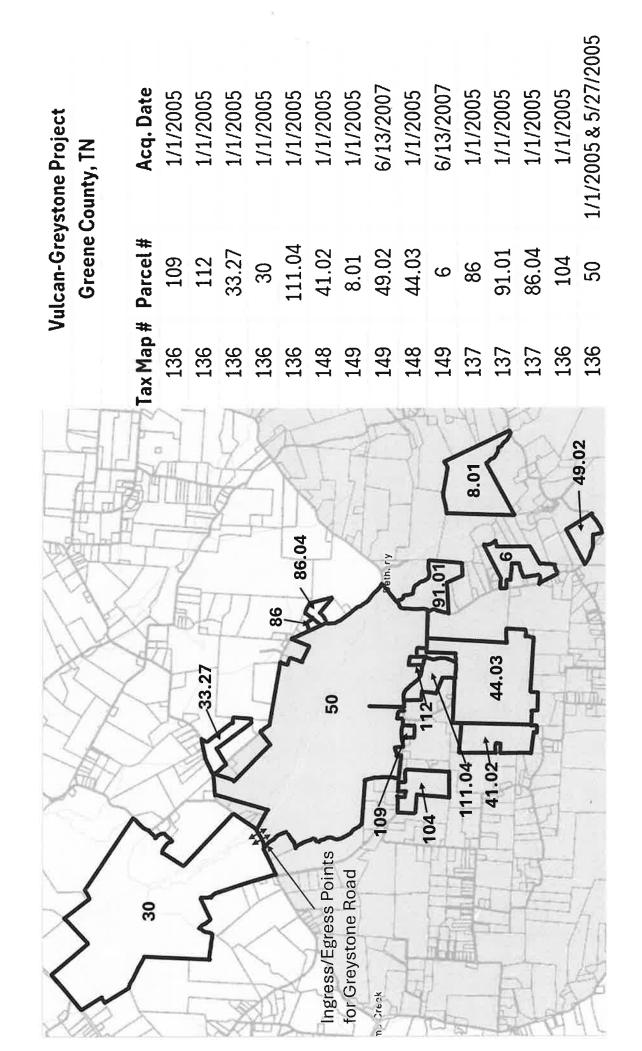
Pro's:

1. This would provide time to collect information from the Division of Mines regarding the potential impact on the Premium Waters Inc. operation.

Con's:

1. It could be argued that not proceeding with the rezoning request is supporting the continuation of one industry (Premium Waters) at the expense of another (Vulcan Lans Inc.)

Recommend: Planning staff were prepared to recommend that parcel 30 be rezoned for the reasons stated but is now recommending postponement pending obtaining information from the TN Department of Mines.



VULCAN MATERIALS REZONING RATIONALE WORKSHEET 1950 Greystone Road

COMPREHENSIVENESS

- 1. Is the change contrary to the established land use pattern? Yes. The sand/gravel operation (hereafter called "operation", is the only industrial use identified in the area, which is a mix of single family residential, agricultural, vacant wooded lots, and public/semi-public uses.
- 2. Would the change create an isolated district unrelated to similar districts, i.e., is this "spot zoning"? Yes. Rezoning the individual properties, which are spread out over an area of approximately 7,800' x 19,200' (1,718 acres), would create isolated industrial districts in a sparsely populated residential/agricultural area. As per planning theory, it is not spot zoning if other properties which have the same characteristics/situation are also rezoned if requested. If this occurs, it would change the character of the area from low density residential/agricultural uses, to industrial. If other properties having the same condition are not rezoned, then approving this request could constitute spot zoning.
- 3. Would the change alter the population density pattern and thereby increase the load on public facilities (schools, sewers, streets)? No.
- 4. Are present district boundaries illogically drawn in relation to existing conditions? It is illogical that the one parcel containing the existing operation is not zoned for industrial use. District boundaries are logical in considering all other uses.
- 5. Would the proposed change be contrary to the Land Use and Transportation Policy Plan (LUP)? The section on industrial uses states: "Efforts should also be taken to ensure that existing industries are retained and that suitable land is made available to accommodate the potential expansion of these industries." (LUP, p. 109) It also meets an objective and policy of the Plan concerning industrial uses.
 - A. Objective It is essential that the county retain and maintain its existing industrial base.

Policies

1. The County should support all practical efforts, both public and private, to maintain and improve existing industrial site locations.

The residential section of the GCLUP is focused on where residential development should take place in the future, not on impacts to existing development. While there is no objective or policy expressly addressing not developing industrial uses in a residential area, such protection is intimated.

Under undeveloped Land/Open Space, the plan states: "A balanced approach, one that complies with PC 1101 growth plans and promotes self-sufficient and ecologically safe, sustainable communities, are those that apply land use harmoniously with the landscape, as opposed to fitting the land with the highest and best land use" (p. 122).

CHANGED CONDITIONS

1. Have the basic land use conditions changed? No.

2. Has development of the area been contrary to existing regulations? No, apart from the existing operation which predated zoning.

PUBLIC WELFARE

- 1. Will the change create or excessively increase traffic congestion? No. Rezoning the parcels is unlikely to increase traffic, but it will introduce large equipment use on roads measuring 14' and 15' wide.
- 2. Will the change seriously reduce the light and air to the area? No.
- 3. Will the change be a deterrent to the improvement or development of adjacent property in accord with existing regulations? According to Premium Waters, any alteration that could impact groundwater, aquifer recharge, and spring yield, could negatively impact their business. They are not adjacent to any of the properties requested for rezoning, but they are in the same watershed.

It is anticipated that the adjacent properties will remain largely agricultural.

4. Will the change constitute a grant of a special privilege to an individual as contrasted to the general welfare? Granting the request could provide a general welfare (public benefit), in that it keeps costs down if there is a local source of construction materials (less transportation).

REASONABLENESS

- 1. Are there substantial reasons why the property cannot be used in accord with existing zoning? No.
- 2. Is the change requested out of scale with the needs of the neighborhood or the County? Yes, as to current needs. However, it will provide room for growth for decades to come.
- 3. Is it impossible to find adequate sites for the proposed use in districts permitting such use? Not impossible, but difficult.

NOTES

- Zoning laws cannot render private property valueless.
- Negative impact to one neighborhood is not adequate reason to deny a rezoning request if denial
 would severely impact the value of the property submitted for rezoning. West Lake Quarry v. City
 of Bridgeton 761 SW2d 752.
- "[M]ere beliefs, opinions and fears of neighborhood residents do not constitute material evidence" on which a legislative body is to base a decision (Mullins v. City of Knoxville, 665 SW 2d 393, 396, Tenn. App. 1983).



Date: 11-11-2025

To: Greene County Planning Commission c/o Amy Tweed, Planning Coordinator Greene County Administration Center 401 Takoma Avenue Greeneville, TN 37744

Subject: Objection to Rezoning Request by Vulcan Land Inc. from A-1 to M-1 Industrial District (Adjacent to Greystone Rd., Tabor Rd., Shelton Mission Rd., Sentelle Rd., McCoy Rd., and Jack Norton Rd.)

Dear Ms. Tweed and Members of the Greene County Planning Commission:

Premium Waters Inc. is writing as a property owner and stakeholder in the vicinity of the proposed rezoning area referenced in the memorandum dated November 7, 2025, regarding Vulcan Land Inc.'s request to rezone 15 parcels from A-1 General Agriculture District to M-1 Industrial District to permit sand and gravel operations.

Our spring source and water operations are located within close proximity to several of the affected parcels listed in the notice, including those along Greystone Road, Tabor Road, and Shelton Mission Road. We respectfully submit this formal objection and request that the rezoning not be approved until comprehensive environmental and hydrogeological assessments are completed and reviewed by qualified independent experts.

Grounds for Objection

1. Groundwater and Spring Source Protection

The proposed sand and gravel operations pose a substantial risk of altering groundwater flow, aquifer recharge, and spring yield. Disturbance of soil strata or excavation below the water table could lead to turbidity, sediment migration, or contamination of natural springs that feed both private and public water systems.

- 2. Insufficient Hydrogeologic Study
- There is no indication in the public notice that Vulcan Land Inc. has submitted a hydrogeologic impact study assessing potential effects on nearby wells, springs, and aquifer recharge zones. Such a study should be a prerequisite for any rezoning from agricultural to industrial use in areas containing critical groundwater resources.
- 3. Potential for Surface Runoff and Chemical Contamination Industrial operations typically introduce risks associated with fuel, lubricants, and sediment runoff. Without engineered containment and drainage controls reviewed by TDEC Division of Water Resources, there is potential for long-term water-quality degradation.

4. Incompatibility with Existing Land Use and Agricultural Character
The proposed M-1 zoning is inconsistent with the surrounding area's agricultural and rural residential land use. The transition to an industrial designation would create significant environmental, noise, and traffic impacts on surrounding properties and community infrastructure.

Requested Actions

We respectfully request that the Planning Commission and County Legislative Body:

- Deny or defer the rezoning until independent hydrologic and environmental assessments are completed.
- Require public disclosure of all studies and site plans associated with this request.
- Ensure TDEC and other relevant agencies review the proposal for compliance with groundwater and surface-water protection standards.

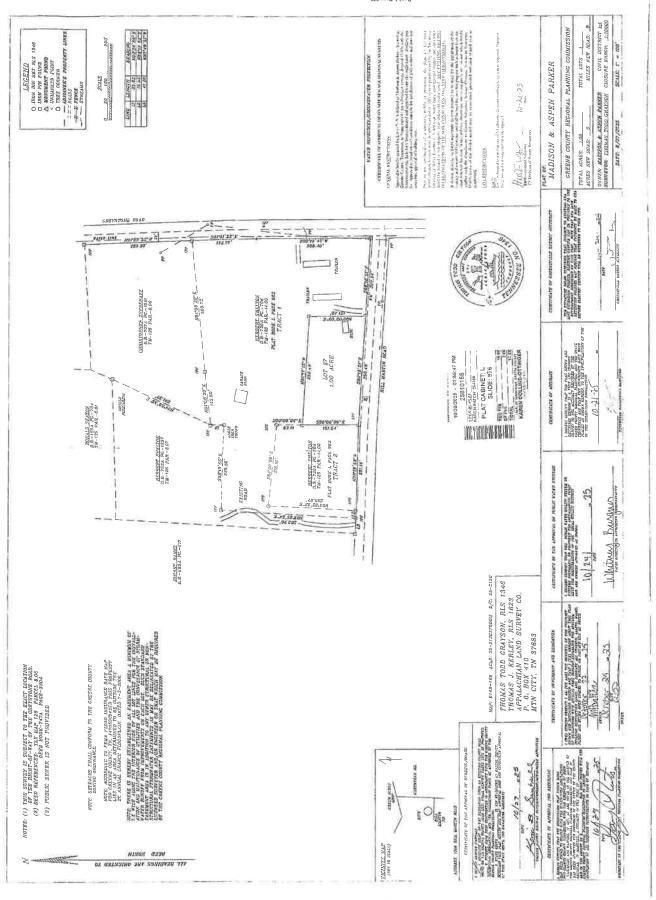
Summary

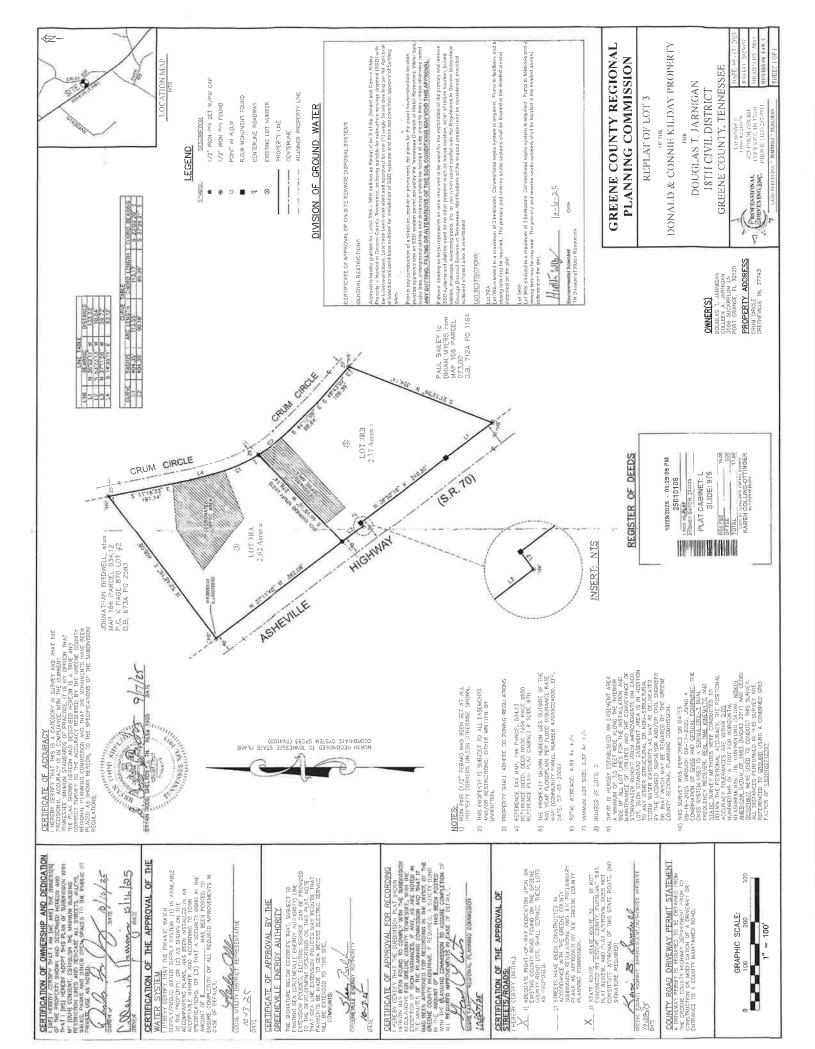
Greene County's springs and aquifers represent irreplaceable natural resources that sustain local communities, agriculture, and commerce. Once altered or contaminated, these water sources cannot be easily restored. Approval of this rezoning may also jeopardize local jobs tied to the spring water industry as a decline in water quality and availability would directly affect production, work force needs, and economic contributions to the Greene County. We urge the County to uphold responsible land-use practices that protect these shared resources for current and future generations.

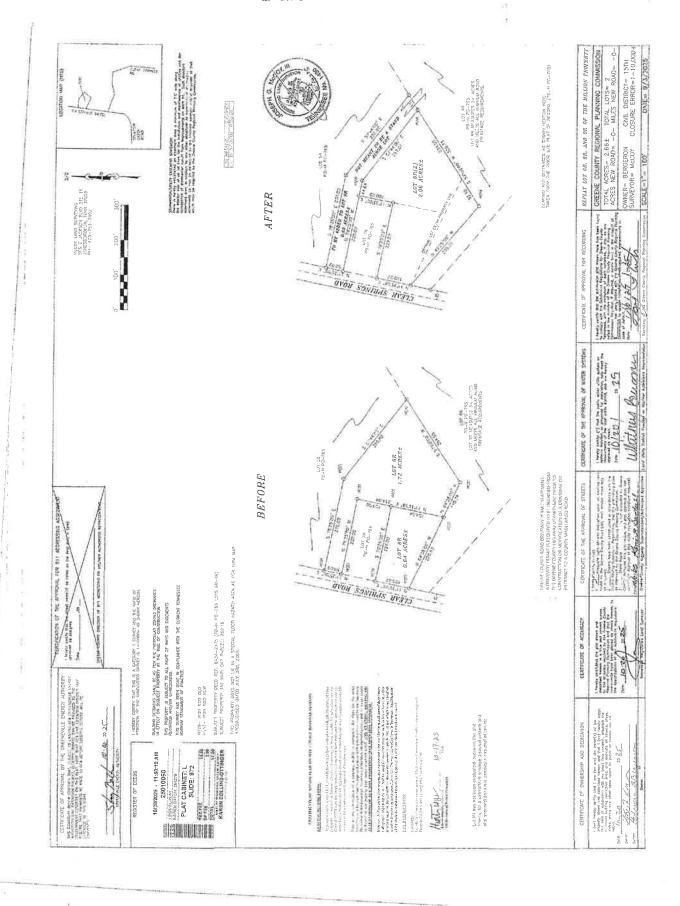
Thank you for your attention and consideration.

Respectfully submitted,
Johnathan Wilson
Corporate Director of Quality Assurance
Premium Waters Incorporated
2100 Summer St. NE Suite 200
Minneapolis, MN 55413
Johnathan.wilson@premiumwaters.com
773-630-4658

Vulcan Parcel Location	Distance From PWI Spring (miles)
136-030.00	1.765
136-033.27	2.199
136-050.00	1.417
136-104.00	1.159
136-109.00	1.512
139-111.04	1.613
136-112.00	1.782
137-086.00	2.248
137-086.04	2.237
137-091.01	1.943
148-041.02	1.122
148-044.03	1.257
149-006.00	1.94
149-008.01	2.315
149-049.02	2.021



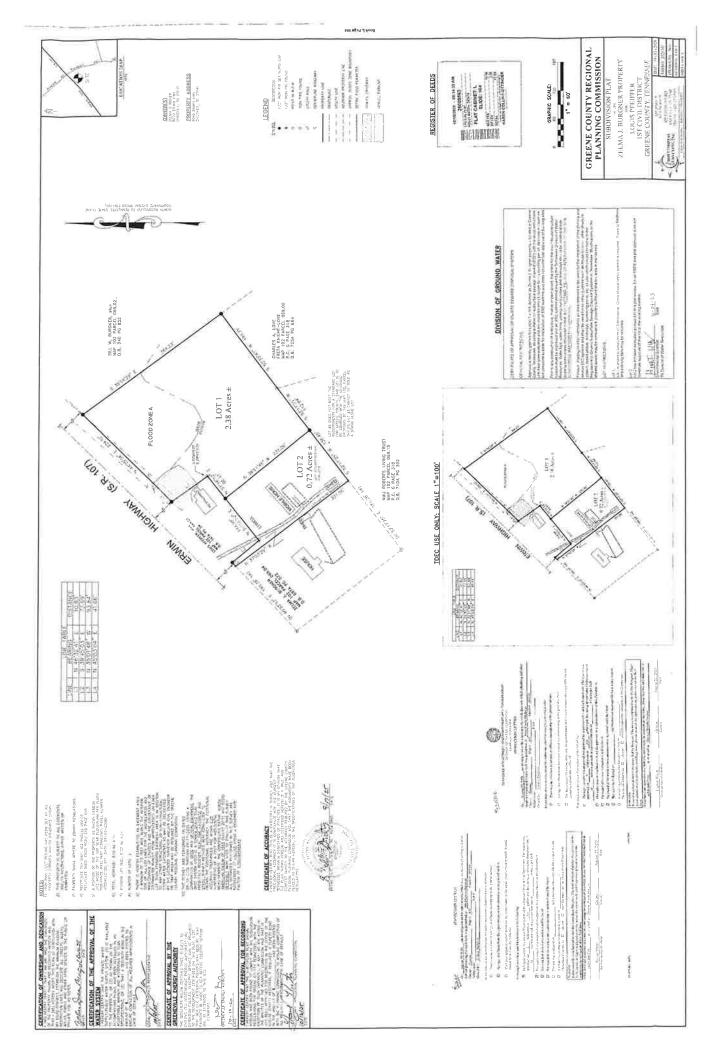


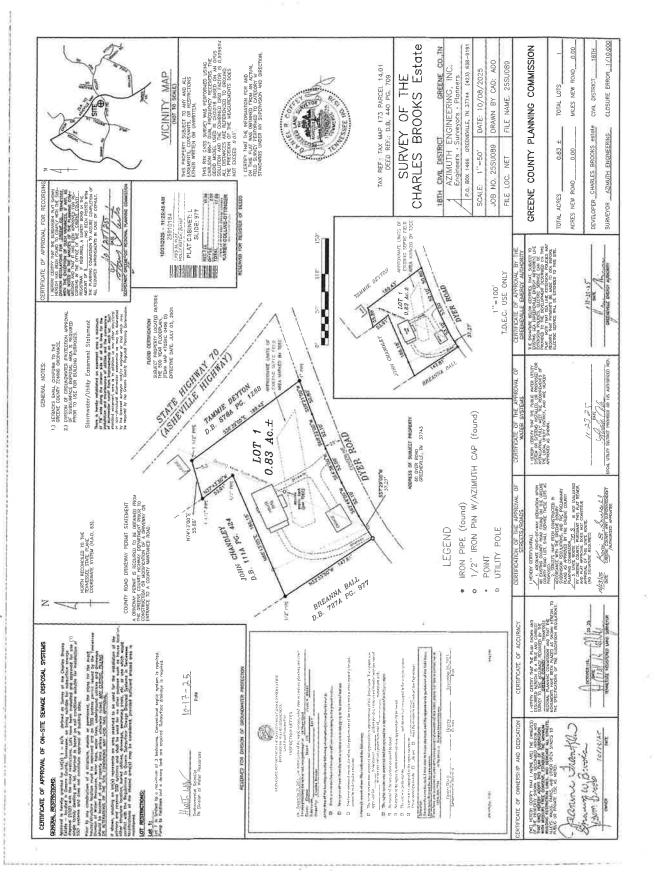


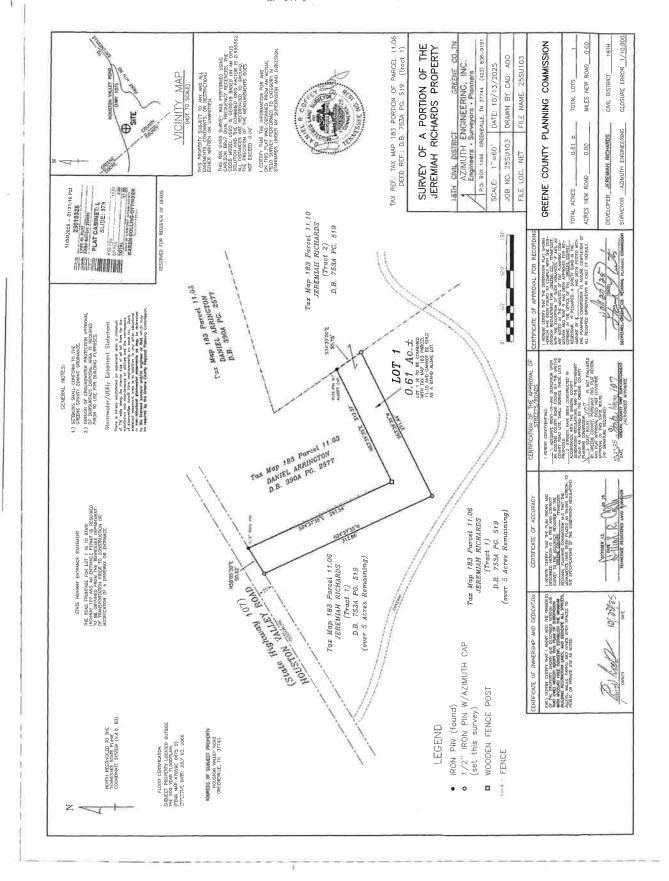
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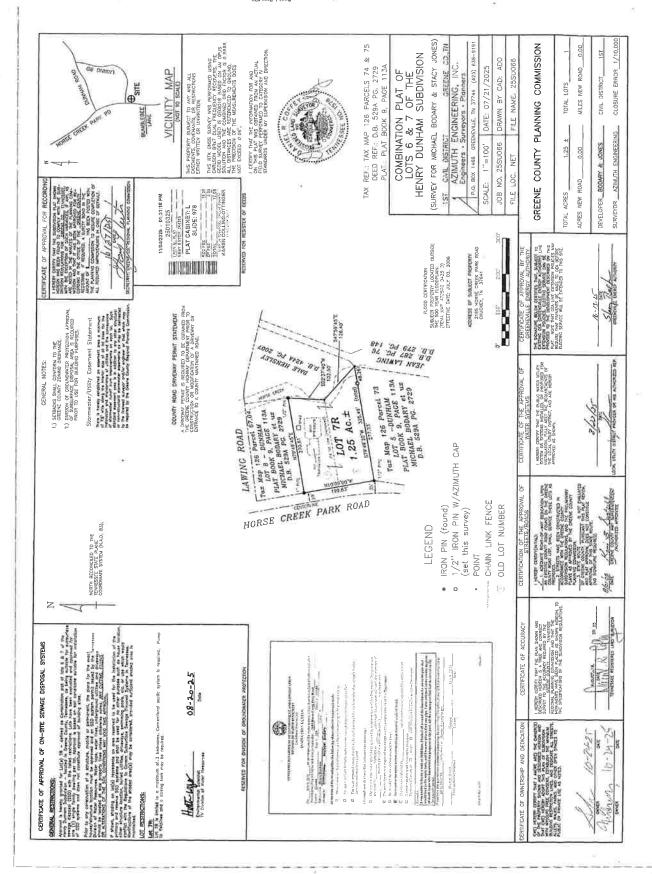
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Planning Commission Monthly Report

OCTOBER 2025

Building, Zoning & Planning Permit Comparatives Deposit Comparatives

GREENE COUNTY
BUILDING & ZONING OFFICE

DEPOSIT COMPARATIVES FOR July 2025 - June 2026 Account # 41520

A Charles of the Contract of t	STATES OF STREET, STRE	The state of the s	2000	The second designation of the second designa		Control of the latest of the l	The second secon
Month	Deposit	Deposit Totals 24-25		Deposit Totals 25-26		Difference	%
July	₩	33,983.00	₩	36,245.00	₹4	2,262.00	%99.9
August	€	47,053.00	₩	33,949.00	69	(13,104.00)	-27.85%
September	₩	31,012.00	₩	29,685.00	€9	(1,327.00)	-4.28%
October	₩	23,331.00	₩	52,000.00	€9.	28,669.00	122.88%
November	₩	32,189.00					
December	₩	12,974.00					
January	₩	24,762.00					
February	₩	19,574.00					
March	₩	42,887.00					
April	₩	45,509.00					,
May	₩	40,331.00					
June	₩	118,296.00					

Percentage

Difference

YTD 25-26 \$151,879.00

YTD 24-25 \$471,901.00

YTD Comparatives

Totals

GREENE COUNTY

BUILDING & ZONING OFFICE

PERMIT COMPARATIVES FOR July 2025 - June 2026

Account # 41520

C. St. Market Market		The state of the s	SOFTWART SECTION AND A SECTION AND ASSESSMENT OF THE PARTY OF THE PART	Santa Service (2007)
Month	Permit Totals 24-25	Permit Totals 25-26	Difference	88
July	82	62	က္	-3.66%
August	84	46	ιζ	-5.95%
September	70	83	13	18.57%
October	69	91	22	31.88%
November	72			
December	49			
January	47			
February	72			
March	103			
April	88			
May	66			
June	84			

Totals YTD 24-25 YTD 25-26 D	
	Difference Percentage
000	CONTRACTOR OF THE PROPERTY OF

PERMIT BREAKDOWN SEPTEMBER 2025

October	23	2	0	20	9	0	8	10	0	2	2	2	0	8	0	8	0	0	0	0	91
September	11	2	0	10	6	0	15	Ŋ	0	2	2	0	1	18	0	9	0	1		0	83
Code Description	210 Single Family Residence*	213 Residential Add-0n	212 Off/On Frame Modular*	231 Double Wide Manufactured	220 Single Wide Manufactured	240 Attached Residential Garage	243 Detached Residential Garage	243 Detached Accessory Building	241 Porch	242 Deck	241 Carport	260 Rezoning	265 Variance	200 Other**	244 Apartment	245 Commercial***	300 Gas	301 Mechanical	302 Plumbing	303 Sign	TOTAL

^{*}also includes any garages, porches & decks ** roofs, remodel, solar panels and RV

^{***} building - 2nd floor, foundation, roof and cell tower plan review and equipment

GREENE COUNTY

PLANNING DEPARTMENT

DEPOSIT COMPARATIVES FOR July 2025 - June 2026 Account # 43320

WINDS WASHINGTON	Service Seed	THE STREET STREET		STATE OF STREET, STREE	2	THE STREET	Colored Street, Square,
Month	Depo	Deposit Totals 24-25		Deposit Totals 25-26		Difference	%
luly	₩	1,630.00	₩	4,650.00	ťΑ	3,020.00	185.28% *
August	1/2	860.00	€	1,560.00	6 5.	700.00	81.40% *
September	₩	820.00	€		₩.	ga P	0.00%
October	₩	560.00	€	1,250.00	69.	00.069	123.21%
November	1/2	910.00					
December	1/2	820.00					
lanuary	₩	00.099					
February	₩	740.00					
March	₩	820.00					
April	₩	840.00					
May	1/2	1,020.00					
lune	₩	1,140.00					

	Totals	YTD 24-25	YTD 25-26	Difference	Percentage
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^{*}REFLECTS PAYMENT OF OVERDUE INVOICES FROM PREVIOUS YEARS AND CURRENT INVOICES

PLANNING DEPARTMENT

PLAT APPROVAL COMPARATIVES FOR July 2025 - June 2026 Account # 43320

Month	Plat Approvals	Plat Approvals	0	Difference	%
	24-25	25-26			
July	22	65	69	43.00	195.45% *
August	14	18	₩.	4.00	28.57% *
September	11	11	69	J	0.00%
October	6	19	₩.	10.00	111.11%
November	11				
December	11				
January	6				
February	8				
March	12				
April	13				
May	15				
June	15				

Totals	YTD 24-25	YTD 25-26	Difference	Percentage
The second secon	150	113	S-10-836-836-8	

*REFLECTS OVERDUE INVOICES FROM PREVIOUS YEARS AND CURRENT INVOICES

REQUIREMENTS FOR COMBINING LOTS WITH AN EXISTING SEPTIC SYSTEMS

Greene County, TN Regional Planning Commission

- 1. Obtain a copy of the Certificate of Completion (C.O.C.) for the existing septic system by:
 - Printing a copy from the website for the Tennessee Department of Environment and Conservation, Water Resources, Division of Groundwater Protection (TDEC): https://tdec.tn.gov/filenetsearch; or
 - Request by phone: 423-854-5400; or
 - Request by email: septicsystem.files@tn.gov

If the C.O.C. cannot be found, or if it doesn't show duplication area for the septic system:

- The property owner hires a soil scientist to perform soil mapping for the duplication area.
- The soil map, along with a Subdivision Evaluation Application, is submitted to TDEC.
- Apply to TDEC for an inspection letter.
- 2. The surveyor shall show a copy of the C.O.C. on the plat. If the C.O.C. is missing or lacks duplication area:
 - A copy of the TDEC inspection letter, existing septic tank and field lines shall be shown on the plat.
 - TDEC's "Certificate of Approval of On-site sewage disposal systems" shall also be added to the plat.
- 3. Add note:

Notice to Buyer regarding Subsurface Sewage Disposal System (Buyer Beware): The Division of Groundwater Protection has not evaluated Lot #, pursuant this plat review, for subsurface sewage disposal system, and plat approval does not constitute approval of the combination plat. Lots shall be large enough to construct the original subsurface sewage disposal system and to provide an area for duplication of that system. The area for both original and duplicate systems shall meet the Rules & Regulations of the State of Tennessee Department of Environment and Conservation, Division of Groundwater Protection. Evaluation and Lot Design may require an Extra High Intensity Soil Map and/or a percolation test. Additional land may be required if deemed necessary.

The Greene County Regional Planning Commission makes no certification or guarantees as to the viability of the existing septic system, or the location of the field lines.

4. Add certificate:

<u>Certificate of Existing Septic System by Owner(s) – Buyer Beware:</u> I (we), owners of the property, hereby certify that Lot <u>#</u> contain(s) an existing working septic system, verify and acknowledge that the septic system is in good working order, and all field lines and duplicate area(s) associated with each system are contained entirely within each lot(s) as described as part of the plan of subdivision. I (we) hereby state that no evaluation, testing, or verification of the functionality of the septic system or adequate area for duplication has been completed by the Division of Groundwater Protection of the Tennessee Department of Environment and Conservation. I (we) encourage any purchaser of this lot to verify continued viability of the existing septic system for the property prior to purchase.

Owner(s)	Date

If the owner chooses to not sign the certificate, a subdivision evaluation by TDEC will be required as follows:

- Hire Approved Soil Consultants: https://www.tn.gov/content/dam/tn/environment/water/land-based-systems-unit/wr-sds-soil-consultants.pdf
- Submit the following to TDEC:
 - > Application for an inspection letter.
 - Application for a subdivision evaluation for duplication area. (https://tdec.tn.gov/septic-service-request/)
 - ► High Intensity Soil Map to TDEC. Email address: hunter.wyatt@tn.gov
 - Survey Plat: Email address: hunter.wyatt@tn.gov