



**KNOXVILLE/KNOX COUNTY METROPOLITAN PLANNING COMMISSION  
PLAN AMENDMENT/REZONING REPORT**

▶ **FILE #:** 11-J-15-RZ  
11-E-15-SP

**AGENDA ITEM #:** 38  
**AGENDA DATE:** 11/12/2015

▶ **APPLICANT:** DEVELOPMENT CORP. OF KNOX CO.  
OWNER(S):

TAX ID NUMBER: 74 039-041,092-094,096,097 074-09602,09604,09605,09606,09607

[View map on KGIS](#)

JURISDICTION: Commission District 8

STREET ADDRESS:

▶ **LOCATION:** North, south sides Thorn Grove Pk, east and west sides Midway Rd.

▶ **TRACT INFORMATION:** 345.19 acres.

SECTOR PLAN: East County

GROWTH POLICY PLAN: Planned Growth Area

ACCESSIBILITY: Access is via Thorn Grove Pike, a minor arterial street with 20' of pavement width within 50' of right-of-way, or Midway Rd., a minor arterial street with 21' of pavement width within 50' of right-of-way.

UTILITIES: Water Source: Knoxville Utilities Board  
Sewer Source: Knoxville Utilities Board

WATERSHED: Holston and French Broad, Tuckahoe

▶ **PRESENT PLAN DESIGNATION/ZONING:** LDR (Low Density Residential) & O (Office) / A (Agricultural) & CA (General Business)

▶ **PROPOSED PLAN DESIGNATION/ZONING:** BP (Business Park) - Type 1 / EC (Employment Center)

▶ **EXISTING LAND USE:** Farm, homes, vacant land

▶ **PROPOSED USE:** Business park

EXTENSION OF PLAN DESIGNATION/ZONING: No

HISTORY OF ZONING REQUESTS: A plan amendment to Heavy Industrial and rezoning request to I (Industrial) zoning were denied in 2006 (7-E-06-SP/7-S-06-RZ)

SURROUNDING LAND USE, PLAN DESIGNATION, ZONING  
North: Agricultural, rural residential / LDR / A (Agricultural)  
South: I-40, Agricultural, rural residential / AG / A (Agricultural)  
East: Agricultural, rural residential / LDR, C / A (Agricultural) & C-4 (Highway & Arterial Commercial)  
West: Agricultural, rural residential / LDR / A (Agricultural)

NEIGHBORHOOD CONTEXT: This site is located in the northwest quadrant of the I-40/Midway Rd. interchange in an agricultural and rural residential portion of East Knox County zoned A (Agricultural).

**STAFF RECOMMENDATION:**

▶ **ADOPT RESOLUTION #11-E-15-SP, amending the East County Sector Plan to BP (Business Park (Type 1)) sector plan designation.**

A Business Park (Type 1) designation on the north side of Knox County's last undeveloped interstate interchange is an appropriate land use proposal, with the extension of adequate water and sewer service, and improvements to area roads. This designation will allow consideration of the proposed EC (Employment Center) zoning for this site. Although the sector plan proposes office and low density residential uses for the subject properties, this site was identified in a 2005 MPC study, prepared for The Development Corporation of Knox County, "Potential Locations for Business Park Development", as one of fifteen sites which might be considered by the Development Corporation for business park purposes. The sites were identified countywide, based on several factors, including arterial highway/interstate accessibility, appropriate terrain, locations that would not require access through or development next to low density residential neighborhoods, and availability of utilities.

▶ **RECOMMEND that County Commission APPROVE EC (Employment Center) zoning.**

EC (Employment Center) is the most appropriate zoning district for development of the proposed 345-acre business park in the northwest quadrant of the Midway Rd./I-40 interchange. It requires public review of a development plan prior to any construction.

**COMMENTS:**

The rezoning of property on Midway Road for the development of a business park will have many impacts upon the rural far east Knox County community in which the property is located. Most of these impacts will be positive and include the creation of employment opportunities for current and future residents of the community, increased awareness of the assets of the community, and improved infrastructure in the community. It is difficult to identify all the impacts the development of the business park will have on the community, and even more difficult to identify how to address these impacts in a way that enhances the community. Similarly, it is difficult to identify and assess the impact the community, and how it develops, will have on the business park. Ideally the development of the business park should complement and strengthen the community and the community should do the same for the business park.

As made clear through comments at community hearings held to solicit input on the proposed business park, and in subsequent conversations, the residents of east Knox County are very concerned about the way in which their community will develop and the need to preserve the character of the community. Given the difficulty in identifying the development pressures in the area, the lack of information regarding the tools for guiding the development of the area, and the need to more clearly develop the community's vision for the future, it is recommended that a community planning effort be undertaken for the far east Knox County area. Such a planning effort would identify:

- Community assets and character
- Growth and development issues and potential impacts
- How the community and its development can complement the business park
- Areas suitable for development and those where development should be discouraged
- Community goals and objectives (community vision)
- Tools for achieving community goals and objectives (community vision)
- Implementation schedule and persons/entities responsible for carrying out the implementation tasks

The community effort would include a substantial amount of public participation to assure that the community vision developed is shared by and supported by the community.

Knox County has agreed to help fund the preparation of a community plan for the easternmost portion of Knox County around the Midway exit in the next fiscal year (FY 2016-2017) budget. MPC will lead this community planning effort, which will build upon the East County Sector Plan and the French Broad Corridor Study. The goal will be to provide a vision for the future of the community that will provide direction for development of a strong, sustainable community.

SECTOR PLAN REQUIREMENTS FROM GENERAL PLAN (May meet any one of these):

CHANGES OF CONDITIONS WARRANTING AMENDMENT OF THE LAND USE PLAN:

INTRODUCTION OF SIGNIFICANT NEW ROADS OR UTILITIES THAT WERE NOT ANTICIPATED IN THE PLAN AND MAKE DEVELOPMENT MORE FEASIBLE:

No known road improvements have occurred recently in the area. However, if these requests are approved and a development plan is submitted, a traffic impact study will be required to be submitted for review as part of that process. It will be expected that any recommended improvements of the traffic impact study will be implemented. It is staff's understanding that KUB will extend water and sanitary sewer utilities to serve the proposed business park.

AN OBVIOUS OR SIGNIFICANT ERROR OR OMISSION IN THE PLAN:

The current sector plan calls for low density residential and office uses for the site. The locational and topographical characteristics of the site make it appropriate for Business Park Type 1 development. The site was identified in a 2005 MPC study, "Potential Locations for Business Park Development", as one of fifteen sites which might be considered by the Development Corporation for business park purposes.

CHANGES IN GOVERNMENT POLICY, SUCH AS A DECISION TO CONCENTRATE DEVELOPMENT IN CERTAIN AREAS:

To date, the Interstate 40 interchange at Midway Rd. has remained substantially rural in character. However, if these requests are approved, that will change. The final decisions on these requests will create government policy and dictate the future of the Midway Rd. interchange area.

TRENDS IN DEVELOPMENT, POPULATION OR TRAFFIC THAT WARRANT RECONSIDERATION OF THE ORIGINAL PLAN PROPOSAL:

The creation of employment centers are essential to the economy of Knox County. Because of this site's close proximity to Interstate 40 and its identification as an appropriate Knox County site for establishment of a business park, the situation warrants reconsideration of the original sector plan proposal.

REZONING REQUIREMENTS FROM ZONING ORDINANCES (must meet all of these):

THE PROPOSED AMENDMENT SHALL BE NECESSARY BECAUSE OF SUBSTANTIALLY CHANGED OR CHANGING CONDITIONS IN THE AREA AND DISTRICTS AFFECTED, OR IN THE CITY/COUNTY GENERALLY:

1. The proposed rezoning is necessary because of Knox County's need to have land available for economic development and employment centers.
2. The subject property is situated in such a way that it offers excellent access to the interstate, which is desirable for major business park employment centers.
3. The land is relatively flat and now has public water and sanitary sewer available. KUB has agreed to extend service to this area if the development proceeds.

THE PROPOSED AMENDMENT SHALL BE CONSISTENT WITH THE INTENT AND PURPOSE OF THE APPLICABLE ZONING ORDINANCE:

1. The EC zoning district, as stated in the Knox County Zoning Ordinance, is intended to encourage development of business parks and other employment centers that will contribute to the future economic well-being of Knox County. It provides standards and procedures that will minimize any conflicts or adverse impacts of these developments with other properties, public roads or facilities. It provides a zoning district for use in areas meeting the locational standards for industrial parks and technology-based development contained in the Knoxville-Knox County General Plan. And, it provides a zoning district for business and technology park development that requires site plan review and complies with the requirements of the Knoxville-Knox County-Farragut Growth Policy Plan.
2. Based on the above description of the EC zoning district, staff has determined that EC is the most appropriate zoning district for development of a business park at this location.

THE PROPOSED AMENDMENT SHALL NOT ADVERSELY AFFECT ANY OTHER PART OF THE COUNTY, NOR SHALL ANY DIRECT OR INDIRECT ADVERSE EFFECTS RESULT FROM SUCH AMENDMENT:

1. Public water and sewer will be available from KUB, but will need to be extended to serve this site.
2. The request will not have any impact on the school system.
3. The business/light industrial park development of 345 acres will take years to construct and will involve utility extension and expansion, as well as new street development. It is expected that full development will

generate approximately 33,000 vehicle trips per day and 1,600 truck trips per day.

4. The impact to the streets will be addressed via a traffic impact study that will be required as part of the concept subdivision and use on review approval process. Access points and traffic patterns will be assessed in accordance with the required traffic impact study as part of the development plan review for this business park.

5. Although this request and recommendation represent a change to the rural character of this area, it should be noted that the sector plan LDR and Office proposals would also change the rural character of the area. In addition, there are 135 acres of undeveloped commercially zoned property at this interchange presently, which can be developed at any time, subject only to the requirements of the C-4 (Highway and Arterial Commercial) zone. No site plan review by MPC would be required under its current C-4 zoning.

6. Low density residential development of 345 acres would allow up to 1725 residences to be proposed for the site, which would generate approximately 17,250 vehicle trips per day and would add approximately 890 school aged children to the area population.

THE PROPOSED AMENDMENT SHALL BE CONSISTENT WITH AND NOT IN CONFLICT WITH THE GENERAL PLAN OF KNOXVILLE AND KNOX COUNTY, INCLUDING ANY OF ITS ELEMENTS, MAJOR ROAD PLAN, LAND USE PLAN, COMMUNITY FACILITIES PLAN, AND OTHERS:

1. With the recommended sector plan change to Business Park (Type 1), the recommended EC (Employment Center) zoning will be consistent with the sector plan.

2. If approved, this request could lead to future requests for rezonings within this area, subject to additional East County Sector Plan amendment requests.

3. The site is shown for Planned Growth on the Knoxville Knox County Growth Policy Plan.

4. Any development of this property, for either office or business park/light industrial uses, would be subject to any applicable local, state or federal permits to address such issues as drainage, flooding, water quality, and air and noise pollution.

5. The intent of and policies for the Business Park Type 1 proposed land use designation (as outlined in the East County Sector Plan) are attached.

Upon final approval of the rezoning, the developer will be required to submit a development plan for MPC consideration of use on review approval prior to the property's development. The plan will show the property's proposed development, landscaping and street network and will also identify the types of uses that may be constructed. Grading and drainage plans will be required at this stage, as determined by Knox County Engineering and MPC staff.

State law regarding amendments of the general plan (which include Sector Plan amendments) was changed with passage of Public Chapter 1150 by the Tennessee Legislature in 2008. The law now provides for two methods to amend the plan at TCA 13-3-304:

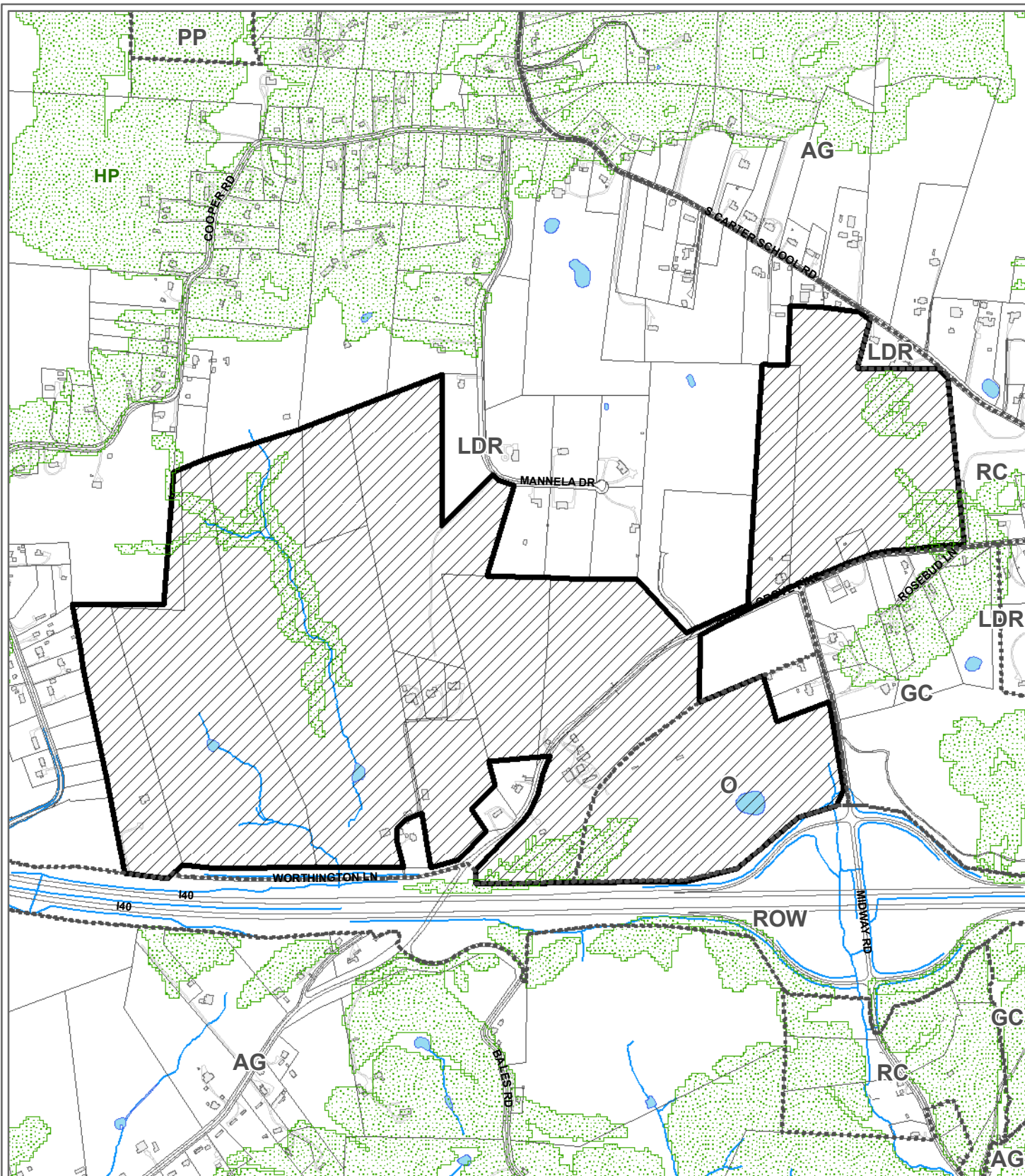
1. The Planning Commission may initiate an amendment by adopting a resolution and certifying the amendment to the Legislative Body. Once approved by majority vote of the Legislative Body, the amendment is operative.

2. The Legislative Body may also initiate an amendment and transmit the amendment to the Planning Commission. Once the Planning Commission has considered the proposed amendment and approved, not approved, or taken no action, the Legislative Body may approve the amendment by majority vote and the amendment is operative.

ESTIMATED TRAFFIC IMPACT: Not required.

ESTIMATED STUDENT YIELD: Not applicable.

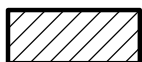
If approved, this item will be forwarded to Knox County Commission for action on 12/21/2015. If denied, MPC's action is final, unless the action to deny is appealed to Knox County Commission. The date of the appeal hearing will depend on when the appeal application is filed. Appellants have 30 days to appeal an MPC decision in the County.



**11-E-15-SP / 11-J-15-RZ  
EAST COUNTY SECTOR PLAN AMENDMENT**

From: LDR (Low Density Residential) & O (Office)

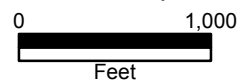
To: BP (Business Park) - Type 1



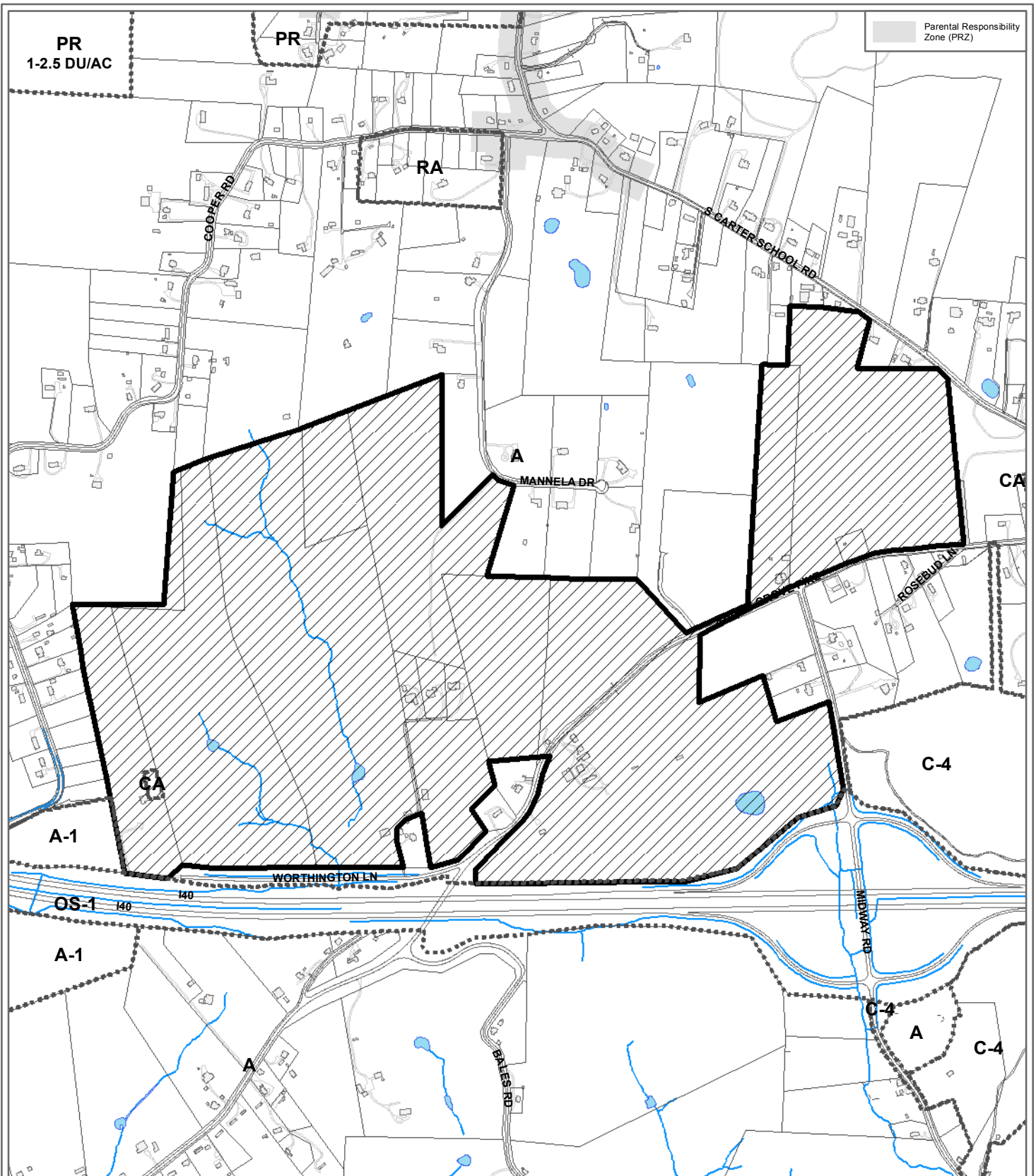
Petitioner: The Development Corporation of  
Knox County

Map No: 74

Jurisdiction: County



Original Print Date: 10/27/2015      Revised: 11/5/2015  
Metropolitan Planning Commission \* City / County Building \* Knoxville, TN 37902



**11-J-15-RZ  
REZONING**

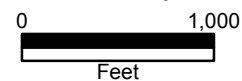
From: A (Agricultural) & CA (General Business)  
To: EC (Employment Center)



Petitioner: The Development Corporation of  
Knox County

Map No: 74

Jurisdiction: County



Original Print Date: 10/27/2015      Revised: 11/5/2015  
Metropolitan Planning Commission \* City / County Building \* Knoxville, TN 37902

**KNOXVILLE-KNOX COUNTY  
METROPOLITAN PLANNING COMMISSION  
A RESOLUTION AMENDING THE EAST COUNTY SECTOR PLAN**

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

**WHEREAS**, the Metropolitan Planning Commission pursuant to state statute has prepared and adopted the Knoxville-Knox County General Plan 2033, as the official comprehensive plan for Knoxville and Knox County; and

**WHEREAS**, the Council of the City of Knoxville and the Commission of Knox County have adopted the Knoxville Knox County General Plan 2033, as the official comprehensive plan for Knoxville and Knox County; and

**WHEREAS**, the Metropolitan Planning Commission has prepared the Knox County Future Land Use Map, a portion of which is contained within the East County Sector Plan, consistent with the requirements of the General Plan; and

**WHEREAS**, the Knoxville-Knox County General Plan 2033, provides criteria for periodic updates and amendments of the land use maps contained within plans initiated by the Planning Commission or in response to applications from property owners; and

**WHEREAS**, The Development Corporation of Knox County has submitted an application to amend the Sector Plan from Low Density Residential and Office to Business Park Type 1, for property described in the application; and

**WHEREAS**, the Metropolitan Planning Commission staff recommends approval of a revised amendment to the East County Sector Plan, consistent with General Plan requirements that such amendment represents either a logical extension of a development pattern, or is warranted because of changing conditions in the sector as enumerated in the Plan; and

**WHEREAS**, the Metropolitan Planning Commission, at its regularly scheduled public hearing on November 12, 2015, after consideration of the staff recommendation and testimony from those persons in support and opposed to the plan amendment, approved the amendment for the subject property, as requested, and/or amended.

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

*SECTION 1: The Planning Commission hereby adopts the revised amendment to the East County Sector Plan, with its accompanying staff report and map, file #11-D-15-SP.*

*SECTION 2: This Resolution shall take effect upon its approval.*

*SECTION 3: The Planning Commission further recommends that The Knox County Commission likewise consider this revised amendment to the General Plan 2033.*

\_\_\_\_\_  
Date

\_\_\_\_\_  
Chairman

\_\_\_\_\_  
Secretary

**INDUSTRIAL AND WAREHOUSE/DISTRIBUTION LAND USE CLASSIFICATIONS (continued)**

**Business Park (BP) Type 1**

Primary uses are light manufacturing, office and regionally-oriented warehouse/distribution services in which tractor-trailer transportation is to be a substantial portion of the operations. A zoning category which requires site plan review is expected in the development or redevelopment of such areas. Site plans shall address landscaping, lighting, signs, drainage, and other concerns that are raised in the rezoning process. Substantial landscaped buffers are expected between uses of lesser intensity, particularly residential, office and agricultural uses.

<p><b>Location Criteria:</b></p> <ul style="list-style-type: none"> <li>• Relatively flat sites (predominant slopes less than 6 percent) out of floodplains</li> <li>• Relatively large sites (generally over 100 acres)</li> <li>• Away from low and medium density areas or where truck traffic would have to go through such areas</li> <li>• Areas with freeway and arterial highway access (generally within two miles of an interchange)</li> <li>• Rail access is a consideration</li> <li>• Can be served with sanitary sewer, water, natural gas</li> </ul>	<p><b>Recommended Zoning and Programs:</b></p> <p><b>City:</b> I-1, C-6, PC-2 or a new Planned Industrial Park zone</p> <p><b>County's Planned Growth and Rural Areas:</b> EC</p>	<p><b>Other Zoning to Consider:</b></p> <p>PC</p>
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**Business Park (BP) Type 2:**

Primary uses are light manufacturing, offices, and locally-oriented warehouse/distribution services. Retail and restaurant services, which are developed primarily to serve tenants and visitors to the business park can be considered. A zoning category which requires site plan review is expected in the development or redevelopment of such areas. Site plans must include provisions for landscaping, lighting and signs. Substantial landscaped buffers are necessary between uses of lesser intensity, particularly residential, office and agricultural uses.

<p><b>Location Criteria:</b></p> <ul style="list-style-type: none"> <li>• Relatively flat sites (predominant slopes less than 6 percent) out of floodplains</li> <li>• Relatively large sites (generally over 100 acres)</li> <li>• Away from low and medium density areas or where truck traffic would have to go through such areas</li> <li>• Freeway and arterial highway access (generally within two miles of an interchange)</li> <li>• Rail access is a consideration</li> <li>• Sites that can be served with sanitary sewer, water and natural gas</li> </ul>	<p><b>Recommended Zoning and Programs:</b></p> <p><b>City:</b> I-1, C-6, PC-2 or a new Planned Industrial Park zone</p> <p><b>County's Planned Growth and Rural Areas:</b> EC</p>	<p><b>Other Zoning to Consider:</b></p> <p>PC</p>
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**PARK, PUBLIC INSTITUTIONAL, OTHER OPEN SPACE & ENVIRONMENTAL PROTECTION**

**Public Parks and Refuges (PP)**

This land use classification contains existing parks, wildlife refuges or similar public or quasi-public parks, open spaces and greenways. It also contains quasi-public spaces, which are owned by civic or related organizations. Location criteria is not needed relative to large components of the park system, like community, district and regional parks and refuges; these areas are generally established through capital expenditures or land transfers from state or federal governments.

<p><b>Location Criteria:</b></p> <ul style="list-style-type: none"> <li>• Neighborhood parks, squares and commons should be within ¼ mile of residents in the traditional residential areas (particularly the 'Heart of Knoxville') and within ½ mile of residents within the balance of the city and county's Planned Growth area.</li> <li>• Greenways should be located along or within the flood plains of streams and rivers/reservoirs. Other potential locations include ridges and utility corridors.</li> </ul>	<p><b>Recommended Zoning and Programs:</b></p> <p><b>City:</b> OS-1</p> <p><b>County's Planned Growth and Rural Area:</b> OS, E and OC</p> <p>A new zone should be created to designate parks, schools and similar institutional lands for both city and county jurisdictions.</p>	<p><b>Other Zoning to Consider:</b></p> <p>Other zones that allow parks and open space as permitted uses</p>
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THE  
**Development  
Corporation**  
OF KNOX COUNTY

**STATEMENT IN SUPPORT OF SECTOR PLAN AMENDMENT AND REZONING  
MPC FILE NO. 11-E-15-SP  
MPC FILE NO. 11-J-15-RZ**

**MIDWAY ROAD PROPERTY**

17 Market Square, #201, Knoxville, Tennessee 37902-1405  
p. 865.546.5887 | f. 865 546 6170 | [www.knoxdevelopment.org](http://www.knoxdevelopment.org)

**STATEMENT IN SUPPORT OF SECTOR PLAN AMENDMENT AND REZONING**

**MPC FILE NO. 11-E-15-SP**

**MPC FILE NO. 11-J-15-RZ**

**MIDWAY ROAD PROPERTY**

**B A C K G R O U N D**

**INTRODUCTION**

The Development Corporation of Knox County owns approximately 345 acres of vacant land on the north side of Interstate 40 near the interchange of Interstate 40 and Midway Road. TDC acquired the property in early fall of 2006.

At the time of the acquisition, the property was believed to have a sector plan designation of BP (Business Park)(Type 1)) and, in the area close to the Interstate exchange, a designation of C (Commercial). The zoning of the property was believed to be PC (Planned Commercial), limited to EC (Employment Center) zone uses for the BP (Type 1) areas and EC and SC (Shopping Center) uses within the C area. The belief was based upon actions taken by the Knoxville/Knox County Metropolitan Planning Commission on July 13, 2006 and by the Knox County Commission on August 26, 2006 on an application for a sector plan amendment and re-zoning for the property. Litigation was subsequently filed by opponents of the business park, and the Chancery Court issued a memorandum opinion indicating that action was not properly taken on the sector plan and re-zoning application, which left the previous sector plan and zoning designations in place.

In the 2010 East Knox County Sector Plan (approved by Knox County Commission on June 27, 2011), the property is designated as LDR (Low Density Residential) on the bulk of the property and O (Office) in the area closest to the Interstate interchange. Most of the property is currently zoned A (Agricultural), with a very small tract near the western end of the property (a former billboard site) zoned CA (General Business).

[1]

Substantial changes have occurred in Knox County and in the area of the property since the land use designation of LDR/O and the zoning designation of A/CA, and since the 2006 sector plan amendment/re-zoning application. Based on those changes, The Development Corporation of Knox County seeks amendment of the sector plan designation and the zoning of the property to permit the development and use of the property as a business park as intended at the time of acquisition.

### THE APPLICANT

The Applicant is The Development Corporation of Knox County (“TDC”), a Tennessee non-profit, public benefit corporation.

TDC was formed in 1991 by the Knox County Executive and three Knox County Commissioners to promote local economic development. Specifically, TDC’s purpose is to cooperate and act jointly with Knox County, Tennessee and the political subdivisions and public agencies located therein in the promotion and stimulation of economic and community development within Knox County.

The members of the Board of Directors of TDC are the Knox County Mayor, the Chairman of the Knox County Commission, the Vice Chairman of the Knox County Commission, one additional member of the Knox County Commission and the Mayor of the City of Knoxville, plus seven members appointed by Knox County and one member appointed by the City of Knoxville.

TDC is committed to promoting and nurturing the long-term, quality growth of the regions’ business environment. As the property owner and manager of six business parks located throughout Knox County, TDC is focused on maintaining a sufficient inventory and diversity of business park properties to meet the needs of new and expanding businesses.

In addition to management and development of business parks, TDC provides a variety of services related to local economic development. For example:

- TDC partners with Knox County, the City of Knoxville, the Knoxville Chamber and Innovation Valley on local and regional economic development.
- TDC provides assistance to businesses through local incentive programs, state assistance programs and TVA assistance programs.

- TDC provides administrative services to the Industrial Development Board of The County of Knox, The Industrial Development Board of the City of Knoxville, The Industrial Development Board of the City of Knoxville for the Downtown Cinema, Inc., and The Health Educational and Housing Facility Board of the County of Knox.
- By inter-local agreement, the TDC Board serves as the governmental Joint Economic and Community Development Board required by state law in connection with comprehensive growth plans.

Knox County provides funding to TDC for acquisition and development of business parks. All of the funds for the acquisition and development of the proposed Midway Business Park have come from Knox County, either through direct grants for the Midway Business Park (\$7.5 million) or through sale by TDC of other County-funded development sites.

**THE PROPERTY**

The property consists of approximately 345 acres in East Knox County, located on the north side of Interstate 40 near Exit 402 – Midway Road, with frontage on Interstate 40, Midway Road and Thorn Grove Pike (the “Property” or the “Midway Road Property”). The Property includes the northwest quadrant of the I-40/Midway Road interchange—the last undeveloped interstate interchange in Knox County. **See Appendix, Items 1 and 5.**

TDC acquired the Property in 2006, following an MPC-managed search for suitable business park development sites. The site was identified in the October 2005 MPC study titled “Potential Locations for Business Park Development” as one of fifteen sites which might be considered for business park purposes. The sites were identified countywide, based on several factors, including arterial/interstate accessibility, appropriate terrain, locations that would not require access through low density residential neighborhoods, and availability of utilities.

**CURRENT SECTOR PLAN AND ZONING DESIGNATIONS**

The current sector plan and zoning designations for the Property are as follows:

Sector Plan	LDR (Low Density Residential) and O (Office) (in the southwest corner of the Property near the Interstate interchange)
Zoning	A (Agricultural), with a very small tract near the western end of the Property zoned CA (General Business)

**See Appendix, Items 3 and 4.**

At TDC’s request, a Research Associate for the Metropolitan Planning Commission reviewed historic sector plan and zoning designations for the Property. Knox County first adopted a zoning ordinance in 1941. The oldest zoning records available (a zoning map circa 1950) indicate that the Property has been zoned Agricultural for at least the last sixty-five years, with the exception of the small area zoned CA. **See Appendix, Item 2.** MPC records indicate that the small parcel at 8801 Worthington Lane was rezoned from Agricultural to Commercial in 1976 to permit the construction of two billboards. The area has seen dramatic change in the last sixty-five years, including the construction and expansion of Interstate 40, massive utility improvements, population increases and other changes.

The first East County Sector Plan was adopted in 1981. Since then, the Sector Plan designation for the Property has been as follows:

<u>Date</u>	<u>Designations</u>
1981	Agricultural/Rural Residential/Vacant Open Space Network
1989	Agricultural/Rural Residential/Vacant Open Space Network
1995	Agricultural/Rural Residential Highway-Oriented Commercial
2001	Agricultural/Rural Residential Low Density Residential Office
2010	Low Density Residential Office

**CONDITIONS AFFECTING  
KNOX COUNTY AND THE  
MIDWAY ROAD PROPERTY**

Substantial changes have occurred in conditions affecting the Midway Road Property and in conditions affecting Knox County in general. The portion of the East County Sector in which the Property is located is no longer an isolated portion of the county with limited utility access. Changes include, among other things:

- Introduction of significant utilities that were not anticipated earlier, including a new water main, electrical substation, electrical switching station and increased waste water treatment capacity.
- Substantial improvement in existing utilities.
- Confirmation of adequate capacity in the existing waste water distribution system and the feasibility of connection of the Midway Road Property to an existing waste water treatment facility, eliminating the need for an on-site treatment facility.
- Substantial increases in traffic along Interstate 40.
- Changes in governmental planning and policy, including a decision to concentrate business park development along interstate corridors near interstate interchanges and to encourage job growth in sectors other than retail, medical services, education and government.
- Trends in development of business parks which make business parks more compatible with open space and low density residential areas.
- Trends in population indicating growth and anticipated growth in the East County Sector, as further confirmed by expansion of educational facilities in the area to meet those needs.

### **ROADS AND UTILITIES**

#### **IMPROVEMENTS IN POTABLE WATER SERVICE TO THE SITE**

Around 1989, KUB took over the potable water distribution system serving this area from the former East Knox Utility District. With KUB as both the potable water provider and distribution system operator, this area of East Knox County is now under the jurisdiction of a large, stable utility operator.

In 2005, KUB finished the construction of a new 16" diameter water main through the site. Previously, there was only a 4" diameter water line that served the area. Thus, the addition of this new 16" diameter water main increased the water capacity by a factor of approximately 17 times the previously available capacity.

#### **IMPROVEMENTS IN ELECTRIC POWER SERVICE TO THE SITE AND SURROUNDING AREA**

In 2015, TVA and KUB energized new electric power distribution infrastructure facilities on part of the property originally acquired by TDC for the business park. TVA

constructed a new electric power switching station on the site, and TVA's switching station provides a direct electric power feed from Douglas Dam and Bull Run power plant as well as the John Sevier electric switch yard (which has direct electric power feed from Watts Bar Nuclear Plant, Cherokee Dam and the John Sevier power plant).

Adjacent to TVA's switching yard and simultaneously with construction of the new TVA switching station, KUB constructed a new electric power in-feed and substation. The proposed business park can now serve loads from 25 MW up to 100 MW at voltages of 13.2 kV, 69 kV and 161 kV. These 2015 changes in the electric power distribution capabilities give the Midway Road Property uniquely superior access to electric power availability, voltages and reliability that is almost unmatched anywhere else in KUB and TVA systems.

#### **IMPROVEMENTS IN SANITARY SEWER FACILITIES**

In 1994, KUB took over the ownership and management of the Eastbridge Wastewater Treatment Plant ("Eastbridge Plant") located on the Holston River. At the time KUB took over ownership and management of the Eastbridge Plant, the permitted average design flow was 0.2 million gallons per day. Today, the permitted average flow is of the Eastbridge Plant has increased to 1.33 million gallons per day of which approximately 1 million gallons per day of excess capacity is currently available to serve new customers. The Eastbridge Plant would serve the proposed Midway Business Park development.

In 2015, KUB and TDC commissioned an engineering study by Cannon and Cannon, Inc. (CCI) to evaluate the anticipated needs and options for dealing with future sanitary sewer loads from the proposed Midway Business Park. The result of CCI's study was a projected sanitary sewer average daily load at full build-out from the proposed business park of 276,000 average gallons per day. Based on this projected loading, KUB and CCI determined that it is now feasible to extend wastewater distribution lines from the proposed business park to a tie-in point on the existing wastewater trunk line near Asheville Highway and Carter School Road. This existing trunk line is connected to a wastewater distribution system that flows to the Eastbridge Plant. CCI also determined that there is ample, existing capacity at the Eastbridge Plant to handle the projected wastewater load from the proposed Midway Business Park.

**For a map of recent utility improvements, see Appendix, Item 6.**

## GOVERNMENTAL POLICIES AND ACTIONS

### KNOX COUNTY GROWTH POLICY PLAN

Tennessee Public Chapter 1101 requires city and county governments to prepare a 20-year Growth Plan. The Knox County Growth Policy Coordinating Committee was formed in 1998 to prepare a local growth plan for Knoxville, Knox County, and the Town of Farragut. The plan was adopted in 2001. The goals were to:

- In conjunction with the comprehensive plans of Knoxville, Knox County and Farragut, provide a unified physical design for the development of the local community;
- Encourage a pattern of compact and contiguous development to be guided into urban areas and planned growth areas;
- Establish an acceptable and consistent level of public services and community facilities and ensure timely provision of those services and facilities;
- Promote the adequate provision of employment opportunities and the economic health of the region;
- Conserve features of significant statewide or regional architectural, cultural, historical, or archaeological interest;
- Protect life and property from effects of natural hazards, such as flooding;
- Take into consideration such other matters that may be logically relate to or from an integral part of a plan for the coordinated, efficient and orderly development of the local community; and
- Provide for a variety of housing choices and assure affordable housing for future population growth.

The property around exit 402 along Interstate 40, and more specifically the Property currently owned by TDC in this vicinity, was designated in Knox County's Growth Policy Plan of 2001 as "Planned Growth." **See Appendix, Items 7 and 8.** EC (Employment Center) zoning on TDC Property would permit the development of the proposed Midway Business Park, which would clearly "promote the adequate provision of employment opportunities and the economic health of the region."

The TDC Board, which manages economic development programs for Knox County and which also serves as the Joint Economic and Community Development Board in Knox County for growth and economic development policy matters, approved the Midway Business Park and the filing of this application for a sector plan amendment and re-zoning.



## GOVERNMENTAL STUDIES

The Metropolitan Planning Commission prepared two separate countywide studies, in 2002 and 2005, both of which identified the Midway Road Property as a potential site for business park development.

The 2002 study was titled “An Inventory of Potential Sites for Business and Office Parks.” **See Appendix, Item 9.** In this study, TDC’s Property at Midway Road Property was identified as a potential business and office park site. The location principals used in identifying the potential business and office park sites included:

- Appropriate terrain
- Sufficiently large vacant land areas and range of locations
- Compatibility with surrounding uses
- Transportation access
- Availability of utilities

The 2005 study was titled “Potential Locations for Business Park Development,” and once again the Midway Road Property was identified as a potential business park site. **See Appendix, Item 10.** The location principals used in the 2005 study to identify sites for potential business parks also included:

- Appropriate terrain
- Sufficiently large vacant land areas and range of locations
- Compatibility with surrounding uses
- Transportation access
- Availability of utilities

A review of existing land uses in the East County Sector clearly shows the need for additional employment centers to provide jobs for East Knox County and clearly shows the Midway Road interchange as the next logical location for business development. **See Appendix, Item 11.** Note that the nearest interchange at Strawberry Plains Pike is fully developed.

Thus, two separate governmental studies conducted by Knoxville and Knox County’s professional planning staff, using basic planning principals, identified TDC’s Midway Road Property as suitable for future business park development.

## EDUCATION AND WORKFORCE

Within the past two years, East Knox County has been the beneficiary of several major decisions by Knox County Government, the State of Tennessee, Knox County Schools and the Tennessee Board of Regents over where strategic investment in new

educational facilities would be made to better educate and prepare individuals for jobs. All of these governmental policy decisions regarding the types and locations of new investments in education facilities have supported a workforce shift toward technology-based jobs in Knox County and East Tennessee. These new education facilities include:

- A new Carter Elementary School was constructed and opened in 2013 at 8455 Strawberry Plains Pike. This new elementary school which serves the children of East Knox County is only 6.5 miles away from the proposed Midway Business Park.
- Pellissippi State Community College's Strawberry Plains Campus began offering coursework in August 2012 and has more than 220,000 square feet of space. With this campus located at 7201 Strawberry Plains Pike, it is at the next Interstate interchange, only 5 miles away from the proposed Midway Business Park.
- Knox County Schools' Career Magnet Academy (CMA), opened in August of 2014. It offers high school students the chance to graduate from high school and earn an Associate's degree from Pellissippi State Community College in one of four career paths: Advanced Manufacturing, Homeland Security, Sustainable Living, or Teacher Preparation. As students' progress through CMA, they transition from being solely Knox County Schools high school students to being dually enrolled in Knox County Schools and at Pellissippi State Community College. Graduates leave with their Associate's degree and are workforce trained. Pellissippi State Community College's Strawberry Plains campus is shared with CMA and is only 5 miles away from the proposed Midway Business Park.
- The Megalab was opened in September 2015 on the joint campus of Pellissippi State Community College and Knox County Schools' Career Magnet Academy (CMA). The Megalab is a partnership serving the students of Pellissippi State Community College, the Tennessee College of Applied Technology (TCAT) of Knoxville, and CMA. The Megalab was developed to be an economic and workforce development partnership initiative. It houses equipment for advanced manufacturing, additive manufacturing (3D printing), homeland security and sustainable living courses. Students using the Megalab will learn skills important to local industry. The Megalab will be a focal point for those pursuing certificates, degrees or other credentials in a variety of fields, including welding, automated industrial systems, industrial maintenance, cyber security and agri-economics. National associations and corporations such as the American Welding Society, FANUC Robotics and the National Institute for Metalworking Skills will offer credentials to students who learn in the lab. This unique local jobs training facility is only 5 miles away from the proposed Midway Business Park.

These new educational facilities which opened within the last three years near the Midway Road Property are educating and training students for the types of jobs that would be created in the nearby Midway Business Park. **See Appendix, Item 12.**

**TRAFFIC AND POPULATION**

Increases in transportation also reflect notable change in the area around the Midway Road Property. Beginning in the early to mid-1990s, Midway Road became one of the top three most trafficked areas in East Knox County (East County Sector Plan, 1993). This shift was mirrored elsewhere in the region—the closest traffic count station on I-40 noted a 203% increase in traffic between 1980 and 2010 (TDOT). Similarly, the Midway Road station reported an increase in traffic counts between 1985 and 2010 of 67% (TDOT). These increases, along with improvements in the 1990s to area arterial roads such as Midway Road, Kodak Road, and Thorn Grove Pike (East County Sector Plan, 1995), speak to the considerable changes in traffic and road conditions that have occurred in East Knox County in recent years.

The population of Knox County has increased by 56% over the last 40 years (U.S. Census Bureau).

<b>POPULATION GROWTH IN KNOX COUNTY, 1970-2010</b>					
Area	1970	1980	1990	2000	2010
Knox County	276,293	319,694	335,749	382,032	432,226
Knoxville (city)	174,587	175,045	169,761	173,890	178,874

Further, the balance of the local population has shifted in recent decades, and the majority of the Knox County population now lives in the portions of the County outside the City of Knoxville. This represents major growth in all areas of Knox County, and East County is no exception. The population of East Knox County increased by 8% from 1990-2000 alone, representing major change in the area (East County Sector Plan, 2000).

Additionally, the Tennessee Advisory Commission on Intergovernmental Relations (TACIR) and the University of Tennessee’s Center for Business & Economic Research (UT CBER) have estimated growth projections for Knox County. These projections show a 13% increase in County population by 2020 and an overall increase of nearly 40% from 2010-2060 (TACIR, UT CBER).

<b>POPULATION PROJECTIONS FOR KNOX COUNTY, 2020-2060</b>				
2020	2030	2040	2050	2060
488,993	543,302	595,787	650,120	709,346

Knox County is poised for significant growth over the next decades and must provide economic opportunities for a larger population and a changing workforce and suitable locations for the companies who will employ them.

EAST COUNTY HISTORICAL INDUSTRY BY PERCENT OF WORKING POPULATION				
<i>AGRICULTURE, FORESTRY, &amp; FISHING</i>				
1970	1980	1990	2000	2010
3.81%	3.44%	2.76%	0.81%	0%

As of 2010, zero (0%) percent of the East Knox County population reported ‘farming’ as an occupation (2010 American Community Survey, U.S. Census Bureau). This transition away from the agriculture trade is reflected also in the changing labor force of East Knox County—in 2010, production and transportation occupations made up nearly 12% of the workforce (2010 American Community Survey, U.S. Census Bureau). **See Appendix, Item 14.**

Today’s competitive environment for new jobs requires development of high quality, environmentally-sustainable sites to retain existing businesses and to attract new businesses to our area. Substantial governmental resources will be invested in Midway Business Park to help meet that need.

### **MANUFACTURING RESURGENCE**

In 2014, the International Monetary Fund reported that several factors foreshadow “a strong manufacturing presence in the U.S. and the global marketplace.” According to the Bureau of Labor Statistics, the U.S. ranks third in hours worked per year per employee (2009). The World Trade Organization ranked the U.S. second in top merchandise exporters in 2011. These are key signifiers that suggest a manufacturing resurgence in the United States. In 2014, the Wall Street Journal reported signs of resurgence in manufacturing, due in part to the renewed interest of students in technology applicable to physical products. These factors indicate that the U.S. is on a path to increased manufacturing, and that there is a workforce that is actively seeking jobs in manufacturing fields. This trend confirms the necessity of business park development.

Knox County has experienced a decline in manufacturing and distribution jobs in recent history and has long sought to increase local employment in sectors other than retail, medical services, education, and government. TDC is directly involved in that effort on behalf of Knox County and the City of Knoxville, including actively seeking sites for new and expanding employers. Space within the existing publicly-controlled business parks is very limited, particularly in relation to the number of business sites and acreage available in other cities and counties in the southeast. Land that is zoned for business parks and industrial development in Knox County is diminishing, as discussed below.

With the proposed Midway Business Park's location and availability of utilities, Knox County would be in a much more competitive position to recruit new manufacturing-based companies, to retain existing manufacturing companies and to benefit from the resurgence in manufacturing-based jobs within the United States.

**LOSS OF LAND AVAILABLE FOR ECONOMIC DEVELOPMENT**

Since 2000, 1,083 industrial acres within Knox County have been down-zoned to non-industrial zoning classifications. This includes tracts within the City of Knoxville that were down-zoned from the I-1, I-2, I-3 and I-4 zones, and tracts within Knox County outside the City of Knoxville that were down-zoned from the Industrial (I) and Light Industrial (LI) zones. [Source: Knoxville-Knox County Metropolitan Planning Commission, 2015; See Appendix, Item 13.]

During this same period of time, Knox County's population increased by approximately 18%. Knox County's population in 2000 was approximately 382,000, and Knox County's current population is approximately 450,000. With Knox County having more citizens seeking employment while at the same time having a reduction in the amount of property appropriately zoned to permit industrial and industrial-related uses, Knox County's ability to promote economic development and to facilitate the diversity of jobs and capital investment that communities seek in maintaining stability through diversity of its economic base has been severely curtailed.

**CONSISTENCY WITH INTENT AND  
PURPOSE OF ZONING ORDINANCE**

EC (Employment Center) zoning is intended to encourage development of business parks and other employment centers that will contribute to the future economic well-being of Knox County; to provide standards and procedures that will minimize any conflicts or adverse impacts of these developments with other properties, public roads or facilities; to provide a zoning district for use in areas meeting the locational standards for industrial parks and technology-based development contained in the Knoxville-Knox County General Plan; and to provide a zoning district for business and technology park development that requires site plan review and complies with the requirements of the 2001 Knoxville-Knox County-Farragut Growth Policy Plan.

Based on the above description, EC (Employment Center) is an appropriate zoning designation for development of the Property.

Among the purposes of the Knox County Zoning Ordinance are to:

- Provide for the public health, safety, morals and general welfare;
- Secure for the citizens of Knox County the social and economic advantages resulting from an orderly planned use of the land resources in the county; and
- Regulate and restrict the location and use of buildings.

The requested amendment of the Knox County zoning map provides for the general welfare of the County, helps secure the economic advantages resulting from an orderly planned use of land resources in the county, regulates the location and use of buildings on the Property, and is consistent with the purposes of the zoning resolution. As discussed below, re-zoning the Property to the EC (Employment Center) zone will also ensure adequate opportunity for public review and input during the development process.

**CONFORMITY OF THE PROPOSAL TO ADOPTED PLANS**

1. Changes in conditions in the area of the Midway Road Property and in Knox County generally justify amendment of the current land use designation in the East County Sector Plan.
2. With the requested plan amendment to Business Park Type 1, EC zoning is consistent with the East County Sector Plan.
3. With adoption and approval of the accompanying amendment to the land use plan of the East County Sector Plan, the proposed amendment of the zoning map will be consistent with the General Plan and its elements.
4. The site is located within the Planned Growth Area on the Knoxville-Knox County-Farragut Growth Policy Plan map.

**For pertinent provisions of the 2010 East County Sector Plan, See Appendix, Item 15.**

**DEVELOPMENT PROCESS**

TDC recognizes that there is substantial public interest in the future use and development of the Midway Road Property. TDC also recognizes that nearby residents and the general public should have the opportunity to provide input on development

plans and should have access to information related to the proposed development of a business park. TDC is committed to a process that includes adequate opportunities for public review and input.

TDC has requested the re-zoning of the Property to the EC (Employment Center) zone—a zoning classification which permits business park development and which also requires a public process for site plan review and approval.

The EC (Employment Center) zoning district includes a detailed list of permitted uses, limitations on retail commercial uses, screening requirements for outdoor storage and area regulations including height restrictions, setback requirements and maximum lot coverage. It also includes specific standards to guide development in the EC (Employment Center) zone.

Section 5.51.05 of the EC (Employment Center) zoning ordinance governs administration of proposed development within the EC (Employment Center) zone and requires submission of a written application and development plan for contemplated development. The plan and application must include:

- A list of proposed permitted uses.
- Architectural, landscaping, lighting and signage plans.
- A development plan indicating the location of buildings, loading docks, driveways, parking lots, signage and trash disposal areas.
- An estimate of the maximum number of employees contemplated for the proposed development and the number of employees per shift.
- A storm drainage plan.
- Such other information as the Metropolitan Planning Commission may need to adequately consider the effect that the proposed uses may have upon the environment and the cost of providing services to the area.

Any application and development plan will be reviewed by the MPC staff and must then be considered by the full Planning Commission at a public hearing. TDC contemplates presentation of preliminary development plans for public input prior to finalizing and filing a development plan and application with MPC.

If the application for a sector plan amendment and re-zoning is approved, TDC intends to develop the Midway Business Park as one of the premier, environmentally-sustainable business parks in the United States.

## C O N C L U S I O N

Changes in conditions affecting the Property and affecting Knox County generally warrant amendment of the East County Sector Plan and the Knox County Zoning Ordinance to reflect these changes and to permit development of the Property as a business park through a public planning process.

The proposed Midway Business Park, like most business parks, is long-term community investment, and will continue to be an important component of Knox County's overall economic success in support of a high quality of life for all Knox County citizens. Without business park properties, Knox County will miss out on many opportunities for a broad spectrum of potential new jobs.

Our area has natural beauty and other positive attributes—but so do other areas of the country. It takes more to achieve and maintain a competitive business environment that will provide jobs now and for future generations.

“Successful economic development efforts require a set of assets. Building parks alone will not create jobs without complementary infrastructure and a skilled workforce. By the same token, a skilled workforce alone cannot support economic development in the absence of a place for businesses to locate and thrive. I hope the community recognizes the multifaceted nature of economic development and the need for facilities like Midway Park. If we plan well now we can affect the future path of economic development. If we step back and do nothing, we will have no control or influence over the region's path of development.”

[Source: Dr. Matthew Murray, Associate Director, UT's Center for Business & Economic Research.]

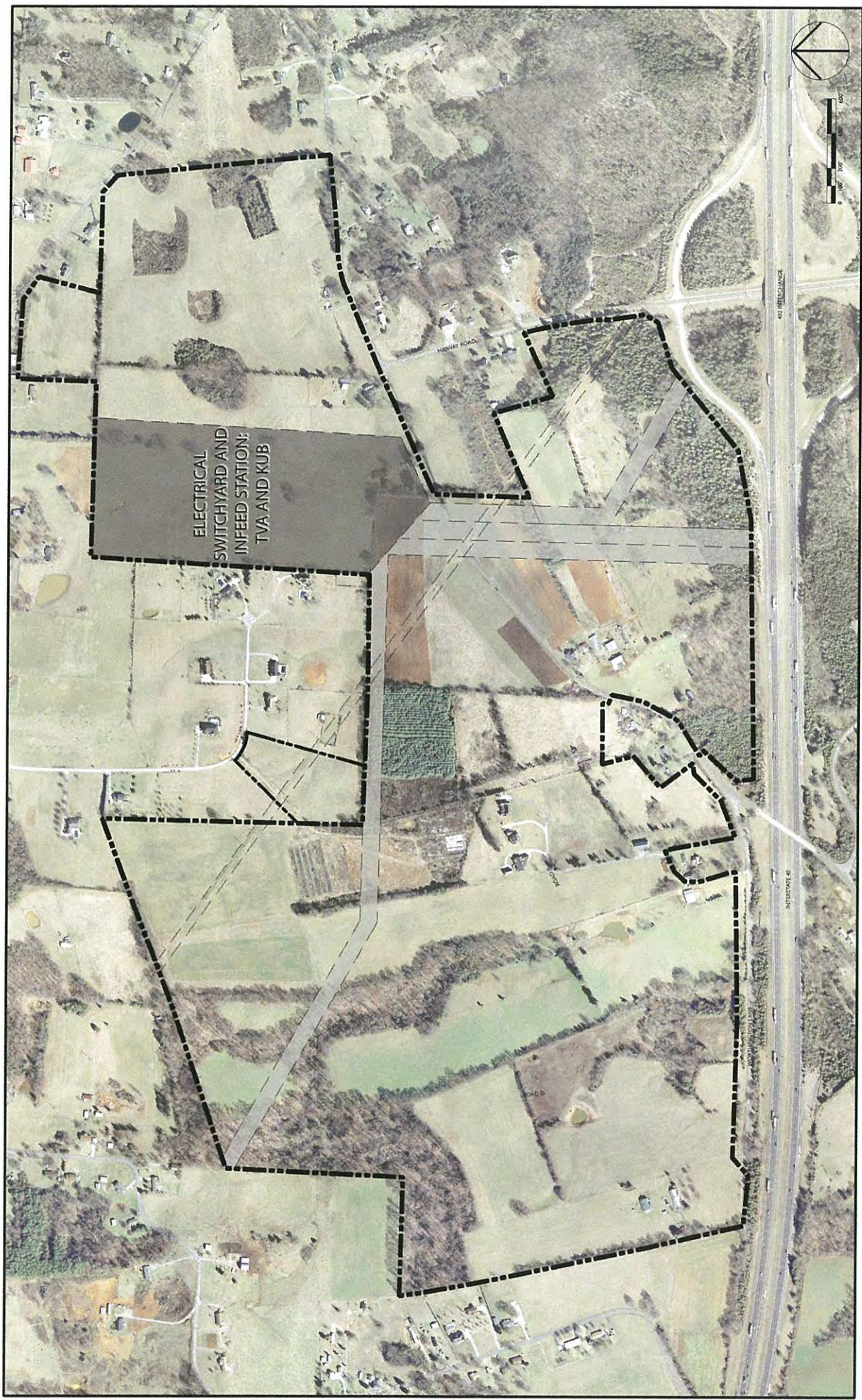


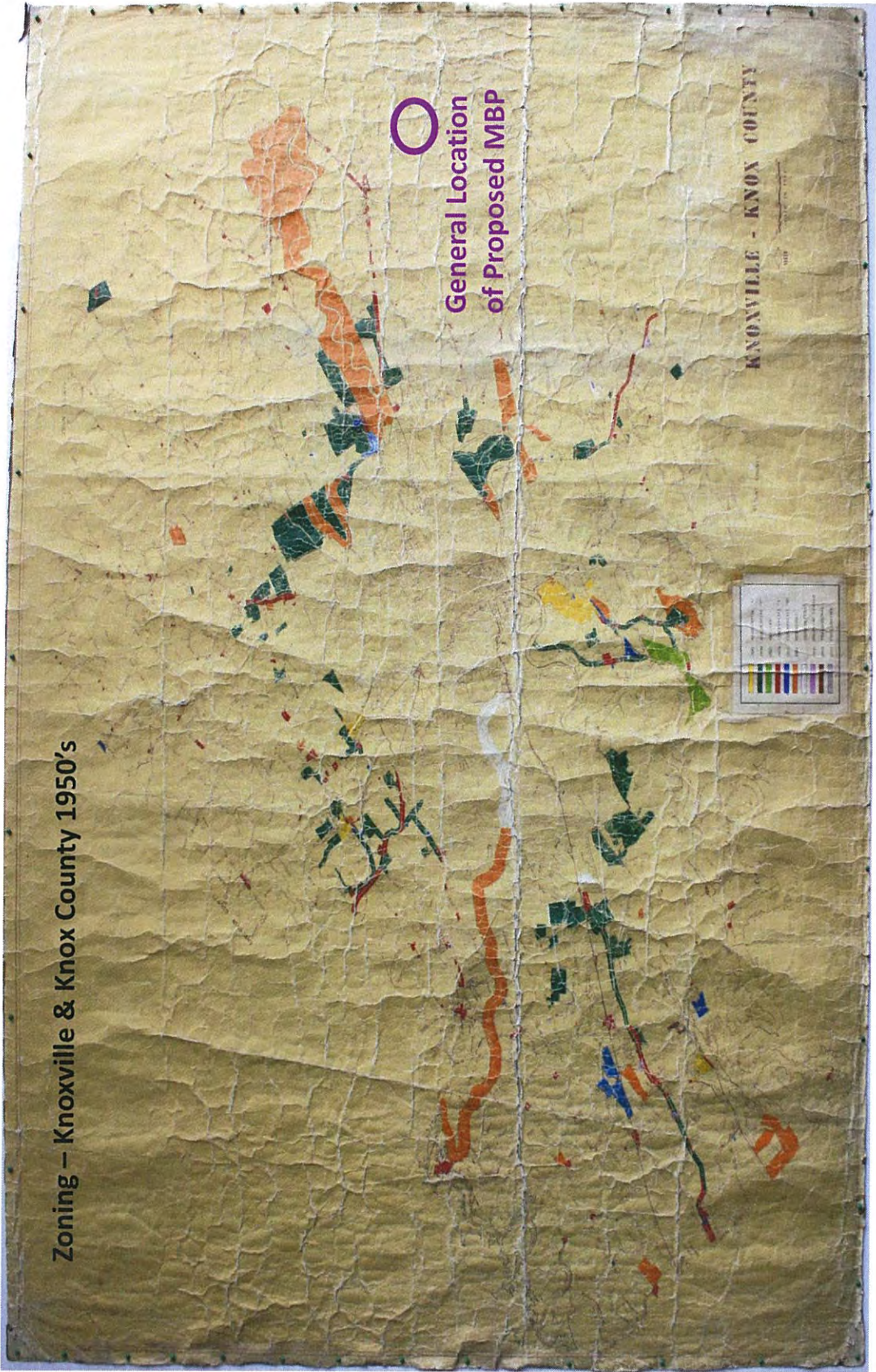
## **APPENDIX**

1. Map of Property
2. 1950's Zoning Maps of Knoxville and Knox County
3. Map of Current Sector Plan Designations
4. Map of Current Zoning Designations
5. Photos of Property
6. Map of Utilities on or to Serve Property
7. Growth Policy Plan Excerpt
8. Growth Policy Plan Map, Knox County
9. MPC Study – 2002 – Inventory of Potential Sites
10. MPC Study – 2005 – Potential Locations for Business Park Development
11. Existing Land Use Map – 2011 Sector Plan
12. Map – New Schools Near Property
13. Map – Net Change of Employment District Zoned Property (2000 – 2015)
14. Census Tract (53.02) Data for Property
15. 2011 East County Sector Plan Excerpts

# EXISTING CONDITIONS PLAN

DRAFT AUGUST 20, 2015





Zoning – Knoxville & Knox County 1950's

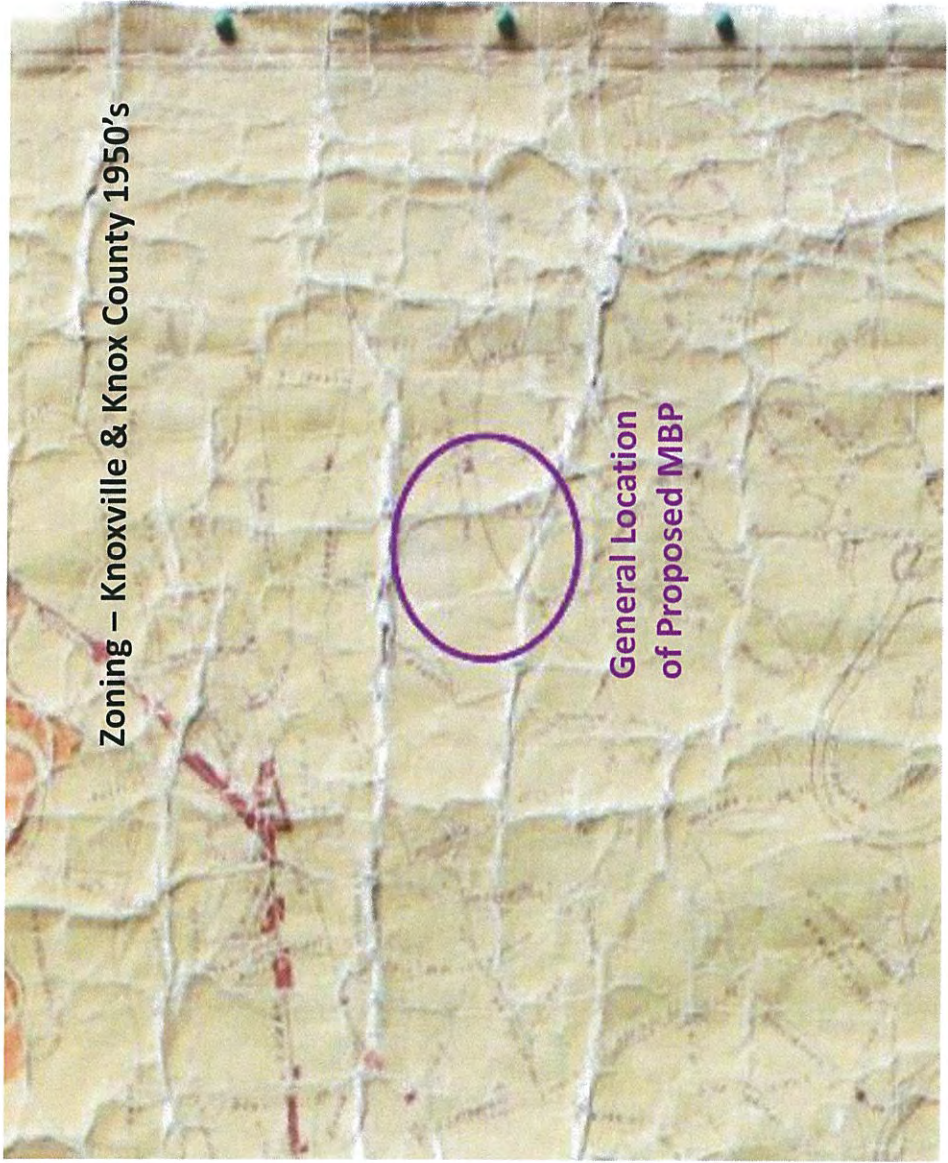
General Location  
of Proposed MBP

KNOXVILLE - KNOX COUNTY



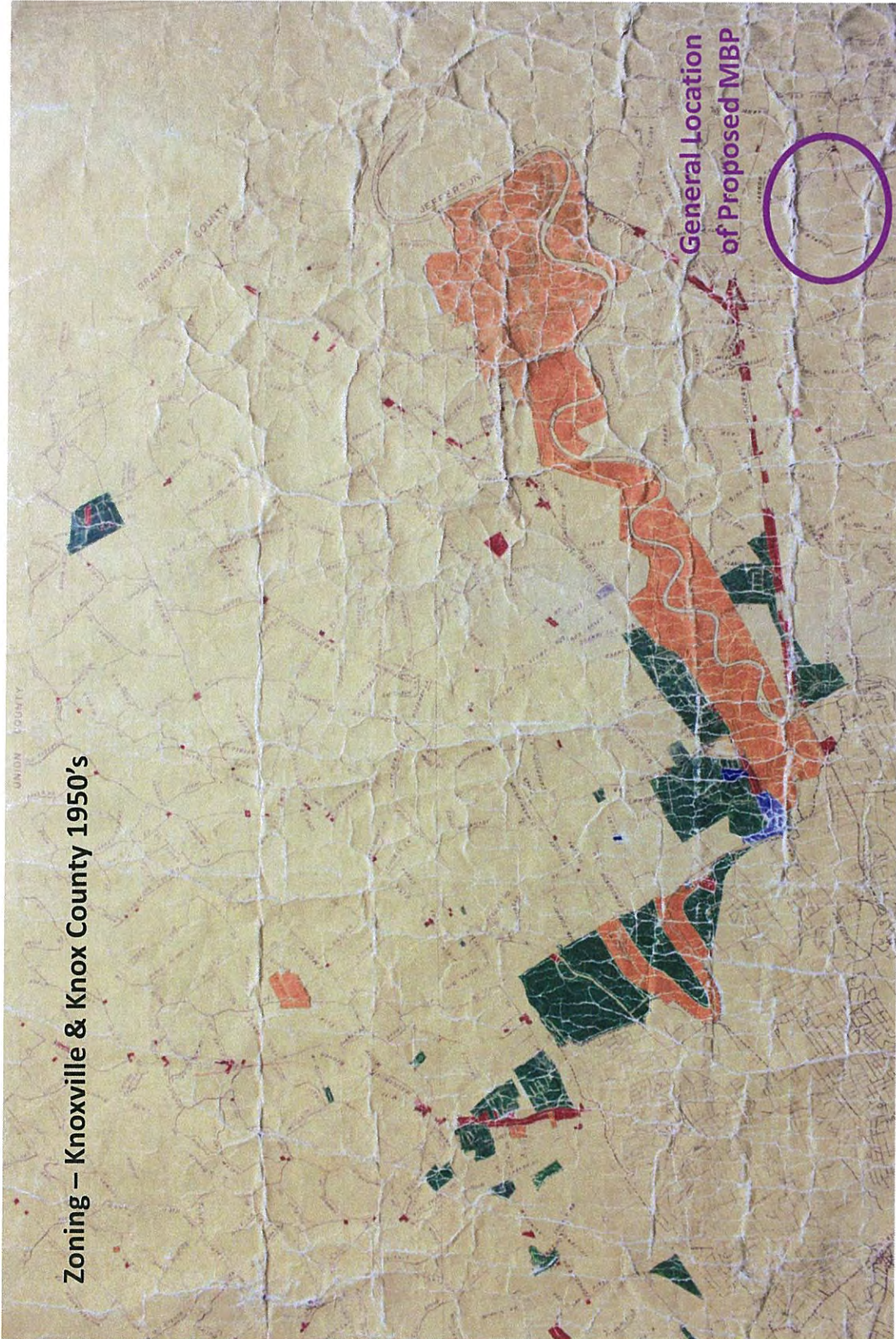
Zoning – Knoxville & Knox County 1950's

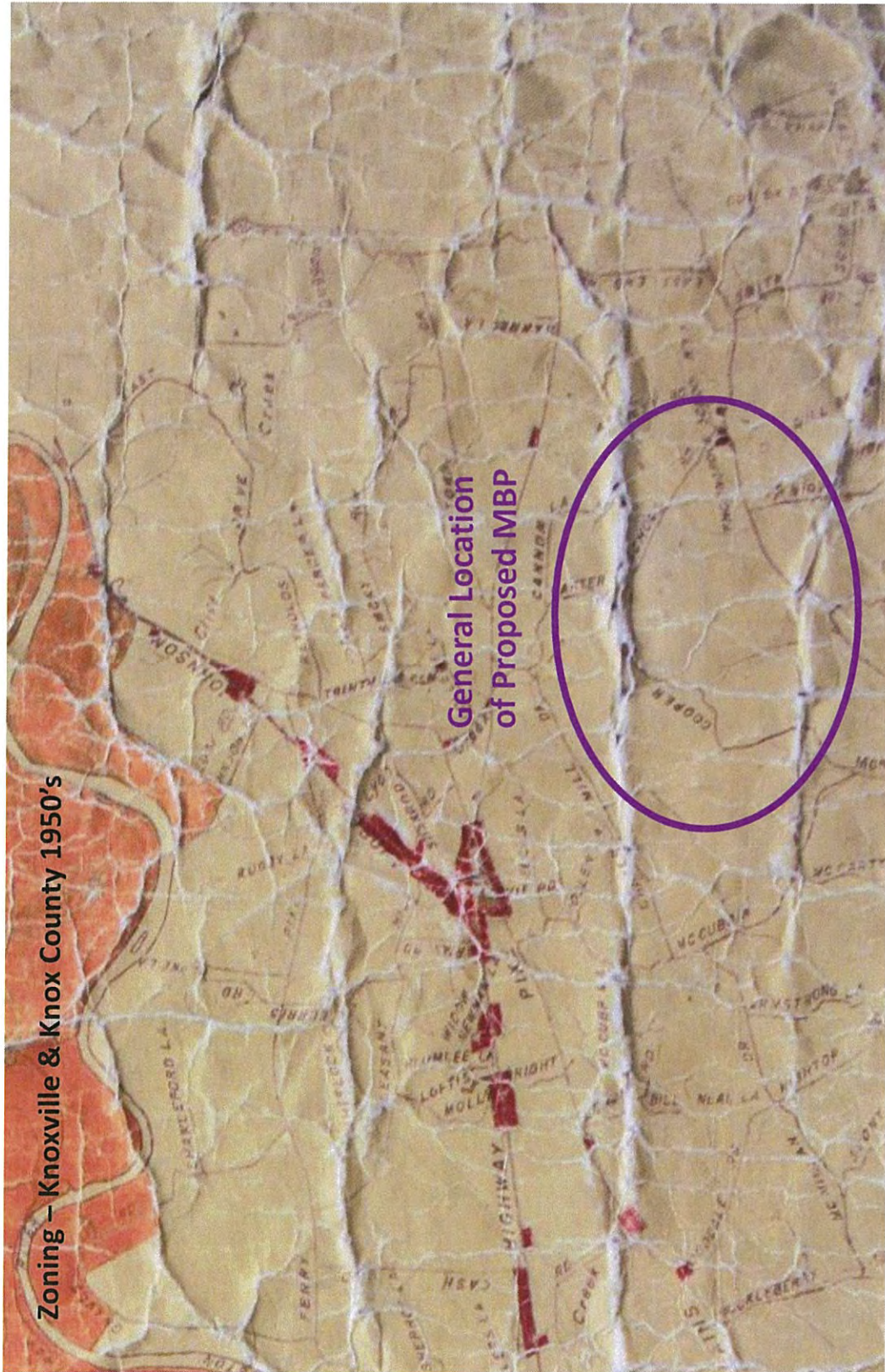
(916)	RESIDENTIAL "A"
(909)	RESIDENTIAL "B"
(912)	ESTATES
(923)	COMMERCIAL "A"
(903)	COMMERCIAL "B"
(918)	INDUSTRIAL
	AGRICULTURAL
(934)	SHOPPING CENTER
(945)	TRANSITIONAL
(937)	UNCLASSIFIED



Zoning - Knoxville & Knox County 1950's

General Location  
of Proposed MBP





Zoning - Knoxville & Knox County 1950's

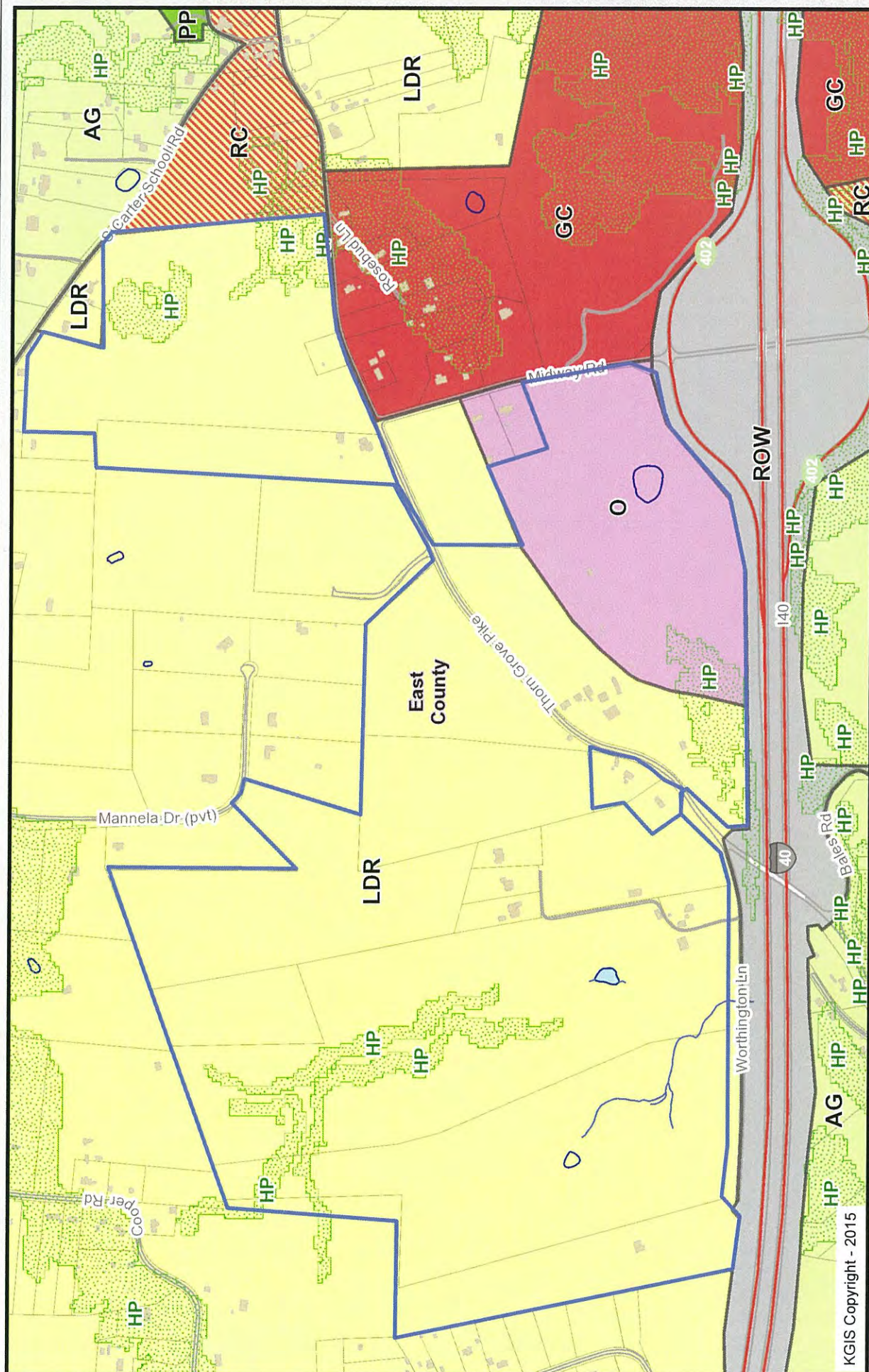
General Location  
of Proposed MBP

**1950s Knox County Zoning Map of Midway Road Property – Agricultural Zone**

[Approximate location of parcel later zoned Commercial (1976) is circled]







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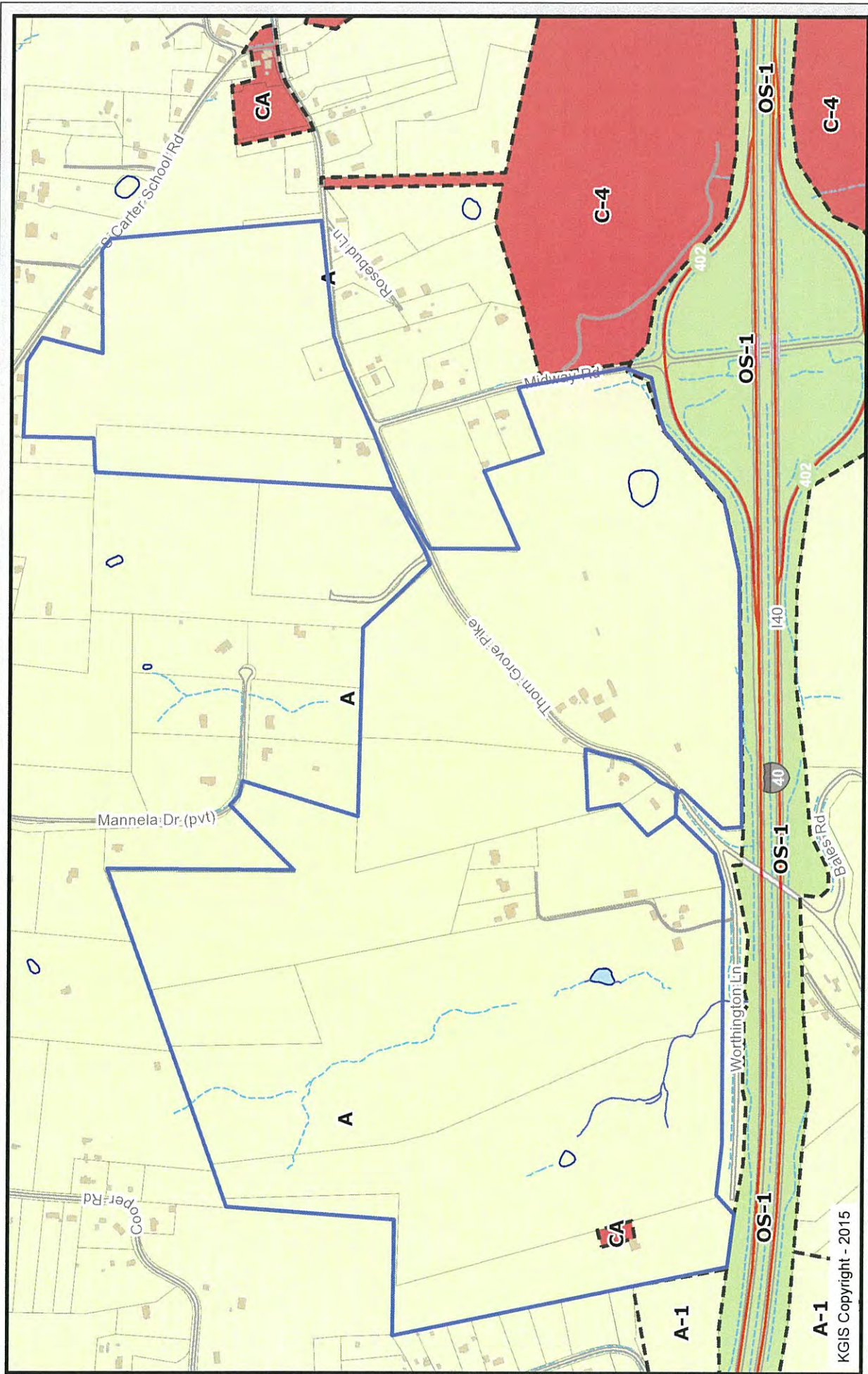
0 390 780 1,560 ft

**Present Sector Plan Land Use Designation**  
 Proposed Midway Business Park Property

**Knoxville - Knox County - KUB Geographic Information System**

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**Present Zoning**  
 Proposed Midway Business Park Property

**Knoxville - Knox County - KUB Geographic Information System**

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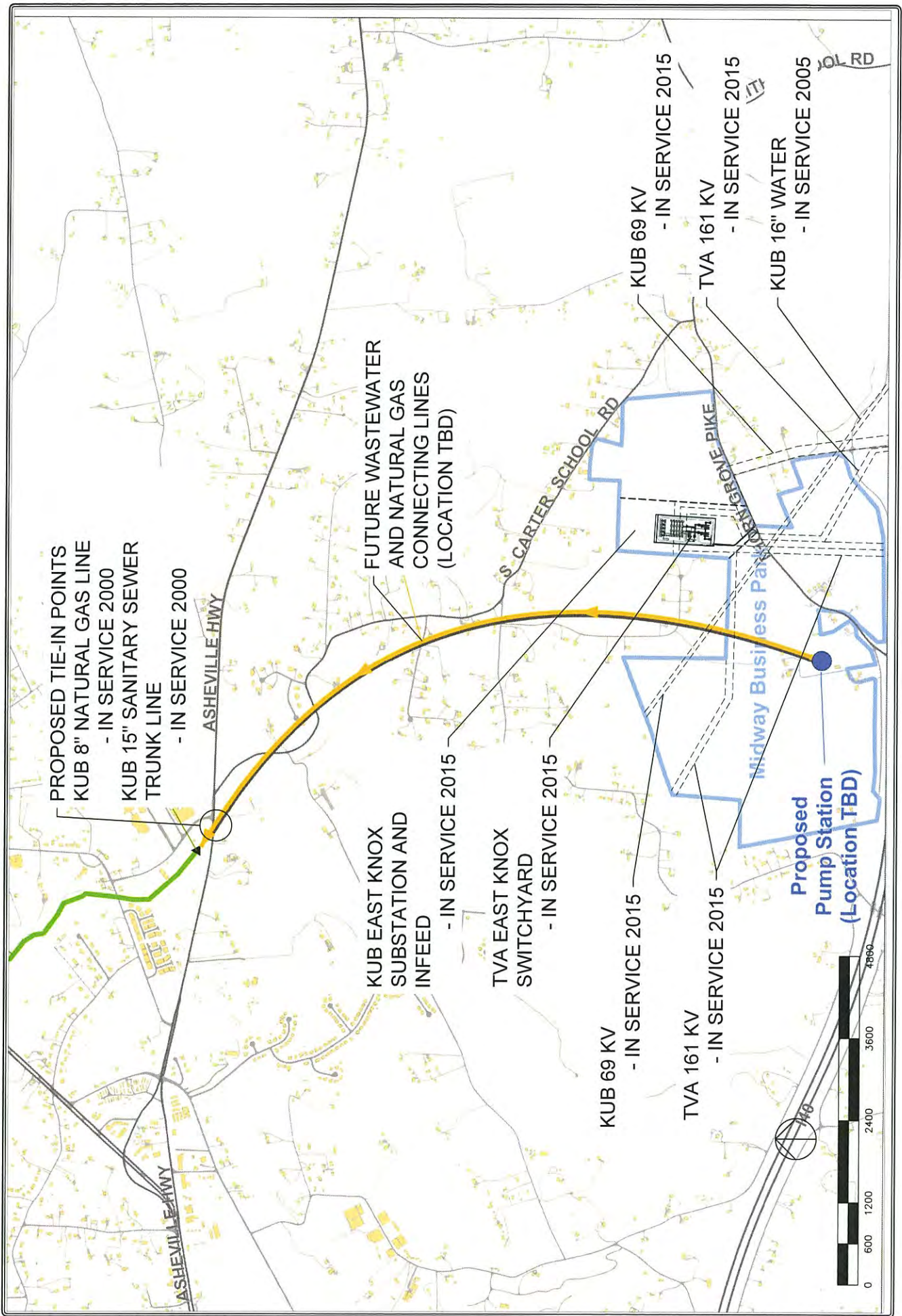












K:\CIVIL\51520-18\Data\Drawings\Cosement Map 11-03-15.dwg 11/9/2015

## SECTION 1

### *Recommended Growth Plan*

The Knox County Growth Policy Coordinating Committee worked for over a year to develop a plan that complies with Public Chapter 1101, Tennessee's annexation and growth management law. This plan, which the Coordinating Committee has recommended for adoption by the governing bodies of Knox County, Knoxville and Farragut, is the result of careful consideration of proposals put forward by the three local governments, citizens, community groups and business people. The plan is based on the requirements of Public Chapter 1101; a thorough analysis of existing conditions and trends in land use, population and the natural environment; and input by citizens and detailed testimony by a wide variety of governmental service providers, including city and county departments, utility districts, emergency services and the school board.

This section contains the policy recommendations of the coordinating committee, presented in written and graphic form. The remaining sections of the document provide background information used to develop the plan.

### **Growth Policy Map**

The Growth Policy Map (*follows page 6*) shows the recommended Rural and Planned Growth Areas for unincorporated portions of Knox County and Urban Growth Boundaries for Farragut and Knoxville. Knoxville's Urban Growth Boundary contains 47.5 square miles; Farragut's Urban Growth Boundary contains one square mile; the Planned Growth Area contains 147 square miles; and the Rural Area contains 216 square miles (*see Appendix D for more details and percentages*).

### **Goals**

The following goals have been adapted from TN Public Chapter 1101:

- In conjunction with the comprehensive plans of Knoxville, Knox County and Farragut, provide a unified physical design for the development of the local community;

- Encourage a pattern of compact and contiguous development to be guided into urban areas and planned growth areas;
- Establish an acceptable and consistent level of public services and community facilities and ensure timely provision of those services and facilities;
- Promote the adequate provision of employment opportunities and the economic health of the region;
- Conserve features of significant statewide or regional architectural, cultural, historical, or archaeological interest;
- Protect life and property from the effects of natural hazards, such as flooding;
- Take into consideration such other matters that may be logically related to or form an integral part of a plan for the coordinated, efficient and orderly development of the local community; and
- Provide for a variety of housing choices and assure affordable housing for future population growth.

### **Policies**

1. The Rural, Planned Growth, and Urban Growth Boundary designations of this plan shall not impair the rights of a landowner to lawfully use property in accordance the provisions of the Zoning Ordinances of Knoxville, Knox County and Farragut.
2. Rezoning decisions shall be consistent with the Growth Plan Map and policies.
3. The following policies shall apply in the Rural Area:
  - 3.1 The Knox County Zoning Ordinance and Zoning Map shall determine land uses permitted in the Rural Area. The rural designation shall not impede the right of a property owner to use or develop the property for a purpose permitted by that property's zoning. A land use listed in the






Zoning Ordinance as a “use on review” may be approved by the Planning Commission if they find that the proposed development complies with all applicable standards in ordinance.

- 3.2 Rezoning within the Rural Area shall be limited to the following zoning districts: Agricultural (A), Estate (E), Open Space (OS), Floodway (F), Planned Residential (PR at densities up to two (2) dwelling units per acre based on the site’s environmental characteristics and Health Department determination of septic system capability (with exceptions noted in #3.3 & #3.5 below), Transition (T), Historic Overlay (H), Planned Commercial (PC), subject to the conditions listed below in #3.4, and Light Industrial (LI) and (I), subject to the conditions listed below in #3.6. By February 1, 2001, MPC shall deliver recommended text of new Planned Business/Industrial Park, Neighborhood Commercial and Rural Community Commercial zoning districts to County Commission for legislative action. Upon the enactment of these zoning district regulations, these new zones shall replace the PC, LI and I zones in the preceding list of zones.
- 3.3 Rezoning on slopes of 25 percent or more shall be limited to the following zoning districts: Open Space (OS), Estate (E) and Planned Residential (PR) at densities of one (1) dwelling unit per two or more acres. Rezonings on slopes of 15 to 25 percent shall be limited to zoning districts which have a minimum one (1) acre lot size; Agriculture (A), Estate (E), Open Space (OS), and Planned Residential (PR) on lots of one (1) or more acres are appropriate.
- 3.4 In rural areas, rezoning to Planned Commercial (PC) shall only be approved for commercial uses or services needed to serve rural area residents, such as food markets, convenience stores, gasoline service stations and professional or business offices. A site plan shall be reviewed and approved by the Metropolitan

Planning Commission concurrently with any rezoning to Planned Commercial in the Rural Area. Such commercial facilities and rezoning shall be consistent with the Sector Plans adopted by the planning commission.

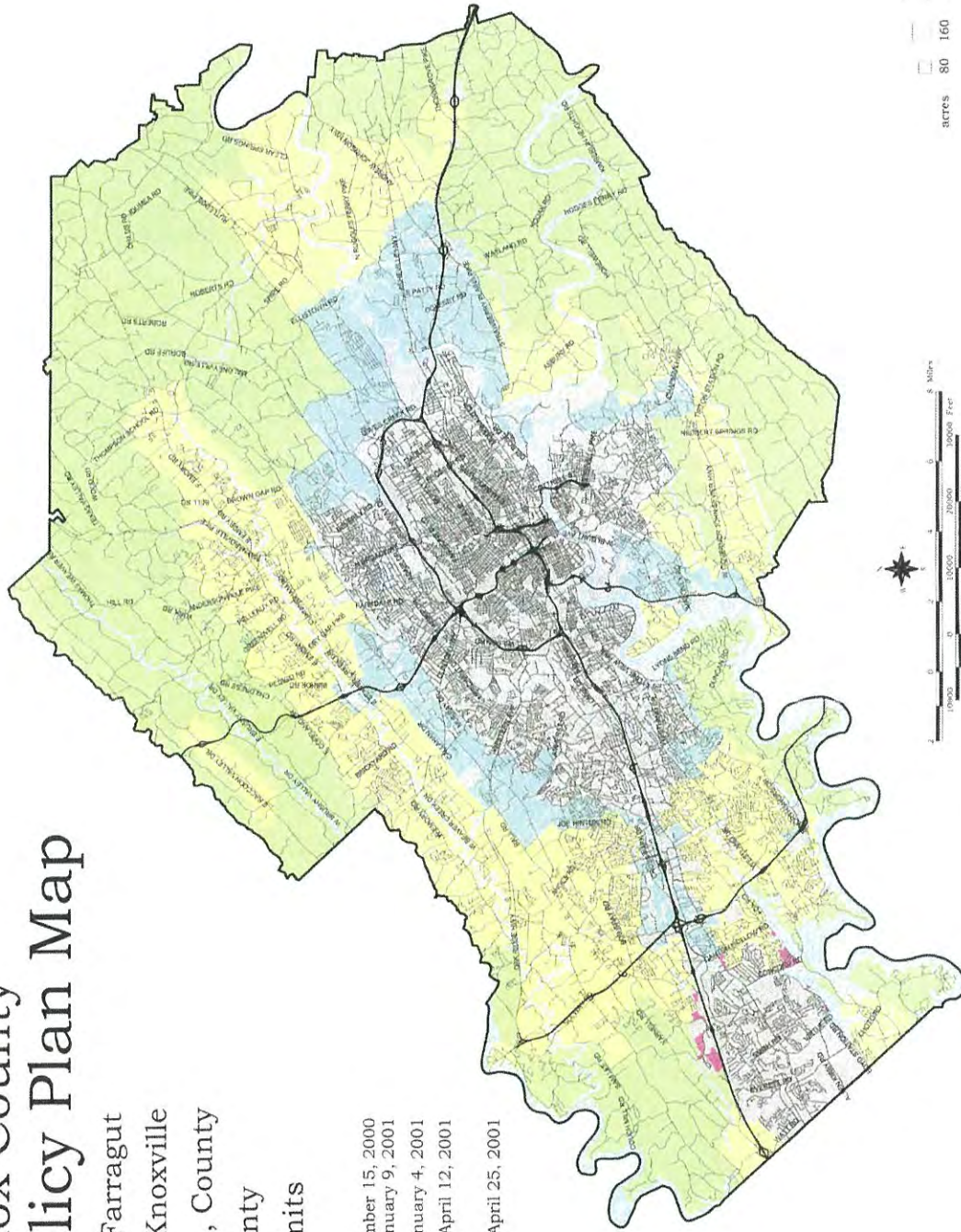
- 3.5 Extensions of low density residential development (densities of 1 to 3 dwelling units per acre) into the rural area shall be limited to the following conditions: (a) the property must be zoned Planned Residential (PR); (b) provision of sanitary sewer and public water services; (c) connecting collector and arterial roads from the proposed development to the Urban Growth Boundary or Planned Growth Area which meet the standards of the Knox County Engineering and Public Works Department or its successor; and (d) a traffic impact analysis demonstrating to the satisfaction of the planning commission that the effect of the proposed and similar developments in the traffic analysis zone will not unreasonably impair traffic flow along the arterial roads through the adjacent Planned Growth Area. The intent of this section is to allow extensions of low density residential development into rural areas when urban services (sanitary sewer, water, and adequate roads) become available. These areas should be reclassified “Planned Growth” when the growth plan is periodically revised and amended.
- 3.6 Land within the Rural area may be rezoned for business parks or industries only under the following conditions:
  - a.) The rezoning is consistent with the applicable Sector Plan. The Sector Plan may be amended upon recommendation of the Metropolitan Planning Commission in accordance with provisions of state law regarding adoption and amendment of regional plans.
  - b.) Wetlands, floodways, streams, or hillside lands with pre-development slopes of 16 % or greater, as defined in Section 82-30 of the Knoxville-Knox County Subdivision

# Knoxville-Knox County Growth Policy Plan Map

-  Urban Growth, Farragut
-  Urban Growth, Knoxville
-  Planned Growth, County
-  Rural Area, County
-  Existing City Limits

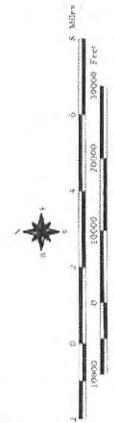
**Adoption Dates:**

- Knoxville City Council: December 15, 2000
- Readoption with Revision: January 9, 2001
- Knox County Commission: January 4, 2001
- Farragut Board of Mayor and Alderman: April 12, 2001
- Tennessee Local Planning Advisory Committee: April 25, 2001



**GROWTH POLICY**  
COORDINATING COMMITTEE

Map produced by the  
**MPC**  
METROPOLITAN  
PLANNING  
COMMISSION



Print Date: April 27, 2001

**An Inventory of Potential Sites for Business and Office Parks**

**Prepared by**

**Knoxville/Knox County Metropolitan Planning Commission**

**2002**

## Introduction

This report is an outgrowth of the interest of the Development Corporation of Knox County in identifying potential sites for business and office park development. The material in the report was originally shared with the Development Corporation in 2000 and has been updated to reflect current conditions associated with the potential sites. The report contains descriptions, photographs, parcel-based information (Appendix A includes the Tax Assessor's information regarding acreage, ownership and appraised values), and a printed color map depicting development constraints. A countywide map that depicts the potential sites in relation to existing land use is contained in the back pocket. Additional mapped information about each site can be found on the Knox County's Geographic Information System website [www.kgis.org/knoxnetwhere](http://www.kgis.org/knoxnetwhere). That website has aerial photographs, zoning information and other attributes, which may be of interest in learning more about a potential site.

The location principles that were used in identifying the potential business and office park sites are presented on the following page (see Exhibit 1). Some of the sites have potential for other development than business or office parks. Large, relatively level sites with appropriate infrastructure, which are the characteristics of many of the locations, could be used for a variety of projects, including such mixed use development as housing, office and commercial uses. The potential sites have been considered in recent sector planning and many of them are depicted for industrial or office uses in the proposed land use plans.

## **Exhibit 1: Business and Office Park Location Principles<sup>1</sup>**

### **Appropriate Terrain**

- Relatively level sites for business parks , with significant areas having slopes less than 6%
- Rolling terrain (with slopes up to 15%) acceptable for office parks
- Sites not subject to flooding

### **Sufficiently large vacant land areas and range of locations**

- Vacant and agricultural land (generally over 100 acres and mainly composed of parcels of 20 or more acres)
- A range of modestly sized to large areas, widely distributed throughout the county to accommodate a variety of economic development needs

### **Compatibility with surrounding uses**

- In the case of business parks, avoid adjacent low density residential neighborhoods
- Avoid locations where truck and automobile traffic generated by the businesses would have to go through residential areas

### **Transportation access**

- Locations with good freeway or arterial highway access (sites generally within two miles of a freeway or with access to a four-lane arterial highway leading to a freeway)
- To provide a range of choices, consider business park locations with rail access
- In the case of office parks, consider airport access
- Range of locations in consideration of access by work force

### **Availability of utilities**

- Sanitary sewer and natural gas should be available or potentially available at reasonable cost
- Water and electricity (generally a given in Knox County)
- Digital, fiber-optic or similar technology

### **Other considerations**

- Recognizing that some businesses want high visibility for public relations purposes, consider freeway-oriented locations (particularly with office park sites)
- In the case of office parks, locations with or near open space and recreation resources

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<sup>1</sup> Sources: Consultation with Doug Berry, Director, Community Development Department, City of Knoxville; and Melissa Ziegler, Director, and Doug Lawyer, Development Manager, The Development Corporation of Knox County, 1999-2000.  
E. Kaiser, D. Godschalk and F. Stuart Chapin, *Urban Land Use Planning*, 1995.  
Urban Land Institute. *Business and Industrial Park Development Handbook*, 1988.  
Urban Land Institute. *Office Development Handbook*, 1998.

The process involved in identifying the sites included the following:

1. Review of existing land use, identifying agricultural and vacant land.
2. Review of slope map, identifying areas with slopes under 6% (particularly good for business park development) and areas with slopes of 6-15% (more marginal for business park development, and potentially suited for office park development).
3. Examination of land zoned for industrial and business park purposes (excluding areas already developed for such purposes).
4. Review of land planned for industrial and business park purposes (i.e., sector plans).
5. Identification of areas where sanitary sewer systems are in place or likely to be extended in the next decade.
6. Examination of existing and planned transportation systems, particularly looking at sites near freeways and major arterial roads.
7. In view of the preceding information, identification of potential sites that could serve business park, office park and industrial redevelopment purposes.
8. Meetings with county and city economic development staff (Doug Lawyer and Doug Berry) to go over the series of maps and the potential sites that would be further examined.
9. Presentation of the potential sites to the Development Corporation in the spring of 2000.
10. Updating the list of potential sites and related information based upon Development Corporation staff input, development of sites in the past two years, and information gathered from recent sector planning.



## **Potential Business Park Sites**

The following sites, labeled BP-1 through BP-16, were identified in consideration of the location principles that were previously outlined.

### **BP-1**

**Size:** approximately 111 acres

**Location:** Oak Ridge Highway/Higdon Road

#### **Existing and Surrounding Land Use**

A wooded hillside, composed of large parcels (most of which are undeveloped), and a demolition landfill are to the west of this site. A railroad line and Oak Ridge Highway form the northern boundary with rural residential development and a former landscape nursery on the opposite side of the highway. Beaver Creek and a wooded hillside are to the east. A half dozen houses sit on large lots to the south of the property.

#### **Availability of Utilities**

West Knox Utility District has water and sewer jurisdiction. Sewage pump stations are near Qualpro at Pellissippi Parkway and at the Wexford Downs subdivision off Oak Ridge Highway. A connection to one of those pump stations would likely be necessary to provide sewer services. KUB provides natural gas in the area.

#### **Development Constraints**

Between 50 and 60 percent of the land is relatively level (that is, under 6 percent slope). Another 30 percent of the site is characterized by rolling terrain (6 to 15 percent slopes). A small knob with slopes greater than 15 percent forms the northeast corner of the site. Beaver Creek adjoins the site; its floodplain is very narrow and should not pose development constraints. There are sinkholes and caverns in this section of Knox County. It would be prudent to investigate subsurface geologic formations if this site is to be purchased for business park purposes.

#### **Transportation Access**

A CSX rail line adjoins the site on the north. Oak Ridge Highway is a two-lane arterial. It is proposed to be improved to a four-lane arterial in the Long Range Transportation Plan with the year 2010 being the target date. The foremost concerns regarding access to the site are turning movements from Oak Ridge Highway, including the connection back to Pellissippi Parkway. These are severe problems that would have to be addressed to facilitate vehicular movements from this location.

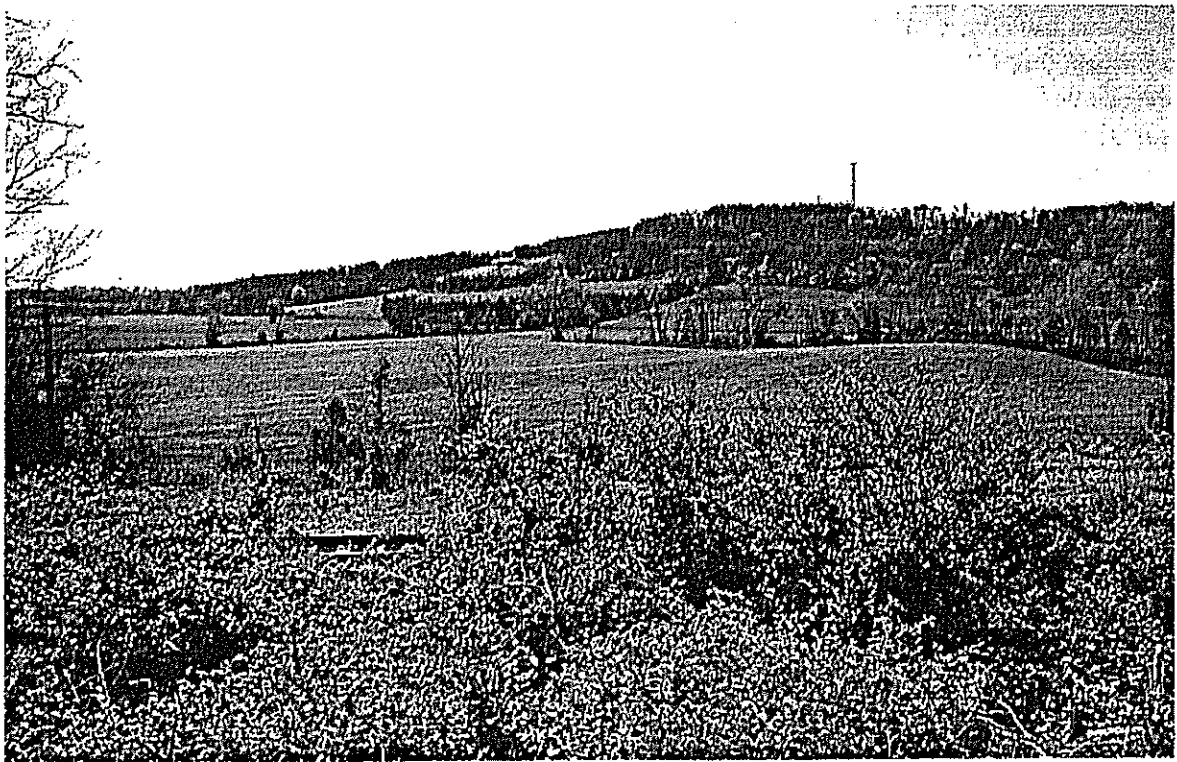
**Proposed Land Use and Zoning**

The Northwest County Sector Plan identifies most of the tract for industrial land uses with a small portion identified as a slope protection area. Industrial zoning exists along the railroad corridor, while the remaining portion of the tract is zoned agricultural.

**Other Considerations**

Three parcels comprise most of the potential site. They range in size from 32 to 61 acres.

The orange route of the proposed regional beltway is depicted as crossing this site.



*Site BP-1 as seen from Oak Ridge Highway.*

**BP-16**

**Location:** I-40/Midway Road

**Size:** approximately 255 acres

**Existing and Surrounding Land Use**

The site is used for agricultural or rural residential purposes. The surrounding land use is similar.

**Availability of Utilities**

The Knoxville Utilities Board has jurisdiction for utility services. There are no sewer services in the area at this time.

**Transportation Access**

The location is within one-half mile of the interstate interchange.

**Development Constraints**

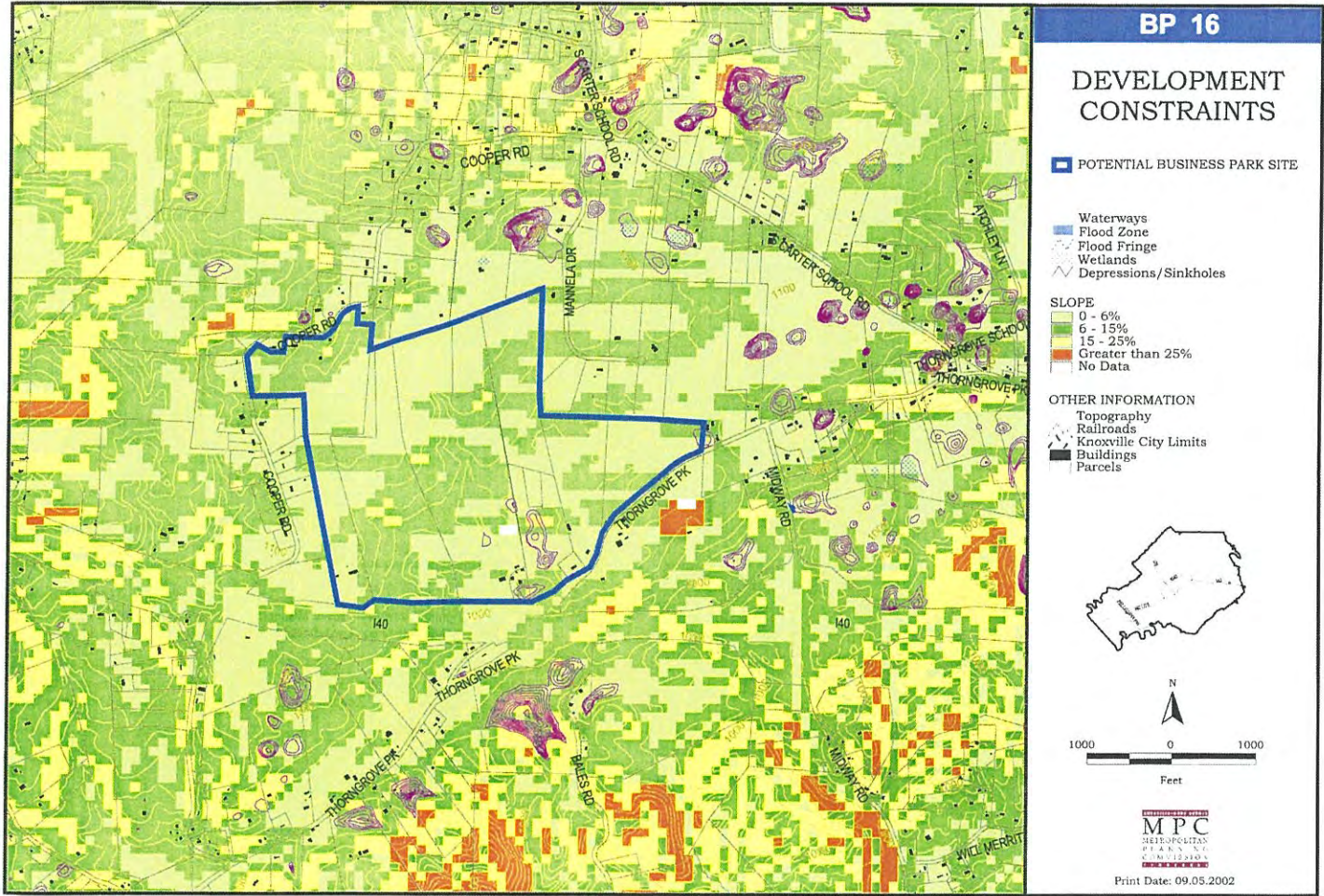
The area is characterized by Karst terrain with limestone and related formations within close proximity of the surface. There are several sinkholes in the area.

**Proposed Land Use and Zoning**

Portions of the site closest to the interstate are proposed for office development in the East County Sector Plan. The area north of Thorngrove Pike has been proposed for low density residential uses. Although there have been rezonings for commercial uses in the area, almost all the parcels associated with the site are zoned agricultural.

**Other Considerations**

In creating the sector plan, citizens expressed concerns about a business park and wanted less intense uses near the interchange and in the surrounding countryside. Considering citizens' concerns and as a means to foster economic development, the areas closest to the interchange were proposed for office development in the East County Sector Plan.



# BP 16

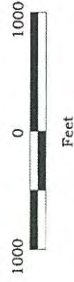
## DEVELOPMENT CONSTRAINTS

### POTENTIAL BUSINESS PARK SITE

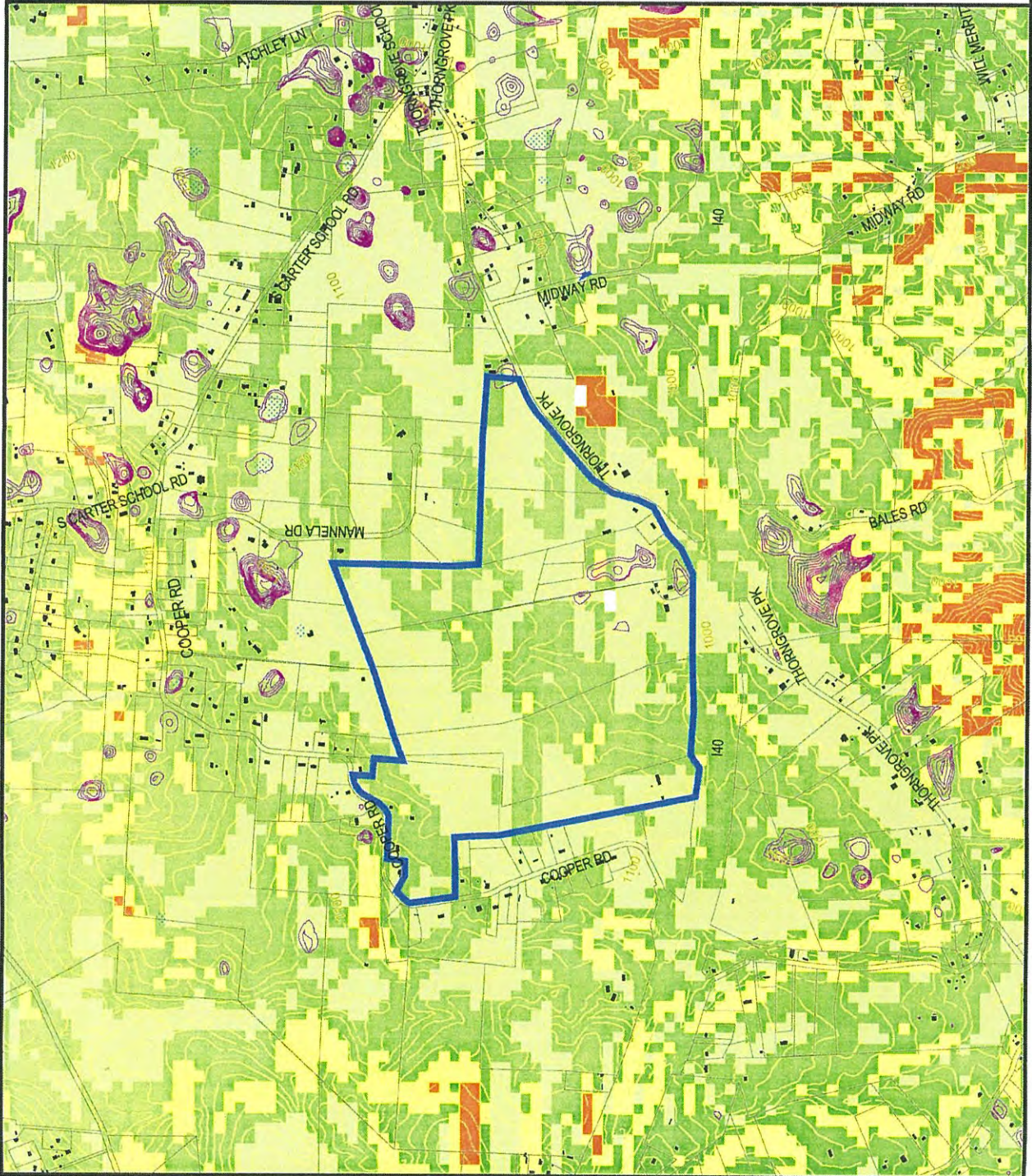
- Waterways
- Flood Zone
- Flood Fringe
- Wetlands
- Depressions/Sinkholes

- SLOPE**
- 0 - 6%
  - 6 - 15%
  - 15 - 25%
  - Greater than 25%
  - No Data

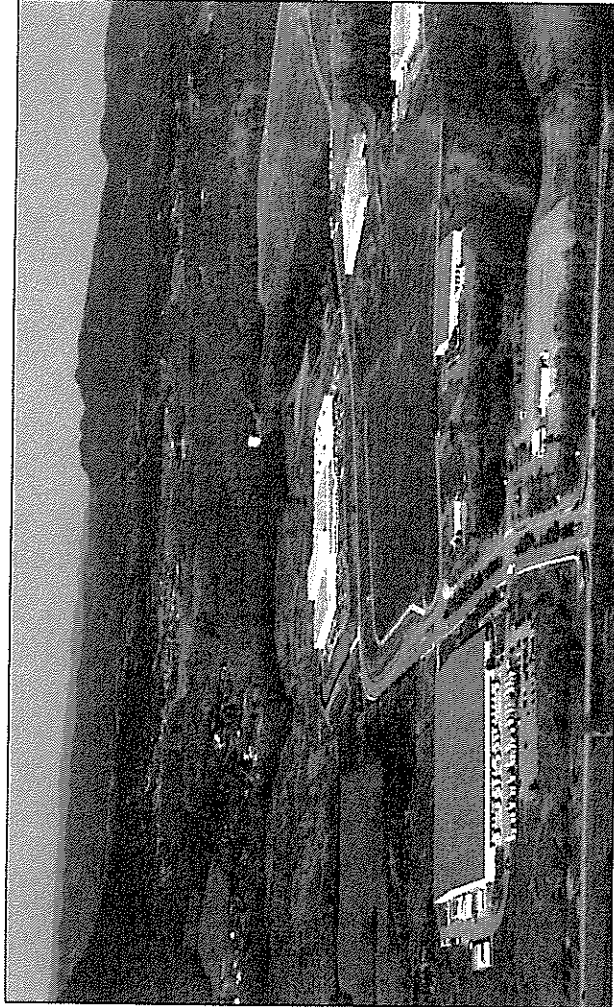
- OTHER INFORMATION**
- Topography
  - Railroads
  - Knoxville City Limits
  - Buildings
  - Parcels



Print Date: 09.05.2002



# Potential Locations for Business Park Development



**October 2005**

Prepared for the Development Corporation of Knox County  
by The Knoxville/Knox County Metropolitan Planning Commission



## Introduction

The Development Corporation of Knox County requested that Knoxville/Knox County Metropolitan Planning Commission (MPC) staff examine potential business park sites throughout the county. The Development Corporation has realized that the inventory of such land is severely limited. This report is an update to the 2002 report entitled, *Inventory of Potential Sites for Business and Office Parks*, and concerns potential business park sites only.

Knox County is comprised of 336,582 acres. MPC conducted a thorough analysis (see Appendix A) of the county's land resources using a Geographic Information System model and identified 42,288 acres (or 12.6%) of total land for potential business park sites. Of this acreage, 15 sites comprising 3,647 acres (or 9% of the initially studied terrain) were viewed as most suitable for new business park development. The criteria used in identifying the most suitable sites were similar to the standards of the previous study<sup>1</sup>:

### Appropriate terrain

- Relatively level sites for business parks, with significant areas having slopes less than 6%
- Sites not subject to flooding

### Large vacant land areas and range of locations

- Vacant and agricultural land (generally over 100 acres and mainly composed of parcels of 20 or more acres)
- A range of modest to large areas to accommodate a variety of economic development needs

### Compatibility with surrounding uses

- Areas that would avoid adjacent low density residential neighborhoods
- Locations where truck and automobile traffic generated by the businesses would not have to go through residential areas

### Accessibility

- Locations with good freeway or arterial highway access (sites generally within two miles of a freeway or with access to a four-lane arterial highway leading to a freeway)
- Consideration given to locations with potential rail access
- A range of locations to be supported by a widely distributed work force

### Availability of utilities

- Sanitary sewer and natural gas should be available or potentially available

Many factors, such as existing residential subdivisions, lack of utilities, steep topography and inadequate transportation systems, constrain the potential location of business parks within Knox County. Such factors, individually or combined, drastically reduce the acreage that can be considered as best suitable for business park locations.

During the process, it became evident that undeveloped land suitable for business park development is relatively confined to the fringes where suburban and rural areas meet. Most of the locations identified are well positioned in relation to highway systems and have a reasonable service potential for other infrastructure. Sewer line extensions may require significant initial

expenditures, though. Northeast Knox County has fairly level topography, creating the potential for business park development, although the distance to freeway and sewer utility systems precluded its consideration for potential sites at this time.

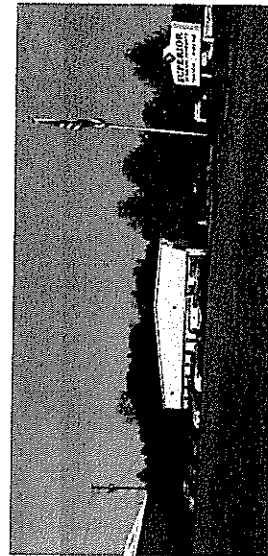
## Recommended policies and other considerations for business park development

In addition to the identification of potential business park sites, several other points were raised in this study and should be considered toward enhancing overall economic development and better use of scarce land assets.

- As a Development Corporation policy, it is recommended when land is purchased for business park development that light manufacturing, technology-based and related production enterprises be targeted to realize greater employment and higher wages in Knox County. Such uses have significantly greater numbers of employees per acre than trucking and distribution facilities, and the payroll is typically greater.
- The development of the Knoxville Beltway (the Orange Route) will open additional lands in Anderson County and north Knox County to potential business park development. A critical point is a potential interchange in the Heiskell vicinity. An interchange, along with widening of the railroad underpass, would be significant in realizing job economic development in this area. The area that is situated west of

the railroad (parts of Knox and Anderson Counties) presents considerable opportunities for business park development.

- The Development Corporation should look to infill development and expansion of the buildings in older industrial parts as another facet of economic development strategies. Because of its infrastructure (street, railroad and utility systems), Forks of the River Industrial Park and surrounding areas are particular candidates in this regard.
- Some highway corridors, such as John Sevier Highway (north of the river) and Asheville Highway, have potential to be developed as "business park corridors," where infill development and redevelopment opportunities should be comprehensively pursued. Design standards should be created for such corridors, addressing sign control, landscaping, setbacks and related aspects of building and site design. The standards set forth by Westbridge Business Park should be used as an example to guide this type of corridor development. The purchase of vacant, underutilized buildings and undeveloped land should be considered in relation to the market niche for certain sized operations.



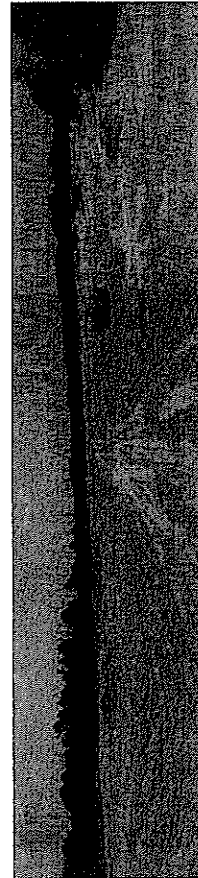
Development like Superior Drainage Products sets a tone for a potential corridor business park along John Sevier Highway.

<sup>1</sup> Sources: Consultation with Todd Meier, Development Corporation of Knox County, 2005. E. Kimer, D. Godolnick and F. Stuart Clapham, *Urban Land Use Planning*, 1995. *Urban Land Institute, Business Park and Industrial Park Development Handbook*, 2001.

- Redevelopment of antiquated and unused industrial properties should also be pursued. This strategy is actively being pursued in the Interstate 275 corridor. The reuse of mining properties in the Mascot area is another opportunity. This includes such sites as the former extraction area west of Mine Road and business park development above the zinc mine areas once mined through ASARCO. In some of these cases, environmental concerns will have to be addressed as part of the redevelopment process. A separate report, *Potential Sites for Industrial and Commercial Redevelopment in Knoxville's Empowerment Zone* (2002), provides an overview of 'brownfield' and other underutilized industrial sites in Central Knoxville.

### Committing to land and infrastructure costs

The constraints to business park development are formidable. Commitment must be given to the creation of the necessary infrastructure such as sewer extensions and adequate road connections to the interstates. A comprehensive program to purchase land for both short and long range business park development should be pursued.



*The railings site in Mascot is a good example of a former mining operation which could be made into an economic development asset.*

As seen in recent years, many potential sites are being developed as residential subdivisions. The competition for development of level sites, which can be served by sewer and adequate roads, is significant. The Development Corporation and Knox County's long term economic growth would benefit by targeting specific sites and proceeding with land acquisition.

Since the amount of land suitable for business park development continues to shrink, MPC staff recommends new approaches for acquiring and developing business parks be explored through the implementation of methods such as land banking, transportation and economic development planning, and brownfield redevelopment. Details about these methods are as follows:

#### Land Banking

Land banking is the practice of acquiring land and holding it for future development. A number of cities and economic development organizations have created land banking programs not only for greenfield development, but also for brownfield redevelopment. The objective is to create a portfolio of properties which are reserved for both short and long term economic development purposes. The array of parcels can include strategic individual parcels or an assemblage of land for business or industrial parks. Along with most of the sites in this report, the I-275

corridor has potential sites for land banking. Specific areas to be considered are:

#### Midway Road Area

There are large tracts of land at the northern terminus of Midway Road. This area currently lacks sewer, but will develop quickly once utilities are extended. Business park development would offer significant job creation and, potentially, lower impact development than other scenarios (such as the intense commercial development at the Sevierville interchange).

#### I-275 Corridor

The former Brookside and Hackney sites and the remaining portions of the Coster Shop yards are recommended as primary redevelopment sites. Additionally, smaller parcels should be pursued, particularly with some rights-of-way closure and acquisitions to create good access along the corridor.

#### Raccoon Valley Road Area

The proposed Orange Route is to be located near the western border of Knox County, along Raccoon Valley Road. The Tennessee Department of Transportation (TDOT) has discussed the possibility of locating an interchange in this area, which will spur future development. As noted above, the area west of the railroad has terrain that would be conducive to business park development.

#### Infrastructure and Economic Development

Transportation and utility improvements are needed to foster the viability of a number of business park sites. As mentioned earlier, planning and economic development coordination will help to develop transportation plans that recognize economic development opportunities.

#### Knoxville Beltway (Orange Route)

The development of this beltway will open additional lands in Anderson County and north Knox County to potential business park development. Again,

an area of interest is the potential interchange in the Heiskell vicinity. This interchange, along with the widening of the railroad underpass, would be significant in promoting economic development.

#### East I-40 Corridor

Several potential business park sites have been identified in the Midway Road interchange area. While sewer is the foremost need in unlocking the economic development potential, various road improvements are also required. Connecting and improving to Worthington Drive, McCubbins Road and Woodlake Church Road would facilitate other potential business park development between the Strawberry Plains and Midway interchanges.

#### The Eastbridge and Mascot areas

Andrew Johnson Highway, Strawberry Plains Pike and Rutledge Pike provide potential access to reach the industrial properties in this area. However, those routes are not directly tied to the sites and tend to run westward to interchanges several miles away. A new link, which flows more directly south to I-40, should be considered to improve the viability of marketing hundreds of acres of potential industrial property in and around the Mascot/Eastbridge area.

#### Northeast Knox County

The most level land areas, which could serve a variety of purposes such as farming, are the large tracts in Northeast Knox County. A beltway (the routing is undetermined) has been considered as a long range project to better link I-40/81 to I-75. The implications for economic development would be significant if such a decision is made. As part of the process, utility improvements and land use planning should be undertaken concurrently with transportation planning.





## Primary Sites

The following 15 sites were identified as having significant potential for business park development. The background material for each site includes parcel identification, acreage, utility providers, transportation, land use plan and zoning information. Observations from field visits and sector plans are also recorded, and aerial photographs and slope analysis maps are provided for a better understanding of each potential site.

In viewing the maps, please note that more than one site is occasionally depicted on a page.

## General Recommendations

The following general recommendations should be used in making decisions regarding the development of the sites:

- Attention should be given to protecting water resources, including adequate buffers to streams and rivers. The Development Corporation should work with the county's engineering staff to develop state of the art, low impact development practices that meet state and county regulations.
- Business park sites abutting residentially zoned or used property should establish a solid buffer of evergreen trees and shrubs to screen adjacent properties.
- All signage should be monument style, eye level, and consistent with the color and character of the proposed buildings in the business park.
- The conservation of existing trees, particularly as buffers to neighboring development, should be accomplished with site planning and development. Entire clear-cutting of a site for development is discouraged.
- Linkages to greenway trails should be provided to and through business park sites.
- Community involvement in the planning and design process should be thorough.

**Reference Number:** 6 East County

**Parcel(s) ID:** 074 097 (85 acres); 074 039 (65 acres); 074 040 (47 acres); 074 096 (31 acres); 074 044 (29 acres); 074 095 (29 acres); 074 051 (24 acres); 074 09601 (20 acres); 074 041 (19 acres); 074 047 (14 acres); 074 094 (14 acres); 074 098 (9 acres); 074 042 (8 acres); 074 100 (1 acre); 074 099 (1 acre)

**Acres:** 396 acres

**Utility:** KUB has jurisdiction for electric, gas, sewer (would have to be extended to make this a viable site), and water

**Transportation:** The site is positioned just north of Interstate 40, with Thorn Grove Pike to the east and a small section of Cooper Road to the west. Access to Interstate 40 is provided southeast of the site along Midway Road

**Existing Land Use:** Largely undeveloped and rural agriculture with 14 single-family homes and structures.

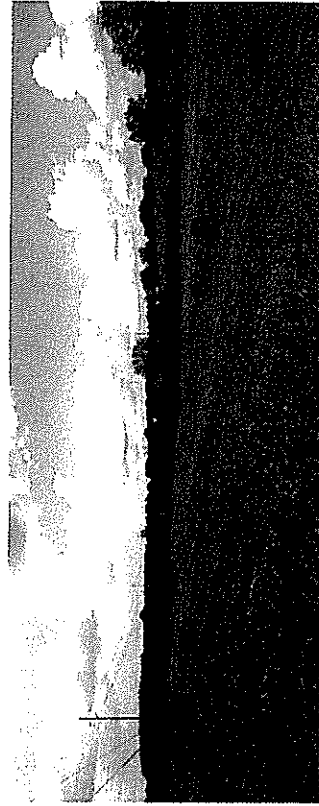
**Surrounding Uses:** The site is bordered by single-family homes along Cooper Road. The remaining uses surrounding the site are rural agricultural with single-family homes. North of the site is Mannela Drive, which is a private cul-de-sac with 10 estate homes on five to six acre lots.

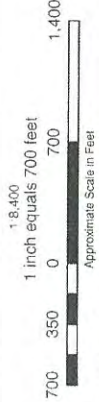
**Proposed Land Use:** The East County Sector Plan depicts Low Density Residential (LDR) and Office (O)

**Zoning:** Agriculture (A) and Commercial Agriculture (CA)

**Observations:**  
 The site would have to be rezoned and the proposed land use amended to accommodate an industrial use.  
 The land is clear and gently rolling from agricultural use with the majority of the site at or less than six percent slope.  
 The property has excellent access to Interstate 40 from Thorn Grove Pike to Midway Road.  
 Portions of the site closest to the interstate are proposed for office development in the East County Sector Plan. Citizens expressed concerns about a business park and wanted less intense uses near the interchange and in the surrounding countryside. Citizens preferred office and technological industries for future development rather than the addition of large manufacturing and wholesale/warehouse uses. Considering citizens' concerns and as a means to foster economic development, the areas closest to the interchange were proposed for office development in the East County Sector Plan.

**Site Development Recommendations:**  
 1. The sites north of the interstate (East 6) should be given higher priority based on the configuration of this parcel.  
 2. Access should be limited to Thorn Grove Pike due to its proximity to the interstate and the surrounding residential homes.  
 3. Worthington Lane should be extended west to connect to McCubbins Road. Midway Road should be extended north to connect to Carter School Road.  
 4. See all applicable recommendations under General Recommendations.





Potential Sites for Business Park Development  
**SITE: 6 EAST COUNTY**



# Inventory of Potential Sites for Business Parks

## SITE: 6 EAST COUNTY

1:8,400  
1 inch equals 700 feet

700 350 0 700 1,400

Approximate Scale in Feet

**MPC**  
METROPOLITAN  
PLANNING  
COMMISSION



F and F-1 Flood Zone

500 Year Flood Plain

Depressed Areas

0% - 5%

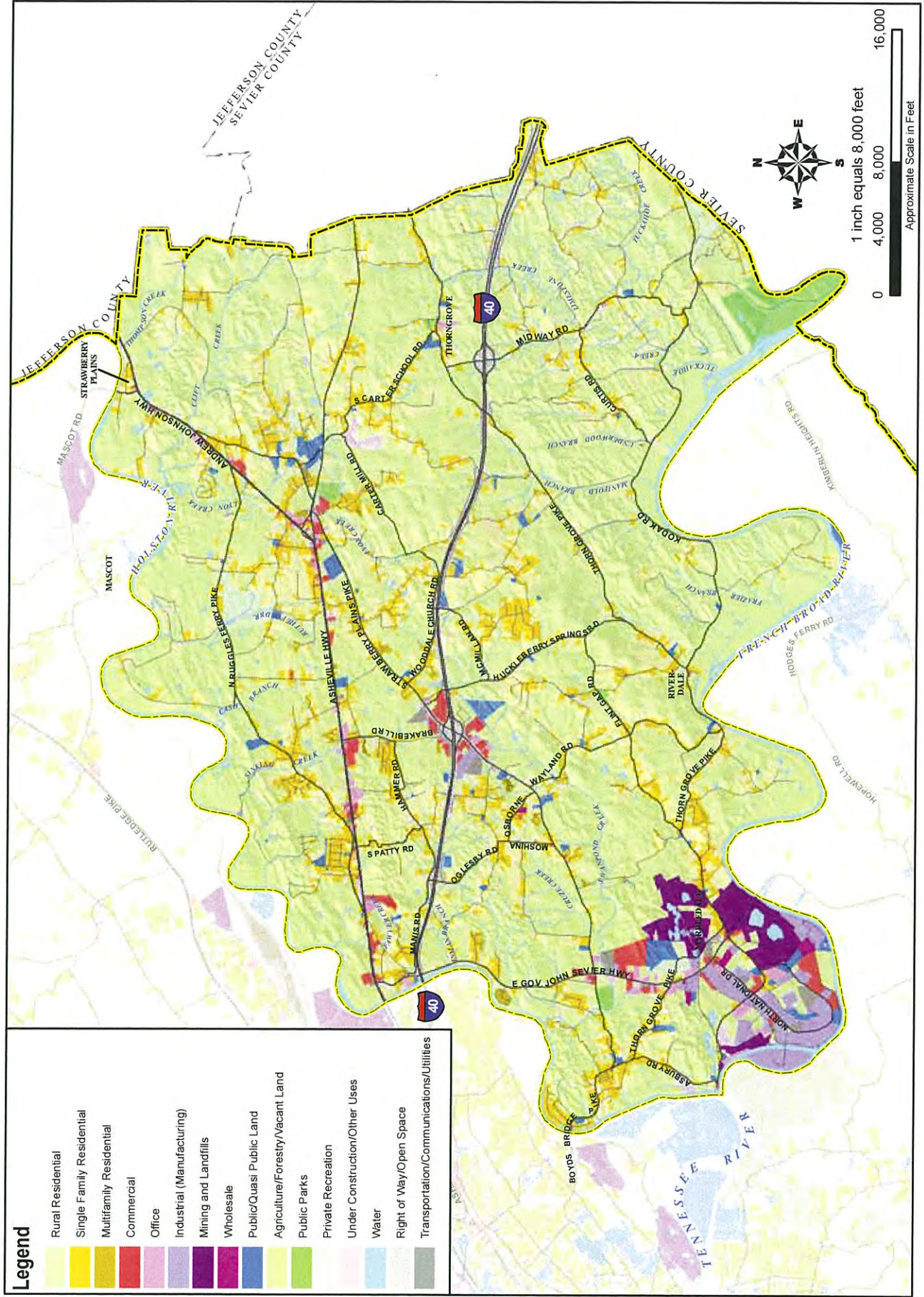
5% - 10%

10% - 15%

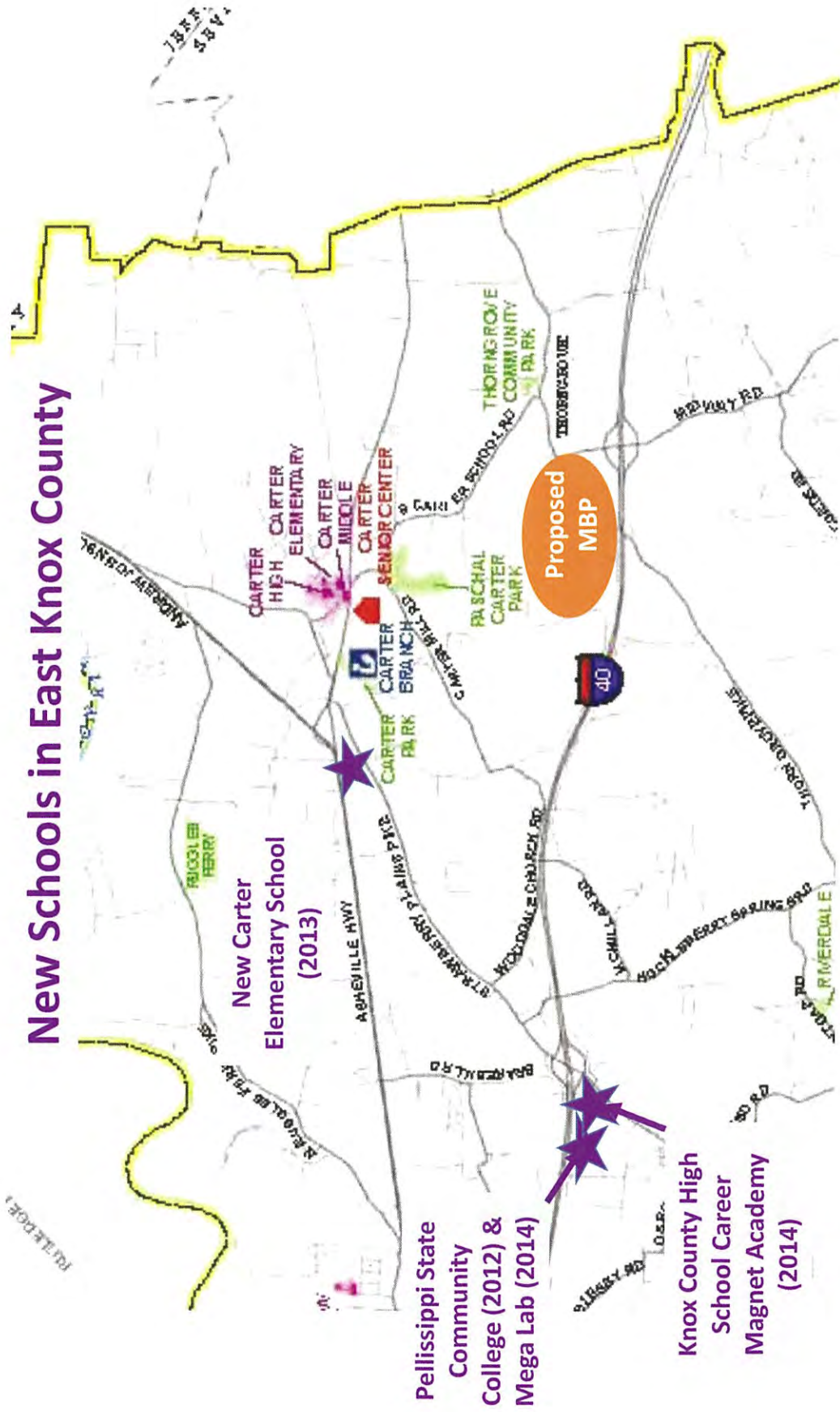
15% - 25%

> 25%

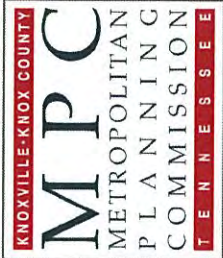
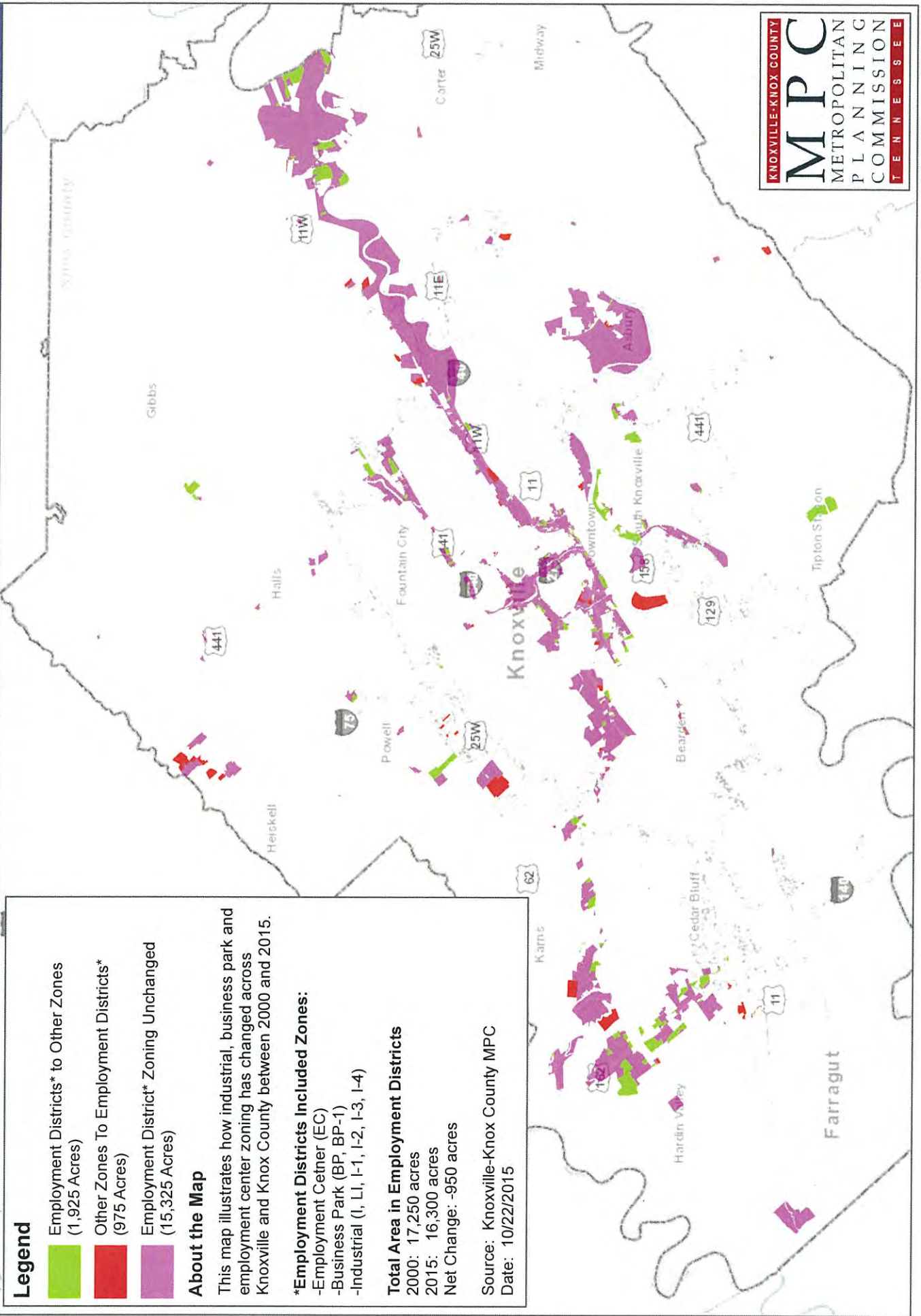
**Map 3: Existing Land Use**



# New Schools in East Knox County



# Industrial, Business Park and Employment Center Rezoning, January 2000 - October, 2015



## Legend

- Employment Districts\* to Other Zones (1,925 Acres)
- Other Zones To Employment Districts\* (975 Acres)
- Employment District\* Zoning Unchanged (15,325 Acres)

## About the Map

This map illustrates how industrial, business park and employment center zoning has changed across Knoxville and Knox County between 2000 and 2015.

## \*Employment Districts Included Zones:

- Employment Center (EC)
- Business Park (BP, BP-1)
- Industrial (I, LI, I-1, I-2, I-3, I-4)

## Total Area in Employment Districts

2000: 17,250 acres  
 2015: 16,300 acres  
 Net Change: -950 acres

Source: Knoxville-Knox County MPC

Date: 10/22/2015

# ACS 2010 (5-Year Estimates)

Choose census year   **Geographies**   **Tables**   **Results**

**Report**

**Excel**

**Data Download**

**Link**

Adjust \$ values for inflation to: None



Geography items per page: 5 items



Statistics

Census Tract  
53.02, Knox  
County,  
Tennessee

## SE:T1. Total Population

**Total Population** 3,692

## SE:T2. Population Density (per sq. mile)

Total Population	3,692
Population Density (per sq. mile)	256.0
Area (Land)	14.42

## SE:T4. Sex

Total Population:	3,692	
Male	1,952	52.9%
Female	1,740	47.1%

## SE:T7. Age

Total Population:	3,692	
Under 5 Years	129	3.5%
5 to 9 Years	293	7.9%
10 to 14 Years	195	5.3%
15 to 17 Years	169	4.6%
18 to 24 Years	193	5.2%
25 to 34 Years	312	8.5%
35 to 44 Years	462	12.5%
45 to 54 Years	625	16.9%
<b>55 to 64 Years</b>	489	13.2%
<b>65 to 74 Years</b>	682	18.5%
<b>75 to 84 Years</b>	143	3.9%
85 Years and over	0	0%

## SE:T13. Race

Total Population:	3,692	
White Alone	3,663	99.2%
Black or African American Alone	2	0.1%
American Indian and Alaska Native Alone	0	0%
Asian Alone	0	0%
Native Hawaiian and Other Pacific Islander Alone	0	0%
Some Other Race Alone	0	0%



Two or More races	27	0.7%
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**SE:T17. Households By Household Type**

Households:	1,511	
Family Households:	1,207	79.9%
Married-couple Family	1,023	67.7%
Other Family:	184	12.2%
Male Householder, no wife present	60	4.0%
Female Householder, no husband present	124	8.2%
Nonfamily Households:	304	20.1%
Male Householder	139	9.2%
Female Householder	165	10.9%

**SE:T57. Median Household Income (In 2010 Inflation Adjusted Dollars)**

Median household income (In 2010 Inflation Adjusted Dollars)	\$46,880
--	----------

**SE:T93. Housing Units**

Housing units	1,616
---------------	-------

**SE:T94. Tenure**

Occupied Housing Units:	1,511	
Owner Occupied	1,251	82.8%
Renter Occupied	260	17.2%

**SE:T118. Ratio Of Income In 2010 To Poverty Level (Summarized)**

Population for whom poverty status is determined:	3,659	
Under 1.00 (Doing Poorly)	214	5.9%
1.00 to 1.99 (Struggling)	581	15.9%
Under 2.00 (Poor or struggling)	795	21.7%
2.00 and over (Doing ok)	2,864	78.3%

*For documentation and detailed source information click on a table title. All percents are taken against table universe which is the first row in each table.*

---

## Sources & Notes

**ACS 2010 (5-Year Estimates)**    Documentation    Data Dictionary

Social Explorer Tables: ACS 2010 (5-Year Estimates)(SE), ACS 2010 (5-Year Estimates), Social Explorer; U.S. Census Bureau

# ACS 2010 (5-Year Estimates)

Choose census year   **Geographies**   **Tables**   **Results**

**Report**

**Excel**

**Data Download**

**Link**

Geography items per page: 5 items



Statistics	Census Tract 53.02, Knox County, Tennessee	
<b>SE:T1. Total Population</b>		
Total Population	3,692	
<b>SE:T2. Population Density (per sq. mile)</b>		
Total Population	3,692	
Population Density (per sq. mile)	256.0	
Area (Land)	14.42	
<b>SE:T7. Age</b>		
Total Population:	3,692	
Under 5 Years	129	3.5%
5 to 9 Years	293	7.9%
10 to 14 Years	195	5.3%
15 to 17 Years	169	4.6%
18 to 24 Years	193	5.2%
25 to 34 Years	312	8.5%
35 to 44 Years	462	12.5%
45 to 54 Years	625	16.9%
55 to 64 Years	489	13.2%
<b>65 to 74 Years</b>	682	<b>18.5%</b>
<b>75 to 84 Years</b>	143	<b>3.9%</b>
<b>85 Years and over</b>	0	0%
<b>SE:T10. Age For Male Population (Short Version)</b>		
Male Population:	1,952	
Under 18 Years	490	25.1%
18 to 34 Years	304	15.6%
35 to 64 Years	737	37.8%
65 and over	421	21.6%
<b>SE:T11. Age For Female Population (Short Version)</b>		
Female Population:	1,740	
Under 18 Years	296	17.0%
18 to 34 Years	201	11.6%
35 to 64 Years	839	48.2%
65 and over	404	23.2%

**SE:T12. Median Age By Sex**

Median Age:	46.6
Male Population	42.7
Female Population	49.7

*For documentation and detailed source information click on a table title. All percents are taken against table universe which is the first row in each table.*

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## Sources & Notes

[ACS 2010 \(5-Year Estimates\)](#) [Documentation](#) [Data Dictionary](#)

Social Explorer Tables: ACS 2010 (5-Year Estimates)(SE), ACS 2010 (5-Year Estimates), Social Explorer; U.S. Census Bureau

# ACS 2010 (5-Year Estimates)

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Adjust \$ values for inflation to: None



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Next >>Geography items per page: 5 items



Statistics

Census Tract  
53.02, Knox  
County,  
Tennessee

**SE:T1. Total Population**

Total Population	3,692
------------------	-------

**SE:T2. Population Density (per sq. mile)**

Total Population	3,692
Population Density (per sq. mile)	256.0
Area (Land)	14.42

**SE:T56. Household Income (In 2010 Inflation Adjusted Dollars)**

Households:	1,511	
Less than \$10,000	76	5.0%
\$10,000 to \$14,999	0	0%
\$15,000 to \$19,999	73	4.8%
\$20,000 to \$24,999	85	5.6%
\$25,000 to \$29,999	113	7.5%
\$30,000 to \$34,999	52	3.4%
\$35,000 to \$39,999	81	5.4%
\$40,000 to \$44,999	189	12.5%
\$45,000 to \$49,999	158	10.5%
\$50,000 to \$59,999	148	9.8%
\$60,000 to \$74,999	195	12.9%
\$75,000 to \$99,999	182	12.1%
\$100,000 to \$124,999	46	3.0%
\$125,000 to \$149,999	49	3.2%
\$150,000 to \$199,999	64	4.2%
\$200,000 or More	0	0%

**SE:T57. Median Household Income (In 2010 Inflation Adjusted Dollars)**

Median household income (In 2010 Inflation Adjusted Dollars)	\$46,880
--	----------

**SE:T58. Median Household Income By Race (In 2010 Inflation Adjusted Dollars)**

Median household income (In 2010 Inflation Adjusted Dollars):	\$46,880
White Alone Householder	\$46,707
Black or African American Alone Householder	
American Indian and Alaska Native Alone Householder	
Asian Alone	
Native Hawaiian and Other Pacific Islander Alone Householder	
Some Other Race Alone Householder	

Two or More Races Householder	\$66,429
Hispanic or Latino Householder	
White Alone Householder, not Hispanic or Latino	\$46,707
<b>SE:T59. Average Household Income (In 2010 Inflation Adjusted Dollars)</b>	
Average household income (In 2010 Inflation Adjusted Dollars)	\$57,487
<b>SE:T61. Median Family Income (In 2010 Inflation Adjusted Dollars)</b>	
Median Family Income (In 2010 Inflation adjusted dollars)	\$54,271
<b>SE:T62. Average Family Income (In 2010 Inflation Adjusted Dollars)</b>	
Average Family Income (In 2010 Inflation adjusted dollars)	\$64,024
<b>SE:T63. Median Nonfamily Household Income (In 2010 Inflation Adjusted Dollars)</b>	
Median Nonfamily Household Income (In 2010 Inflation Adjusted Dollars)	\$27,128
<b>SE:T64. Average NonFamily Income (In 2010 Inflation Adjusted Dollars)</b>	
Average Nonfamily Income (In 2010 Inflation Adjusted Dollars)	\$30,649

*For documentation and detailed source information click on a table title. All percents are taken against table universe which is the first row in each table.*

## Sources & Notes

[ACS 2010 \(5-Year Estimates\)](#) [Documentation](#) [Data Dictionary](#)

Social Explorer Tables: ACS 2010 (5-Year Estimates)(SE), ACS 2010 (5-Year Estimates), Social Explorer; U.S. Census Bureau

# ACS 2010 (5-Year Estimates)

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## Statistics

Census Tract  
53.02, Knox  
County,  
Tennessee

### SE:T1. Total Population

Total Population	3,692
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### SE:T2. Population Density (per sq. mile)

Total Population	3,692
Population Density (per sq. mile)	256.0
Area (Land)	14.42

### SE:T113. Poverty Status In 2010 Of Families By Family Type By Presence Of Children Under 18 Years

Families:	1,207	
Income in 2010 below poverty level:	47	3.9%
Married Couple Family: With Related Child Living Bellow Poverty Level	0	0%
Married Couple Family: No related children under 18 Years	0	0%
Male Householder, no wife present:	16	1.3%
With related children under 18 Years	16	1.3%
No related children under 18 Years	0	0%
Female Householder, no husband present:	31	2.6%
With related children under 18 Years	31	2.6%
No related children under 18 Years	0	0%
Income In 2010 at or above poverty level	1,160	96.1%

### SE:T114. Poverty Status In 2010 For Children Under 18

Population Under 18 Years of Age for whom poverty status is determined:	753	
Living in Poverty	67	8.9%
At or Above Poverty Level	686	91.1%

### SE:T115. Poverty Status In 2010 For Population Age 18 to 64

Population Age 18 to 64 for whom poverty status is determined:	2,081	
Living in Poverty	147	7.1%
At or Above Poverty Level	1,934	92.9%

### SE:T116. Poverty Status In 2010 For Population Age 65 And Over

Population Age 65 and Over for whom poverty status is determined:	825	
Living In Poverty	0	0%
At or Above Poverty Level	825	100.0%

**SE:T117. Ratio Of Income In 2010 To Poverty Level**

Population for whom poverty status is determined:	3,659	
Under .50	83	2.3%
.50 to .74	83	2.3%
.75 to .99	48	1.3%
1.00 to 1.49	96	2.6%
1.50 to 1.99	485	13.3%
2.00 and over	2,864	78.3%

**SE:T118. Ratio Of Income In 2010 To Poverty Level (Summarized)**

Population for whom poverty status is determined:	3,659	
Under 1.00 (Doing Poorly)	214	5.9%
1.00 to 1.99 (Struggling)	581	15.9%
Under 2.00 (Poor or struggling)	795	21.7%
2.00 and over (Doing ok)	2,864	78.3%

**SE:T119. Poverty Status In 2010 (White Alone)**

White Alone Population for whom poverty status is determined:	3,630	
Income In 2010 below poverty level	214	5.9%
Income In 2010 at or above poverty level	3,416	94.1%

**SE:T120. Poverty Status In 2010 (Black Or African American Alone)**

Black or African American Alone Population for whom poverty status is determined:	2	
Income In 2010 below poverty level	0	0%
Income In 2010 at or above poverty level	2	100.0%

*For documentation and detailed source information click on a table title. All percents are taken against table universe which is the first row in each table.*

## Sources & Notes

[ACS 2010 \(5-Year Estimates\)](#)   [Documentation](#)   [Data Dictionary](#)

Social Explorer Tables: ACS 2010 (5-Year Estimates)(SE), ACS 2010 (5-Year Estimates), Social Explorer; U.S. Census Bureau

# ACS 2010 (5-Year Estimates)

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## Statistics

**Census Tract  
53.02, Knox  
County,  
Tennessee**

### SE:T1. Total Population

Total Population	3,692
------------------	-------

### SE:T2. Population Density (per sq. mile)

Total Population	3,692
Population Density (per sq. mile)	256.0
Area (Land)	14.42

### SE:T51. Occupation For Male Employed Civilian Population 16 Years And Over

Male Employed civilian Population 16 Years and over:	833	
Management, business, and financial operations occupations	99	11.9%
Professional and related occupations	149	17.9%
Healthcare support occupations	0	0%
Protective service occupations	21	2.5%
Food preparation and serving related occupations	0	0%
Building and grounds cleaning and maintenance occupations	34	4.1%
Personal care and service occupations	0	0%
Sales and related occupations	123	14.8%
Office and administrative support occupations	50	6.0%
Farming, fishing, and forestry occupations	0	0%
Construction, extraction, and maintenance occupations	261	31.3%
Production occupations	66	7.9%
Transportation and material moving occupations	30	3.6%

### SE:T52. Occupation For Female Employed Civilian Population 16 Years And Over

Female Employed civilian Population 16 Years and over:	742	
Management, business, and financial operations occupations	100	13.5%
Professional and related occupations	174	23.5%
Healthcare support occupations	13	1.8%
Protective service occupations	0	0%



Food preparation and serving related occupations	33	4.5%
Building and grounds cleaning and maintenance occupations	20	2.7%
Personal care and service occupations	51	6.9%
Sales and related occupations	37	5.0%
Office and administrative support occupations	293	39.5%
Farming, fishing, and forestry occupations	0	0%
Construction, extraction, and maintenance occupations:	0	0%
Production occupations	21	2.8%
Transportation and material moving occupations:	0	0%

#### SE:T54. Employment Sector For Male Employed Civilian Population 16 Years And Over

Male Employed Civilian Population 16 Years And Over:	833	
Private Sector	579	69.5%
Public Sector	158	19.0%
Self-Employed (incorporated and not incorporated)	83	10.0%
Private Non-Profit	13	1.6%
Unpaid Family Workers	0	0%

#### SE:T55. Employment Sector For Female Employed Civilian Population 16 Years And Over

Female Employed Civilian Population 16 Years And Over:	742	
Private Sector	396	53.4%
Public Sector	223	30.1%
Self-Employed (incorporated and not incorporated)	49	6.6%
Private Non-Profit	74	10.0%
Unpaid Family Workers	0	0%

*For documentation and detailed source information click on a table title. All percents are taken against table universe which is the first row in each table.*

## Sources & Notes

[ACS 2010 \(5-Year Estimates\)](#)   [Documentation](#)   [Data Dictionary](#)

Social Explorer Tables: ACS 2010 (5-Year Estimates)(SE), ACS2010\_5yr, Social Explorer; U.S. Census Bureau

# ACS 2010 (5-Year Estimates)

Choose census year   **Geographies**   Tables   Results

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Statistics	Census Tract 53.02, Knox County, Tennessee	
<b>SE:T1. Total Population</b>		
Total Population	3,692	
<b>SE:T2. Population Density (per sq. mile)</b>		
Total Population	3,692	
Population Density (per sq. mile)	256.0	
Area (Land)	14.42	
<b>SE:T25. Educational Attainment For Population 25 Years And Over</b>		
Population 25 Years and over:	2,713	
Less Than High School	373	13.8%
High School Graduate (includes equivalency)	1,242	45.8%
Some college	607	22.4%
Bachelor's degree	240	8.9%
Master's degree	195	7.2%
Professional school degree	46	1.7%
Doctorate degree	10	0.4%
<b>SE:T26. Educational Attainment For Male Population 25 Years And Over</b>		
Male Population 25 Years and over:	1,316	
Less Than High School	204	15.5%
High School Graduate (includes equivalency)	584	44.4%
Some college	255	19.4%
Bachelor's degree	165	12.5%
Master's degree	59	4.5%
Professional school degree	39	3.0%
Doctorate degree	10	0.8%
<b>SE:T27. Educational Attainment For Female Population 25 Years And Over</b>		
Female Population 25 Years and over:	1,397	
Less Than High School	169	12.1%
High school graduate (includes equivalency)	658	47.1%
Some college	352	25.2%
Bachelor's degree	75	5.4%
Master's degree	136	9.7%
Professional school degree	7	0.5%

Doctorate degree	0	0%
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**SE:T28. School Enrollment For The Population 3 Years And Over**

Population 3 Years and over:	3,649	
Enrolled In School	882	24.2%
Not Enrolled In School	2,767	75.8%

**SE:T30. School Dropout Rate For Population 16 To 19 Years**

Civilian Population 16 to 19 Years:	183	
Not high school graduate, not enrolled (dropped out)	0	0%
High school graduate, or enrolled (in school)	183	100.0%

**SE:T31. School Dropout Rate For Male Population 16 To 19 Years**

Male Civilian Population 16 To 19 Years:	152	
Not high school graduate, not enrolled (dropped out)	0	0%
High school graduate, or enrolled (in school)	152	100.0%

**SE:T32. School Dropout Rate For Female Population 16 To 19 Years**

Female Civilian Population 16 To 19 Years:	31	
Not high school graduate, not enrolled (dropped out)	0	0%
High school graduate, or enrolled (in school)	31	100.0%

*For documentation and detailed source information click on a table title. All percents are taken against table universe which is the first row in each table.*

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## Sources & Notes

[ACS 2010 \(5-Year Estimates\)](#)   [Documentation](#)   [Data Dictionary](#)

Social Explorer Tables: ACS 2010 (5-Year Estimates)(SE), ACS 2010 (5-Year Estimates), Social Explorer; U.S. Census Bureau

# ACS 2010 (5-Year Estimates)

Choose census year   **Geographies**   Tables   Results

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Statistics	Census Tract 53.02, Knox County, Tennessee	
<b>SE:T1. Total Population</b>		
Total Population	3,692	
<b>SE:T2. Population Density (per sq. mile)</b>		
Total Population	3,692	
Population Density (per sq. mile)	256.0	
Area (Land)	14.42	
<b>SE:T128. Means Of Transportation To Work For Workers 16 Years And Over</b>		
Workers 16 Years and over:	1,542	
Car, truck, or van	1,459	94.6%
<b>Drove Alone</b>	<b>1,377</b>	89.3%
Carpooled	82	5.3%
Public transportation (Includes Taxicab)	0	0%
Motorcycle	0	0%
Bicycle	0	0%
Walked	0	0%
Other means	10	0.7%
Worked at home	73	4.7%
<b>SE:T129. Travel Time To Work For Workers 16 Years And Over</b>		
Workers 16 Years and over:	1,542	
Did not work at home:	1,469	95.3%
Less than 10 minutes	156	10.1%
10 to 19 minutes	377	24.5%
<b>20 to 29 minutes</b>	<b>376</b>	<b>24.4%</b>
<b>30 to 39 minutes</b>	<b>308</b>	<b>20.0%</b>
<b>40 to 59 minutes</b>	<b>188</b>	<b>12.2%</b>
<b>60 to 89 minutes</b>	<b>64</b>	<b>4.2%</b>
90 or More minutes	0	0%
Worked at home	73	4.7%

*For documentation and detailed source information click on a table title. All percents are taken against table universe which is the first row in each table.*

## Sources & Notes

[ACS 2010 \(5-Year Estimates\)](#)   [Documentation](#)   [Data Dictionary](#)

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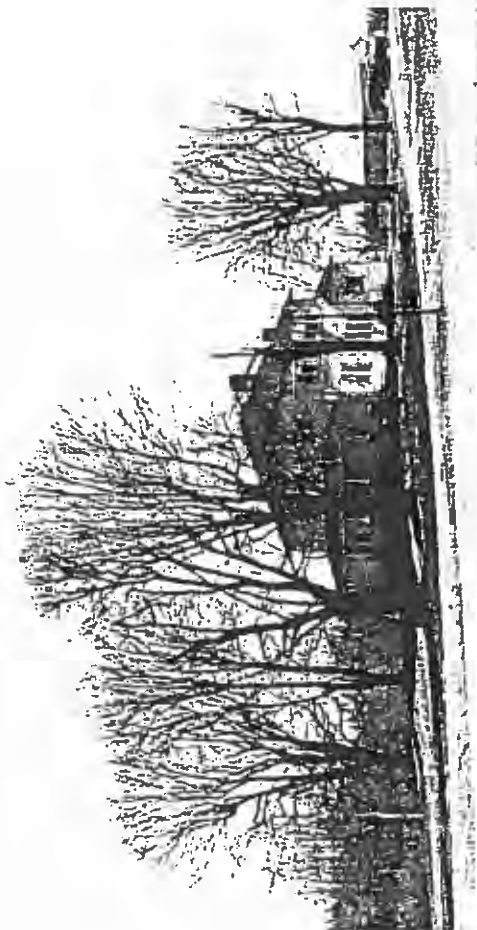
Social Explorer Tables: ACS 2010 (5-Year Estimates)(SE), ACS 2010 (5-Year Estimates), Social Explorer; U.S. Census Bureau

# East Knox County Sector Inventory

## Population Growth

	1970	1980	1990	1997	2002	2007	Change 1990-2007
East County	11,527	12,579	12,357	12,832	13,167	13,489	4.9%
Knox County	276,293	319,694	335,749	366,875	389,608	412,371	11.0%

Sources: 1990 Census; HUD, 1999 (estimates for 1997, 2002, 2007)



## HOUSING

- The 1997 projected total number of housing units increased at approximately 1.4% annually. This is one of the lowest residential growth rates in Knox County.

- Vacancy rates remain mostly static, reflecting the continued occupation and rehabilitation of existing housing stock.

## Housing Occupancy Rates by Tenure

	1990	1997	2002	2007
Total Number of Units	4,895	5,178	5,374	5,570
Occupied	4,650	4,903	5,089	5,269
Vacant	245	275	285	301
Owner Occupied	3,675	3,802	3,879	4,081
Renter Occupied	975	1,101	1,210	1,188
% Vacancy Rate	5.0	5.3	5.3	5.4

Sources: 1990 Census; HUD, 1999 (estimates for 1997, 2002, 2007)

East County has 16 hotels totaling 878 guestrooms. This is 10.7 percent of the total number of guestrooms found in Knox County. Six of the hotels in this planning sector were constructed since 2000.

**ECONOMIC DEVELOPMENT STUDIES**

Economic development is a function of county and regional organizations to serve the present and future employment needs of Knox County. Because of mobility across county, other nearby counties and their populations are served by economic growth. Identification of appropriate land for office, business and research/development parks and related opportunities is critical to the process. Because of changes in land availability, infrastructure, types of job creation (for instance, preferences for locating complementary industries or offices in proximity to each other) and labor force, governments must

be proactive in the potential site identification and marketing processes.

Various studies have been conducted to identify potential office park and business park sites in Knoxville-Knox County. These include redevelopment of older industrial land in the city as well as undeveloped land. The two most pertinent studies regarding unincorporated areas are the Inventory of Potential Sites for Business and Office Parks (2002) and Potential Locations for Business Park Development Locations (2005). The 2005 study was improved through the use of geographic information system technology, while some prior sites were removed due to development for other purposes in the intervening years. Several of the sites in the East County Sector and other portions of the city and county are no longer opportunities,

having been developed for residential purposes. The former business park proposal along Lyon's Creek near the Holston River (2001 sector plan) is primary example.

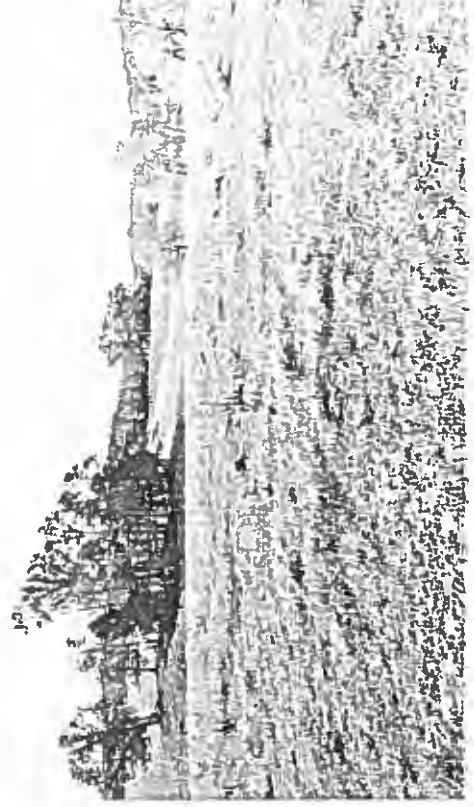
**TRANSPORTATION**

Following completion of the Interstate system in the early 1970s, travel patterns shifted markedly from Asheville and Andrew Johnson Highways to I-40. This resulted in a significant reduction in traffic on the sector's two east-west arterials, leaving them with considerable traffic-carrying capacity for the future.

John Sevier Highway (Hwy 168) was built as a first phase of an inner beltway leading to Alcoa Highway. It was intended to cross the Tennessee River (Fort Loudoun Lake) and join I-40, a

Table 12. Hotel Properties, 2007

Name	Address	Guestrooms	Year Built
Arrow Motel	Asheville Hwy, 8709	22	1950
Baymont Inn & Suites	Brakebill Rd, 814	0	
Best Western Strawberry Inn	Saddlerack St, 7260	64	2004
Comfort Suites Inn	Region Ln, 7230	68	2007
Country Inn & Suites East	Crosswood Blvd, 7525	56	1996
Econo Lodge Inn & Suites	Strawberry Plains Pk, 7424	72	1991
Fairfield Inn By Marriott	Cracker Barrel Ln, 1551	105	1995
Gateway Inn	Asheville Hwy, 6300	30	
Hampton Inn	Sawyer Ln, N, 7445	81	2007
Holiday Inn Express East	Rufus Graham Rd, 730	77	2005
La Quinta Inn & Suite East	Saddlerack St, 7210	65	2000
Motel Six East	Cracker Barrel Ln 1550	65	2004
Quality Inn East	Crosswood Blvd, 7471	54	1995
Ramada Limited East	Brakebill Rd, 722	58	1995
Sunbeam Motel	Asheville Hwy, 6933	0	
Super 8 Motel East	Crosswood Blvd, 7585	61	1994

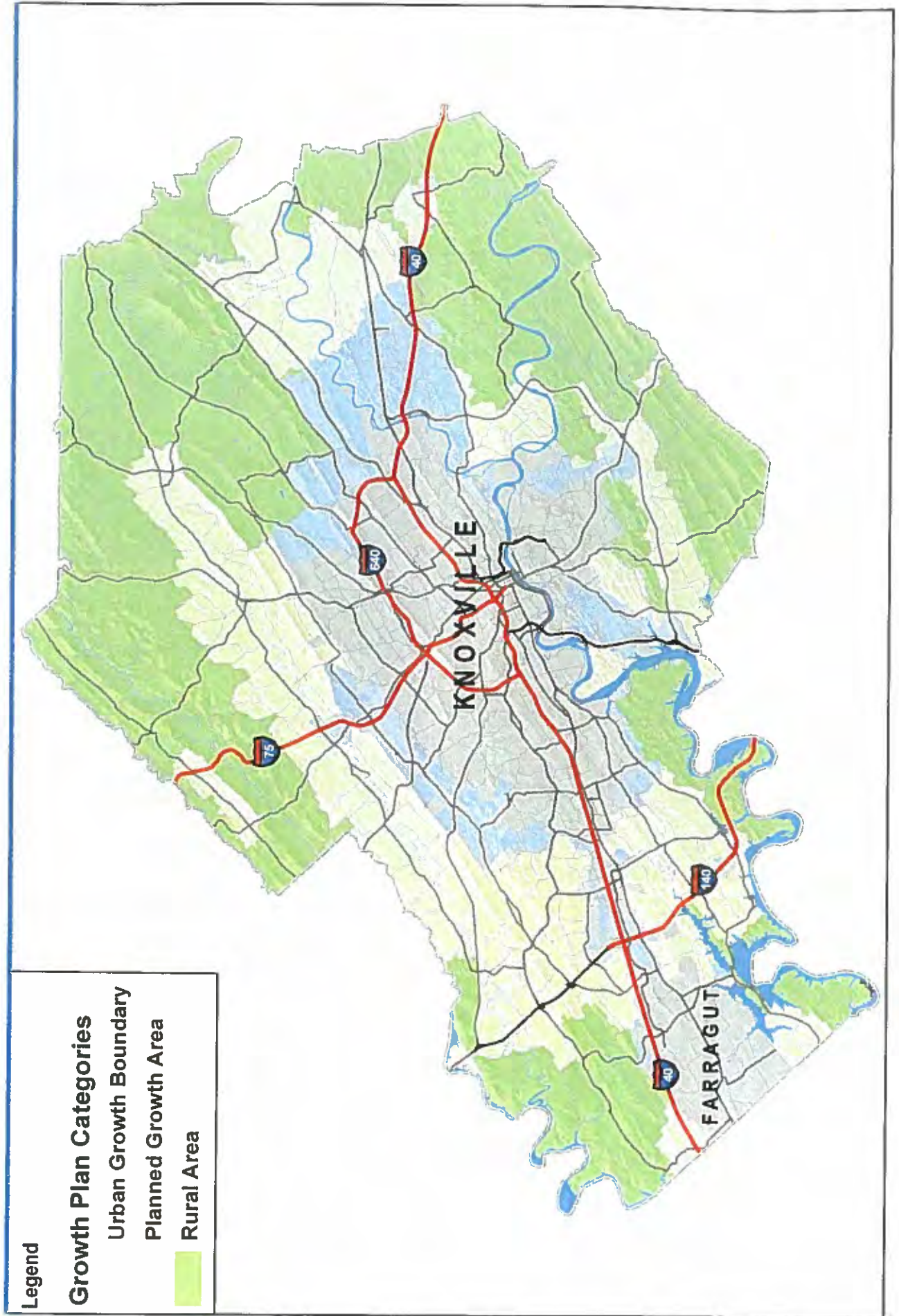


A potential business park site in the vicinity of the Strawberry Plains Pk interchange.





Map 9: Knoxville-Knox County Growth Policy Plan Map



**Fourth Sector Plan Meeting:** Held during July of 2009, MPC staff presented draft policies and plan recommendations concerning land use, community facilities, and transportation. MPC staff answered questions during the meeting and used comment cards for those that were unable to speak during the meeting.

**Summary of comments:**

- No business park
- Leave area as is
- Preserve agricultural/rural character and provide more specific proposals for the French Broad corridor
- Traffic calming needed
- No big box commercial developments
- What are the intentions of KUB, TVA, the Development Corporation, and MPC in the Midway Road Interchange area?
- Is a mediated session with Midway interests possible?
- Asheville Highway should not be all commercial

**Roundtable Meetings:** The roundtable discussion meeting was set up at the request of the residents during the third sector plan meeting. The meeting was held on September 29, 2009 was facilitated by a third party, Professor Becky Jacobs and Professor Brian Krumm of the UT Law School. The Midway Road Interchange area landholders and stakeholders were invited to the meeting as were representatives of the French Broad Preservation Association, Thorngrove Community Club, Eighth District

Preservation Association, TVA, KUB, MPC, and the Development Corporation of Knox County. Each group was asked to talk about their interest in the area. During this meeting the French Broad Preservation Association announced they would have an independent study by the Ochs Center that would be completed within three weeks and would examine economic development alternatives for the Midway Interchange area.

**Summary of comments, including implications of presentations (comments were specific to the presenters related to the specific projects and audience inquiries):**

- MPC learned that TVA was locating their switching station on the north side of the interstate on the Development Corporations land, instead of the prior site, located south of the interstate.
- TVA dismissed rumors that they were extending transmission lines across the French Broad and Seven Island Wildlife Refuge.
- KUB indicated that they are not seeking a sewage plant along the French Broad.
- Thorngrove Community Club representative noted that any Midway business park consideration is unacceptable
- Representatives of commercial property owner asked about potential changes to commercial zoning to east of Midway Road.

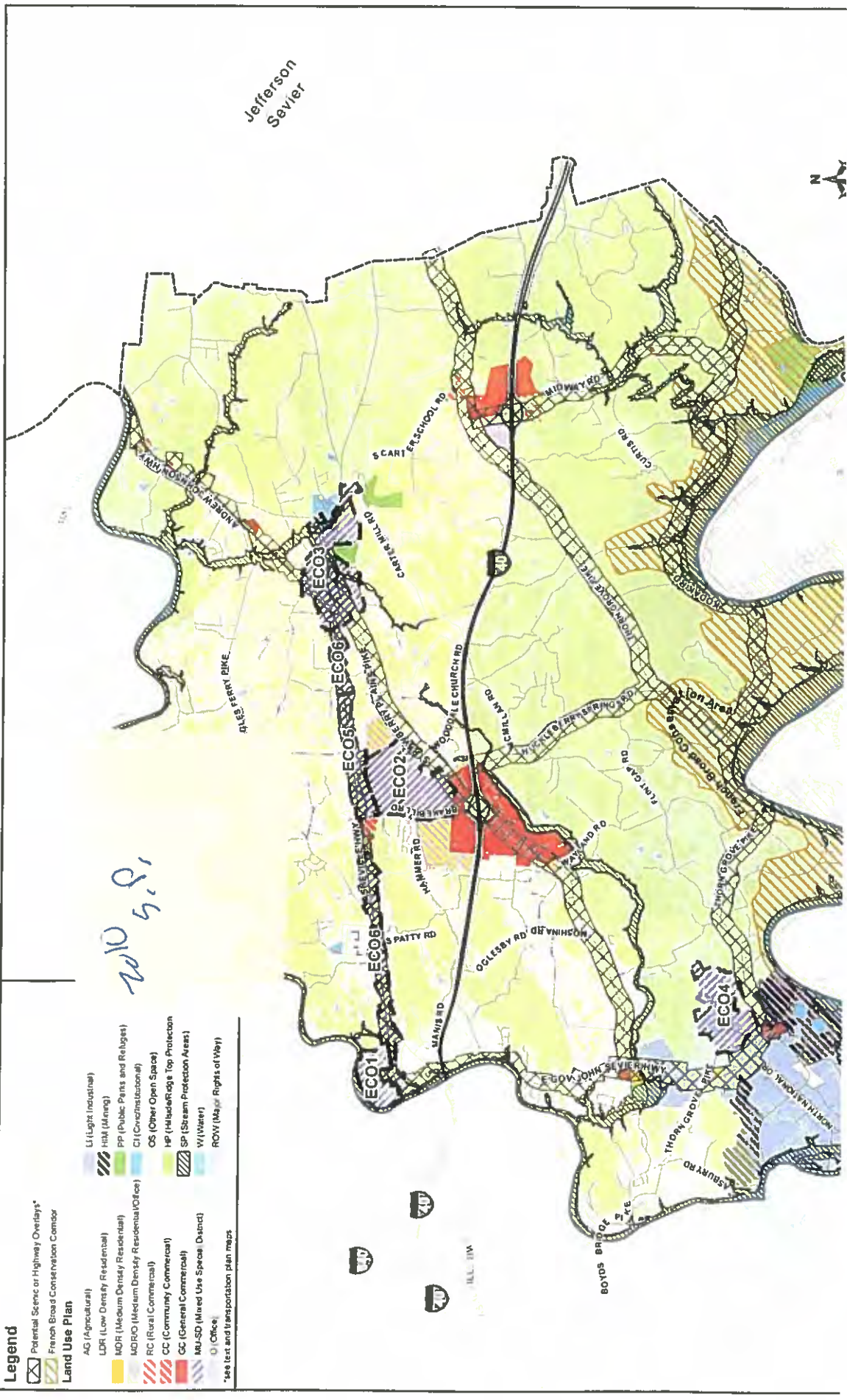
**Fifth Sector Plan Meeting:** Held January of 2010, MPC staff presented the draft East County Sector Plans for economic development in the area. Both MPC staff answered questions during the meeting and used comment cards for those that were unable to speak during the meeting.

**Summary of comments:**

Sixty-one people signed in at the meeting. About two-thirds stood up when asked if they opposed the Midway business park proposal. Nine comment cards were handed to staff, and responses indicated that all nine people did not support a Midway business park as part of the Midway Northwest Quadrant proposal (see page 32 of the Land Use Plan). Support was generally expressed for the other proposals (Carter School improvements, Scenic and French Broad Conservation Corridors). One person suggested a continuation of Roundtable discussion. Another person wondered how a scenic corridor could be created if a road is to be widened (this can be done through context sensitive design; see page 54 of the Transportation Plan. For example, a landscape median is one potential solution).

An additional six cards were received by MPC after the January 25 meeting. Three respondents generally agreed with the Midway area proposals; three did not. Several residents pointed out that improvements in sidewalks and intersections are needed in the Carter schools area. The school improvement and park and open space proposals were favored by these six respondents.

Map 10: Proposed Land Use Plan



improvements fall under the responsibility of the Knox County government, particularly the School Board. A decision to renovate or construct a new school would be up to Knox County.

**Law Enforcement and Fire Protection**

Over the course of the 15-year plan horizon, the city will annex land in its Urban Growth Boundary. At some point there will need to be an evaluation of the need for additional fire protection services for both commercial and residential properties, including consideration of a new fire station in or close to the sector. Adjustments to police patrols can be anticipated as well. The county Sheriff's Department and Rural Metro will continue to provide their law enforcement and fire protection services in the unincorporated area.

**Utilities and Utility Policy**

Utility corporations (KUB and TVA) are not under the jurisdiction of MPC and local governments. Each are chartered by the state and federal governments, which provide the corporations the means to meet their public utility obligations as long as they are in compliance with such provisions as environmental laws (like those of the U.S. Environmental Protection Agency). Cooperative agreements would be needed to develop policies for utility facility locations, such as a wastewater plant.

**Water utilities:** The Knoxville Utilities Board provides water within most parts of the sector. Still, many residents rely on well water. Extensions and upgrades to the water lines to serve fire protection and potable water purposes are needed, particularly

with development in the Urban Growth Boundary and Planned Growth Area.

**Wastewater utilities:** public sewer provisions are made through KUB. The Love's Creek and East Bridge Treatment Plants serve the western and northern portions of the sector respectively. In consideration of French Broad preservation interests, the location of a sewage treatment plant in the French Broad Conservation Corridor is not recommended. At the September 2009 Roundtable, KUB went on record that they would not pursue a treatment plant there.

**Electrical utilities:** KUB provides local service while TVA provides regional service (power generation and distribution services to the local utilities). Because of growth in the region, particularly Sevier and Blount counties, TVA will be upgrading its electrical grid (the network of power

lines that are tied to substations) with the future development of a switching near the Midway interchange. At the Roundtable (September 2009), TVA noted that they abandoned the potential site in the southwest quadrant of the interchange because of geologic limitations, and were pursuing a location in the northwest quadrant.

**Solid Waste Services**

The County's Solid Waste Office provides convenience centers at Carter and near Forks of the River within the unincorporated area.

Improvements are needed to the Carter facility. However, because it is a leased site, consideration is being given to acquiring a new site where landscaping and fencing, access control and separation points for bulk items, and recycling can be better accommodated. In view of the Town Center proposal, relocation of the existing facility would be logical.



*The French Broad Conservation Corridor should remain a rural area and a sewage treatment plant should not be located in the area.*

**MIXED USE and SPECIAL DISTRICTS . . . continued**

**5. Special Mixed Use District (MU with reference number)**

These can include designations to address urban design, pedestrian and transit-oriented development and vertical mixed use in designated areas. The areas may include older portions of the city or county where redevelopment and/or preservation programs are needed for revitalization purposes.

Location Criteria:	Recommended Zoning and Programs:
<ul style="list-style-type: none"> <li>Case-by-case analysis is recommended</li> </ul>	TND-1, TC-1, TC, especially in greenfield areas, or form-based or designed-based codes as noted in the Sector Plan and One Year Plan for each of these districts.

**6. Special Corridors (CD with reference number)**

These can include designations to address urban design and environmental concerns along commercial or industrial corridors (where overlays for aesthetic reasons or sidewalks may be recommended, like the Chapman Highway corridor). Other potential corridor designation could include rural/farmland conservation areas.

Location Criteria:	Recommended Zoning and Programs:
<ul style="list-style-type: none"> <li>Case-by-case analysis is recommended</li> </ul>	Should be noted in the Sector Plan and One Year Plan for each of these districts.

**INDUSTRIAL AND WAREHOUSE/DISTRIBUTION LAND USE CLASSIFICATIONS**

**Light and Heavy Industrial (LI and HI) and Mining (HIM)**

These classifications are typically used to identify older industrial areas, which were intended for manufacturing, assembling, warehousing and distribution of goods. Light industrial uses include such manufacturing as assembly of electronic goods and packaging of beverage or food products. Heavy industrial uses include such processes used in the production of steel, automobiles, chemicals, cement, and animal by-products and are viewed as clearly not compatible with areas designated for residential, institutional, office and retail uses. Quarry operations and asphalt plants are a particular form of heavy industrial, generally located in rural areas.

Location Criteria:	Recommended Zoning and Programs:	Other Zoning to Consider:
<ul style="list-style-type: none"> <li>Existing industrial areas</li> <li>Within one mile of an interstate interchange with access via standard major collector or arterial streets</li> </ul>	City: I-1, I-2, I-3 and I-4 (infill development, using those zones, may be appropriate), C-6, PC-2 and a new planned, industrial zone, that requires site plan review, may be warranted to address environmental and transportation issues and surrounding community concerns. County's Planned Growth Boundary: LI: EC zone should be used in future development	County: I (Industrial) zoning should be used in cases involving rezonings to accommodate mining activities and should be accompanied by buffering and other conditions to protect adjacent property owner PC, LI, I and CB may be considered for infill industrial development.

**Business Park (BP) Type 1**

Primary uses are light manufacturing, office and regionally-oriented warehouse/distribution services in which tractor-trailer transportation is to be a substantial portion of the operations. A zoning category which requires site plan review is expected in the development or redevelopment of such areas. Site plans shall address landscaping, lighting, signs, drainage, and other concerns that are raised in the rezoning process. Substantial landscaped buffers are expected between uses of lesser intensity, particularly residential, office and agricultural uses.

Location Criteria:	Recommended Zoning and Programs:	Other Zoning to Consider:
<ul style="list-style-type: none"> <li>Relatively flat sites (predominant slopes less than 6 percent) out of floodplains</li> <li>Relatively large sites (generally over 100 acres)</li> <li>Away from low and medium density areas or where truck traffic would have to go through such areas</li> <li>Areas with freeway and arterial highway access (generally within two miles of an interchange)</li> <li>Rail access is a consideration</li> <li>Can be served with sanitary sewer, water and natural gas</li> </ul>	City: I-1, C-6, PC-2 or a new Planned Industrial Park zone  County's Planned Growth and Rural Areas: EC	PC

**INDUSTRIAL AND WAREHOUSE/DISTRIBUTION LAND USE CLASSIFICATIONS . . . continued**

**Business Park (BP) Type 2:**

Primary uses are light manufacturing, offices, and locally-oriented warehouse/distribution services. Retail and restaurant services, which are developed primarily to serve tenants and visitors to the business park can be considered. A zoning category which requires site plan review is expected in the development or redevelopment of such areas. Site plans must include provisions for landscaping, lighting and signs. Substantial landscaped buffers are necessary between uses of lesser intensity, particularly residential, office and agricultural uses.

<p><b>Location Criteria:</b></p> <ul style="list-style-type: none"> <li>• Relatively flat sites (predominant slopes less than 6 percent) out of floodplains</li> <li>• Relatively large sites (generally over 100 acres)</li> <li>• Away from low and medium density areas or where truck traffic would have to go through such areas</li> <li>• Freeway and arterial highway access (generally within two miles of an interchange)</li> <li>• Rail access is a consideration</li> <li>• Sites that can be served with sanitary sewer, water and natural gas</li> </ul>	<p><b>Recommended Zoning and Programs:</b> City: I-1, C-6, PC-2 or a new Planned Industrial Park zone</p> <p><b>County's Planned Growth and Rural Areas:</b> EC</p>	<p><b>Other Zoning to Consider:</b> PC</p>
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**PARK, PUBLIC INSTITUTIONAL, OTHER OPEN SPACE & ENVIRONMENTAL PROTECTION LAND USE CLASSIFICATIONS**

**Public Parks and Refuges (PP)**

This land use classification contains existing parks, wildlife refuges or similar public or quasi-public parks, open spaces and greenways. It also contains quasi-public spaces, which are owned by civic or related organizations. Location criteria is not needed relative to large components of the park system, like community, district and regional parks and refuges; these areas are generally established through capital expenditures or land transfers from state or federal governments.

<p><b>Location Criteria:</b></p> <ul style="list-style-type: none"> <li>• Neighborhood parks, squares and commons should be within ¼ mile of residents in the traditional residential areas (particularly the 'Heart of Knoxville') and within ½ mile of residents within the balance of the city and county's Planned Growth area.</li> <li>• Greenways should be located along or within the flood plains of streams and rivers/reservoirs. Other potential locations include ridges and utility corridors.</li> </ul>	<p><b>Recommended Zoning and Programs:</b> City: OS-1</p> <p><b>County's Planned Growth and Rural Area:</b> OS, E and OC</p> <p>A new zone should be created to designate parks, schools and similar institutional lands for both city and county jurisdictions.</p>	<p><b>Other Zoning to Consider:</b> Other zones that allow parks and open space as permitted uses.</p>
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**Civic/Institutional (CI)**

Land used for major public and quasi-public institutions, including schools, colleges, the university, churches, correctional facilities, hospitals, utilities and similar uses.

<p><b>Location Criteria:</b></p> <ul style="list-style-type: none"> <li>• Existing public uses, other than parks and greenways</li> <li>• Quasi-public uses of two acres or more</li> </ul>	<p><b>Recommended Zoning and Programs:</b> City and County: New zoning categories for such uses or continue to use conventional zones (e.g. O-1, O-2 and OB)</p>	<p><b>Other Zoning to Consider:</b> Other zones that allow civic/institutional as permitted uses.</p>
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**Other Open Space (OS)**

Land uses include cemeteries, private golf courses, and similar uses.

<p><b>Location Criteria:</b></p> <ul style="list-style-type: none"> <li>• Existing cemeteries, private golf courses and private open spaces</li> </ul>	<p><b>Recommended Zoning and Programs:</b> City: OS-1 and a new zone created to designate parks, schools and similar institutional lands County's Planned Growth and Rural Area: OS, E and OC</p>	<p><b>Other Zoning to Consider:</b> A-1, and A</p>
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