

MEMORANDUM

Date: April 9, 2015
To: Planning Commission
From: Jeff Welch, Interim Executive Director
Prepared By: Jeff Archer, Senior Planner
Subject: [Northwest City Sector Plan](#) and Amendments to the General Plan and Sector Plans
Agenda Item: # 9

STAFF RECOMMENDATION

APPROVE THE 2015 NORTHWEST CITY SECTOR PLAN, ALSO AMENDING THE KNOXVILLE-KNOX COUNTY GENERAL PLAN 2033.

BACKGROUND

MPC staff completed the 2015 Northwest City Sector Plan update (attached) that amends the previously adopted 2003 Northwest City Sector Plan and the General Plan. The plan also incorporates adopted recommendations contained in the 2001 Callahan Drive Shaad Road Corridor Plan. The major sections of the plan include land use, community facilities, green infrastructure, historic resources, transportation, and five and fifteen year improvements.

The public engagement process included the use of a survey (approximately 100 responses), neighborhood and community meetings (approximately 291 attendees).

Summarized below are highlights of the plan recommendations:

1. The land use section of the plan contains three mixed-use special districts (MU-SD), located along Callahan Drive, Shaad Road, Papermill Drive. The total acreage changed from 33 to 312 acres for this proposed land use classification. These MU-SD's include recommendations for a mixture of land uses, transportation improvements, and site design guidelines.
2. The land use section also implements the standard sector plan land use classification system. The biggest change in using the new land use classifications resulted in a reduction from general commercial to more specific classifications that take the scale and location into account, such as neighborhood commercial and community commercial designations.
3. The land use section also utilizes the concept of development centers that were identified to encourage smarter and more concentrated redevelopment at various scales to create a sense of place.
4. The community facilities section incorporates a realignment to the Third Creek - North Extension.
5. The green infrastructure recommendations contain impervious coverage and tree canopy coverage data by the City's Urban Forester.
6. The historic resources section contains a new National Register property located in the West Hills neighborhood.
7. The transportation section incorporates complete streets, traffic calming, transit, and sidewalk recommendations.
8. The five and fifteen year improvement section summarizes the recommendations contained within the plan sections and adds a responsible agency.

SCHEDULE

If approved by the Metropolitan Planning Commission, the plan update will be scheduled for adoption by the Knoxville City Council on May 12th and May 26th, and by the Knox County Commission on May 26th.

ATTACHMENTS

Draft 2015 Northwest City Sector Plan

Resolution 4-C-15-SP

**KNOXVILLE-KNOX COUNTY
METROPOLITAN PLANNING COMMISSION
A RESOLUTION ADOPTING THE NORTHWEST CITY SECTOR PLAN
AND AMENDING THE KNOXVILLE / KNOX COUNTY GENERAL PLAN**

WHEREAS, the Knoxville-Knox County Metropolitan Planning Commission, a regional planning commission established pursuant to state statute, has the duty to make and adopt plans for the physical development of the City of Knoxville and Knox County; and

WHEREAS, the Metropolitan Planning Commission staff prepared a background report, containing an inventory of existing conditions and trends regarding the sector; a summary of citizen input; and provided amendment recommendations updating the 2003 Northwest City Sector Plan and Knoxville-Knox County General Plan 2033; and

WHEREAS, the 2015 Northwest City Sector Plan is consistent with the plan maps and policies of the Farragut-Knoxville-Knox County Growth Policy Plan, maintaining the Urban Growth Boundaries, Planned Growth Areas and Rural Areas of the Growth Policy Plan; and

WHEREAS, the 2015 Northwest City Sector Plan is consistent with the goals of the Knoxville-Knox County General Plan 2033, including those related to the development of a strong economy, provisions for transportation choices, development and enhancement of neighborhoods, communities and corridors, strategic investments, and protection of historic resources and water quality; and

WHEREAS, the Metropolitan Planning Commission staff held four public meetings and conducted a citizen survey to solicit public input and incorporated the input into this plan; and

WHEREAS, the 2015 Northwest City Sector Plan includes recommendations concerning land use, transportation, community facilities, green infrastructure, historic resources, and includes a five and fifteen year plan with proposed implementation methods, including capital improvements.

NOW, THEREFORE, BE IT RESOLVED BY THE KNOXVILLE-KNOX COUNTY METROPOLITAN PLANNING COMMISSION:

SECTION 1: The Commission hereby adopts the 2015 Northwest City Sector Plan and amends the General Plan.

SECTION 2: The Planning Commission further recommends that the Knoxville City Council and Knox County Commission adopt the plan and amend the General Plan.

SECTION 3: This Resolution shall take effect upon its approval.

Date

Chairman _____

Secretary _____

March 30, 2015

Dear MPC Commissioner:

RE: MPC File Number 4-C-15-SP, Agenda Item # 9

The Community Forum, established in 1987, is an organization that includes representatives from many neighborhoods in the City of Knoxville and Knox County.

We ask that all references to PlanET be deleted from the Northwest City Sector Plan.

At the April 9th MPC meeting, you will consider a proposed Northwest City Sector Plan. The issues with this plan extend beyond the Northwest City Sector. This plan is of grave importance and urgency to all City and Knox County neighborhoods because in addition to specific recommendations for the Northwest City land use, community facilities, green infrastructure, historic resources, and transportation, MPC staff has incorporated the PlanET Playbook and its ET Index by reference and woven PlanET's vague terms and objectives into the fabric of the sector plan. PlanET is not part of the comprehensive state-mandated planning and zoning process and all references to it should be deleted from the sector plan.

PlanET's general visionary plan for five East Tennessee counties has been elevated to the same level as the state-mandated Knoxville-Knox County Growth Plan and the Knoxville-Knox County General Plan which incorporates the Sector Plans. Since 2008 Tennessee law has required the Planning Commission to certify the general and sector plans to the City Council and County Commission and to request that the legislative bodies adopt these plans. When adopted, all land use decisions made by MPC and the legislative bodies must be consistent with the general plan and the sector plans. See Tennessee Code §13-3-304.

The Northwest City Sector Plan should be the end result of the planning process. Any concepts from planning references or PlanET should be written specifically in the plan. Instead, PlanET has been incorporated by reference into the sector plan. **The Sector Plan now contains two separate plans with conflicting terms and concepts, one within the other, guaranteeing endless future arguments as to its intent and meaning.**

Unlike state-mandated plans under Tennessee law, PlanET was developed without formal processes, without required public notice, without recommendations from public bodies, and without notice of possible use in future land use decisions. PlanET has not been adopted by Knoxville City Council or Knox County Commission. The visionary planning was done by representatives in five counties, not Knoxville and Knox County residents with the understanding that it was to be a part of future sector plans.

PlanET was developed under a three year budget for “Sustainable Development” from the U.S. Department of Housing and Urban Development (HUD) to establish a “vision” for five East Tennessee counties (Anderson, Blount, Knox, Loudon, and Union). By design, PlanET did not generally include local communities and neighborhoods. At the Sustainable Communities Leadership Academy called “Transition to Implementation” in Salt Lake City, January 2014, the PlanET project goal was summarized:

“The most significant remaining challenge for the consortium is to get key players to endorse the playbook. **Rather than pushing for community level adoption** of the playbook, the intention is for the playbook to serve as a guide and resource tool for local government as they pursue their own individual goals and priorities. The playbook will be distributed across the region well into 2014 with the hopes that the work of PlanET becomes embedded in each organization’s strategic plan.” (Emphasis added)

The Northwest City Sector Plan is the first sector plan to incorporate PlanET. The Northwest County Sector Plan is in process. We strongly believe that City of Knoxville and Knox County neighborhoods should determine the future planning and zoning of their communities. For these valid

reasons, we ask that all references to PlanET, the PlanET Playbook, Index, etc., be deleted from this and future sector plans.

Sincerely,

Ms. Sue Mauer

Chairperson, Community Forum

8824 Farmington Dr.

Knoxville, TN 37923

690-0269



Betty Jo Mahan <bettyjo.mahan@knoxmpc.org>

[MPC Comment] Agenda Item # 9 and MPC File Number 4-C-15-SP.

1 message

'b chandler' via Commission <commission@knoxmpc.org>

Mon, Mar 30, 2015 at 5:52 PM

Reply-To: bjc22000@yahoo.com

To: "commission@knoxmpc.org" <commission@knoxmpc.org>

I understand at the MPC April 9th meeting the proposed Northwest City Sector Plan will be considered as the above referenced agenda item and MPC file number. I am respectfully asking that all references to PlanET, the PlanET Playbook and PlanET Index be removed from the Northwest City Sector Plan.

Kind regards

Barbara Chandler

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This message was directed to commission@knoxmpc.org



TO: Metropolitan Planning Commissioners
FROM: Jeff Welch, MPC Interim Executive Director
PREPARED BY: MPC Staff
DATE: April 2, 2015
SUBJECT: *Northwest City Sector Plan Clarification Memo*
Agenda Item 4-C-15-SP

Relationship between PlanET& Sector Plan Updates

Summary

The Northwest City Sector Plan update is on the MPC's April 9th agenda for consideration and approval. Comments have been received regarding the use of PlanET products during the update process. Provided below is an explanation of the issues involved, and staff's belief that the sector plan update was conducted properly and respects plan consistency requirements.

Comments Received

MPC staff received two separate written statements regarding the update of the Northwest City Sector Plan, which is scheduled for reviewed by the Metropolitan Planning Commission on April 9, 2015.

The comments addressed PlanET, and are summarized in the following quoted text:

"..... MPC staff has incorporated the PlanET Playbook and its ET index by reference and woven PlanET's vague terms and objectives into the fabric of the sector plan. PlanET is not part of the comprehensive state-mandated planning and zoning process and all references to it should be deleted from the sector plan." and

"Any concepts from planning references or PlanET should be written specifically in the plan. Instead, PlanET has been incorporated by reference into the sector plan.

The Sector Plan now contains two separate plans with conflicting terms and concepts, one within the other, guaranteeing endless future arguments as to its intent and meaning.”

Copies of the full text of the written statements are available upon request.

Staff Response

MPC acknowledged these comments by offering clarification of the references to the PlanET process in two places in the draft Northwest City Sector Plan:

On page 1 of the draft plan update, the following paragraph is proposed:

The sector plan borrows sound planning principles from the PlanET regional partnership. It is noted that Knoxville City Council and Knox County Commission have not adopted the PlanET regional plan. However, recommendations such as those related to “strong cities and towns and dynamic new centers along existing transportation corridors” are both contained in PlanET and relevant to the Northwest City Sector.

On page 3 of the draft plan update, the following paragraph is proposed:

The PlanET regional plan and products have not been formally adopted, but strong fundamental principles found within PlanET are contained in the Northwest City Sector Plan. Recommendations related to redevelopment of business activity centers, transportation corridor aesthetics, and reuse of properties already served by urban infrastructure and utilities are mentioned in PlanET, and follow widely accepted redevelopment practices.

Explanation / Clarification

MPS staff is **not** attempting to incorporate PlanET into the Northwest City Sector Plan or imply in any way by that PlanET is an adopted plan. In retrospect, staff is prepared to remove any language that characterizes PlanET as a ‘plan’ since its products represent an information source provided for community consideration.

What is PlanET?

PlanET was a process that took place over several years and involved thousands of individuals and the efforts of over 30 organizations throughout East Tennessee. The results of PlanET include over 40 community resources that can serve as tools to explore solutions to community-based solutions to specific challenges identified through this process.

PlanET did not produce a regional plan. The final product produced as part of the PlanET process was a “playbook”. The PlanET playbook is a high-level roadmap that includes a compilation of strategies that could serve as a guide for communities as they plan for their

future. The Playbook, and all the products generated by the PlanET process, are grounded in research, analysis, and extensive public input.

Any mention of PlanET process can be removed without affecting the content and recommendations in the draft Northwest City Sector Plan. The sector plan is consistent with the Knoxville-Knox County General Plan 2033, which is an adopted plan and also contains many of the same concepts found in PlanET. In addition, there have been no new land use designation categories devised to accommodate PlanET or that have not been used in previous sector plan updates. The PlanET process did not develop any specific recommendations regarding local land use designations. Staff wants to be open and transparent, and it would have been disingenuous to fail to mention that work of PlanET was consulted as an information source.

What staff is trying to communicate is the fact that PlanET process included the collection of a wealth of information including sound planning principles, some of which are relevant and have been referenced in the sector plan.

For example, during the sector plan public meetings, staff recommended mixed use community centers and neighborhood centers in appropriate areas where redevelopment opportunities are apparent. The PlanET growth concept illustrates different ways that communities can accommodate anticipated population and job growth. This concept contains general illustrations regarding creation of these centers, but the sector plan required analysis on a site-by-site basis to determine feasibility. In like fashion, three mixed use special districts for arterial corridors were recommended to improve aesthetics and limit strip commercial development, a concept explored in PlanET.

However, in both of these examples, the sector plan recommendations made are also consistent with the General Plan and were well-received by the sector plan public meeting attendees.