

MINUTES OF THE GREENEVILLE MUNICIPAL PLANNING COMMISSION

A regular meeting of the Greeneville Municipal Planning Commission was held on May 12th, 2026, at 9:30 a.m. in the G. Thomas Love Boardroom at the Greeneville Energy Authority building.

Members Present:

Ben Brooks, Alternate Secretary
Cal Doty, Mayor
Ginny Kidwell
Paige Mengel, Secretary
Anita Ricker, Chairman
Samuel A. “Trey” Ricker III

Members Absent:

David Durante, Vice-Chairman
Brittany Hall
Matt Hensley

Staff members present: Justin Schooley, Planning Administrator; Andy Broyles, Director of Development Services; Bert Seay, Building Official; David Weems, Fire Marshal; Christina Potts, Marketing/Media Specialist; Matt Roberson, Building Inspector; Paula Chandler, Clerk Recorder’s Office

Motion made, seconded, and carried to approve the meeting agenda with removal of Item #6 App. No. 25GRN-SP00013 and noting typo – no Item # 7.4.

Anita Ricker, Chairman of the commission, presided. Motion made, seconded, and carried to approve minutes of regular meeting of April 14th, 2026, as written.

Recognition of persons wishing to make public comment or ask questions on any agenda item:
Chairman Ricker announced that individuals wishing to make public comment or ask questions on any item on the meeting agenda should sign the sheet at the entrance door at this time. NONE

Staff Report of Officers and Committees:

Staff gave informational updates on current planning projects, development activities, and departmental operations.

The new Boys and Girls Club facility has received a temporary certificate of occupancy and final inspections should be completed soon.

The GIS mapping database is progressing.

A Mountain Bike Group is interested in a recreational trail behind the new Greene County Government facilities.

Staff are working on another LPRF playground grant application for Hardin Park.

Report of the following administrative approvals:

600 W. Andrew Johnson Highway two (2) lot minor subdivision plat. Planning staff Administratively Approved a two (2) lot minor subdivision plat for the property located at 600 W. Andrew Johnson Highway, identified as Greene County Tax Map: 086M, Group: A, Parcel: 006.03, District 10. This is the site of the existing Planet Fitness gym that was approved for development in 2022.

Property: Zoning District: M-2 (High Impact Use) Industrial; Location: 600 W. Andrew Johnson Highway (Greene County Tax Map: 086M, Group: A, Parcel: 006.03); Subdivision Details: Plat Name: Subdivision Plat of 600 W. Andrew Johnson Hwy Total Acreage: 5.540± acres; Existing Lots: 1 - Proposed Lots: 2 - Lot 1: 71,481 sq. ft. or 1.641± acres; Lot 2: 170,458 sq. ft. or 3.913± acres; Share Access Easement: 15,933 sq. ft. or 0.366± acres (24-foot shared access easement serving both lots along W. Andrew Johnson Highway) Public Infrastructure: The property is served by existing public streets and utilities. No new public infrastructure is proposed; Right of Way: No new public right-of-way dedication is proposed.

Analysis: The plat subdivides one existing parcel into two (2) lots for the purpose of creating a separate legal parcel and providing joint driveway access via a dedicated 24-foot access easement and no new streets or public improvements are required.

Administrative Action: Based on compliance with the Town's Minor Subdivision Requirements, Subdivision Regulations, and Zoning Ordinance, the minor subdivision plat was Approved Administratively.

375 Lick Hollow Road, a two (2) lot minor subdivision plat. Planning staff Administratively Approved a two (2) lot minor subdivision plat for the property located at 375 Lick Hollow Road, identified as Greene County Tax Map: 100, Group: Parcel: 016.01, 9th Civil District.

Property: Zoning District: R-3 (Medium Density) Residential Location: 375 Lick Hollow Road (Greene County Tax Map: 100, Parcel: 016.01); Subdivision Details: Plat Name: Sarah K. Simcox Family Subdivision — Revision of Lot Owner/Applicant: Sarah K. Simcox; Total Acreage: 6.385± acres Existing Lots: 1; Proposed Lots: 2; Lot 1A: 3.534± acres; Lot 1B: 2.851± acres; Access: A 20-foot right-of-way for ingress/egress is shown serving both lots from Lick Hollow Road (50' R/W); Public Infrastructure: The property is not served by public sanitary sewer. Public sewer is not reasonably accessible to the subject lots. Both lots are approved for subsurface sewage disposal systems as certified by a Tennessee Licensed Professional Soil Scientist. Administrative approval is authorized under the Town's Minor Subdivision Requirements, which permit administrative approval of two-lot minor subdivisions when all resultant lots are determined by TDEC to be sufficient and suitable for subsurface sewage disposal if no city sewer is available.

Right of Way: No new public right-of-way dedication is proposed. The plat references the existing 50-foot Lick Hollow Road right-of-way.

Analysis: No public sanitary sewer is accessible to the subject property; however, all resultant lots have been evaluated and approved for subsurface sewage disposal by a Tennessee Licensed Professional Soil Scientist, satisfying the requirements of the Town's Minor Subdivision Requirements, Section (j). Both lots exceed the 15,000 square foot minimum area required for lots not served by public sewer under Article III of the Subdivision Regulations. No variances were requested, and no new public streets or public improvements are required.

Administrative Action: Based on compliance with the Town's Minor Subdivision Requirements, Subdivision Regulations, and Zoning Ordinance, the minor subdivision plat was Approved Administratively.

Informational Presentation — YMCA of Greeneville Facility Expansion Concept Report:

Planning staff presented for informational purposes a concept plan for a proposed expansion of recreational facilities at the YMCA of Greeneville, located at 404 Y Street, Zoned B-4 (Arterial) Business. A representative of the YMCA presented the concept, which includes a proposed splash pad, outdoor basketball court, and an expanded building facility to support the organization's recreational programming. No formal application has been submitted and no action was requested. This presentation was intended to introduce the concept to the Planning Commission prior to formal application. The project is expected to return as a New Business action item upon submission of a formal site plan application.

New Business:

Recommendation to the Greeneville City Council to rezone property located at 1202 Tusculum Boulevard from R-1 (Low Density) Residential to B-4 (Arterial) Business. Motion was made, seconded, and carried to recommend to the Greeneville City Council that one (1) parcel of land located at 1202 Tusculum Boulevard, identified as Greene County Tax Map: 099B, Group: E, Parcel: 001.01 be rezoned from R-1 (Low Density) Residential to B-4 (Arterial) Business.

Applicant / Owner Intent: The property owner requests rezoning from R-1 (Low Density) Residential to B-4 (Arterial) Business to bring the current use of the property into conformity with the Zoning District in which it is located. The subject property is currently occupied by a commercial office use, which is not a permitted use within the R- 1 zoning district. The proposed rezoning would establish zoning consistency with the existing use and with surrounding B-4 zoned properties along Tusculum Boulevard.

Property: Zoning District: R-1 (Low Density) Residential Proposed Zoning District: B-4 (Arterial) Business Location: 1202 Tusculum Boulevard (Greene County Tax Map: 099B, Group: E, Parcel: 001.01) Property Owner: John F. Honeycutt Total Acreage: 0.34± acres

Analysis: The subject property is located along Tusculum Boulevard, an arterial roadway, and is currently developed with a commercial office building. The existing use is not permitted within the R-1 zoning district, creating a zoning nonconformity. The applicant's stated reason for the rezoning is to bring the current use into conformity with the Town's Zoning District regulations. The requested B-4 zoning designation is consistent with the purpose of the district as set forth in Section 711 of the Zoning Ordinance, which establishes business areas that encourage groupings of compatible business activities along arterial roadways. Office uses are a permitted use within the B-4 district per Section 711.5. The surrounding properties along Tusculum Boulevard are predominantly zoned B-4, and the subject parcel represents an isolated R-1 area within an otherwise commercially developed corridor. The site is already developed, and no new construction is proposed. The proposed rezoning is consistent with the character of Tusculum Boulevard as an arterial commercial corridor and is compatible with surrounding land uses and existing zoning patterns. Rezoning the property to B-4 would eliminate an existing zoning nonconformity and is consistent with sound planning practice.

Staff recommended that the Planning Commission recommend approval of the rezoning request to the City Council for consideration and adoption following the required public hearing.

555 Justis Drive, preliminary approval of a site plan for a building addition and parking lot expansion for Tusculum Family Physicians. Motion was made, seconded, and carried to grant Preliminary Approval of a site plan for a building addition and parking lot expansion for Tusculum Family Physicians, located at 555 Justis Drive, identified as Greene County Tax Map: 087N, Group: B, Parcel: 011.01 with final administrative approval subject to all outstanding staff comments being satisfactorily addressed and upon verification of compliance with all applicable requirements and the Site Plan Approval Criteria of Zoning Ordinance Section 410.4. Staff will report at the next Planning Commission meeting that final administrative approval was granted.

Applicant / Owner Intent: The property owner, LSM LLC, proposes to construct an addition to the existing Tusculum Family Physicians medical office building and expand the on-site parking area to accommodate the increased building area. The project includes associated site improvements including new extruded concrete curbing, sidewalk connections, grading, and erosion and sediment control measures. No new public street access points are proposed and the existing driveway connection to Justis Drive will remain in the same condition.

Property: Zoning District: B-4 (Arterial) Business; Location: 555 Justis Drive (Greene County Tax Map: 087N, Group: B, Parcel: 011.01); Owner of Record: LSM LLC Total Parcel Acreage: 3.05± acres; Site Details: Plan Title: Development Plans for Tusculum Family Physicians — Addition to Tusculum Family Physicians; Existing Building Area: 7,000 sq. ft. (Medical Office, built 2018; concrete block/stucco exterior); Proposed Building Addition: 1,300 sq. ft. (26' x 50'), attached to the northeast corner of the existing structure Total Building Area (Post-Addition): 8,300 sq. ft.; Existing Parking: 21 standard spaces Proposed Additional Parking: 13 spaces Total Parking (Post-Expansion): 34 spaces; Existing access from Justis Drive is retained; no new curb cuts proposed Utilities: Water and sanitary sewer service provided by Greeneville Water Commission (public/public). Electric service provided by Greeneville Energy Authority. All utilities are existing and currently serve the site.

Stormwater: Drainage from the expanded impervious area will be accommodated by the existing on-site detention pond. No new detention infrastructure is proposed.

Analysis: The proposed project involves a 1,300 sq. ft. addition to an existing 7,000 sq. ft. medical office building and the expansion of the on-site parking area from 21 to 34 spaces, representing a net addition of 13 parking spaces. The site is an established commercial development on a 3.05-acre parcel served by all public utilities. The medical office use is a permitted use within the B-4 (Arterial) Business zoning district per Zoning Ordinance Section 711.5. The proposed building addition and parking expansion represent a modest increase in impervious area. The applicant has represented that the existing on-site detention pond has sufficient capacity to accommodate post-development stormwater runoff from the expanded impervious surfaces without the need for new detention infrastructure. No new public street access points are proposed and no changes to the existing driveway configuration are indicated. No right-of-way dedication is required.

Staff recommended granting Preliminary Approval of the site plan for the addition subject to all outstanding staff review comments being satisfactorily addressed. Upon verification of compliance with all applicable requirements and the Site Plan Approval Criteria of Zoning Ordinance Section 410.4. Staff will report at the next Planning Commission meeting that final administrative approval was granted.

Recommendation to the Greeneville City Council revision to the Greeneville Zoning Ordinance, Article III (Definitions) and Section 708, B-1 Neighborhood Business District, Text Amendments – Neighborhood Gathering Venue. Motion was made, seconded, and carried to recommend to the Greeneville City Council subject to city attorney review to amend revisions of text amendments to the Town's Zoning Ordinance Article III and Section 708, B-1 Neighborhood Business District. No existing ordinance language is removed. The amendment is additive, correcting regulatory gaps and establishing a new small-scale commercial use in the B-1 (Neighborhood Business) District.

Background: Planning staff initiated these amendments in response to a specific development inquiry involving a property in the B-1 district where a property owner seeks to operate a small event venue for private and semi-public social gatherings in combination with a planned bed and breakfast use. A review of the ordinance conducted in connection with that inquiry identified three separate gaps that this package addresses together. The amendments are presented as a coordinated package because they share a common regulatory purpose and because two of them work in combination to authorize the type of adaptive reuse the applicant has proposed.

Amendment 1 — Neighborhood Gathering Venue (*Article III and Section 708, B-1 Neighborhood Business District*)

The current ordinance does not define or list a small-scale event venue as a permitted use in B-1. The only assembly-type use in the ordinance, Places of Amusement and Assembly, is reserved for the B-4 district and is intended for substantially more intense commercial entertainment operations. The Board of Zoning Appeals cannot authorize a use that the ordinance does not provide for, and a variance is not the appropriate mechanism to permit an unlisted use. A text amendment is the only legally sound path forward.

This amendment adds a new definition, "Neighborhood Gathering Venue", to Article III and adds the use to Section 708 as a Use Permitted on Review by the Planning Commission. The use is defined as a commercial venue for private or civic social gatherings that is episodic in nature, not open to the general public as ticketed entertainment, and capped at 125 persons per event. Live musical performances, amplified entertainment, and dancing are permitted uses at the venue and may be the primary purpose of an event or incidental to a private or civic gathering. The on-premises sale of beverages, including beer where separately authorized under applicable Municipal Code provisions, is permitted as accessory to the gathering use. Commercially promoted concerts, festivals, carnivals, fairs, and similar public entertainment programming are not included within the definition and remain regulated under places of amusement and assembly.

The use-permitted-on-review mechanism assigns individualized Planning Commission oversight to each site-specific approval, ensuring that conditions addressing attendance, hours, noise, parking, lighting, and residential buffering are tailored to each property. Performance standards in the proposed Section 708.6 address maximum attendance, hours of operation and amplified sound, live performance as an incidental use only, event frequency, site plan requirements, parking, sanitation, lighting, residential buffering, conditions of approval, and revocation. All noise and hours standards defer to, and may be supplemented by, the existing Municipal Code Section 10-113 noise regulations.

This use fits the B-1 district because the district is intended to serve surrounding residential areas with low-intensity commercial activity that minimizes traffic and parking congestion. A private gathering capped at 125 persons occurring episodically rather than daily generates impacts comparable to or less than those of a restaurant or grocery store already permitted by right in B-1.

Recommendation to the Greeneville City Council revision to the Greeneville Zoning Ordinance, Article III (Definitions) Section 709, B-2 Central Business District; Text Amendments –Places of Amusement and Assembly in B-2. Motion was made, seconded, and carried to recommend to the Greeneville City Council subject to city attorney review to amend revisions of text amendments to the Town's Zoning Ordinance Article III (Definitions) and Section 709, B-2 Central Business District. No existing ordinance language is removed. The amendment is additive, correcting regulatory gaps. Paige Mengel abstained from the vote.

Amendment 2 — Places of Amusement and Assembly in B-2 (*Article III and Section 709, B-2 Central Business District*)

Places of Amusement and Assembly is currently listed only in the B-4 district under Section 711.6 and is not defined anywhere in Article III. The B-2 (Central Business) District, which serves as the

downtown commercial core and is intended to promote pedestrian activity and general public service, does not list this use despite the fact that theaters, performing arts venues, and similar facilities already operate in the B-2 corridor. This creates a documented regulatory gap that could complicate future development review and enforcement.

This amendment adds a definition for Places of Amusement and Assembly to Article III, distinguishing it from Neighborhood Gathering Venues, churches, and schools, and adds the use as a permitted use in B-2, subject to site plan approval under Section 410 of the ordinance. This is a corrective amendment that brings the ordinance into alignment with existing land uses in the downtown district.

Recommendation to the Greeneville City Council revision to the Greeneville Zoning Ordinance Article VII, Section 701, 703, and 705A, Bed and Breakfast Uses in Residential Districts. Motion was made, seconded, and carried to recommend to the Greeneville City Council subject to city attorney review to amend revisions of text amendments to the Town's Zoning Ordinance Article VII (Provisions Governing Use Districts), Sections 701, 703, and 705A. No existing ordinance language is removed. The amendment is additive, correcting regulatory gaps.

Amendment 3 — Bed and Breakfast Uses in Residential Districts (*Article VII, Sections 701 through 705A*)

The ordinance defines both Bed and Breakfast Home and Bed and Breakfast Inn in Article III, and the existing Article XIX establishes parking standards for both. However, neither use is listed as permitted in any residential district in Article VII. The definitions and parking standards exist in the ordinance but there is no district where the uses are authorized, leaving applicants and staff without a clear regulatory path for what is an anticipated form of residential adaptive reuse in Greeneville's older neighborhoods and historic areas.

This amendment closes that gap as follows. In R-1 and R-1A, Bed and Breakfast Home is added as a Use Permitted on Review by the Board of Zoning Appeals, consistent with R-1's intent to limit general business activity while allowing limited non-residential uses through individualized review, with conditions addressing owner occupancy, residential character, parking, and signage.

In R-2 and R-3, Bed and Breakfast Home is added as a permitted use with objective standards. In R-4, both Bed and Breakfast Home and Bed and Breakfast Inn are permitted, consistent with that district's existing accommodation of limited professional and service uses. Parking is already addressed by the existing Article XIX standard and requires no new regulation.

This amendment directly supports the adaptive reuse of historic residential properties and works in combination with Amendment 1 to provide a complete regulatory framework for properties operated as both a Neighborhood Gathering Venue and a Bed and Breakfast.

Analysis: Taken together, these three amendments accomplish four things the current ordinance cannot do: provide a lawful pathway for neighborhood-scale commercial gathering and entertainment uses in the B-1 district, including private event venues, civic gatherings, community dances, and small-scale amusement activities, while leaving alcohol permitting governed independently by the Beer Board under Municipal Code Chapter 2.; correct a documented gap in the B-2 district that ensures established performing arts and entertainment uses are clearly permitted; activate dormant definitions for Bed and Breakfast uses that exist in the ordinance but cannot be enforced because they are not listed in any district; and maintain clear distinctions between use categories that protect each district's character and give staff enforceable standards.

All three amendments are additive and consistent with Tennessee Code Annotated Sections 13-7-201 through 13-7-210 governing municipal zoning authority. Per Zoning Ordinance Article XIII, Sections 1301 through 1303, no text amendment becomes effective unless first submitted to the Planning Commission for approval, disapproval, or suggestions. The Planning Commission's role at this meeting is to review the proposed amendments and make a recommendation to the Greeneville City Council, which will have a first reading of the amendments followed by a public hearing before the amendments could be finalized and adopted.

Staff recommended that the Planning Commission recommend approval of the Zoning Ordinance text amendment package affecting Articles III and VII as presented and forward that recommendation to the Greeneville City Council for consideration, public hearing, and adoption.

Authorization to Submit Draft Ordinance (Version 1.1) to TDOT Aeronautics Division for Review;

Airport Overlay District. Motion was made, seconded, and carried to authorize Town’s Planning Staff to submit Version 1.1 of the proposed Airport Overlay District (AOD) ordinance to the Tennessee Department of Transportation, Aeronautics Division, for review and approval pursuant to TCA §42-6-105(b) and direct staff to return to the Planning Commission with a formal recommendation item following receipt of TDOT approval.

Background: Planning staff has prepared a draft Airport Overlay District ordinance to protect navigable airspace, reduce land use incompatibilities around the Greeneville Municipal Airport, and implement airport compatibility standards consistent with 14 C.F.R. Part 77, FAA Advisory Circular 150/5190-4B, and the Town's 2017 Comprehensive Plan. The draft was presented to the Planning Commission for introductory review.

The proposed ordinance establishes two land use compatibility areas extending along each runway approach path: an Inner Runway Approach Compatibility Area (Inner RACA) from the runway end to 6,000 feet, and an Outer Runway Approach Compatibility Area (Outer RACA) from 6,000 to 10,000 feet. The ordinance addresses land use compatibility, residential density limitations, height and airspace protection, wildlife and environmental hazards, drive- through and vehicle queue review standards, and airport noise and overflight disclosure requirements. No existing lawful uses are rendered nonconforming by adoption.

Under TCA §42-6-105(b), the adopted Airport Overlay District ordinance is subject to review and approval by the TDOT Aeronautics Division prior to taking effect. Authorization by the Planning Commission at this stage allows staff to initiate the state review process, which is estimated to require approximately 90 days including any revisions and resubmittals. Following TDOT approval, the ordinance will return to the Planning Commission for a formal recommendation to City Council, which will proceed through the standard public hearing and ordinance adoption process.

Analysis: This action authorizes staff to advance the ordinance through a required state review step. It does not constitute final adoption or approval of the ordinance. The Planning Commission will have a second opportunity to review the ordinance, consider public input, and make a formal recommendation to City Council following completion of the TDOT review process.

Staff recommended that the Planning Commission be authorize to submit the draft Airport Overlay District ordinance, Version 1.1, to the Tennessee Department of Transportation, Aeronautics Division, for review and approval pursuant to TCA §42-6-105(b), and direct staff to return to the Planning Commission with a formal recommendation item following receipt of TDOT approval.

There being no further business, the meeting adjourned.

Submitted:

Anita Ricker, Chairman

Paige Mengel, Secretary

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