

## MPC Agenda Item # 5

**To:** Metropolitan Planning Commission  
**From:** Jeff Archer, AICP, Principal Planner  
**File #:** 3-A-18-OYP  
**Subject:** Knoxville One Year Plan 2018 Update

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### **STAFF RECOMMENDATION:**

RECOMMEND that City Council APPROVE the 2018 One Year Plan (OYP).

### **COMMENTS:**

The Knoxville City Charter requires that the OYP be developed and adopted to tie the City of Knoxville's zoning districts to the Comprehensive Plan for the community. The OYP is used as the basis for rezoning decisions within the City of Knoxville. Pursuant to the requirements of the City Charter, staff has completed the annual update of the OYP. Highlights of the 2018 update include:

- Amending the text of Chapters 2 and 3 to incorporate the integrated land uses categories that are used in all twelve sector plans.
- Incorporating the North and West City Sector Plan's proposed land use map into the One Year Plan. These sector plans are the only two remaining sectors that have the slope and stream protections areas as a separate land use classification.
- Two staff changes are recommended based on actions recently taken by MPC and City Council.
  1. Texas Avenue – the block between Sherman Street and Stonewall Street. The old plan identified this Texas Avenue block as Traditional Neighborhood Residential (TDR) and this block as Parks and Refuges (PP).
  2. 6831 Central Avenue Pike - the old plan called for Low Density Residential (LDR) and Medium Density Residential (MDR), the proposal is for General Commercial (GC).
- Six changes are being recommended based on community input, including five in North district and one in the South district. The North district changes were near Sanders Drive and Fountain Road. The South district change was on Island Home Avenue. All the proposed changes were made to reflect the current zoning or existing land use.
- Incorporating a series of proposed land use maps. Historically, One Year Plan's have not incorporate proposed land use maps.
- Incorporating maps to illustrate areas where the One Year Plan's proposed land use map conflicts with the existing zoning pattern. City-wide there are 1,011 parcels or 4,581 acres where these conflicts occur. These areas have been identified as potential areas for general rezoning or plan amendments.

Staff held three community meetings that were attended over sixty people. The following resources were used to help solicit public input: online news article, post cards, a press release, project update page, social media, and interactive mapping.

### **SCHEDULE:**

If approved by the Metropolitan Planning Commission, the plan update will be scheduled for adoption by the Knoxville City Council on April 10, 2018 and April 24, 2018.

**The City of Knoxville, Tennessee**

**One Year Plan** UPDATE

**2018**

Prepared by the Knoxville • Knox County  
**Metropolitan Planning Commission**

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**One Year Plan** UPDATE

**2018**

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*We would also like to thank the following for their participation in this planning process:*

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### **KNOX COUNTY**

**Commissioners:** Carson Dailey and Randy Smith

### **KNOXVILLE • KNOX COUNTY METROPOLITAN PLANNING COMMISSION**

**Commissioners:** Pat Phillips and Janice Tocher

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*A special thank you to citizens who participated in this plan update:*

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# Chapter 1

## INTRODUCTION

On November 2, 1982, Knoxville voters approved by referendum a revision of the City Charter which strengthened the relationship between planning and zoning. The Charter—Article VIII, Section 801—requires that future zoning in the city conform to the community’s comprehensive development plans. Previously, plans were guides for zoning, but conformance to the plans was not legally required.

The Charter requires the annual preparation and adoption of a one year comprehensive development plan covering the entire city. Fifteen-and five-year development plans (sector plans) are prepared to provide policy guidance on long and mid-range development issues and as a guide to development of the One Year Plan. The One Year Plan is specifically designed to be the basis for land use regulations and short-term public improvements.

### ONE YEAR DEVELOPMENT PLAN

The One Year Plan is a land use and zoning plan.

The Charter states:

“The mayor shall have the Metropolitan Planning Commission prepare a one-year development plan which delineates the city’s proposed land use development pattern for the succeeding twelve-month period and is based upon the development goals and objectives specified in the city’s five-year development plan. The one-year development plan shall provide the basis for zoning of all properties within the city limits.”

This text and the accompanying maps comprise the One Year Plan required by the Charter. The land use and zoning plan cover all of Knoxville; however, for the sake of convenience, each plan has been divided into six districts roughly corresponding to the six city planning sectors. The One Year Plan maps illustrate the city’s proposed land use pattern by designating property into one of thirty-one land use classes. The text describes the intent of each class. In addition, the text identifies an appropriate range of zoning districts within the city’s zoning ordinance which would be in conformance to the plan.

The One Year Plan, by law and practice, is developed with a high level of community involvement. The required updates keep the plan a current and accurate guide for community growth, preservation, and enhancement. The structured amendment process allows the entire community to participate in the consideration of changes to the plan and provides more complete information on which to base decisions.



## **ONE YEAR PLAN FORMULATION**

The One Year Plan is based on all existing, adopted plans for the city, and the extensive data base maintained by MPC. Listed below are the plans used in preparing the One Year Plan.

### ***GROWTH POLICY PLAN:***

The 20-year Growth Policy Plan for Knoxville, Knox County, and the Town of Farragut. Adopted 2001.

### ***GENERAL PLAN 2033:***

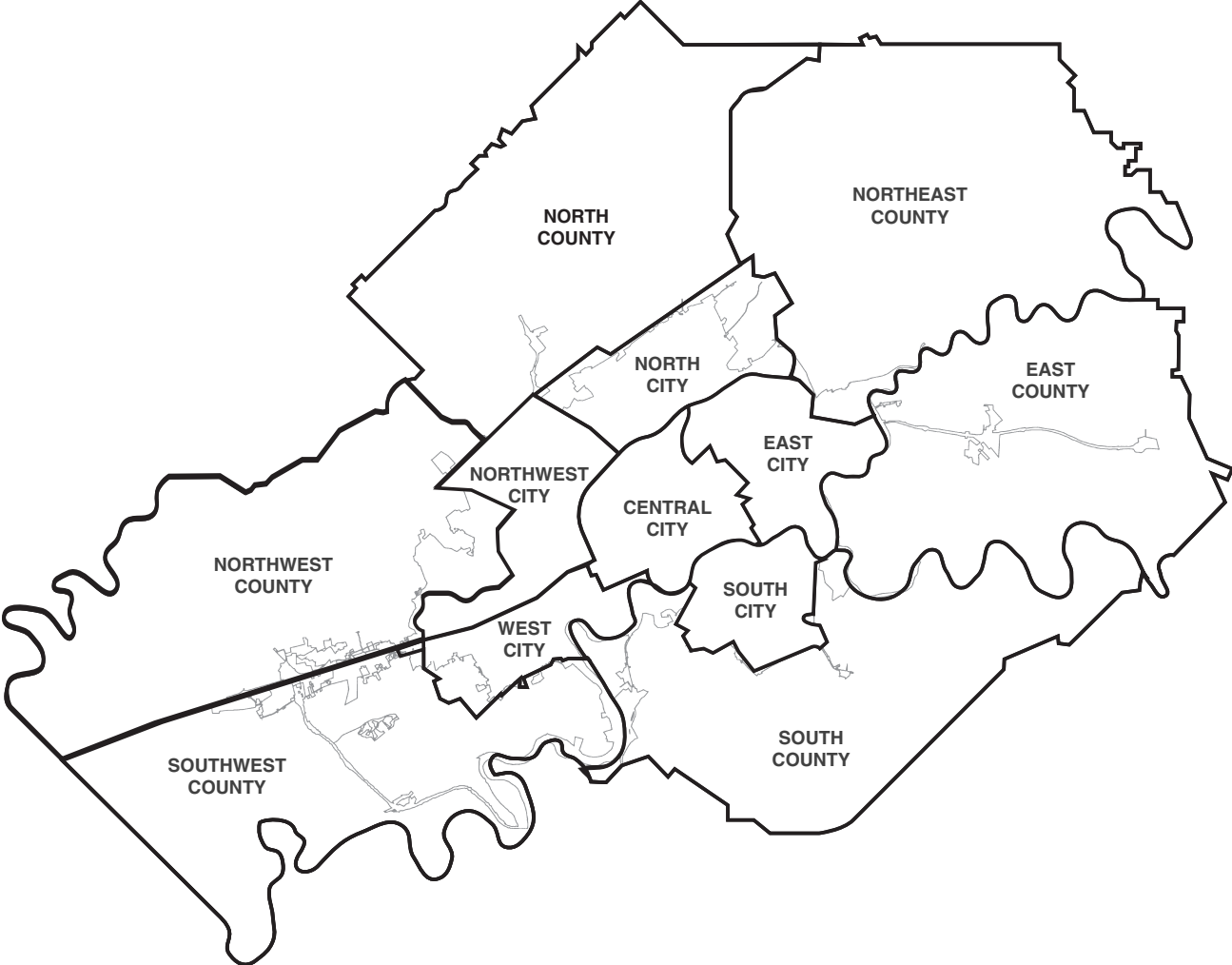
The comprehensive, long-range plan for Knoxville and Knox County, adopted by City Council May 12, 2003.

### ***SECTOR PLANS:***

A series of plans which provide policies and recommendations on land use, transportation, and public facilities for the twelve geographic sectors of Knoxville and Knox County, for planning periods of five and fifteen years. The Sector Plans are elements of the General Plan. The following sector plans were used in preparing the One Year Plan:

- Central City Sector, adopted by City Council - 9/30/14
- East City Sector, adopted by City Council - 5/27/14
- North City Sector, adopted by City Council - 7/17/07
- Northwest City Sector, adopted by City Council - 5/26/15
- South City Sector, adopted by City Council - 10/18/11
- West City Sector, adopted by City Council - 9/11/07
- East County Sector, adopted by City Council - 6/15/10
- North County Sector, adopted by City Council - 9/4/12
- Northeast County Sector, adopted by City Council - 1/19/16
- Northwest County Sector, adopted by City Council - 8/30/16
- South County Sector, adopted by City Council - 11/28/12
- Southwest County Sector, adopted by City Council - 10/25/16

# Map A: Planning Sector Boundaries



## ***OTHER PLANS AND STUDIES***

- Bearden Village Opportunities Plan, 2001
- Broadway Central Emory Place Small Area Plan, 2007
- Callahan Drive/Schaad Road Corridor Study, 2001
- Chapman Highway Corridor Plan, 2006
- Cumberland Avenue Corridor Plan, 2007
- Downtown North/I-275 Corridor Redevelopment and Urban Renewal Plan, 2007
- East Knox Community Plan, 2017
- Five Points Comprehensive Redevelopment Plan, 2000
- Fort Sanders Neighborhood Plan, 2000
- Fox Road Corridor Study, 2001
- Inskip Small Area Plan, 2011
- Knoxville-Knox County General Plan 2033, 2003
- Knoxville-Knox County Park, Recreation and Greenway Plan, 2009
- Knoxville Regional Bicycle Plan, 2002
- Knoxville Regional Long Range Transportation Plan, 2016
- Lonsdale Redevelopment and Urban Renewal Plan, 2005
- Magnolia Avenue Corridor Plan, 2009
- Major Road Plan for Knoxville and Knox County, 2011
- Market Square Redevelopment Plan, 2001
- Martin Luther King Jr. Avenue Corridor Plan, 2007
- Middlebrook Pike Corridor Study, 2000
- Oakwood Lincoln Park Neighborhood Plan, 2005
- TTCDA Comprehensive Development Plan, 2008
- 2017-2020 Transportation Improvement Plan, 2017
- Vestal Site Improvement Plan, 2010
- Walker Springs/Mars Hill Corridor Study, 2002

The One Year Plan implements the listed long-range plans in an evolutionary manner. It balances the goals and objectives of long-range plans against the realities of existing land uses and zoning. In some cases, MPC staff uses its judgement in developing the boundaries for each land use class shown on the One Year Plan maps.

## **EFFECT ON EXISTING ZONING**

The One Year Plan is the basis for all zoning within the city. Future zoning changes must conform to the plan. In addition, the plan may propose amendments to the zoning ordinance text and zoning map to bring them into conformance.

Since the plan's beginning, a group of properties have been proposed for "general rezonings" each year to eventually bring all zoning into conformance with the plan. To date, hundreds of pieces of property have been rezoned, but many more remain. MPC considers these general rezonings throughout the year and using the following process:

- Identification of needed "general rezonings" to bring existing zoning into conformance with the adopted One Year Plan;
- Land use survey and staff analysis of proposed "general rezonings", including identification of non-conforming uses that would be created;
- Community notification to obtain citizens' views and make them aware of recommended changes;
- Processing of the general zonings by city sectors and as requested by property owners within the defined "general rezoning" areas.

## **PLAN UPDATES**

The Charter specifies that the sector and one-year plans be updated and re-adopted. New conditions and changing community goals will gradually change the community's desired land use pattern. The schedule and process for plan updates progresses from the most general plans, the General Plan and sector plans, to the most specific, the One Year Plan. Through this process, citizens can see how long-range policies and goals relate to the specific recommendations of the One Year Plan.

## PLAN AMENDMENTS

The Charter states:

“Amendments to a Comprehensive Development Plan may be made at any time during the year following the submission to and action thereon by the Metropolitan Planning Commission. These amendments shall become effective when adopted by a majority vote of the membership of Council.”

Due to the short-term nature of the One Year Plan and the widespread community involvement in its preparation, the need for plan amendments should be rare. The annual update is, in fact, the built-in mechanism best suited for amending the plan. Amendments to the plan between updates should be kept to a minimum and warranted only under the following circumstances:

1. An error in the plan.
2. A significant change in the development pattern, or the completion of a public improvement (road, park, sewer), which changes the basis on which the plan was developed for an area.
3. A change in public policy, unanticipated by the plan.
4. New information (including new plans and studies produced by MPC) becoming available, which reveals the need for a plan amendment.

Plan amendment studies will be conducted when authorized by either MPC or City Council. Individual requests for plan amendments may be made by filing a One Year Plan amendment request and paying the appropriate fees at the MPC office. ***MPC will consider One Year Plan amendment requests at its April, July, October, and January monthly MPC meetings.*** The MPC staff will conduct a study of the area and the land use issues involved. All amendment studies will involve the following steps:

1. ***PUBLIC NOTICE:*** Citizens will be notified of amendment studies by one or more of the following methods: (a) posting signs in the study area; (b) publishing a public notice in the newspaper; or (c) other means considered appropriate by MPC. The minimum period for public notice in the newspaper will be 30 days before the date of MPC consideration of the amendment study.
2. ***STUDY OF CONDITIONS:*** The MPC staff will evaluate the conditions and issues within the study area.

3. **FORMULATION AND EVALUATION OF PLAN ALTERNATIVES:**  
An evaluation will be made of all possible alternative plan designations for the area, including a “no change” alternative.
4. **PRESENTATION TO MPC:** The plan amendment request and staff recommendation will be presented to MPC for their review and action. If MPC recommends to amend the plan or if the study was prepared at Council’s request, the report and MPC’s action will be sent to City Council for consideration.
5. **PRESENTATION TO CITY COUNCIL:** The plan amendment study and the recommendation of MPC will be presented to City Council. Council may vote to approve or not approve an amendment.
6. **AMENDED PROPOSALS FOR PLAN AMENDMENTS OR GENERAL REZONINGS WILL NOT BE ACTED UPON AT THE FINAL ADOPTION STAGE OF THE PROCESS:** This will avoid the Planning Commission or City Council’s acting on last minute requests without complete information. Amended proposals will be postponed until adequate public notice is posted and the staff has had time to review the proposal and develop a recommendation.

This policy does not preclude the Planning Commission or City Council from altering any plan amendment or general rezoning that is recommended by the staff as part of a One Year Plan update being considered for adoption.

7. **RIGHT OF APPEAL OF MPC’S ACTION:** Any person who feels grieved by the action of MPC regarding a request for a plan amendment study has the right to file an appeal within fifteen days after MPC action. This appeal will be heard by City Council.
8. **DENIAL OF A REQUEST FOR A PLAN AMENDMENT STUDY OR DENIAL OF A PLAN AMENDMENT STUDY:** A new application for the same proposal shall not be accepted for a period of one year after the date of denial of such a proposal. During the annual update process, requests for plan amendment studies from the previous 12 months may be reconsidered. If MPC approval is overturned by the legislative body, the one year rule shall apply. However, where denial is appealed and the proposal is referred back to the Commission by the City Council with a request for further study, such proposal may be reconsidered.

## **TYPES OF AMENDMENTS PROPOSED**

Proposed amendments fall into five major groups. These groups of changes were established to provide a comprehensive approach to the process. The five groups represent changes which are intended:

1. To match existing development and zoning and which are compatible with the character of the surrounding area;
2. To accommodate appropriate, compatible mixed use and transition areas;
3. To implement the land use pattern envisioned in the sector plans;
4. To deal with miscellaneous situations, including: (a) recognition of historic properties; (b) public property; (c) errors which have been identified; and (d) annexed properties; and
5. To accommodate changes to the Knoxville Zoning Ordinance.

# Chapter 2

## LAND USE CATEGORIES

The following table describes the thirty one general land use categories and lists the zoning classes that conform to the intent of each of these categories. The zones are described in more detail in the Knoxville Zoning Ordinance and are summarized in Appendix B.

Under each of the thirty one general land use categories is a range of permitted zoning districts. The Planning Commission and City Council have the option to further limit these ranges for particular properties.

While any zoning district listed under each general land use category can be considered, each district listed is not automatically appropriate for a given property. MPC and City Council are obligated to recommend and approve the best zoning district, within the conforming range, for the area.



## ONE-YEAR PLAN LAND USE CATEGORIES

CATEGORY	DESCRIPTION	ZONES PERMITTED
<b>AGRICULTURAL AND RURAL</b>		
Agricultural (AG) Agricultural Conservation (AGC) Rural Residential (RR)	Agricultural uses or areas with very low density housing where conservation/clustering of future housing is encouraged. Multiple dwelling units are not allowed.	A-1, OS-1 at not more than 1 du/ac, RP-1 at not more than 1 du/ac
<b>RESIDENTIAL</b>		
Low Density Residential (LDR)	Residential development at densities less than 6 dwelling units per acre	A-1, R-1E, EN-1, EN-2, R-1, R-1A*, RP-1 at less than 6 du/ac, OS-1 at less than 6 du/ac
Medium Density Residential (MDR)	Residential development at densities from 6 to 24 dwelling units per acre.	R-2, RP-1 at 6-24 du/ac, and R-1A*, OS-1, A-1
High Density Residential (HDR)	Residential development at densities greater than 24 dwelling units per acre.	R-2, R-3, R-4, RP-2, RP-3
Traditional Neighborhood Residential (TDR)	Residential development characterized by densities typically between 4 to 8 dwelling units per acre. These areas are characterized by a mix of detached and attached houses on small lots, often with sidewalks and alleys.	R-1, R-1A, R-2 or RP-1, R-4, TND-1, or new residential zone(s)
<b>COMMERCIAL AND OFFICE</b>		
General Commercial (GC)	Commercial development that covers a broad range of goods and services to serve the surrounding community and region.	C-1, C-3, C-4, C-5, C-6, C-7, SC-1, SC-2, SC-3, PC-1, PC-2, O-1, O-3, BP-1, TC-1
Neighborhood Commercial (NC)	Commercial development, intended to provide convenience goods and services to residential areas within a ½ half mile radius.	C-1 and O-3
Community Commercial (CC) Regional Commercial (RS)	Community commercial development, includes retail and services that are located within large plazas or “big box” retail stores that serves the surrounding community, typical 20,000 to 30,000 residents.  Regional Commercial development, includes retail and services that are located within mall, large plazas, “life style centers” or “big box” retail stores that serves the region (e.g. Turkey Creek).	PC-1, PC-2, C-3, C-4, C-5, C-6, SC-2, SC-3
Office (O)	Business and professional offices, office parks, and public institutional uses. In some cases, areas suitable for office development may also be deemed suitable for medium density residential uses.	O-1, O-2, O-3
Medium Density Residential/Office (MDR/O)	Medium density residential or office uses that share similar development characteristics, such as areas parking, yard spaces and location requirements (along thoroughfares). These uses provide a buffer to low density residential areas, particularly when located adjacent to a thoroughfare or as a transition between commercial and residential uses. Densities of residential development at densities from 6 to 24 dwelling units per acre.	R-1A, R-2, RP-1, O-1, O-2

\*Duplexes may be permitted in low density areas where their development will not significantly affect the service demands or aesthetics of the area.

Note: du/ac is dwelling units per acre.

CATEGORY	DESCRIPTION	ZONES PERMITTED
<b>INDUSTRIAL AND EMPLOYMENT CENTERS</b>		
Light Industrial (LI)	Manufacturing, assembling, fabrication, and warehousing of goods. Through use restrictions and design standards, adverse off-site impacts should be minimal.	C-6, PC-2, I-1, I-2, I-3, BP-1
Heavy Industrial (HI) Mining (HIM)	Processing and production of steel, automobiles, chemicals, cement, and animal by-products, and including the quarrying, manufacturing, assembling, fabrication, and warehousing. Due to the nature of permitted uses allowed under this classification, adverse impacts to surrounding properties may be expected.	I-1, I-2, I-3, I-4
Business Park Type 1 & 2 (BP-1 and BP-2)	Light manufacturing, office and regionally-oriented warehouse/distribution services with limited supporting services such as retail and restaurant services. Permitted zones will require site plan review, which shall address landscaping, lighting, signs, drainage and other development concerns. Substantial landscaped buffers are expected adjacent to uses of lesser intensity, particularly residential, office and agricultural uses.	I-1, C-6, PC-2, BP-1 or a new planned industrial zone
Technology Park (TP)	Primarily includes office and research development facilities (e.g. Tennessee Technology Corridor along Pellissippi Parkway).	BP-1
<b>CIVIC/INSTITUTIONAL, PARKS, AND OPEN SPACE</b>		
Civic/Institutional (CI)	Areas for major public and quasi-public institutions, including schools, colleges, the university, churches, correctional facilities, hospitals, utilities and similar uses.	O-2 or any zone that includes civic/institutional use as an allowable use
Public Parks and Refuges (PP)	Existing parks, wildlife refuges or similar public or quasi-public (owned by civic or related organizations) parks, open spaces and greenways.	OS-1, OS-2 and other zones that allow parks and open space as permitted uses
Other Open Space (OS)	Cemeteries, private golf courses and other similar uses.	A-1, OS-1, OS-2 or any zone that includes cemeteries, private golf courses and other similar uses as noted in the land use description of OS
Floodways (F)	Areas designated to protect river and creek channels and flood plains from development that would appreciably increase flood heights and flood damage.	F-1 **
Major Rights of Way (ROW)	Generally, the rights of way of interstates, railways, airports, very wide parkways and major arterial highways.	Not applicable

\*\*Any land use category may permit F-1 zoning

CATEGORY	DESCRIPTION	ZONES PERMITTED
<b>MIXED USE CENTERS AND DISTRICTS</b>		
Neighborhood Mixed Use Center	Medium density mixed use development with housing densities 6 to 12 dwelling units per acre. The center should be served by sidewalks, transit, and be located along a local street or thoroughfare.	C-1, O-3, TND-1 or form- or design-based zoning codes (and regulating plans)
Community Mixed Use Center (MU-CC)  Regional Mixed Use Center (MU-RC)	Community Mixed Use Center includes high density mixed use development with housing densities 6 to 24 dwelling units per acre. The center should be served by sidewalks, transit, and be located along a major arterial or highway interstate.  Regional Mixed Use Center includes high density mixed use development with housing densities over 24 dwelling units per acre. The center should be served by sidewalks, transit, and be located along a major arterial or highway interstate.	PC-1, PC-2, C-3, C-5, C-6, SC-2, SC-3, C-2, TC-1, or form- or design-based zoning codes (and regulating plans)
Mixed Use Urban Corridor (MU-UC)	Urban streets that have potential for redevelopment and vertical mixed uses. Commercial cores or nodes should be created along these corridors, nodes should not be more than 4 blocks.	Planned Zone, Basic Zone with Conditions that address the Sector Plan recommendations, form- or design-based zoning codes (and regulating plans)
South Waterfront Mixed Use District I (SWMUD I)	This district allows a range of development intensities and forms, subject to regulations of the Knoxville South Waterfront Form-Based Development Code, (Knoxville Zoning Ordinance, Article 4, Section 27).	SW-1 through SW-7
South Waterfront Mixed Use District II (SWMUD II)	This district allows for diverse uses and range of development intensities and forms. Zoning is limited to districts which require MPC use-on-review approval.	TND-1, TC-1, RP-1, RP-2, RP-3, SC-1, SC-2, SC-3, PC-1
Mixed Use-Special Districts (MU-SD)	Each of these districts are unique and cannot be addressed in the other districts within this table. These districts often address site design characteristics, such as urban design, pedestrian- and transit-oriented development and vertical mixed-use. Areas may include older portions of the City where redevelopment and/or preservation programs are needed for revitalization. Designated areas on the One Year Plan Map will have a reference number to a specific Sector Plan.	Various (See referenced Sector Plan) TND-1, TC-1

# Chapter 3

## DEVELOPMENT POLICY

A major purpose of the One Year Plan is defining the city's land use pattern for a twelve month period following the plan's adoption. This section states the intent, policies, and zoning districts which should be used within each of the land use categories.

### AGRICULTURAL AND RURAL CLASSIFICATIONS

***AGRICULTURAL (AG), AGRICULTURAL CONSERVATION (AGC),  
RURAL RESIDENTIAL (RR)***

***Intent: Provide areas for agricultural uses through preserving lands best suited for agricultural purposes, while minimizing the adverse impact on adjacent lands.***

***A. AGRICULTURAL (AG): Areas designated for agricultural uses will generally consist of undeveloped tracts with the best soils for agriculture.***

1. Residential uses may be permitted at densities not to exceed one dwelling unit per acre of land.
2. Areas should be zoned A-1 OS-1 at no more than one dwelling unit per acre, RP-1 at no more than one dwelling unit per acre, as appropriate and provided for under the Knoxville Zoning Ordinance.
3. Multiple-dwelling structures are not permitted.

***B. AGRICULTURAL CONSERVATION (AGC): Areas designated for agricultural uses will generally consist of undeveloped tracts with the best soils for agriculture, plus have a long term conservancy agreement on the property.***

1. Residential uses may be permitted at densities not to exceed one dwelling unit per acre of land.
2. Areas should be zoned A-1 OS-1 at no more than one dwelling unit per acre, RP-1 at no more than one dwelling unit per acre, as appropriate and provided for under the Knoxville Zoning Ordinance.
3. Multiple-dwelling structures are not permitted.

***C. RURAL RESIDENTIAL (RR): Areas designated for rural residential uses should be reserved for very low density residential and conservation/cluster housing subdivisions.***

1. Residential uses may be permitted at densities not to exceed one dwelling unit per acre of land.
2. Areas should be zoned A-1 OS-1 at no more than one dwelling unit per acre, RP-1 at no more than one dwelling unit per acre, as appropriate and provided for under the Knoxville Zoning Ordinance.
3. Multiple-dwelling structures are not permitted.

## RESIDENTIAL CLASSIFICATIONS

### ***LOW DENSITY RESIDENTIAL (LDR), MEDIUM DENSITY RESIDENTIAL (MDR), HIGH DENSITY RESIDENTIAL (HDR)***

***Intent: Provide all persons the opportunity to reside in decent, safe, and sanitary housing in a suitable living environment. Provide a variety of housing types including detached, attached, multi-dwelling, high rise, group quarters, institutional, and mobile homes. Locate housing densities based on service availability, proximity to activity areas, access, and natural limitations of the land.***

***A. LOW DENSITY RESIDENTIAL (LDR): This development is primarily residential in character at a density of less than 6 dwelling units per acre. This type of residential development includes detached residences, duplexes, and low density planned residential.***

1. Development should be located where services can be provided and where it will not be impacted by more intense development or through traffic.
2. The primary residential pattern should be neighborhoods.
  - a. The main neighborhood form should be detached residential development that is of sufficient size and design to promote neighborhood formation and land use stability.
    - i. Detached housing developments should be protected from through-traffic and buffered from incompatible land uses.
    - ii. Detached housing developments should not have direct access to major collectors or arterials.
  - b. Duplexes may be permitted in low density areas where their development will not significantly affect the service demands or aesthetics of the area. Within areas designated for low density residential use, duplexes should be allowed where one or more of the following conditions exist:
    - i. The proposed site is located on a collector street.
    - ii. Development of the duplex would provide a desirable buffer between residential and non-residential areas.
    - iii. The site is in an area having a gross density exceeding 5 dwelling units per acre.
    - iv. The site is in an area which has experienced a significant loss of housing but is still desirable for residential use.
    - v. The site is a part of a planned residential development.
  - c. Conversion of a detached house into a duplex should be permitted where the structure meets the location criteria listed above and does not require significant variances from the provisions of the zoning ordinance.
  - d. Home occupations should be strictly controlled with only those uses permitted that do not detract from the aesthetic quality or general function of residential uses.
3. Areas should be zoned R-1E, R-1EN, R-1, RP-1, OS-1 at less than 6 du/ac, or R-1A as appropriate and provided for under the Knoxville Zoning Ordinance.

**B. *MEDIUM DENSITY RESIDENTIAL (MDR): This development is defined as primarily residential in character having a density from 6-24 dwelling units per acre. Major land uses within this class include duplexes and attached multi-dwelling development.***

1. Locate medium density residential development within the Urban Area on collector and arterial roads. Provision of on-site recreation and open space should be required. A variety of terrain is suitable, but, generally, the grade should not exceed 15%. The location should be convenient to shopping.
  - a. Locate the highest concentrations of medium density housing within or near the inner city.
  - b. Medium Density housing should also be encouraged within development corridors and near development centers.
  - c. Permit the reuse of detached houses for attached multi-dwelling residential uses only where the structure is on a collector or arterial street, does not negatively impact adjacent property, and adequate community facilities are available.
2. Planned residential development should be required where sites possess unusual features (e.g., size, shape, topography, adjacent land use) that present special development opportunities or limitations. Planned residential development under the existing zoning ordinance may incorporate limited commercial space to serve the resident population (see policy for Neighborhood Commercial Class).
3. Duplexes should be encouraged in areas designated as appropriate for medium density housing.
4. Within the city, mobile homes should be permitted in mobile home parks only. Mobile home parks should be considered a large scale, medium density, multi-dwelling residential use. The location and design of individual parks should depend on the purpose(s) to be served.
  - a. Locate parks designed for long-term occupancy in attached multi-dwelling areas near or on major arterials. Emphasis should be placed on site planning, recreation and open space, and facilities to accommodate residents' needs.
  - b. Locate mobile home parks designed for short-term or transient occupancy convenient to facilities meeting the needs of a traveling public (e.g., motels, restaurants, filling stations). Site design should allow for ease of ingress and egress.
  - c. Commercial sales areas in conjunction with a medium density housing should be clearly separated from the residential portion of the development and should be in conformance with commercial locational policies.
5. Locate group quarters (e.g., rooming and boarding houses and congregate housing) principally within the inner city. In general, their location should meet the same policies as medium density housing and should be within close proximity to shopping and transit service.
6. Medium density housing and duplexes may be used in some instances as buffers between detached housing areas and more intense non-residential uses.
7. Areas should be zoned A-1, R-1A, R-2 OS-1 or RP-1 at 6-24 du/ac as appropriate and provided for under the Knoxville Zoning Ordinance.

**E. HIGH DENSITY RESIDENTIAL (HDR): This development is defined as primarily residential in character having a density greater than 24 dwelling units per acre. Primary land uses included in this class are medium and high rise attached multi-dwelling development.**

1. Locate high density development on major collectors and arterials adjacent to employment centers and major retail shopping districts. There should be an emphasis on aesthetics, open space, and recreation in planning such developments. Locations should be convenient to interstate highways, central business district, or other major activity centers.
2. Areas should be zoned R-2, R-3, R-4, RP-2, and RP-3 as appropriate and provided for under the Knoxville Zoning Ordinance.

**F. TRADITIONAL NEIGHBORHOOD RESIDENTIAL (TDR): This development is primarily residential and is characterized by neighborhoods with a mix of detached and attached houses, sidewalks, smaller lots and alleys. Densities in the range of 4 to 8 dwelling units per acre are typical.**

1. Neighborhoods where lots are typically less than 50 feet wide, and usually have sidewalks and alleys. This area is essentially the 19<sup>th</sup> and early 20<sup>th</sup> century grid street neighborhoods, mostly located south of I-640.
2. City's Urban Growth Area or County Planned Growth Area where neighborhood or community mixed use development is identified (see mixed use and special districts sections)
3. Areas should be zoned R-1, R-1A, R-2, R-4, or RP-1 (without overlays), TND-1 or a new residential zone(s), based on lot sizes of less than 7,500 square feet as appropriate and provided for under the Knoxville Zoning Ordinance.

## **COMMERCIAL AND OFFICE CLASSIFICATIONS**

**GENERAL COMMERCIAL (GC), NEIGHBORHOOD COMMERCIAL (NC), COMMUNITY COMMERCIAL (CC), REGIONAL COMMERCIAL (RS), OFFICE (O), MEDIUM DENSITY RESIDENTIAL/OFFICE (MDR/O)**

***Intent: Ensure an adequate supply of suitable land for present and future economic development needs. Provide for efficient and harmonious distribution of commercial, office, and industrial development. Develop a variety of commercial areas to meet neighborhood, community and regional needs. Locate commercial activities on sites which are physically suited, accessible, adequately served by utilities, and will result in compatible land use relationships. Locate commercial areas based on their composition, scale, and intensity. Where possible, concentrate new commercial activities in planned development centers to provide maximum benefit to users and to minimize adverse effects on land use patterns and transportation systems.***

**A. GENERAL COMMERCIAL (GC): This class provides locations for retail, service commercial, and a limited range of wholesale and warehousing activities and is generally intended to provide a full range of goods and services at the community or regional scale.**

1. Commercial sites should be relatively flat, regular in shape, and of sufficient size.
2. Locate commercial activities on arterial and collector streets; however, their placement should not significantly reduce the proper functioning of the transportation system.
3. Commercial sites should be easily served by utilities and other support services.
4. Commercial sites should be compatible with adjacent land uses.
5. Control linear commercial development to prevent traffic congestion and commercial encroachment into residential areas.
  - a. New linear development should be permitted only on arterials where it is compatible with road design and adjacent land use.
  - b. Redesign existing linear development to improve its functioning, especially in coordination with street improvements.
  - c. Only commercial uses requiring high accessibility or otherwise unsuited to “cluster” type development should be allowed to locate in a linear fashion.
6. Areas designated for general commercial (GC) use should be zoned C-1, C-3, C-4, C-5, C-6, C-7, SC-1, SC-2, SC-3, PC-1, PC-2, TC-1, 0-1, or 0-3 as appropriate and provided for under the Knoxville Zoning Ordinance.

**B. NEIGHBORHOOD COMMERCIAL (NC): This class provides locations for a narrow range of convenience retail, service, and office uses that are intended to serve the needs of residential areas within a 1/2 mile radius.**

1. Locate neighborhood commercial development on arterial and collector streets on sites that result in minimal negative impact on adjacent properties.
  - a. Limit the size of neighborhood commercial areas to 5 acres or less, depending on site characteristics.
  - b. New neighborhood commercial should not be developed within 1/2 mile of existing commercial development.
  - c. Ideally, convenience stores should be located in association with other neighborhood serving uses to form neighborhood centers. Convenience stores may be allowed to locate as isolated commercial uses in low density urban areas on collector or arterial streets.
    - i. Design standards should be developed to ensure that isolated commercial uses complement the surrounding environment.
2. Areas designated for Neighborhood Commercial (NC) use should be zoned C-1 or O-3 as appropriate and provided for under the Knoxville Zoning Ordinance.



**C. COMMUNITY COMMERCIAL (CC):**

***This land use includes retail and service oriented development, including shops, restaurants and “big box” retail stores. Typical service area includes 20,000 to 30,000 residents.***

1. Locate at intersection of arterial streets
2. Sites should be relatively flat (under 10 percent slope) and with enough depth to support shopping center and ancillary development.
3. Vehicular and pedestrian connections should be accommodated between different components of the district.  
(e.g. between stores, parking areas and out-parcel development)
4. Infrastructure should include adequate water and sewer services, and major arterial highway access
5. Community commercial centers should be distributed across the city and county in accordance with recommended standards of the Urban Land Institute.
6. Develop community-serving commercial areas providing a wide range of goods and services to accommodate the majority of consumer needs within major geographic sectors of the community.
  - a. Locate community-serving commercial development on major collector and arterial streets, on sites which allow for the clustering of activities and result in minimal negative impacts on adjacent properties or the transportation system.
  - b. Control the formation of new community-serving commercial areas to ensure the balanced distribution of commercial services throughout the metropolitan area.
7. Areas designated Community Commercial (CC) should be zoned SC-2, PC-1 and PC-2, as appropriate and provided for under the Knoxville Zoning Ordinance. Other zones to consider include C-3, C-4, C-5 and C-6.

**C. REGIONAL COMMERCIAL (RS):**

***This land use includes retail and service oriented development that is located within a mall, large plazas, “life style centers” or “big box” retail stores that serve the region.***

1. Locate at intersection of arterial streets
2. Sites should be relatively flat (under 10 percent slope) and with enough depth to support shopping center and ancillary development.
3. Vehicular and pedestrian connections should be accommodated between different components of the district.  
(e.g. between stores, parking areas and out-parcel development)
4. Infrastructure should include adequate water and sewer services, and major arterial highway access.
5. Regional commercial centers should be distributed across the city and county in accordance with recommended standards of the Urban Land Institute.
6. Develop region-serving commercial areas providing a full range of goods and services designed to accommodate regional markets.
  - a. Locate region-serving commercial development on arterials in locations which are easily accessible to the interstate system. Development sites should be sufficient in size to permit future expansion.
  - b. Regional commercial development should be limited and carefully located to avoid market over saturation and conflict with the central business district.

7. Areas designated Regional Commercial (RS) should be zoned SC-2, SC-3, PC-1 and PC-2, as appropriate and provided for under the Knoxville Zoning Ordinance. Other zones to consider include C-3, C-5, and C-6.

**E. OFFICE (O): This class is primarily intended for business and professional offices, office parks, and public institutional uses. In some cases, areas suitable for office development may also be deemed suitable for medium density residential uses.**

1. The majority of office needs outside the inner city should be accommodated in office parks along major thoroughfares and as transitional uses between residential and more intensive land uses.
  - a. Locate office parks on major collector and arterial streets adjacent to or in close proximity to development centers.
2. Integrate office uses with commercial uses in the design of major development centers.
3. Low intensity office uses may be permitted as a transitional use adjacent to Community and Neighborhood Commercial areas.
4. Locate high intensity office complexes within the central business district.
5. Areas designated for office (O) use should be zoned O-1, O-2, or O-3 as appropriate and provided for under the Knoxville Zoning Ordinance.

**F. MEDIUM DENSITY RESIDENTIAL/OFFICE (MDR/O):**

***Office and medium density residential uses typically have similar development characteristics: areas devoted to parking, yard spaces and location requirements (along thoroughfares). Either use is acceptable in this designation. These uses provide a buffer to low density residential areas, particularly when located adjacent to a thoroughfare or as a transition between commercial and residential uses.***

1. Same locational criteria apply as in Medium Density Residential (MDR).
2. Areas designated Medium Density Residential/Office (MDR/O) should be zoned R-1, R-1A, RP-1, O-1 and O-2 as appropriate and provided for under the Knoxville Zoning Ordinance.

## **INDUSTRIAL AND EMPLOYMENT CENTER CLASSIFICATIONS**

***LIGHT INDUSTRIAL (LI), HEAVY INDUSTRIAL (HI), MINING (HIM), BUSINESS PARK TYPE 1 (BP-1), BUSINESS PARK TYPE 2 (BP-2), TECHNOLOGY PARK (TP)***

**A. LIGHT INDUSTRIAL, HEAVY INDUSTRIAL, AND MINING (LI, HI, HIM):**

***These classes are intended for the manufacturing, assembling, fabrication, and warehousing of goods. Light and heavy industrial classes are distinguished by the range of permitted uses and their potential for resulting in adverse off-site impacts.***

1. Locate industrial development on sites which are:
  - a. relatively flat and require minimal physical alteration;
  - b. large enough to accommodate buildings, building setbacks, and parking lots;
  - c. regular in shape and sufficiently large for the proposed activity;

- d. accessible to the arterial roads and, where appropriate, to rail lines;
  - e. not accessible by residential streets;
  - f. served or can be served adequately by utilities;
  - g. developable in a manner compatible with adjacent existing or proposed land uses
  - h. served by power, water, and waste disposal facilities.
2. Locate new industrial development primarily in industrial parks or other suitably planned industrial settings of ten acres or greater.
  3. New industrial development outside of industrial parks or planned settings should occur only within existing zoning or adjacent to existing industrial areas.
  4. Industries having minimal off-site impacts may be permitted in non-retail commercial centers.
  5. Promote the development of small scale planned industrial parks in the city.
    - a. Locate industrial parks where there will be no significant adverse impacts on areas designated for residential use.
    - b. Encourage occupancy by firms which expand employment opportunities for low-and moderate-income persons.
  6. Provide incentives for the redevelopment and rehabilitation of existing industrial buildings and areas within the city.
  7. Areas designated for Light Industrial use (LI) should be zoned C-6, PC-2, I-1, I-2, I-3, BP-1 as appropriate and provided for under the Knoxville Zoning Ordinance.
  8. Areas designated for Heavy Industrial use (HI) and Mining (HIM) should be zoned I-1, I-2, I-3 or I-4, as appropriate and provided for under the Knoxville Zoning Ordinance.

**H. BUSINESS PARKS TYPE 1 & 2 (BP-1 AND BP-2):**

***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. Permitted zones will require site plan review, which shall address landscaping, lighting, signs, drainage and other development concerns. Substantial landscaped buffers are expected adjacent to uses of lesser intensity, particularly residential, office and agricultural uses.***

1. Relatively flat sites (predominant slopes less than 6 percent) out of floodplains.
2. Relatively large sites (generally over 100 acres).
3. Away from low and medium density areas or where truck traffic would have to go through such areas.
4. Areas with freeway and arterial highway access (generally within two miles of an interchange).
5. Rail access is a consideration.
6. Can be served with sanitary sewer, water and natural gas.
7. Areas designated Business Park Type 1 (BP-1) and Type 2 (BP-2) should be zoned I-1, C-6, PC-2, BP-1, or a new Planned Industrial Zone, as appropriate and provided for under the Knoxville Zoning Ordinance.

## **CIVIC/INSTITUTIONAL, PARKS, AND OPEN SPACE CLASSIFICATIONS**

***CIVIC/INSTITUTIONAL (CI), PUBLIC PARKS AND REFUGES (PP), OTHER OPEN SPACE (OS), FLOODWAYS (F), AND MAJOR RIGHTS OF WAY (ROW)***

***Intent: Provide for areas for recreation, civic engagement, education, health and social services and other public and quasi-public entities serving to provide civic uses. Ensure consideration is given to public sites for proposed change to the adopted plan. Identify public sites which may affect or be affected by other land uses in the vicinity. Protect the public investment in the site from encroachment of incompatible activities.***

For public and institutional land uses, various zonings are appropriate, depending on what district is needed to permit the use. If any of these properties are to be developed for private purposes, any rezoning proposal will require a One Year Plan amendment to the appropriate land use classification.

The policies listed below should be followed in making decisions concerning the expansion, relocation and development of new publicly- or privately-owned institutional uses.

### **A. CIVIC/INSTITUTIONAL (CI) – GENERAL:**

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

1. Existing public uses, other than parks and greenways.
2. Quasi-public uses of two acres or more.
3. Areas designated Civic/Institutional (CI) should include zones that allow civic/institutional use as a permitted use or as a use permitted on review, as appropriate and provided for under the Knoxville Zoning Ordinance.

The following sections outline specific policies for different types of civic and institutional uses, such as education, health and social services, cultural facilities, and churches.

### **B. CIVIC/INSTITUTIONAL (CI) – EDUCATION:**

1. Provide educational facilities at locations convenient to areas of need.
  - a. Locate nursery schools within or adjacent to residential areas and on sites which are easily and safely accessible to through traffic.
    - i. Sites should be within or adjacent to residential areas, but at locations that will not adversely affect surrounding properties.
    - ii. Sites should be on collector streets.
  - b. Locate elementary/primary schools within or adjacent to residential areas and at locations which are easily and safely accessible to local pedestrian and vehicular traffic.
    - i. Locations should be within walking distance of residential areas (3/4 mile or less, depending on density of development).
    - ii. Sites should be located within or adjacent to residential areas, but at locations that will not adversely impact surrounding properties.
  - c. Locate junior high/middle schools central to the residential neighborhoods being served and near district and community activity centers. Locations should also be easily and safely accessible to local and through traffic.
    - i. Locations should be within a 1 1/2 mile radius of the area served, including the service areas of one or more elementary/primary schools.

- ii. Sites should be located in close proximity to neighborhood and community activity centers and should serve as community activity centers themselves. Locations should not significantly impact or be impacted by adjacent land uses.
    - iii. Sites should be directly accessible to arterial or collector streets.
  - d. Locate high schools near districts and community activity centers and at locations which are easily and safely accessible.
    - i. Locations should be within a 2 mile radius of the area being served, including the service areas of one or more junior high/middle schools.
    - ii. Sites should be in close proximity to district and community activity centers and may be located near neighborhood, commercial, and office uses. Facilities should be situated at locations which will not adversely impact or be impacted by adjacent land uses.
    - iii. Sites should be directly accessible to arterial or collector streets.
- 2. Locate vocational, special, and adult educational facilities on sites which are readily accessible to the areas being served as well as major activity centers.
  - a. Locations should be on arterial or collector streets with ease of access to arterial streets.
  - b. Sites should be located near district and community activity centers and may be located adjacent to Neighborhood Commercial and office uses. Facilities should not adversely impact or be impacted by adjacent land uses.
- 3. Locate public junior colleges, colleges, universities, and similar institutions of higher education near major activity centers and on sites that are easily and safely accessible to through traffic.
  - a. Sites should have direct access to arterial streets and incorporate an internal circulation system which minimizes impacts on surrounding land uses and traffic patterns. Consideration should also be given to facility expansion at the time of site acquisition.

**C. CIVIC/INSTITUTIONAL (CI) — HEALTH AND SOCIAL SERVICES**

- 1. Provide medical and dental facilities and services at convenient locations for all Knoxville residents.
  - a. Locate new hospitals and similar major medical facilities on sites which are convenient to the surrounding area, easily and safely accessible to through traffic, and not adversely affected by more intense development.
    - i. Locations should be on either arterial or major collector streets. Accessibility to interstate highways should be considered.
    - ii. Hospitals should be developed on sites which will allow for adequate facility expansion.
    - iii. More intense development, including heavy commercial and industrial uses, should not be permitted to develop on sites in close proximity to hospitals and major health facilities.
  - b. Permit expansion of existing hospitals and major health facilities in a manner which will not adversely affect the surrounding existing land use pattern.
    - i. Hospitals should not be permitted to expand into existing stable residential neighborhoods.

- ii. Consider the impact of hospital expansion on the surrounding area's circulation pattern.
- iii. Permit similar office uses, including medical and dental offices, and related commercial uses to develop in close proximity to hospitals and major health facilities.
- c. Locate specialized health facilities on sites based on the land use requirements of the facility.
  - i. Sanitoriums, mental health institutions, and similar facilities may require campus-like settings and should be located in the Urban Area where acreage requirements can be satisfied and where easy and safe access can be provided to other parts of the community.
  - ii. Locate nursing and convalescent homes in close proximity to residential areas, but developed in a manner which will not adversely affect adjacent, less intense uses. Locations on arterial and collector streets should be considered.
- d. Locate branch facilities of the Knox County Health Department and similar community health centers relative to areas of need, on sites which are easily and safely accessible to through traffic, and in a manner which will not adversely affect surrounding properties.
  - i. Locations should be on either arterial or collector streets.
  - ii. Situate sites for community health centers adjacent to or in close proximity to institutional, office, or light commercial uses.
- e. Locate civil defense shelters and similar facilities in close proximity to areas of high population densities and arterial or interstate highway access.

**D. CIVIC/INSTITUTIONAL (CI) – CULTURAL FACILITIES**

- 1. Locate cultural facilities, both public and private, throughout the community at locations accessible to the public.
  - a. Develop theaters and assembly halls within or in close proximity to development centers in locations which are easily and safely accessible to the surrounding area.
  - b. Develop libraries within or in close proximity to development centers in locations which are easily and safely accessible to the surrounding area.
    - i. Locations should be on arterials and collectors.
    - ii. Sites should be selected which will not adversely affect any adjacent, less intensive uses. Consideration should be given to sites adjacent to or developed with other institutional uses and compatible office and light commercial uses.
  - c. Develop museums within or in close proximity to development centers in locations which are easily and safely accessible to through traffic.
    - i. Locations should be on arterial streets.
    - ii. Sites should be selected which will not adversely affect any surrounding, less intensive land uses. Consideration should be given to sites adjacent to other institutional uses and compatible office and light commercial uses.

**E. CIVIC/INSTITUTIONAL (CI) – CHURCHES**

1. Locate churches throughout the community in close proximity to major residential areas. Consider sites which afford safe and convenient access to both local and through traffic.
  - a. Churches should be located on arterial and collector streets.
  - b. Sites which are located to serve one or more residential areas should be selected. Development of selected sites should be done in a manner which will not adversely affect any adjacent, less intensive land uses.

**F. PUBLIC PARKS AND REFUGES (PP):**

***This land use classification contains existing parks, wildlife refuges or similar public or quasi-public (owned by civic or related organizations) parks, open spaces and greenways.***

1. Neighborhood parks, squares and commons should be within ¼ mile of residents in the traditional residential areas and within ½ mile of residents within the balance of the city and county's Planned Growth area.
2. Greenways should be located along or within the flood plains of streams and rivers/reservoirs. Other potential locations include ridges and utility corridors.
3. Areas designated Public Parks and Refuges (PP) should be zoned OS-1 and other zones that allow parks and open space as permitted uses, as appropriate and provided for under the Knoxville Zoning Ordinance.
4. Develop and maintain park and recreational open space at convenient locations throughout Knoxville.
  - a. Develop and maintain park and recreation facilities in the community at a scale which reflects their location in either a rural or urban setting.
    - i. Parks and recreation facilities should accommodate a wide range of activities and be developed at locations which can adequately serve varying levels of development intensity.
  - b. Develop mini-parks in areas of Knoxville that are characterized by a medium to high population density.
    - i. Mini-parks should include specialized facilities that serve a concentrated or limited population, or specific group, such as small children, or senior citizens.
    - ii. Mini-parks should be located in apartment or townhouse developments, development centers, or dense, inner city areas. Sites should be served by a pedestrian circulation system connecting with nearby residential areas.
  - c. Locate neighborhood parks either near or within major residential areas which may be characterized by a variety of densities.
    - i. Neighborhood parks should be areas of intense recreational activity, with facilities designated for field and court games, hobbies and crafts, and free play.
    - ii. Locations should be near elementary schools and on collector streets. Sites should be served by a pedestrian circulation system connecting with nearby residential areas.
    - iii. Area served should be within ¾ mile of the park.
    - iv. The physical characteristics of each site should be suited to the intensity of development.

- d. Locate community parks in close proximity to several residential areas which may be characterized by a variety of housing types and densities.
  - i. Community parks should be areas of intense recreational activity, with facilities designated for field and court games, indoor activities, swimming, and possibly neighborhood activities.
  - ii. Locations should be in close proximity to junior and senior high schools and other public facilities, and on collector streets with easy access to arterials. Sites should be served by a pedestrian circulation system connecting with nearby residential areas.
  - iii. Area served should be within a 1/2 to 3 mile radius.
  - iv. Sites should be suited to intense development.
- e. Locate district parks to serve several residential areas on sites that are characterized by some unique or interesting natural feature such as a lake or scenic vista.
  - i. Parks should include an area of natural or ornamental quality for passive and active outdoor recreational activities, such as walking, hiking, horseback riding, picnicking, field and court games, and possibly camping.
  - ii. Locations should be where natural resources are available and in close proximity to several communities.
  - iii. Area served should be within 15 minutes driving time from the facility.
  - iv. Sites should include some physiographic feature of natural interest.
  - v. Sites should be located on either arterials or major collectors.
  - vi. Recreational activities should be compatible with the natural resources, conserving their unique qualities.
- f. Locate regional parks to serve all of the residents of Knoxville through their participation in passive and active nature-oriented outdoor recreational activities.
  - i. Parks should include an area of natural quality for such activities as viewing and studying nature, wildlife habitats, and conservation. Other activities include swimming, camping, hiking, fishing, and horseback riding.
  - ii. Locations should be where unique or interesting natural resources are present, particularly water (e.g., woodlands, scenic vistas).
  - iii. Sites should be characterized by natural settings, contiguous to water, where possible.
  - iv. Sites should be located on arterials.
  - v. Recreational activities should be compatible with the natural resources, conserving their unique qualities.



**G. OTHER OPEN SPACE (OS):**

**Primary uses are cemeteries, private golf courses and other similar uses or areas possessing either topographical or environmental features that would limit intensive development. Open space areas should serve as buffers or conservation and recreation areas.**

1. Areas designated as Open Space should be zoned A-1, OS-1 or OS-2 or any zone that includes cemeteries, private golf courses and other similar uses as appropriate and provided for under the Knoxville Zoning Ordinance.

**H. FLOODWAYS (F):**

**These are areas designated to protect river and creek channels and flood plains from development that would appreciably increase flood heights and flood damage.**

1. Generally, no structures or uses should be permitted within the floodway that would alter a stream's character and ability to carry floodwaters. All proposed uses and structures are subject to the approval of the City Engineering Department
2. All areas designated as Floodway should be zoned F-1 as appropriate and provided for under the Knoxville Zoning Ordinance.

**I. RIGHTS-OF-WAY (ROW):**

**Generally, these areas are the rights of way of interstates, railways, airports, very wide parkways and major arterial highways.**

1. Areas designated rights-of-way may be zoned any zone as appropriate and provided for under the Knoxville Zoning Ordinance.

## **MIXED-USE CLASSIFICATIONS**

**A. NEIGHBORHOOD MIXED USE CENTER (MU-NC):**

**Medium density mixed use development with housing densities 6 to 12 dwelling units per acre. The center should be served by sidewalks, transit, and be located along a local street or thoroughfare**

1. Flat terrain (slopes generally less than 10 percent).
2. Currently served by or planned to be served by sidewalks.
3. The location does not include auto and truck-oriented uses, such as industrial, strip commercial and warehouse/distribution uses, unless the proposal calls for a redevelopment of such areas.
4. Located at intersections of local streets and thoroughfares.
5. Located adjacent to low or medium density residential use.
6. Areas designated Neighborhood Mixed Use Center may be zoned C-1, C-3, TND-1 or new design based code for this use, as appropriate and provided for under the Knoxville Zoning Ordinance.

**B. COMMUNITY MIXED USE CENTER (MU-CC):**

**Includes high density mixed use development with housing densities 6 to 24 dwelling units per acre. The center should be served by sidewalks, transit, and be located along a major arterial or highway interstate.**

1. Flat terrain (slopes generally less than 10 percent).
2. Currently served by or planned to be served by sidewalks.
3. The location does not include auto and truck-oriented uses, such as industrial, strip commercial and warehouse/distribution uses, unless the proposal calls for a redevelopment of such areas.
4. Within ¼ mile radius of an intersection of the thoroughfare system (collector/arterial or arterial/arterial) intersection.
5. Commercial/office core should be within ¼ mile of higher intensity residential uses (e.g. townhouses and apartments).
6. Areas designated Community Mixed Use Center may be zoned C-1, C-3, TND-1 or new design-based code for this use, as appropriate and provided for under the Knoxville Zoning Ordinance. Other zones to consider include PC-1, PC-2, C-3, C-5, C-6, and SC-2.

**C. REGIONAL MIXED USE CENTER (MU-RC):**

***These are envisioned to be highest intensity mixed use centers with housing densities over 24 dwelling units per acre. The center should be served by sidewalks, transit, and be located along a major arterial or highway interstate.***

1. Flat terrain (slopes generally less than 10 percent).
2. Currently served by or planned to be served by sidewalks.
3. The location does not include auto and truck-oriented uses, such as industrial, strip commercial and warehouse/distribution uses, unless the proposal calls for a redevelopment of such areas.
4. On a major arterial, adjacent to an interstate highway or adjacent to downtown.
5. Areas designated as Regional Mixed Use Center should be zoned C-2 in the Central Business District (Downtown); an adaptation of C-2 for the 'Downtown North' area (Central City Sector); TC-1, or new form- or design-based codes (and regulating plans) for other community and regional centers, as appropriate and provided for under the Knoxville Zoning Ordinance. Other zones to consider include PC-1, PC-2, C-3, C-5, C-6, SC-2, and SC-3.

**D. MIXED USE URBAN CORRIDOR (MU-UC):**

***Urban streets that have potential for redevelopment and vertical mixed uses. Commercial cores or nodes should be created along these corridors. Nodes should not be more than 4 blocks.***

1. Corridors should have sidewalks and transit services.
2. Streets should be designed or planned for redesign with street trees, on-street parking, and other streetscape amenities,
3. Areas designated Mixed Use Urban Corridor may be zoned a planned zone or basic zones with conditions that address the Sector Plan recommendations or form- or design-based codes, as appropriate and provided for under the Knoxville Zoning Ordinance.

**E. SOUTH WATERFRONT MIXED USE DISTRICT I (SWMUD I):**

***This district allows a range of development intensities and forms. Subject to regulations of the Knoxville South Waterfront Form-Based Development Code, (Knoxville Zoning Ordinance, Article 4, Section 27).***

1. Areas designated South Waterfront Mixed Use District I should be zoned SW-1 through SW-7, as appropriate and provided for under the Knoxville Zoning Ordinance.

**F. SOUTH WATERFRONT MIXED USE DISTRICT II (SWMUD II):**

***This district allows for diverse uses and range of development intensities and forms. Zoning is limited to districts which require MPC use-on-review approval.***

1. Areas designated South Waterfront Mixed Use District II should be zoned TND-1, TC-1, RP-1, RP-2, RP-3, SC-1, SC-2, SC-3, PC-1, as appropriate and provided for under the Knoxville Zoning Ordinance.

**G. MIXED USE SPECIAL DISTRICTS (MU-SD):**

***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 where redevelopment and/or preservation programs are needed for revitalization purposes. Each designated area on the One Year Plan map will have a reference number to a specific sector plan.***

1. Case-by-case analysis is recommended.
2. Areas designated as mixed use–special districts (MU-SD) should be zoned TC-1 and TND-1, especially in greenfield areas, or form- or design-based zoning codes (and regulating plans), as appropriate and provided for under the Knoxville Zoning Ordinance.

# Chapter 4

## PROPOSED LAND USE

The One Year Plan land use map serves as a guide for growth and for making zoning decisions over the next year. Over the last 12 years, MPC has tried to make the proposed land use maps contained in the Sector Plans and One-Year Plan complimentary. This year's One-Year Plan land use map incorporates the proposed land use maps of the North and West City Sector Plans. These are the last two sector plans that were not entirely incorporated into the previous One Year Plan.

# MAP LEGEND FOR PROPOSED LAND USE

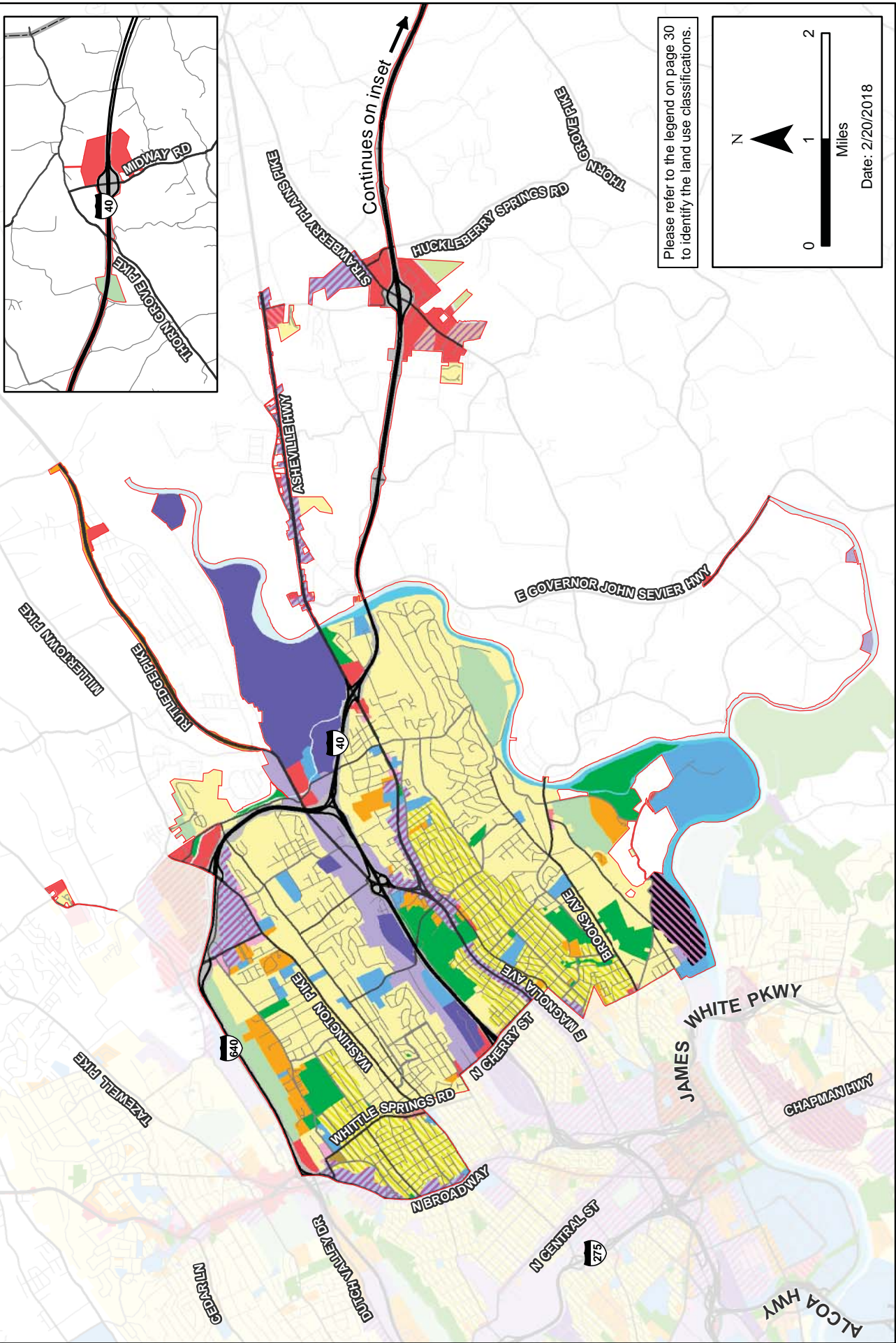
Below is the legend for the following proposed land use maps of the six districts. This legend includes the integrated land use categories that are found in both the Sector and the One-Year Plans. After the adoption of this plan, any amendments to the land use map will be maintained online at [kgis.org](http://kgis.org). Additional information about the land use categories can be found in Chapters 2 and 3 or in Appendix A and B of this plan.

## Land Use Classifications

 AG (Agricultural)	 MU-RC (Regional Mixed Use Center)
 AGC (Agricultural Conservation)	 MU-UC (Urban Corridor Mixed Use)
 RR (Rural Residential)	 MU-SD (Mixed Use Special District)
 TDR (Traditional Neighborhood Residential)	 MU-CD (Mixed Use Special Corridors)
 LDR (Low Density Residential)	 SWMUD-1 (South Waterfront Mixed Use District I)
 MDR (Medium Density Residential)	 SWMUD-2 (South Waterfront Mixed Use District II)
 HDR (High Density Residential)	 LI (Light Industrial)
 MDR/O (Medium Density Residential/Office)	 HI (Heavy Industrial)
 O (Office)	 HIM (Mining)
 TP (Technology Park)	 BP-1 (Business Park Type 1)
 RC (Rural Commercial)	 BP-2 (Business Park Type 2)
 NC (Neighborhood Commercial)	 PP (Public Parks and Refuges)
 CC (Community Commercial)	 CI (Civic/Institutional)
 RS (Regional Commercial)	 P (Public Institution)
 GC (General Commercial)	 OS (Other Open Space)
 MU (Mixed Use)	 F (Floodway)
 MU-NC (Neighborhood Mixed Use Center)	 W (Water)
 MU-CC (Community Mixed Use Center)	 ROW (Major Rights of Way)



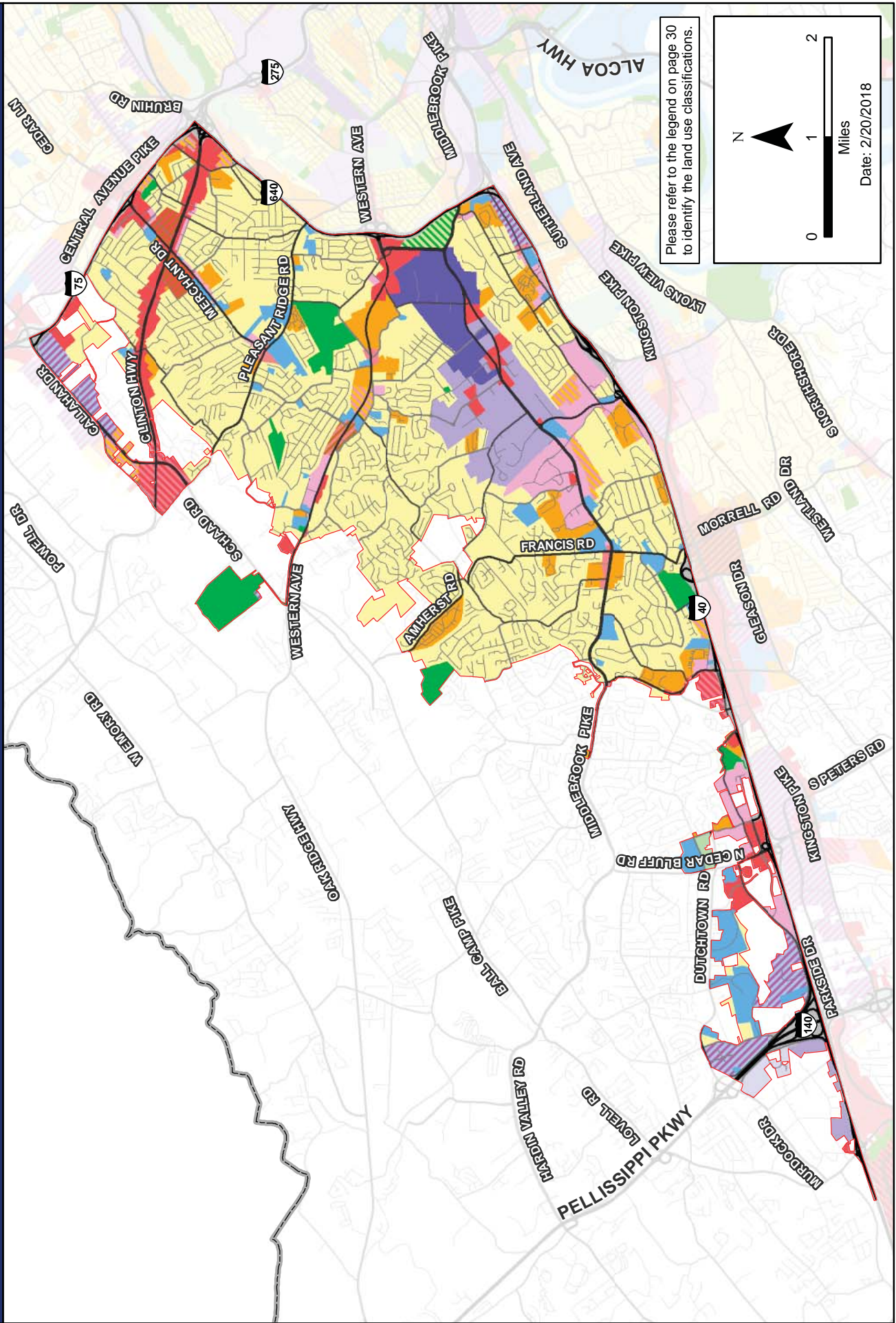
# East City District - Proposed Land Use



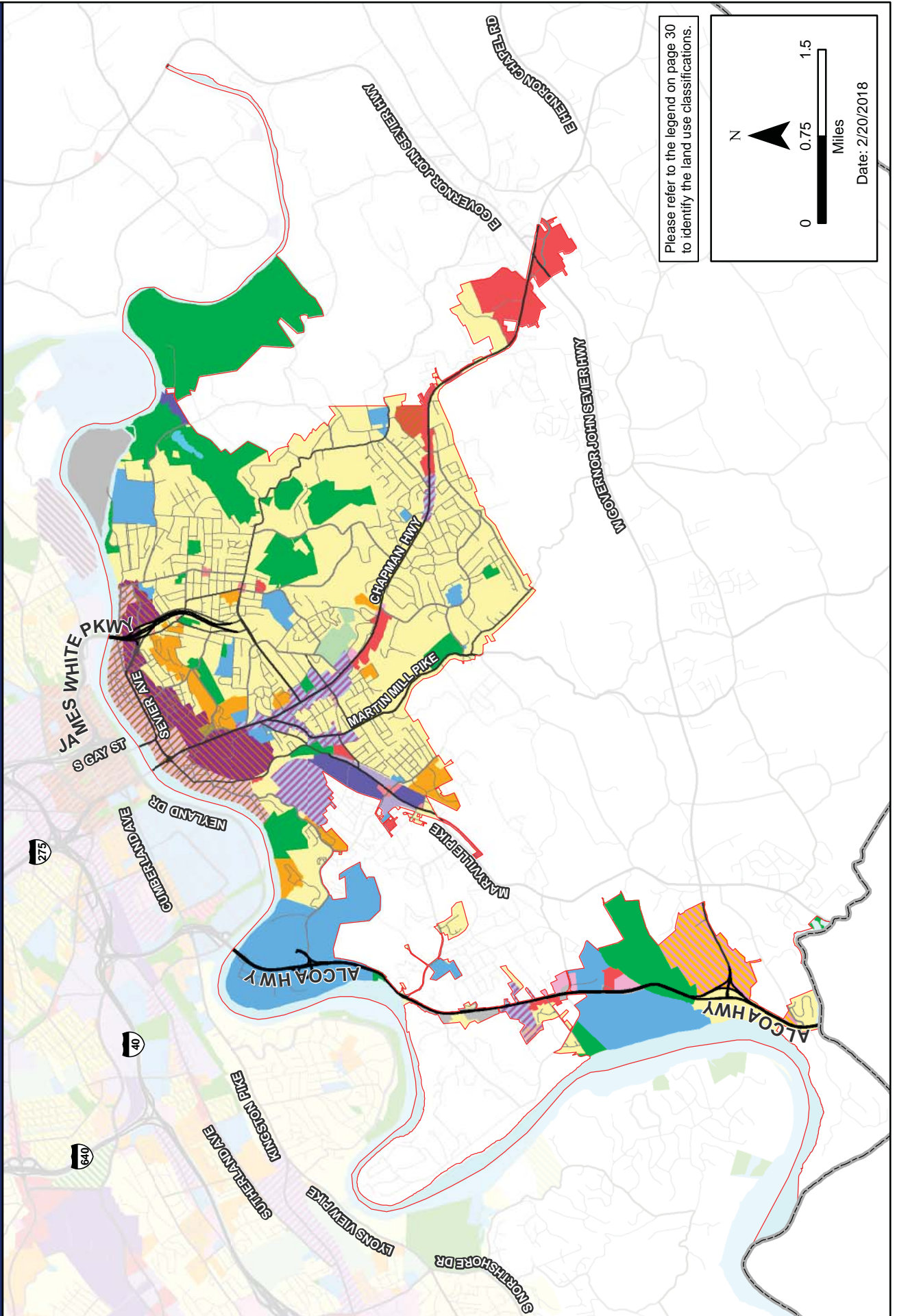




# Northwest City District - Proposed Land Use



# South City District - Proposed Land Use



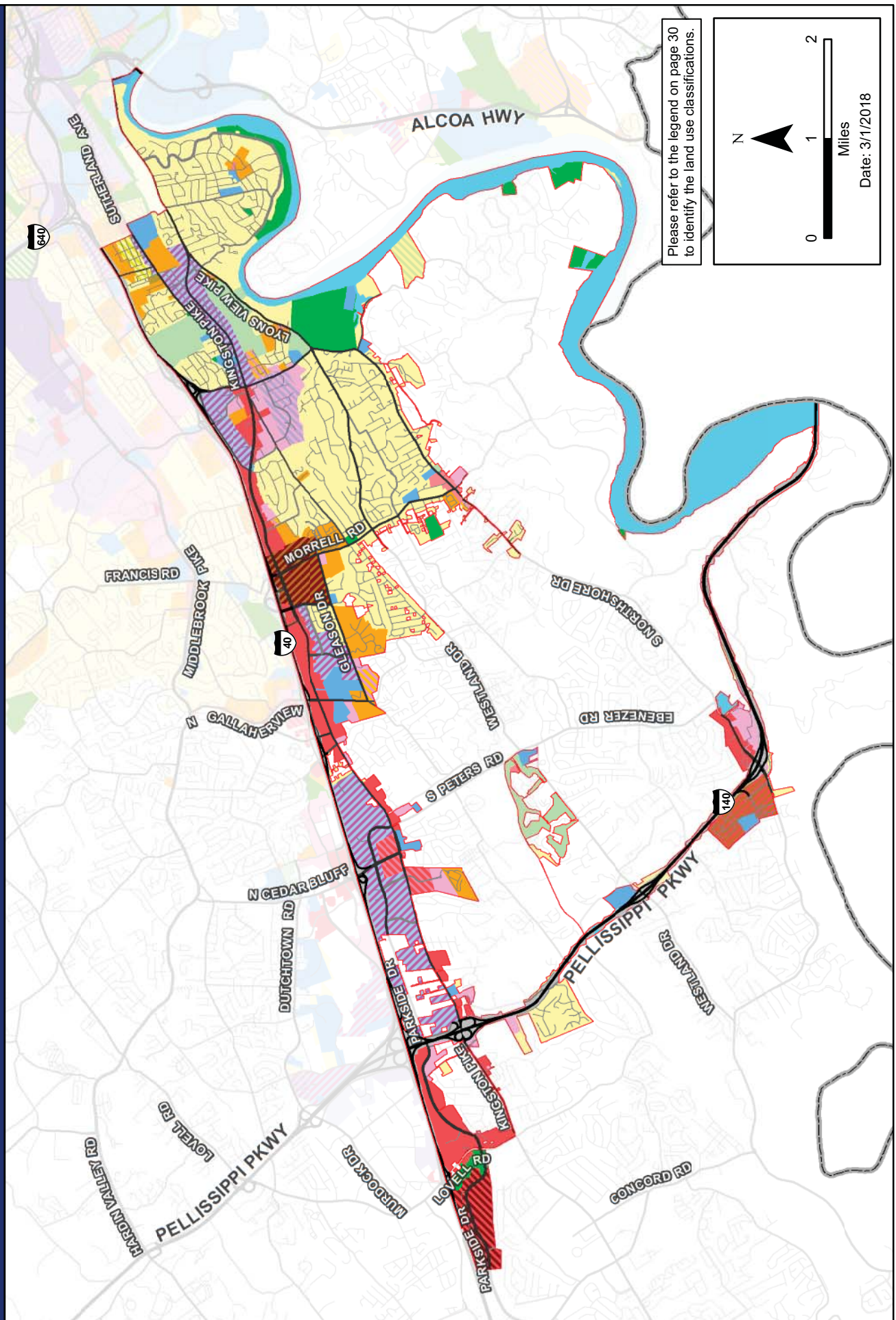
Please refer to the legend on page 30 to identify the land use classifications.

N

0 0.75 1.5  
Miles

Date: 2/20/2018

# West City District - Proposed Land Use



Please refer to the legend on page 30 to identify the land use classifications.

N

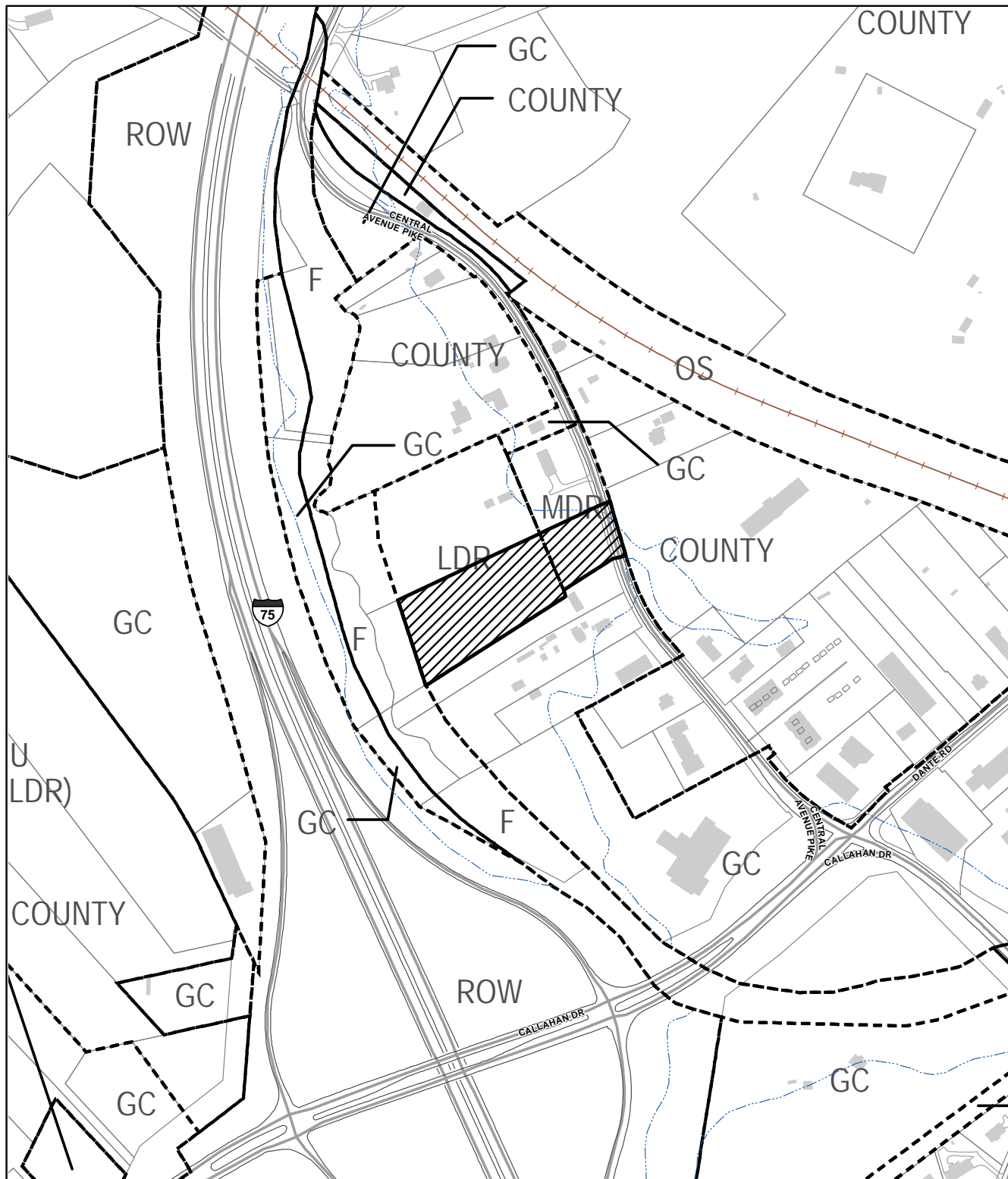
0 1 2  
Miles

Date: 3/1/2018

# Chapter 5

## PROPOSED LAND USE AMENDMENTS

The maps on the following pages include five land use designation changes recommended by staff to bring portions of the One Year Plan into conformity with the Sector Plans or existing land use. In addition, Appendix A includes descriptions of twelve individual quarterly amendments that were requested during the past 12 months.



**KNOXVILLE'S**  
**ONE**  
**YEAR**  
**PLAN**  
**2018**

**NORTH CITY DISTRICT**  
**STAFF AMENDMENT #1**

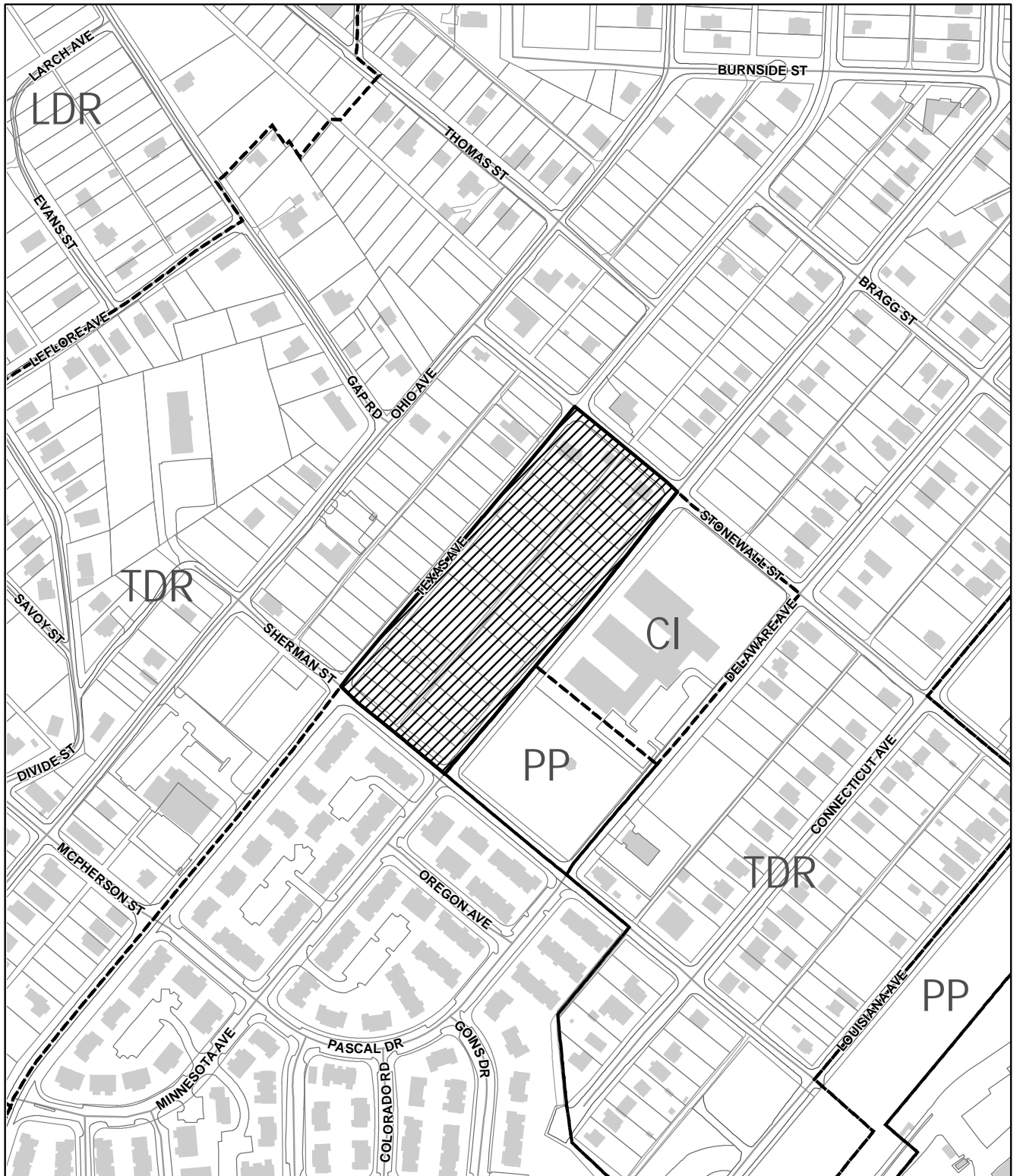
1 inch = 400 feet



FROM: LDR (Low Density Residential) and  
 MDR (Medium Density Residential)  
 TO: GC (General Commercial)



Print Date: 1/30/2018




**KNOXVILLE'S**  
**ONE**  
**YEAR**  
**PLAN**  
**2018**

**CENTRAL CITY DISTRICT**

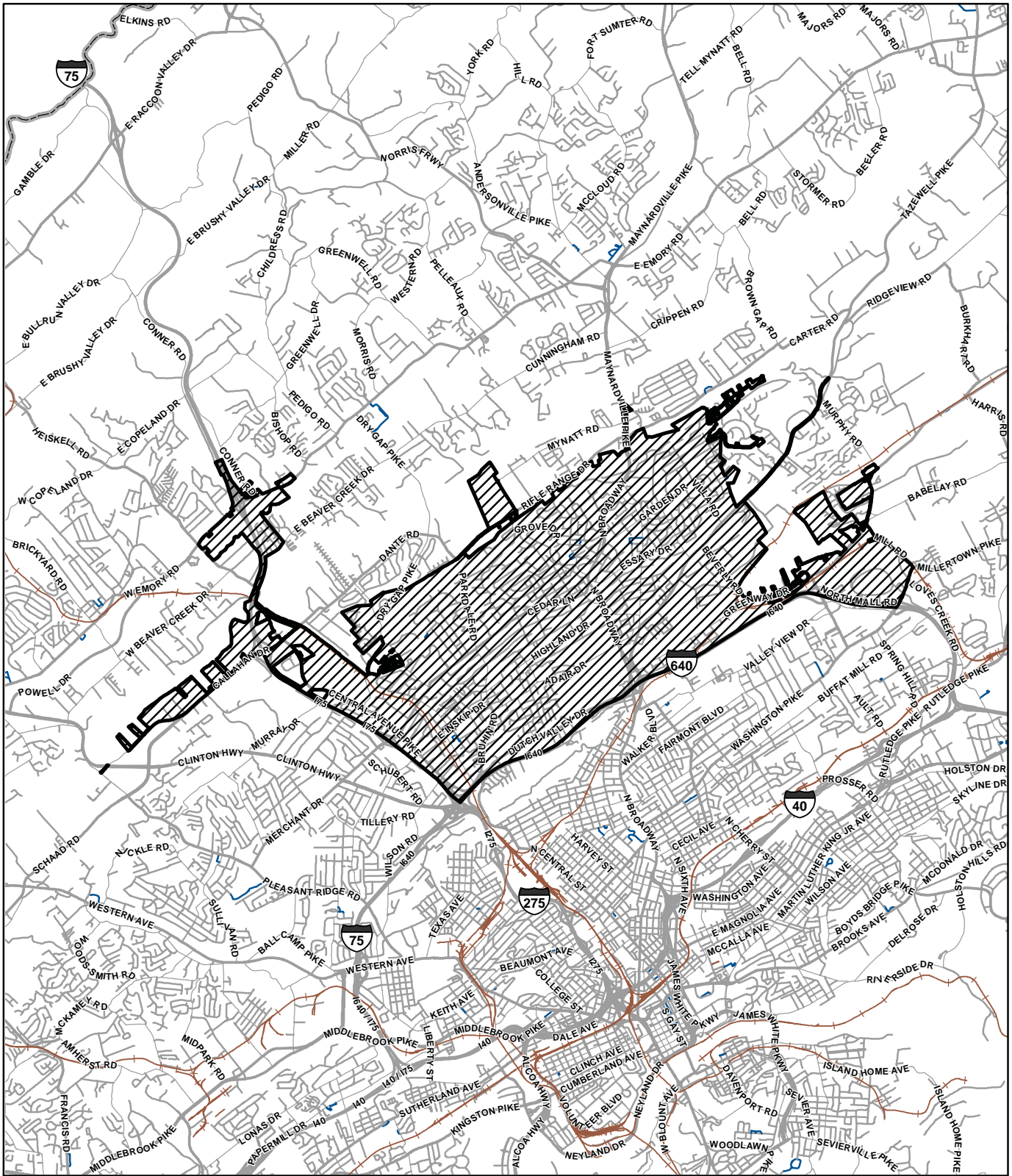
1 inch = 300 feet

**STAFF AMENDMENT #2**

 FROM: TDR (Traditional Neighborhood Residential)  
 TO: PP (Public Parks and Refuges)



Print Date: 1/30/2018



**KNOXVILLE'S**  
**ONE**  
**YEAR**  
**PLAN**  
**2018**

**NORTH CITY DISTRICT**  
**STAFF AMENDMENT #3**

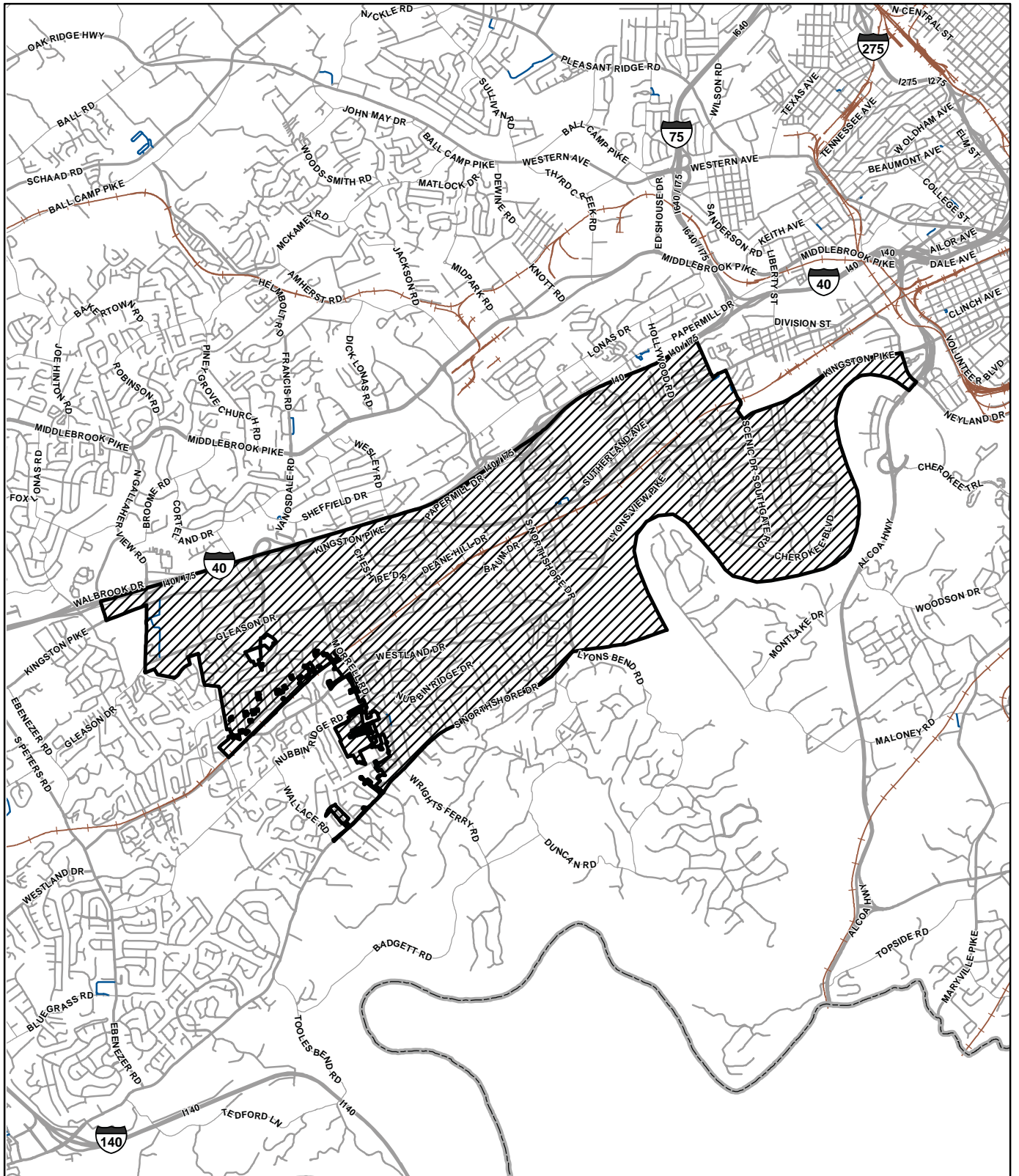
1 inch = 8,000 feet



FROM: Current One Year Plan Designations  
 TO: Updated North City and North County Sector Plan



Print Date: 1/30/2018



**KNOXVILLE'S**  
**ONE**  
**YEAR**  
**PLAN**  
**2018**

**WEST CITY DISTRICT**  
**STAFF AMENDMENT #4**

1 inch = 6,000 feet

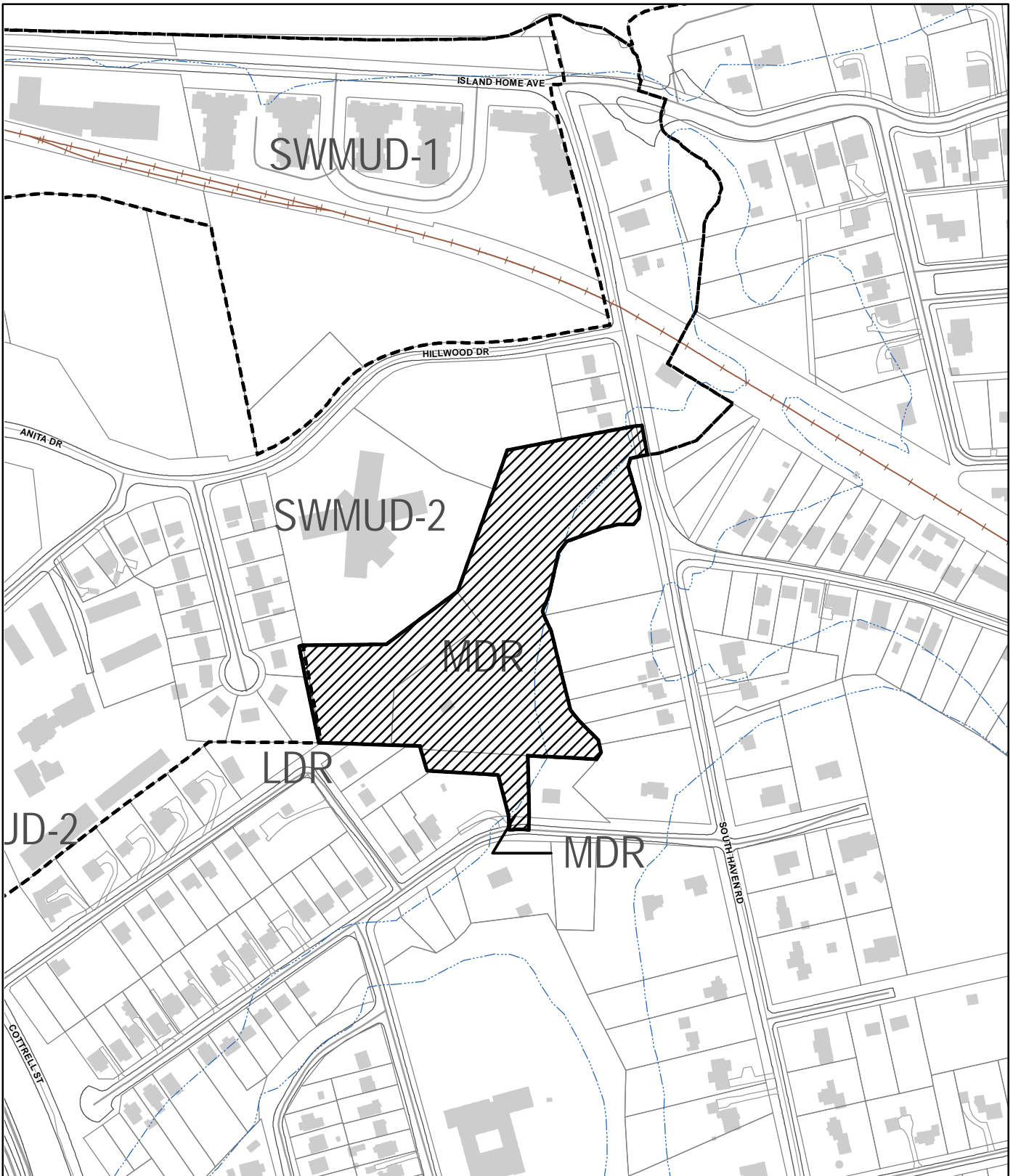


FROM: Current One Year Plan Designations  
 TO: Updated West City Sector Plan



Print Date: 1/30/2018






**KNOXVILLE'S**  
**ONE**  
**YEAR**  
**PLAN**  
**2018**

**SOUTH CITY DISTRICT**  
**STAFF AMENDMENT #5**

1 inch = 300 feet

 FROM: MDR (Medium Density Residential)  
 TO: CI (Civic/Institutional)



Print Date: 1/30/2018

# Chapter 6

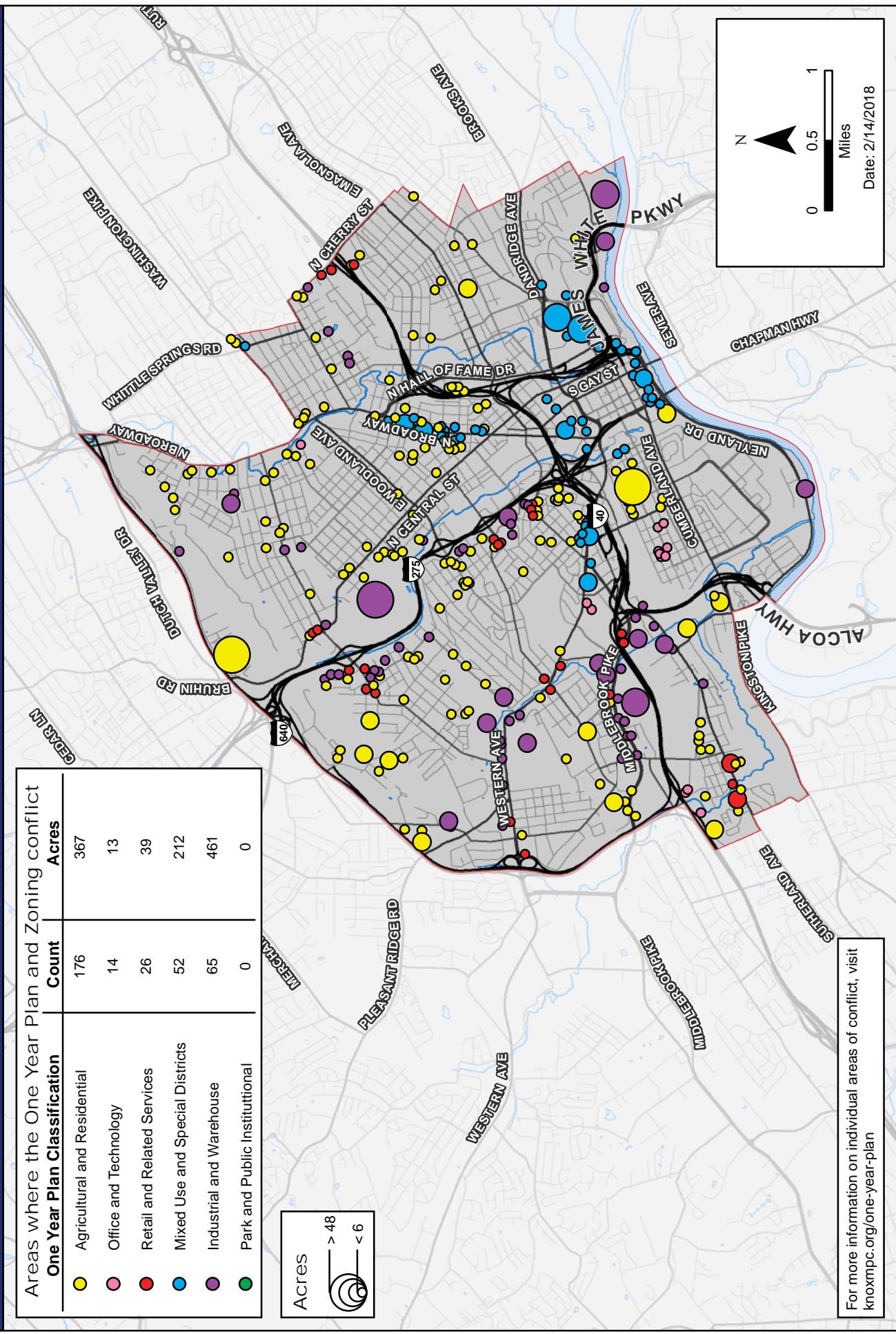
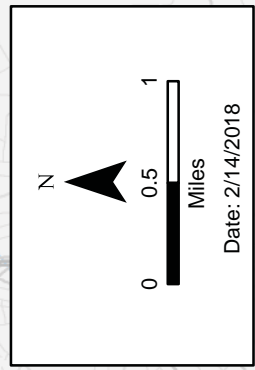
## POTENTIAL GENERAL REZONINGS

City-wide there are 1,011 parcels or 4,581 acres where the One Year Plan's proposed land use map conflicts with the current zoning patterns. Ideally, the proposed land use and zoning should be complimentary in order to achieve the City's long-term goals and objectives. In order to address these conflicts, either the plan needs to be amended or properties need to be rezoned. The following six district maps illustrate where these conflict occur. The maps and more detail about the One-Year Plan can be found at [www.knoxmpc.org/one-year-plan/](http://www.knoxmpc.org/one-year-plan/).

# Central City District - Conflicts

Areas where the One Year Plan and Zoning conflict

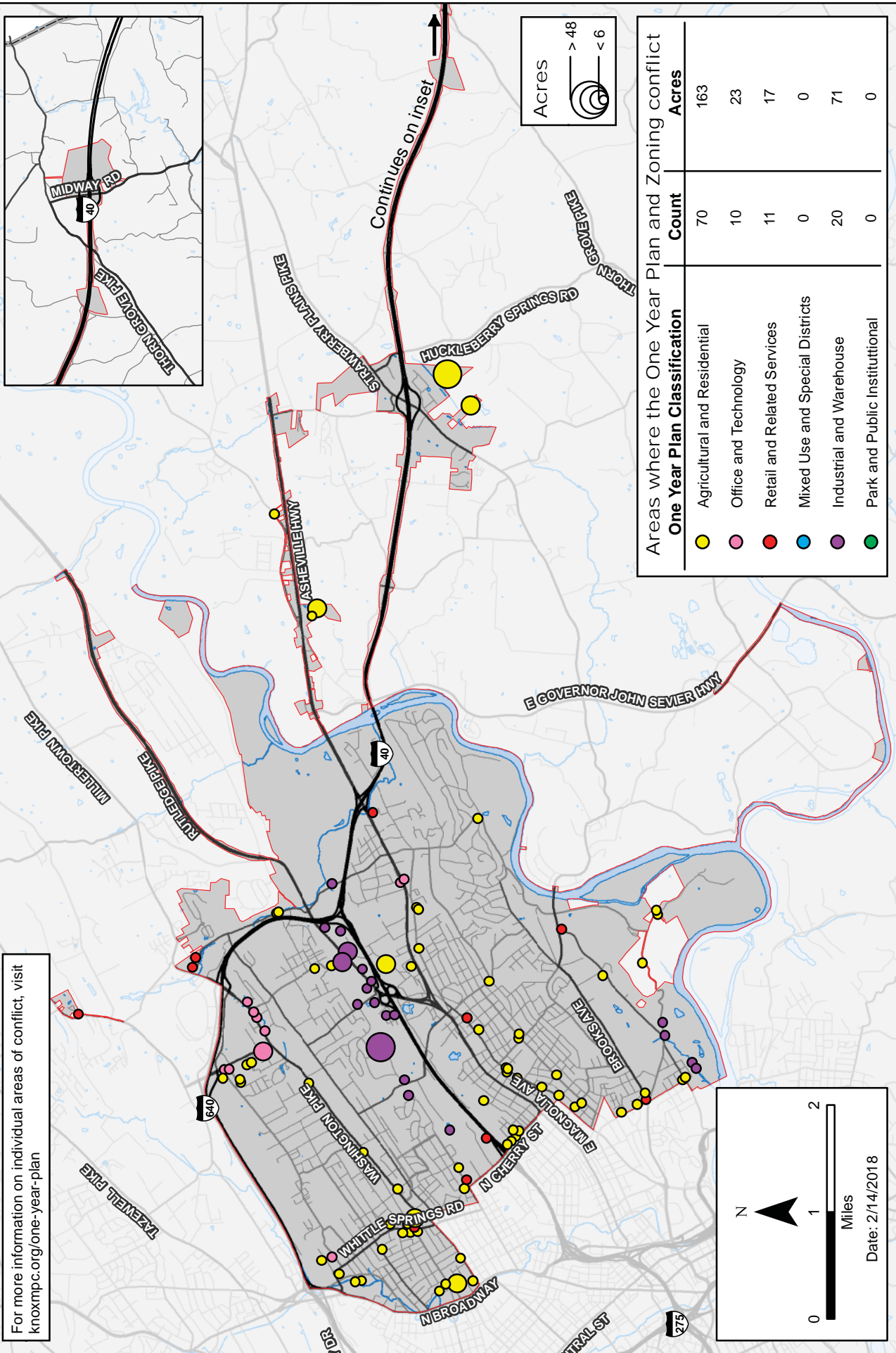
One Year Plan Classification	Count	Acres
Agricultural and Residential	176	367
Office and Technology	14	13
Retail and Related Services	26	39
Mixed Use and Special Districts	52	212
Industrial and Warehouse	65	461
Park and Public Institutional	0	0



For more information on individual areas of conflict, visit [knoxmpc.org/one-year-plan](http://knoxmpc.org/one-year-plan)

# East City District - Conflicts

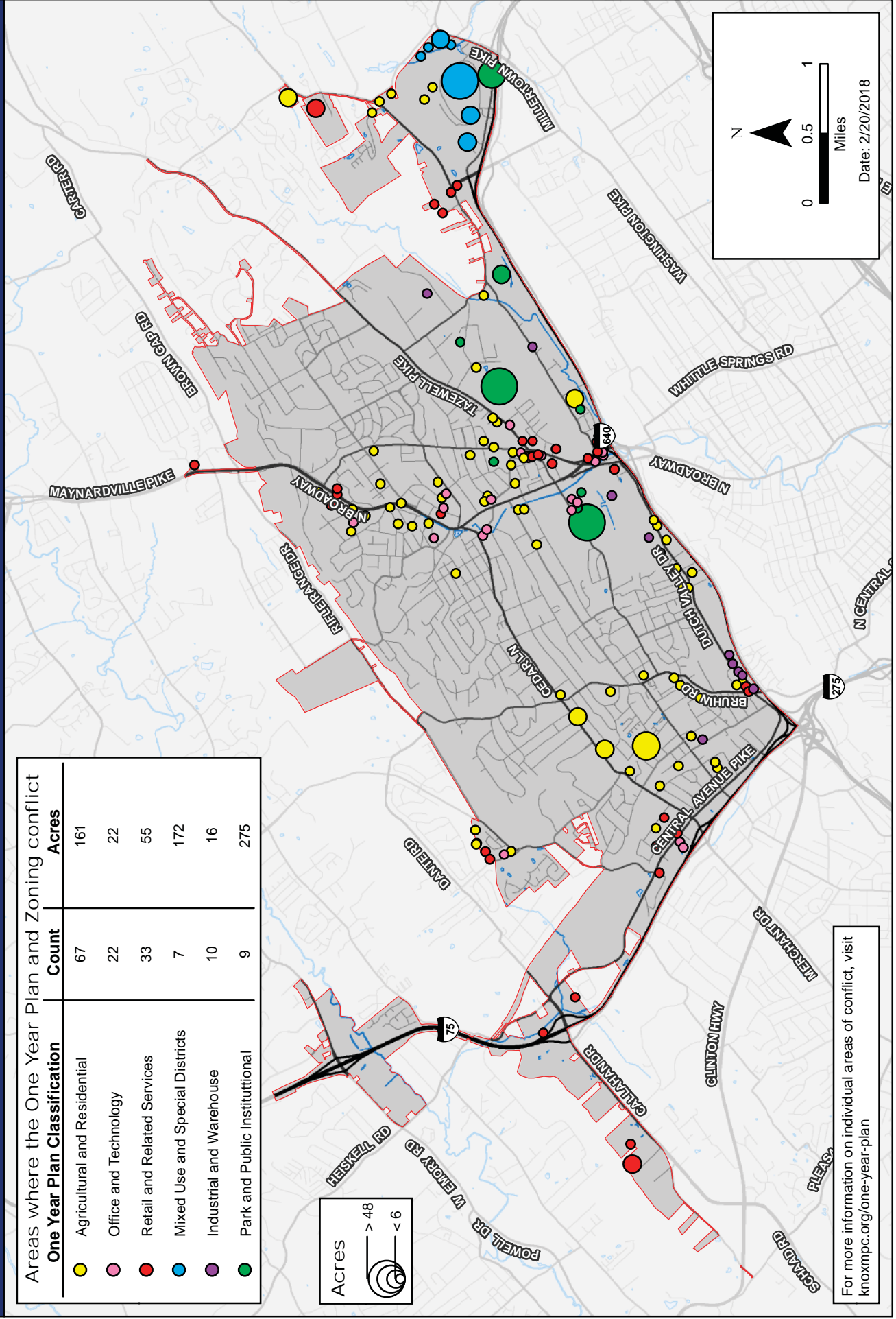
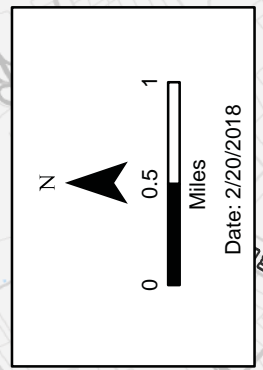
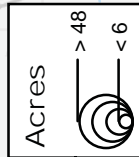
For more information on individual areas of conflict, visit [knoxmpc.org/one-year-plan](http://knoxmpc.org/one-year-plan)



# North City District - Conflicts

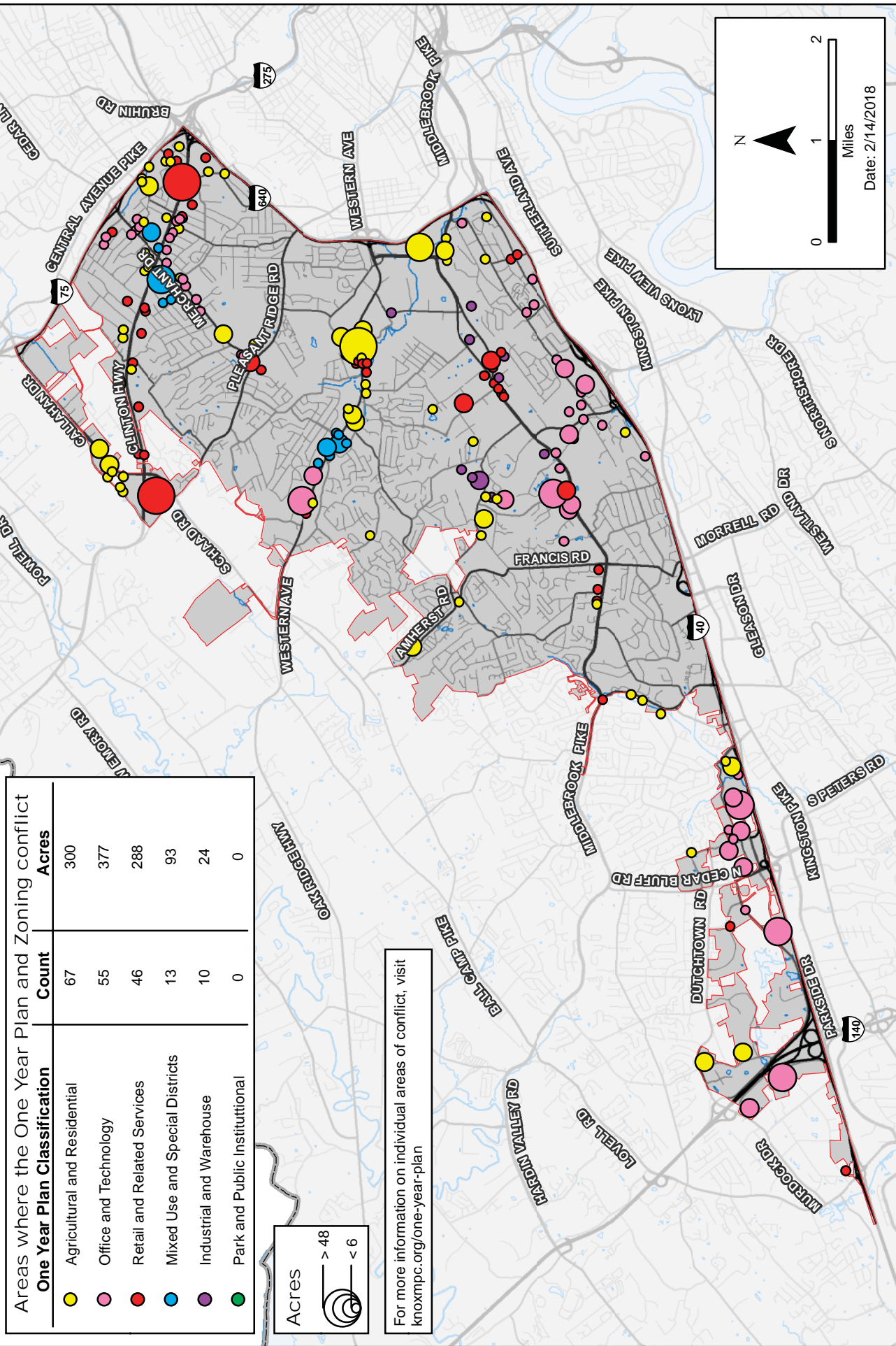
Areas where the One Year Plan and Zoning conflict

One Year Plan Classification	Count	Acres
Agricultural and Residential	67	161
Office and Technology	22	22
Retail and Related Services	33	55
Mixed Use and Special Districts	7	172
Industrial and Warehouse	10	16
Park and Public Institutional	9	275

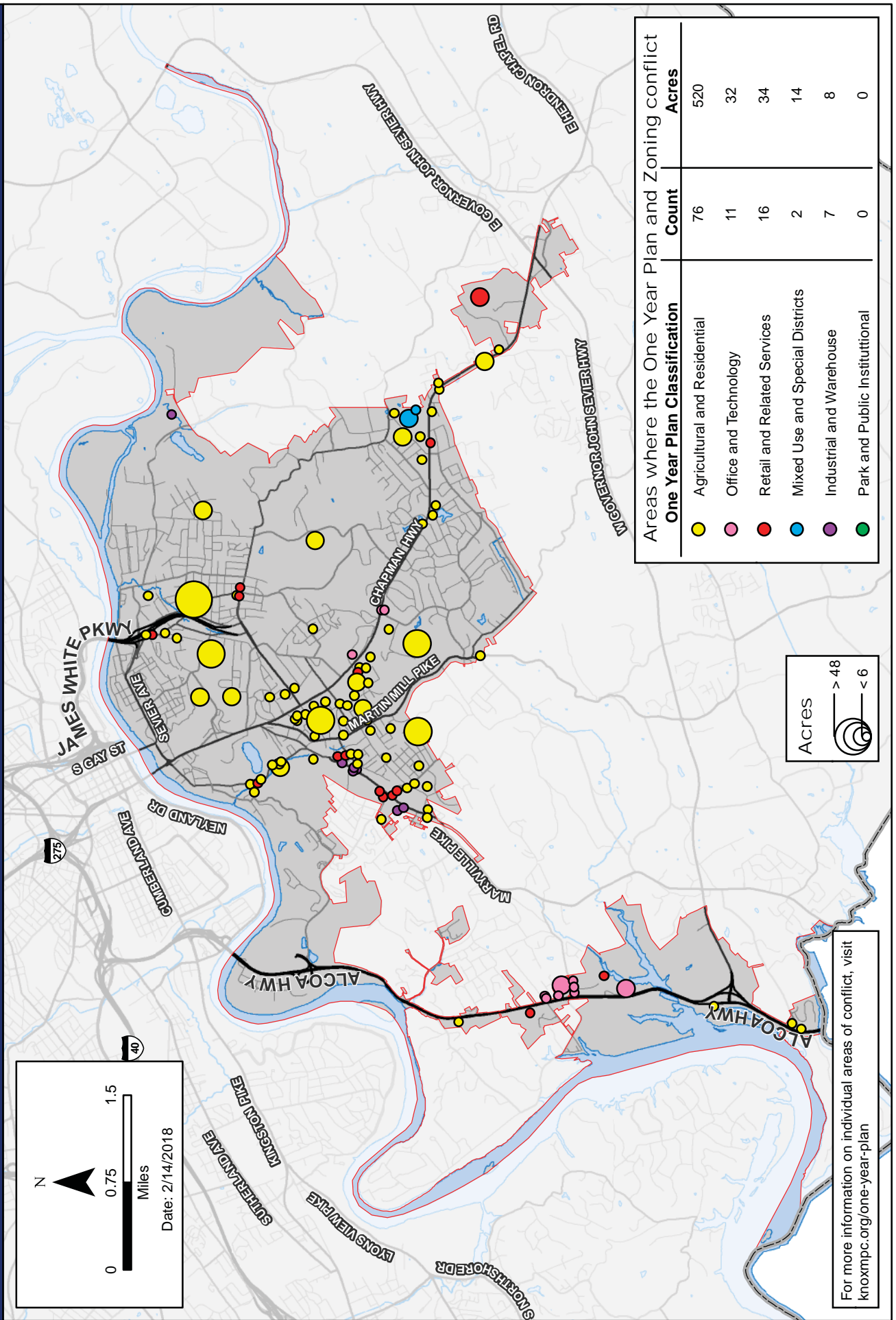


For more information on individual areas of conflict, visit [knoxmpc.org/one-year-plan](http://knoxmpc.org/one-year-plan)

# Northwest City District - Conflicts

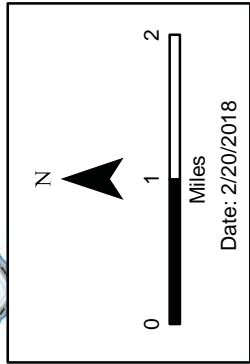
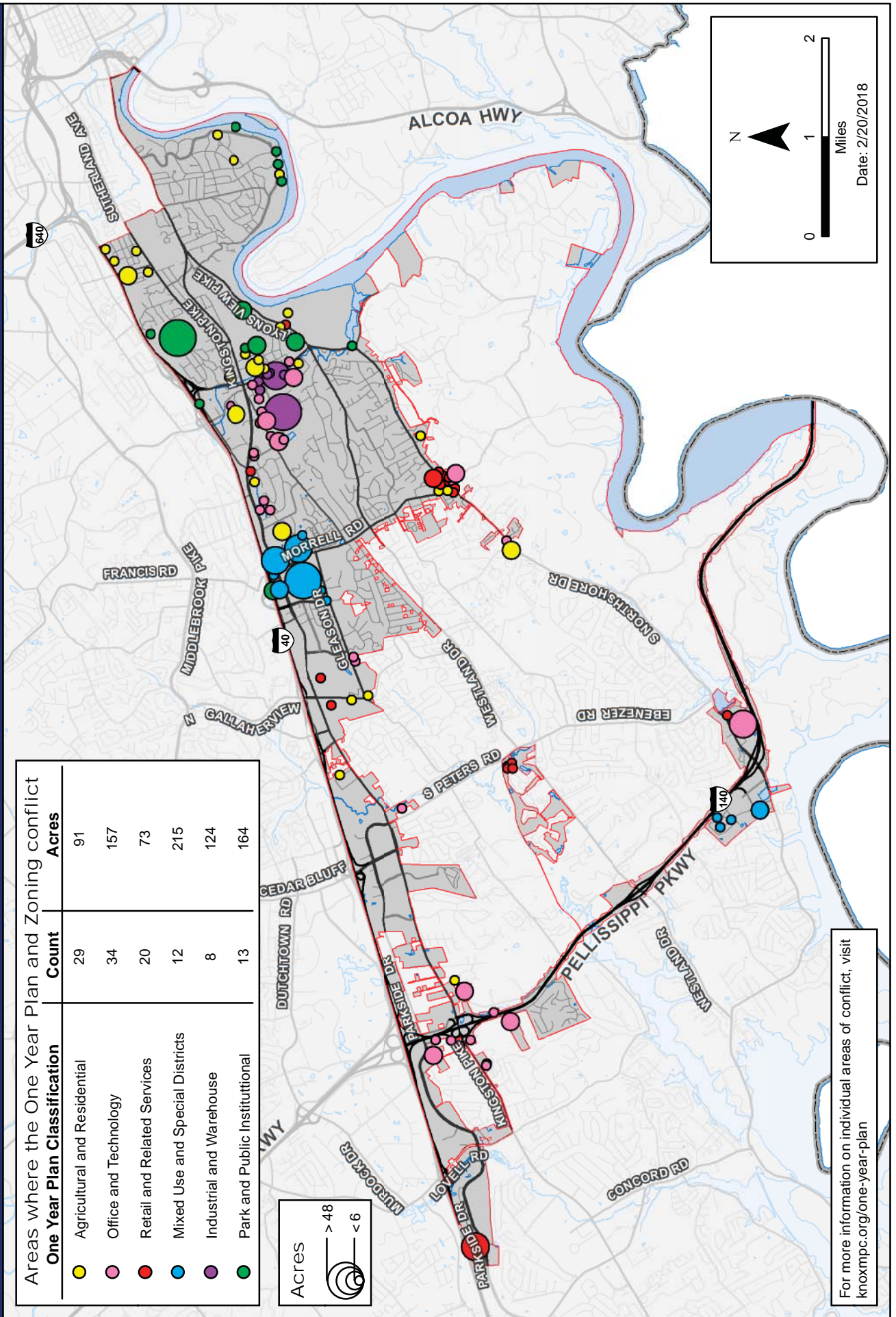
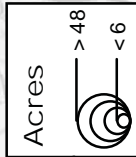


# South City District - Conflicts



# West City District - Conflicts

One Year Plan Classification	Count	Acres
Agricultural and Residential	29	91
Office and Technology	34	157
Retail and Related Services	20	73
Mixed Use and Special Districts	12	215
Industrial and Warehouse	8	124
Park and Public Institutional	13	164



For more information on individual areas of conflict, visit [knoxmpc.org/one-year-plan](http://knoxmpc.org/one-year-plan)





# APPENDIX A

## AMENDMENTS APPROVED SINCE ADOPTION OF 2017 UPDATE

### **CENTRAL DISTRICT**

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- **None**

### **EAST DISTRICT**

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- **7-A-17-PA**

Northeast side Riverside Drive,  
southeast of Holston Hills Road  
From: CI (Civic Institutional)  
To: GC (General Commercial)

### **NORTH DISTRICT**

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- **4-A-17-PA**

Northeast side Central Avenue Pike,  
southeast of Elyria Drive  
From: MU-SD (Mixed Use Special District)  
(NC15)  
To: GC (General Commercial)

- **7-B-17-PA**

Northeast side Pratt Road,  
northwest of Cedar Lane  
From: LDR (Low Density Residential)  
To: O (Office)

- **10-D-17-PA**

West side Central Avenue Pike,  
north of Callahan Drive  
From: MDR (Medium Density Residential),  
LDR (Low Density Residential) & F (Floodway)  
To: GC (General Commercial) & F (Floodway)

- **10-E-17-PA**

Northwest side Anderson Road,  
northeast of Beverly Road  
From: O (Office)  
To: LI (Light Industrial)

### **NORTHWEST DISTRICT**

---

- **7-E-17-PA**

North side Tillery Road, south of Clinton Highway,  
west of Wilson Road  
From: LDR (Low Density Residential)  
and GC (General Commercial)  
To: GC (General Commercial) and  
LDR (Low Density Residential)

- **7-F-17-PA**

Northwest side Murray Drive,  
southwest of Clinton Highway  
From: MDR (Medium Density Residential)  
To: LDR (Low Density Residential)

- **10-A-17-PA**

West side Dowell Springs Boulevard,  
north side Middlebrook Pike  
From O (Office)  
To: GC (General Commercial)

### **SOUTH DISTRICT**

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- **4-B-17-PA**

Northeast side E. Martin Mill Pike,  
northwest side Lippencott Street  
From: SWMUD-2  
(South Waterfront Mixed Use District II)  
To: HDR (High Density Residential)

### **WEST DISTRICT**

---

- **1-G-17-PA**

Northwest side Lyons View Pike,  
southwest of Colony Way  
From: MU (Mixed Use) MDR (Medium Density  
Residential) & LDR (Low Density Residential)  
To: O (Office)

- **7-D-17-PA**

East side South Northshore Drive,  
south of Walden Drive  
From: LDR (Low Density Residential)  
To: O (Office)

- **10-B-17-PA**

South side Kingston Pike,  
east of Wellington Drive  
From: O (Office)  
To: GC (General Commercial)



# APPENDIX B

## KNOXVILLE ZONING & OVERLAY DISTRICTS

### BASE ZONING DISTRICTS

#### A-1 GENERAL AGRICULTURAL DISTRICT

This district is intended to provide space for agricultural uses which together comprise an important part of the economy of Knox County and the City of Knoxville. The intent here is to permit lands best suited for agriculture to be used for agricultural purposes and also to prevent the encroachment of urban and other incompatible land uses on farm lands and thereby protect the physical and economic well-being of agricultural operations.

Further, this district is intended to provide suitable locations on the fringes of the urban area for urbanization which will occur in the foreseeable future. It is not intended that this district provide a location for a lower standard of residential, commercial or industrial development than is authorized in other districts. Rather, this district should promote an organized, efficient pattern of urban development by providing conditions conducive to continued use of land for agricultural purposes in appropriate locations, thereby reducing economic pressures which would otherwise lead to a scattered, inefficient, inconvenient pattern of urban activities. The types of uses, area and intensity of use of land authorized in this district are designed to encourage and protect any agriculture uses until urbanization is warranted and the appropriate changes in districts can be made. *One Year Plan classification: OS, LDR*

#### OS-1 OPEN SPACE PRESERVATION DISTRICT

This open space preservation district is established to provide areas in which the principal use of land is devoted to the preservation and protection of recreational and conservation open space. This district is intended to preserve and enhance land as permanent open space that contributes to the creation of a network of lands that provide safe and enjoyable areas and routes for non-intensive recreational opportunities, is protective of natural resources and is compatible with surrounding land uses. This district is consistent with and intended to implement the Park, Public Institutional, Open Space and Environmental Protection land use classifications of the *Knoxville-Knox County General Plan 2033*, or its successor documents. *One Year Plan classification: PP, OS*

#### OS-2 PARK AND OPEN SPACE DISTRICT

This park and open space district is established to create, preserve and enhance land accessible to the public as permanent space to meet the active park and recreational needs of the population. The district is intended to provide for both improved and unimproved park and recreation lands. Facilities may include, but are not limited to, structures or other active, player-oriented facilities such as playgrounds, recreational fields, ball-fields, sport courts, dog parks and associated accessory facilities such as recreation and community

centers, administrative offices, parking areas and restrooms. The district is also intended to accommodate buildings of a public nature such as museums, libraries, police, fire or EMS stations. The district is consistent with and intended to implement the Park, Public Institutional, Open Space and Environmental Protection land use classifications of the *Knoxville Knox County General Plan 2033* and the *Knoxville-Knox County Park, Recreation and Greenways Plan*, or successor documents. **One Year Plan classification: PP, OS**

## **R-1      LOW DENSITY RESIDENTIAL DISTRICT**

This is the most restrictive residential district intended to be used for detached residential areas with low population densities. Additional permitted uses, by review of the Planning Commission, include related non-commercial recreational, religious and educational facilities normally required to provide the basic elements of a balanced and attractive residential area. These areas are intended to be defined and protected from the encroachment of uses not performing a function necessary to the residential environment. Internal stability, attractiveness, order, and efficiency are encouraged by providing for adequate light, air, and open space for dwellings and related facilities and through consideration of the proper functional relationship of each element. **One Year Plan classification: LDR**

## **R-1A      LOW DENSITY RESIDENTIAL DISTRICT**

This is a residential district to provide for low and medium population density. The principal uses of land are detached and duplex residential development. Certain uses which are more compatible functionally with intensive residential uses than with commercial uses are permitted. Low density attached apartments, recreational, religious, educational facilities and other related uses in keeping with the residential character of the district may be permitted on review by the Planning Commission. Internal stability, attractiveness, order and efficiency are encouraged by providing for adequate light, air, and usable open space for dwellings and related facilities and through consideration of the proper functional relationship to each use permitted in this district. **One Year Plan classification: LDR, MDR, TDR (with overlay)**

## **R-1E      LOW DENSITY EXCLUSIVE RESIDENTIAL DISTRICT**

This is a restrictive residential district intended to be used for established low density residential subdivisions and areas immediately adjacent to such development intended for low population densities. These areas are intended to be defined and protected from the encroachment of uses not performing a function necessary to the detached residential environment. **One Year Plan classification: LDR**

## **EN-1      ESTABLISHED NEIGHBORHOOD DISTRICTS**

### **EN-2**

These districts are intended to protect and preserve older, low-density neighborhoods established with a prevalent development pattern of large lots on a highly connected street pattern and character of development dominated by large lawns and complex, intricately designed residences. The districts establish dimensional regulations that compliment the prevalent development pattern and residential design requirements that reflect the character of the neighborhoods. The districts are intended to provide for neighborhood stability while allowing continued development that is in harmony with the existing development pattern. The district is not intended for use on previously undeveloped

land that is currently zoned as Agricultural (A-1). It should be used in the context of the prevalent existing development pattern. **One Year Plan classification: LDR**

## **R-2 GENERAL RESIDENTIAL DISTRICT**

This is a residential district to provide for medium population density. The principal uses of land may range from detached to medium density attached apartment uses. Certain uses which are more compatible functionally with intensive residential uses than with commercial uses are permitted. The recreational, religious, educational facilities, and other related uses in keeping with the residential character of the district may be permitted on review by the Planning Commission. Internal stability, attractiveness, order and efficiency are encouraged by providing for adequate light, air, and usable open space for dwellings and related facilities and through consideration of the proper functional relationship to each use permitted in this district. **One Year Plan classification: MDR, HDR**

## **R-3 HIGH DENSITY RESIDENTIAL DISTRICT**

This residential district is intended to promote and encourage the establishment and maintenance of a suitable environment for urban residence in areas appropriate by location and character for occupancy by high density, attached dwellings. One of the important purposes of this district is to create adequate standards of residential development in order to prevent a recurrence of the overcrowded and unhealthy housing conditions which have long been a major problem. The intensity of land use should not be so great as to cause congestion of building or traffic or to preclude the amenities of good housing. Densities should be limited to provide adequate daylight, sunlight, air, and usable open space for dwellings and adequate space for all related facilities. **One Year Plan classification: HDR, CBD**

## **RP-1 PLANNED RESIDENTIAL DISTRICTS**

**RP-2**  
**RP-3**

The regulations established in this section are intended to provide optional methods of land development which encourage more imaginative solutions to environmental design problems. Residential areas thus established would be characterized by a unified building and site development program, open space for recreation and provision for commercial, religious, educational, and cultural facilities which are integrated with the total project by unified architectural and open space treatment. In order to accomplish these objectives, a new RP-1, RP-2, RP-3 Planned Residential district may be created to be developed specifically as planned unit development. **One Year Plan classification: LDR, MDR, HDR, SWMUD II, MDR/O, TDR (with overlay)**

District regulations shall be as outlined in this section and shall be the same for RP-1, RP-2 and RP-3 districts except for the overall population density permitted in each district.

Each planned unit development shall be compatible with the surrounding or adjacent districts. Such compatibility shall be determined by the Planning Commission by review of development plans for the district.

Commercial uses may be permitted in a planned unit development which contains not less than twenty (20) acres.

## **R-4 RESIDENTIAL DISTRICT**

The R-4 residential district is intended for medium population density areas of the City where preservation of existing structures is desirable. In addition, studios for the creative professions which are in keeping with the residential character of the area are permitted.

***One Year Plan classification: HDR, TDR***

## **O-1 OFFICE, MEDICAL, AND RELATED SERVICE DISTRICT**

This district is intended to provide areas for professional and business offices and related activities that require separate buildings and building groups surrounded by landscaped yards and open areas. The intent is herein to provide centralized, compact locations for business offices, clinics, medical, and dental offices, as well as suburban locations near residential neighborhoods. ***One Year Plan classification: GC, O, CI, MDR/O***

## **O-2 CIVIC AND INSTITUTIONAL DISTRICT**

This district is intended to be reserved primarily for federal, state, county and municipal governmental operations, the University of Tennessee, Knoxville College and other cultural and civic uses. In addition, residential uses are permitted, and, as special exceptions, certain types of professional and business office uses compatible with the character of the district. ***One Year Plan classification: CBD, GC, O, CI, MDR/O***

## **O-3 OFFICE PARK DISTRICT**

This district is intended to provide for orderly development of office parks so that structures, access road improvements, utility distribution, landscaping, pedestrian circulation, waste disposal and related elements are complementary and allow orderly sequential development through initial coordination of utilities and other services. It is intended to create a district which is compatible with surrounding residential areas and services as a transitional area from residential to other less compatible land uses. ***One Year Plan classification: NC, GC, O***

## **C-1 NEIGHBORHOOD COMMERCIAL DISTRICT**

This district is established to provide areas in which the principal use of land is devoted to the neighborhood store. It is a restricted commercial district, limited to a narrow range of retail, service and convenience goods only and to the first floor of a structure. This district is designed for areas where large commercial operations are undesirable, but where individual proprietary stores are useful and desirable for the neighborhood.

***One Year Plan classification: NC, GC***

Offices of non-profit organizations, private clubs and lodges are to be in accordance with the regulations in the O-1 District.

## **C-2 CENTRAL BUSINESS DISTRICT**

This district, with complementary office, medical, civic, residential, and historical areas, forms the metropolitan center for commercial, financial, professional, governmental, and cultural activities. The intent here is to protect and improve the central business district for the performance of its primary functions. In addition, uses are discouraged

which do not require a central location or would create friction in the performance of functions that should be centralized. ***One Year Plan classification: CBD, MU-RC***

### **C-3 GENERAL COMMERCIAL DISTRICT**

This commercial district is for personal and business services and general retail business. Districts in this category are intended to include areas where commercial development has displaced or is displacing residential development, or is moving in on vacant lands. Regulations are designed to guide future change so as to discourage formation of future commercial slums, to preserve the carrying capacity of the streets, and to provide for off-street parking and loading. It is not the intent of this district to encourage the extension of existing strip commercial areas, but rather to provide concentrations of general commercial activities. ***One Year Plan classification: GC, CBD, CC***

### **C-4 HIGHWAY AND ARTERIAL COMMERCIAL DISTRICT**

This highway and arterial commercial district is established to provide areas in which the principal use of land is devoted to commercial establishments which cater specifically to the needs of motor vehicle oriented trade. Typical uses offer accommodations and services to motorists, contain certain specialized retail outlets, or provide commercial amusement enterprises. It is the intent to provide a location for the limited amount of merchandise, equipment and material being offered for retail sale that because of the type of material or transportation requirements are suitable for display and storage outside the confines of an enclosed building. The intent of this district is to provide appropriate space and sufficient depth from the street to satisfy the needs of modern commercial development where access is entirely dependent on motor vehicle trade; to provide for the orderly development and concentration of highway and arterial commercial uses at appropriate locations; and to encourage the development of these locations with such uses and in such a manner as to minimize traffic hazards and interference with other uses in the vicinity. ***One Year Plan classification: GC, CC***

### **C-5 TOURIST COMMERCIAL DISTRICT**

This tourist commercial district is established to provide areas in which the principal use of land is devoted to commercial establishments and resort areas which cater specifically to the needs of tourist oriented trade. The intent here is to reserve lands which because of particular location and natural features area adapted for tourist uses, and to encourage the development of these locations with such uses in such a manner as to minimize traffic hazards and interference with other uses in the vicinity. ***One Year Plan classification: GC, CC***

### **C-6 GENERAL COMMERCIAL PARK DISTRICT**

The legislative purpose, intent, and application of General Park Development are as follows:

1. To encourage the clustering of commercial activities within areas specifically designed to accommodate the activities and to discourage the proliferation of commercial uses along major thoroughfares and non-commercial areas.
2. To provide for the orderly development of commercial activities so that any adverse impact on surrounding areas and on the general flow of traffic can be ameliorated.



3. To encourage an orderly and systematic development design providing the rational placement of activities, parking and auto circulation, pedestrian circulation, access and egress, loading, and landscaping.
4. To encourage commercial development which is consistent with the long-range, comprehensive, general plan for Knoxville and Knox County.
5. To allow for mixing of light industrial (manufacturing ) uses with compatible commercial uses as stated within the following subsections.
6. To encourage general commercial activities to locate in areas that have access to a major street system.

***One Year Plan classification: GC, LI, CC, BP***

## **C-7 PEDESTRIAN COMMERCIAL DISTRICT**

The Pedestrian Commercial District is established to provide for a commercial area responsive to the needs of persons associated with the University of Tennessee and persons living in high density housing surrounding the University. The district will also provide a unique shopping area for a greater clientele looking for merchandise and service associated with university environment. This district is designed to accommodate a clientele that is more pedestrian than the typical clientele in other areas of the community.

***One Year Plan classification: GC***

## **SC-1 NEIGHBORHOOD SHOPPING CENTER DISTRICT**

This commercial district is intended for a unified grouping, in one or more buildings, of retail shops and stores that provide for the regular needs and are for the convenience of the people residing in the adjacent residential neighborhoods. It is intended that the neighborhood shopping center be developed as a unit, with adequate off-street parking space for customers and employees, and with appropriate landscaping and screening materials. ***One Year Plan classification: GC, SWMUD II***

## **SC-2 COMMUNITY SHOPPING CENTER DISTRICT**

The community shopping center is intended to be developed as a unified group of stores and shops with adequate off-street parking for customers and employees and with appropriate landscaping and screening. A community center should provide convenience goods and shopping goods in a wider range than a neighborhood center. It should serve a population of 20,000 to 100,000 within 10-20 minutes driving time.

***One Year Plan classification: GC, SWMUD II, CC***

## **SC-3 REGIONAL SHOPPING CENTER DISTRICT**

The regional shopping center incorporates the same unified design requirements as neighborhood and community centers. A regional center is intended to provide a full range of merchandise and services including apparel, furniture and home furnishing, variety and foods. A regional center should serve a population in excess of 100,000 within a 30 minute driving radius. ***One Year Plan classification: GC, SWMUD II***

## **I-1 PLANNED INDUSTRIAL PARK DISTRICT**

This industrial district is intended to be located between light or heavy industrial areas and residential areas, or in locations which are served by major roads but are not feasible for light or heavy industrial developments because of proximity to residential uses. The regulations for this district are intended to encourage development compatible with surrounding or abutting residential districts, with suitable open spaces, landscaping and parking areas. To these ends, development is limited to a low concentration; external effects are limited; and permitted uses are confined to those administrative, wholesaling, and manufacturing activities that can be carried on in an unobtrusive manner, and to certain facilities that are necessary to serve the employees of the district. *One Year Plan classification: LI, BP*

## **I-2 RESTRICTED MANUFACTURING AND WAREHOUSING DISTRICT**

The industrial district is established to provide areas in which the principal use of land is for light manufacturing and assembly plants, processing, storage, warehousing, wholesaling and distribution. It is the intent that permitted uses are conducted so that noise, odor, dust, and glare of each operation is completely confined within an enclosed building. These industries may require direct access to rail, air, or street transportation routes; however, the size and volume of the raw materials and finished products involved should not produce the volume of freight generated by the uses of the general and heavy industrial districts. Regulations are intended to prevent frictions between uses within the district and also to protect nearby residential districts. *One Year Plan classification: LI*

## **I-3 GENERAL INDUSTRIAL DISTRICT**

This industrial district is established to provide areas in which the principal use of land is the manufacturing, assembling, fabrication and for warehousing. These uses do not depend primarily on frequent personal visits to customers or clients, but usually require good accessibility to major rail, air, or street transportation routes. Such uses have some adverse effects on surrounding properties and are not properly associated with or compatible with residential, institutional, and retail commercial uses. *One Year Plan classification: LI, HI*

## **I-4 HEAVY INDUSTRIAL DISTRICT**

This industrial district is established to provide areas in which the principal use of land is for manufacturing, and other heavy uses with which there are associated adverse effects on surrounding property. Such uses are not properly associated with or compatible with residential, institutional, retail business, or light industrial uses. *One Year Plan classification: HI*

## **F-1 FLOODWAY DISTRICT**

The F-1 Floodway District is established for the purpose of meeting the needs of the streams to carry flood waters and protecting the river, creek channels and flood plains from encroachment so that flood heights and flood damage will not be appreciably increased; to provide the necessary regulations for the protection of the public health and safety in areas subject to flooding; and to reduce the financial burdens imposed on the community by floods and the overflow of lands. *One Year Plan classification: F*

## **BP-1 BUSINESS AND TECHNOLOGY PARK DISTRICT**

This zone is intended to provide for a wide range of uses that rely on advanced scientific and engineering capability. It is intended to provide sites for the location of such enterprises in an attractive, park-like setting. Development is limited to a low concentration; external effects limited; and access road improvements, utility distribution, landscaping buildings and other improvements complementary and designed to enhance the natural environment. Research facilities, pilot plants, prototype production facilities, and manufacturing operations requiring a high degree of scientific input shall be permitted. Manufacturing operations permitted should be those requiring the application of research knowledge and activity continually or recurrently as an integral part of the process. The input of science, technology, research, and other forms of concepts or ideas shall constitute per unit of product a major element of value added by manufacture. *One Year Plan classification: LI, GC, TO*

## **PC-1 RETAIL & OFFICE PARK DISTRICT**

The PC-1 district is established to provide for unified commercial development within the Development Corridor as described in the General Plan 2000. Uses range from retail stores and services such as are found in neighborhood shopping centers and community shopping centers to businesses and professional offices. In the interest of promoting orderly design and development, the district regulations emphasize rational placement of activities, traffic and pedestrian circulation, access and parking, loading, landscaping, and the mitigation of adverse off site impacts.

*One Year Plan classification: GC, SWMUD II, CC*

## **PC-2 RETAIL AND DISTRIBUTION PARK DISTRICT**

The PC-2 Retail and Distribution Park District is established to provide unified commercial/distribution development within the Development Corridor as described in the General Plan 2000. Uses range from those found in regional shopping centers to those found within this district may cater to a variety of retail, wholesale, and service trades and may require limited outdoor storage for materials and equipment. As with other planned commercial districts, emphasis is placed on rational placement of activities, traffic and pedestrian circulation, access and parking, loading, landscaping, and the mitigation of adverse off site impacts. *One Year Plan classification: GC, LI, CC, BP*

## **TC-1 TOWN CENTER DISTRICT**

The purpose of the Town Center district is to encourage the creation of pedestrian-oriented, mixed-use urban developments, providing shopping, employment, housing and business and personal services. These developments are intended to promote an efficient, compact land use pattern; encourage use of public transportation; reduce reliance on private automobiles; promote a more functional and attractive community through use of recognized principles of urban design; preserve historic structures and allow developers considerable flexibility in land use and site design. As an incentive, this district offers flexible land use and development standards. A high level of attention to site and building design is required to promote attractive, functional development that is more compatible with residential development than other commercial zoning districts.

*One Year Plan classification: MU (> 2 acres), GC, SWMUD II, MU-RC*

## **TND-1**

### **TRADITIONAL NEIGHBORHOOD DEVELOPMENT DISTRICT**

This district is established to foster the development of comprehensively planned, pedestrian-oriented neighborhoods. This is to be accomplished by promoting a variety of land uses, housing types, and density, and by requiring skillful architectural and landscape design in creating building and open spaces. This district is also created to avoid the negative impacts of suburban sprawl by minimizing infrastructure costs, traffic congestion, and environmental degradation. *One Year Plan classification: TDR, MU, if greater than 10 acres, SWMUD II*

## **SW-1 through SW-7**

### **SOUTH WATERFRONT DISTRICTS**

This district is intended to be an area of diverse uses allowing a range of development intensities and forms. Development is subject to regulations of the Knoxville South Waterfront Form-Based Development Code (Knoxville Zoning Ordinance, Article 4, Section 27, adopted February 27, 2007), in accordance with the Knoxville South Waterfront Vision Plan.

*One Year Plan classification: SWMUD I*

## **OVERLAY DISTRICTS**

### **TO-1**

#### **TECHNOLOGY CORRIDOR OVERLAY DISTRICT**

The Technology Overlay Zone is established to provide for physical development review in the Tennessee Technology Corridor area of the City of Knoxville by the Tennessee Technology Corridor Development Authority (TTCDA). Within the technology Overlay Zone, no base zoning may be changed, no variance from the provision of the zoning ordinance may be granted and no building or grading permit may be issued prior to the issuance of a Certificate of Appropriateness by the TTCDA (except for a residential or agricultural use). *One Year Plan classification: Any classification*

### **H-1**

#### **HISTORIC OVERLAY DISTRICT**

The historical overlay district zoning designates areas and structures of sufficient historical and architectural significance to warrant public protection. It is the intent to preserve and protect such structures in their present location or to provide for their moving to a special H-1 Historical Overlay District location, and to require that new construction or alteration shall be appropriate to their architectural character. It is not intended to regulate the use of such structures by this district.

*One Year Plan classification: Any classification*

## **NC-1**

### **NEIGHBORHOOD CONSERVATION OVERLAY DISTRICT**

The Neighborhood Conservation Overlay District recognizes that older Knoxville neighborhoods need to be conserved for their cultural, historic and housing values, as provided in T.C.A. Subsection 13-7-401 est seq. The purposes of the district are: 1) to permit development which conforms to the size, orientation and setting of the buildings of the neighborhoods; 2) to avoid the need for zoning variances for building setbacks, lot dimensions and related physical characteristics; and, 3) regulate demolition. The Neighborhood Conservation Overlay District is intended to foster new construction that is in harmony with the scale and physical character of the original buildings of the neighborhood through the use of Design Guidelines. ***One Year Plan classification: Any classification***

## **IH-1**

### **INFILL HOUSING OVERLAY DISTRICT**

This overlay district is intended to foster infill residential development and major additions that are compatible with the design of original houses in older Knoxville neighborhoods, particularly those built prior to 1950 along grid streets that often had sidewalks and alleys. The purposes of the district are: 1) to promote neighborhood and economic stability; 2) to strengthen desirable physical features, design characteristics, and a neighborhood's identity, charm and flavor; 3) to enhance pedestrian-oriented streets; 4) to prevent blight, caused by incompatible and insensitive development; 5) to promote and retain affordable housing; and 6) to encourage the harmonious, orderly and efficient growth and redevelopment in older Knoxville neighborhoods. ***One Year Plan classification: Any classification***

## **D-1**

### **DOWNTOWN DESIGN OVERLAY DISTRICT**

This overlay district is intended to foster attractive and harmonious development and rehabilitation in downtown Knoxville. A Downtown Design Review Board will review plans for public and private improvements to assure compliance with the ***Downtown Knoxville Design Guidelines***. The objectives are to: 1) promote downtown as a place for a viable mix of commercial, office, civic and residential uses; 2) create quality publicly-oriented spaces; 3) create harmony in architectural and landscape elements; 4) create efficient processes for downtown project review; 5) establish design review for public improvements and building development/renovation; 6) foster new development that complements adjacent historic resources; and 7) provide for the development of areas of special character. ***One Year Plan classification: Any classification***



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