



TO: Knoxville-Knox County Planning Commission
FROM: Amy Brooks, CPM, AICP | Executive Director
DATE: February 29, 2024
RE: **2-A-24-CP Agenda # 5**
Consideration of the Knox County Comprehensive Land Use and Transportation Plan

Recommendation

Planning staff recommend approval of the Knox County Comprehensive Land Use and Transportation Plan.

Overview

The current General Plan is over 20 years old, and since its adoption, Knox County has experienced significant growth. To be effective, a long-range plan must be updated to account for changing economic and demographic conditions, new technologies, and shifting development patterns. In response to increased growth pressures and requests from the community, Mayor Glenn Jacobs launched the Advance Knox process in 2021 to define a vision and create a plan that will guide land use choices, transportation investment, and quality of life in the County.

This plan is the culmination of robust data- and community-driven processes. Comprehensive analyses of growth projections, land suitability and availability, and infrastructure conditions were conducted along with fiscal impact analysis of current and future growth patterns. The effort has involved thousands of community members and a wide range of stakeholders representing different perspectives across the County.

This plan establishes an integrated vision for growth and infrastructure investments and preservation of resources that make Knox County unique. It defines existing and new types of places, provides an updated land use map and transportation recommendations, identifies priority investment areas for new park facilities, and outlines policy recommendations. Perhaps most importantly, this plan will serve as a long-term, action-based implementation strategy for Planning, County departments, and a host of external partners. Finally, it assigns a clear directive to track progress and maintain effectiveness through requirements for annual evaluations and five- and 10-year updates.

This plan is an essential step to ensure Knox County remains a thriving community that honors its natural beauty and cultural heritage, while supporting diverse people and businesses.

The proposed plan, appendices, land use map, support documents, and process inputs related to each phase of the project can be found on the [Advance Knox website](https://www.knoxplanning.org/advance-knox).



OFFICE OF COUNTY MAYOR GLENN JACOBS

March 1, 2023

Dear Planning Commissioners,

As the Mayor of Knox County, I am writing to request your support for our first Land Use and Transportation plan. As you are aware, our General Plan has not been updated in over 20 years and during this time, we have experienced significant growth and change. We embarked on our first comprehensive Land Use and Transportation Plan during the fall of 2021 and deemed this process Advance Knox. Advance Knox is an effort to define a vision and create a plan that will guide growth, land use, transportation, economic prosperity, and quality of life in the County for years to come.

Knox County, working with our consultant Kimley Horn, engaged with over 4,000 residents to hear what they love most about their communities. It was important to me that this was a data driven process while considering the vision and goals we heard from community members. This is a unique opportunity to align our land use and transportation goals and create a fiscally responsible blueprint and help guide decisions about future growth and how infrastructure investment will occur.

The proposed plan is a comprehensive strategy to manage growth responsibly and ensuring a resilient future for generations to come. It aligns with our shared vision for a thriving community that balances economic progress with preservation of our rural areas. It is my goal to continue to make Knox County a place where you want to raise a family; where businesses want to locate and bring jobs for you and your children and grandchildren.

Thank you for your time and your support.

Sincerely,

A handwritten signature in blue ink, appearing to read "Glenn Jacobs", is written over a horizontal line.

Knox County Mayor



March 6, 2024

Mr. Tim Hill, Chair
Knoxville-Knox County Planning Commission
400 Main Street, Suite 403
Knoxville, TN 37902

Dear Mr. Hill:

I write today to express my full support for the proposed Knox County Comprehensive Land Use and Transportation Plan being considered by the Planning Commission.

This plan is the result of the detailed work of Advance Knox and sets forth a vision for the future of our community.

While no plan is perfect, the participation of City staff and the robust public process gives me assurance we are on the right path.

I look forward to the continued work on the policy recommendations outlined in the plan and urge the Planning Commissioners to support and approve the plan during its March meeting.

Regards,

Indya Kincannon
Mayor

cc: Planning Commission
Amy Brooks, Executive Director, Knoxville-Knox County Planning

Items revised from October draft

The draft Knox County Comprehensive Land Use and Transportation Plan and Future Land Use Map were first posted on advanceknox.org in October 2023. A series of updates have been made based on feedback since the original draft was posted.

Edits were made to the document and map on **March 4, 2024**.

Those changes include:

1 Chapter 2 - Framework

- a. Updated Corridor Mixed-Use and Business Park place type definitions
- b. Added Choto Landing to Areas for Future Study page in Transportation section

2 Chapter 3 – Implementation

- a. Updated action 1.2
- b. Updated action 2.4
- c. Updated How to Use the Plan section
- d. Updated Criteria for a Plan Update in Additional Implementation Actions section

3 Appendix H

- a. Additional content added to support the Place Type and Zoning Correspondence Matrix

4 Future Land Use Map

- a. Updates to assigned place types

Edits were made to the document and map on **February 26, 2024**.

Those changes include:



1 Chapter 1 - Introduction

- a. Additional changes made to Relation to Other Plans section

2 Chapter 2 - Framework

- a. Added additional content to place type definitions
-

- b. Added new place type – Rural Agriculture

3 Chapter 3 – Implementation

- a. Updated action 7.1
-

- b. Updated action 8.4
-

- c. Added action 8.5
-

- d. Added IM.6 and additional criteria for a Plan update in Updating and Tracking section
-

- e. Updated Summary of Actions section to reflect changes to action 8.4 and 8.5

4 Appendix H

- a. Updated Place Type and Zoning Correspondence Matrix

5 Future Land Use Map

- a. Updates to assigned place types

After a Planning Commission workshop held on **January 30, 2024**, updates were made to the draft document.

Those changes include:

1 Chapter 2 - Framework

- a. Updates made to the Form Attributes section of the place type definitions

2 Chapter 3 – Implementation

- a. Updated Policies and Actions section

- i. Updated action 9.1
-

- ii. Added action 9.8
-

- b. Updated IM.1 in Updating and Tracking section
-

- c. Updated Summary of Actions section to reflect changes to actions 9.1 and 9.8

Minor revisions were made and posted on the project website on **January 23, 2024**.

Those changes include:

1 Chapter 1 - Introduction

- a. Population projection typos fixed (to include entire county) in Need for a New Plan section
-

- b. Updated Relation to Other Plans section
-

- c. Updated place type groupings in Data-Driven Process section
-

- d. Fixed typo in Prioritization Criteria table in Transportation section

2 Chapter 2 - Framework

- a. Added Areas for Future Study page in Transportation section

3 Appendix H

- a. Updated Place Type and Zoning Correspondence Matrix

4 Future Land Use Map

- a. Updates to assigned place types

Knox County

Comprehensive Land Use and Transportation Plan

MARCH 2024



KNOX COUNTY
TENNESSEE

Our sincere appreciation is given to the citizens, elected officials, staff, and committee members who supported this process, which would not have been possible without their commitment, guidance, and valuable input.

MAYOR

Glenn Jacobs

KNOX COUNTY COMMISSION

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District Two - Courtney Durrett	District Eight - Richie Beeler
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John Huber	

LEADERSHIP TEAM

Cathy Olsen, Knox County, Project Manager
Jim Snowden, Knox County
Mandi Benedict, Knox County
Amy Brooks, Knoxville-Knox County Planning
Jeff Welch, Knoxville-Knox County Planning
Ally Ketron, Knoxville-Knox County Planning

COMMITTEES

Advisory Committee	Utility Committee
Technical Committee	Knox County Schools

A special thanks is also owed to the City of Knoxville and Town of Farragut for their partnership and collaboration.

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Chapter 1

Introduction

Knox County has long been a place that attracts new residents, invests in jobs, and has a strong sense of community pride. In late 2021, the county launched a process called Advance Knox to define a vision and create a plan that will guide land use, transportation, economic prosperity, and quality of life in the unincorporated county for years to come. This plan is the outcome of that process and is Knox County's first comprehensive land use and transportation plan.

What is a Comprehensive Plan?

A comprehensive plan is a long-term guide that expresses the values, aspirations, needs, and unique conditions of a community. It establishes an integrated vision for growth and infrastructure investment and addresses many related topics that impact the county's quality of life today and in the future. The plan is a tool to prepare for change.

This plan establishes policies and concepts that guide future development and infrastructure investment. It will inform future land use maps, zoning, and other smaller area plans and studies. It will also inform an update to the boundaries in the Growth Policy map that determine Planned Growth and Rural Areas.

The plan's full title is the Knox County Comprehensive Land Use and Transportation Plan, but is referred to within the document as "the Comprehensive Plan" or simply "the Plan."

Legal Requirements

Tennessee planning enabling legislation requires that any planning commission with a zoning ordinance prepare a general plan (comprehensive plan). The plan must, at a minimum, address the general location, character, and extent of development. The legislation also requires any planning commission that has adopted subdivision regulations to prepare a major thoroughfare plan as a basis for coordination of the development of land with a long-range plan for roads. The Knox County Comprehensive Land Use and Transportation Plan serves both requirements.

The Need for a New Plan

Over the past 20 years, the county and region have experienced many changes such as significant growth and demographic and market shifts. Countywide growth is expected to continue over the next two decades. By 2045, the county is projected to add 105,000 people to reach a total of 570,000 residents. A continued influx of new residents is the primary factor influencing these growth projections.

To be effective, a plan must be periodically updated to account for changing conditions. This Plan updates the General Plan, adopted in 2003, and Sector Plans within the unincorporated county.

Relation to Other Plans

This plan serves as the overall framework for growth in the unincorporated areas outside of Knoxville and Farragut. Previous plans and studies that contain useful context are referenced within this plan where relevant, but the recommendations in the plan supersede past Sector Plans and the General Plan.

A series of more specialized plans will remain in effect to provide specific guidance for plan implementation, community development and capital improvements. These generally fall into two categories:

SMALL AREA AND CORRIDOR PLANS

These plans address neighborhoods, districts or corridors. They are usually undertaken to address specific opportunities or challenges and future plans of this nature can be adopted as amendments to the comprehensive plan. Existing plans that remain in effect include the East County Community Plan, Alcoa Highway Corridor Study, French Broad Corridor Study, Governor John Sevier Highway Corridor Study, Chapman Highway Corridor Study, and Hardin Valley Mobility Plan.

FACILITY PLANS

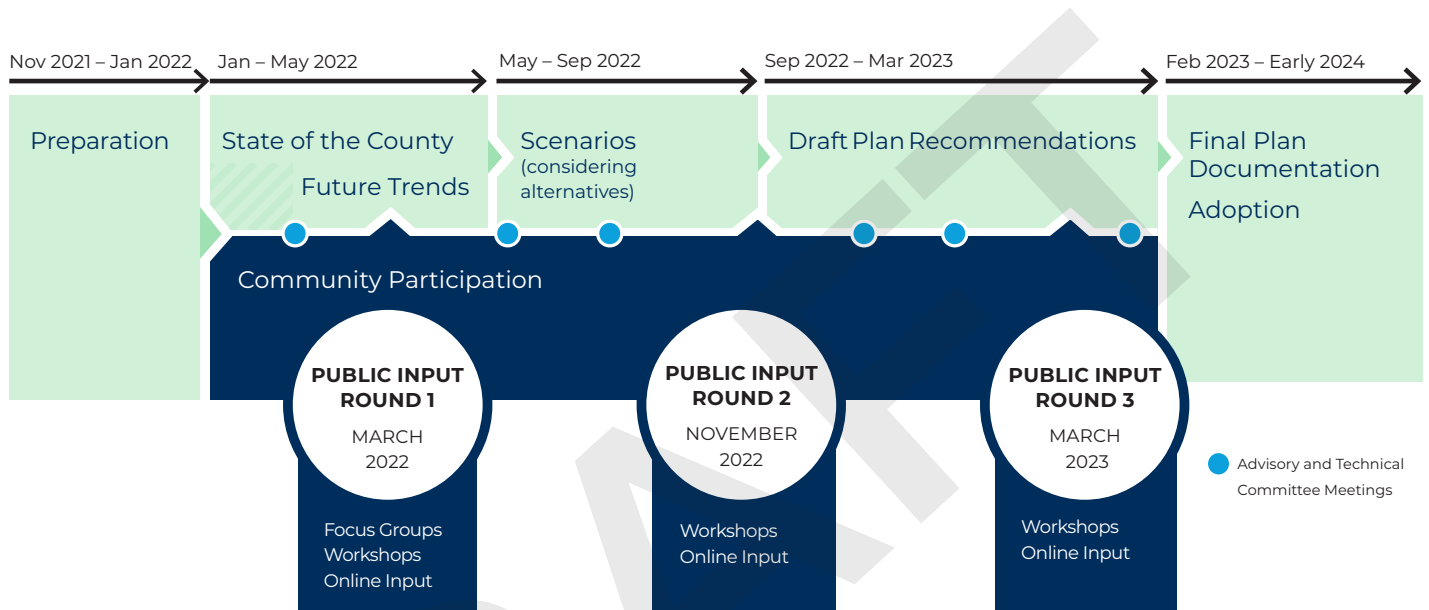
These plans are specific to one type of facility system, such as roads or parks. Existing plans that remain in effect include the Major Roads Plan, Knoxville-Knox County Park, Recreation, and Greenway Plan, and Greenway Corridor Study.

How are the City of Knoxville and Town of Farragut addressed in the Plan?

The Advance Knox process acknowledges the close relationship between the county, City of Knoxville, and Town of Farragut. The city and town are valued stakeholders, were engaged in many ways through the planning process, and are invested in the outcomes. This Plan is focused on the unincorporated area of Knox County.

Engagement

Advance Knox was significantly influenced by input from the community. The process included three rounds of public input opportunities, a public Advisory Committee, a Technical Committee, two subcommittees, and dozens of individual stakeholder conversations.



Committee Engagement

ADVISORY COMMITTEE

The 27-member Advisory Committee was a diverse group of community members assembled, in part, through a publicly-advertised application process. Those members served as community advocates and collectively represented many of the county's diverse interests, demographics, and geographic areas.

TECHNICAL COMMITTEE

The 15-member Technical Committee included representatives from the City of Knoxville, Town of Farragut, regional planning organizations, economic development agencies, and other local subject matter experts and advisors with specific technical knowledge.

SCHOOL AND UTILITIES SUBCOMMITTEES

Two subcommittees, one representing schools and the other representing utility providers, were engaged to provide input and feedback at several stages in the process. These two groups provide services that are critical to where and how the county grows.

Stakeholders and Briefings

STAKEHOLDERS

At several stages in the process, the planning team interviewed stakeholders in one-on-one and small group sessions. Those stakeholders included social service providers, environmental activists, recreation advocates, senior citizens groups, and real estate specialists. The interviews were designed to identify strengths, weaknesses, and opportunities, and to gain insight on local knowledge.

ELECTED OFFICIALS' BRIEFINGS

Reflecting the close relationship between the county, City of Knoxville, and Town of Farragut, the planning team conducted briefings with elected officials in those jurisdictions at several stages in the process.

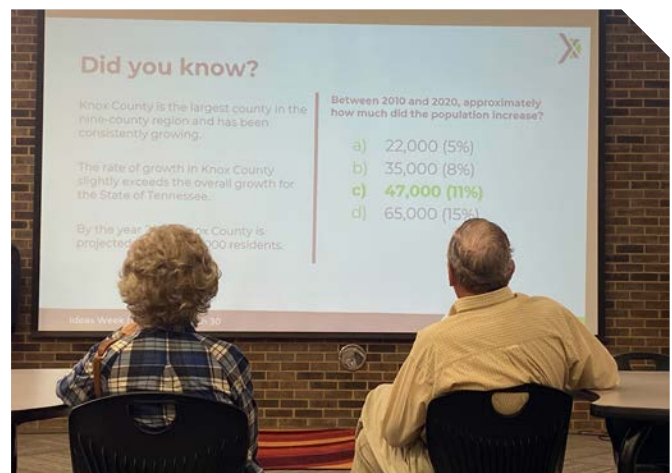
Public Input

The planning process included three distinct rounds of input and feedback from the public. Each round included in-person workshops, virtual meetings, and online surveys. In total, over 4,000 people participated in one or more of these events. Input from the three rounds was used to inform the Plan's goals and performance measures for the scenario process, shape the preferred scenario upon which the Plan is based, and prioritize transportation projects to implement the vision. The following is a brief summary of each round. Detailed summaries can be found in Appendix F.

ROUND 1: IDEAS

The first round of public input, called Ideas Week, was conducted in late March 2022 and consisted of a series of eight community events. Following Ideas Week, through May 12, additional input was gathered online.

The purpose of this round was to introduce Advance Knox to the community, share high level findings from initial research, and gather ideas about where and how to grow. The events included idea gathering with comment cards and map-based input in response to several prompts. Participants could contribute as many ideas as they wanted in any order. The input from this round was used to draft goals for the Plan.



ROUND 2: CHOICES

The second round of public input, called Community Choices, was conducted in October and November of 2022. The purpose of this round was to share the results of previous input, introduce scenario planning, and gather feedback on scenario preferences and potential new types of places that could accommodate some county growth.

Nineteen in-person events were conducted including three public open-house style meetings and 16 facilitated small group sessions. Additionally, one facilitated virtual meeting was conducted. An online activity, available at AdvanceKnox.org, gathered similar input to the in-person events.

The major component of this round was to present and gather feedback on three conceptual scenarios for where and how growth could occur. For each, participants rated how well the scenario addressed the goals most important to them, described what they liked about it and documented concerns they had about the scenario. The input provided insight on the types of development patterns that the public generally preferred and why. The three scenarios and the scenario planning process are described in the next section.



ROUND 3: PRIORITIES

The third round of input, called Priorities, was conducted in March of 2023. The purpose of this round of community input was to share the preferred scenario and the draft Future Land Use Map, and to obtain input on priorities for the proposed transportation improvement projects. This round included five in-person meetings, two virtual meetings, and an online activity,

Publicity and Outreach

To inform the public about the importance of Advance Knox, the county conducted a communication and outreach campaign. That effort included traditional media, electronic communication, and word-of-mouth outreach. Specific communication and outreach activities included:

- Project website and Planning, TPO, Knox County websites
- News articles in local publications (41)
- Press releases (7)
- Mayor's weekly video
- Newsletters to nearly 5,000 subscribers
- Social media posts and paid advertising (through Knox County, Planning, TPO, local influencers, and partnering organizations)
- Targeted outreach to student groups at the University of Tennessee and Pellissippi State Community College
- Flyers distributed to Knox County schools, libraries, and senior centers

Vision and Goals

The vision and goals for the Knox County Comprehensive Land Use and Transportation Plan were developed based on public input and refined by the Technical and Advisory Committees. They articulate how the public and stakeholders hope to see Knox County grow.

VISION

The vision statement captures the broadest aspiration for the future of Knox County and serves as the overall direction for the Plan.

A thriving county that honors its natural beauty and cultural heritage, while supporting diverse people and businesses.

GOALS

Goals are desired outcomes expressed in simple terms. They cover eight interrelated topics and are supported by the Plan's policies, projects, and actions.

Infrastructure Investment

Efficient infrastructure investments that support and anticipate planned growth and are maintained through strategic, fiscally responsible decisions.

Housing Options

Housing and neighborhood options that meet a wide range of types, locations, and affordability to meet the need of a growing and changing population.

Community Character

Strong places with distinct identities, including natural areas and development that range from employment centers to rural communities and include walkable neighborhoods and mixed-use centers.

Economic Growth

A growing and resilient economy with sustained business investments and diverse employment opportunities, strengthening the county's fiscal health and services.

Transportation

A safe and connected transportation system that provides options and supports a growing community.

Conservation

Conservation of natural areas and resources that include ridges and valleys, rivers and streams, wetlands, historic and agricultural assets, and scenic views.

Workforce

Opportunities that attract, foster, and retain an engaged and successful workforce.

Recreation

A connected network of greenways, parks, and water trails that provides recreational opportunities.

Data-Driven Process

Advance Knox was a highly data-driven planning process informed by rigorous technical analysis. This process was used to inform how Knox County plans to grow in the future, what infrastructure should be improved first, and how to do it all in a fiscally responsible way.

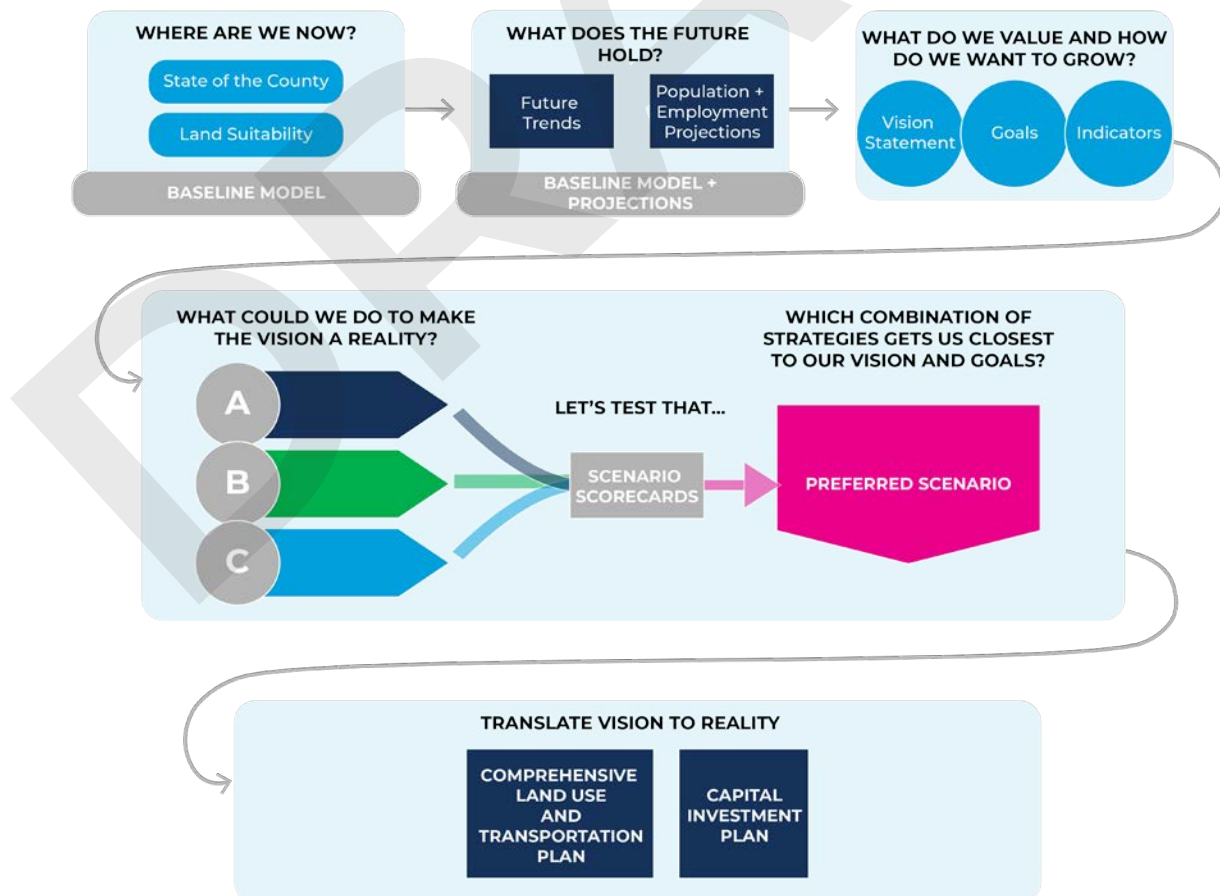
Scenario Planning

Scenario planning provides a forum and means for measuring the likely outcomes of future policy decisions. Advance Knox used this process to explore three alternative futures.

These alternative futures are not forecasts or predictions. Rather, they are explorations of the impacts of potential policy responses to anticipated future growth.

The three alternatives provided the community and stakeholders the opportunity to identify and discuss strengths and weaknesses associated with the competing growth strategies and enabled more informed decision-making.

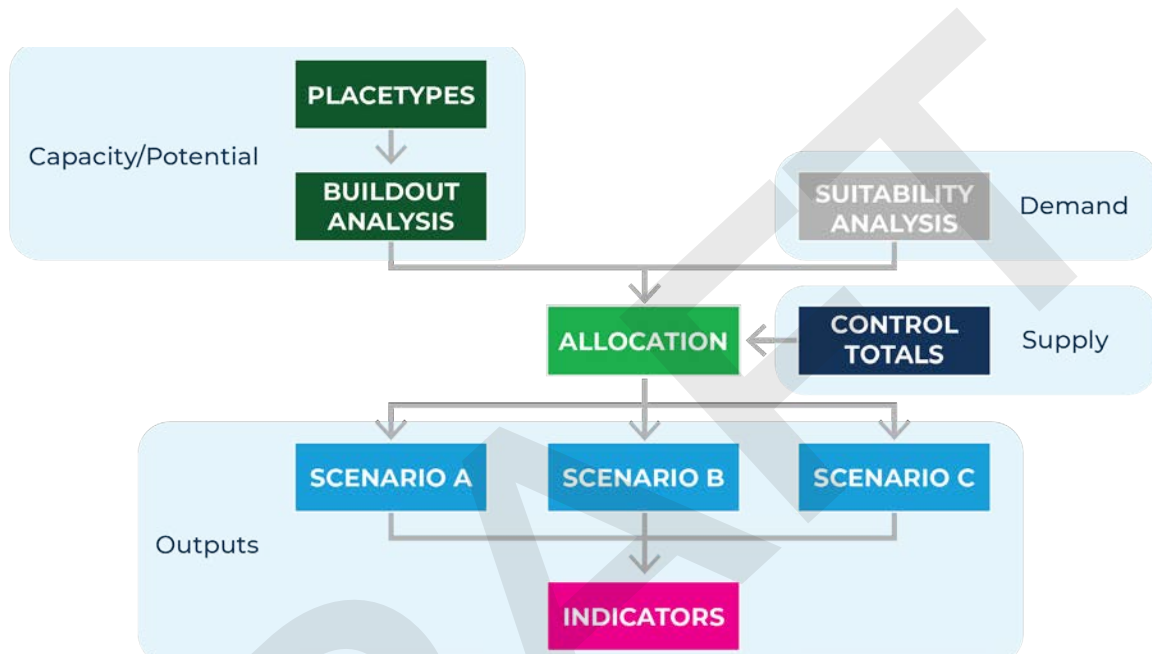
The Advance Knox scenario planning process helped identify a preferred scenario that formed the foundation of the Comprehensive Land Use and Transportation Plan.



MODEL DEVELOPMENT

The primary tool used to build and evaluate scenarios was a land use model developed using the CommunityViz Scenario 360 platform. This section of the report highlights the major elements of the process and key takeaways. More detailed information about the land use model and the inputs used can be found in Appendix B.

The land use model uses data on capacity, development potential, demand, and supply to allocate growth to alternative scenarios and generate information on scenario outcomes.



EXISTING CONDITIONS AND FUTURE GROWTH

Early in the scenario planning process, the project team worked to establish the base year data and future growth expectations to serve as the starting point for the buildout analysis and growth allocations. This step included understanding the existing land use, vacant land, and redevelopable land. In addition to understanding what is on the ground today, Advance Knox considered the expected increase in population and employment between today and the plan horizon of 2045.

Each of the scenarios considered a population increase of approximately 79,000 people. However, when considering employment, the values varied by scenario to understand how our land use decisions may impact job growth in the unincorporated county. The growth projections were derivative of long range population and employment projections prepared for the Knoxville Regional Transportation Planning Organization (TPO)'s 2045 Mobility Plan.

SUITABILITY ANALYSIS

Along with understanding the current development and projected growth in the county, it is important to understand the suitability of land for development. Suitability analysis determines the relative attractiveness of land for development. Suitability is not a prediction of where future growth will occur, but rather an objective measure of where development is likely to occur. The suitability analysis for Advance Knox considered many factors including:

- Cost of land
- Parcel size
- Proximity to infrastructure: sewer and water
- Constraints: wetlands, floodplains, and hillside/ridgetop protection areas
- Proximity to transportation: interchanges, interstates, and bicycle and pedestrian facilities
- Proximity to parks and schools
- The existing growth policy boundaries

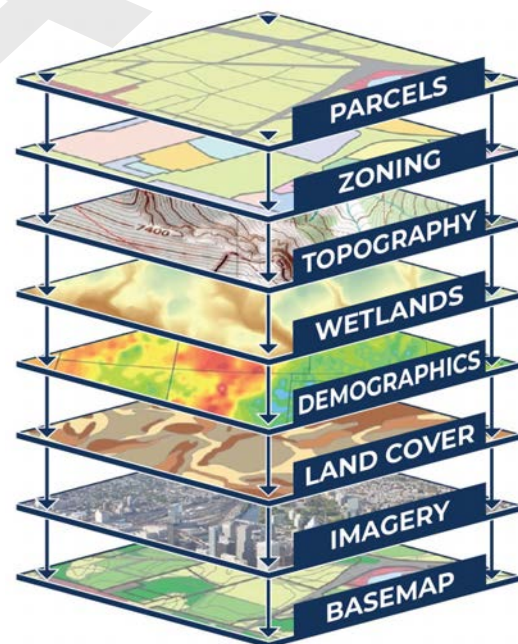
The project team also conducted interviews with stakeholders in multiple market sectors to understand what drives development decisions and where water and sewer expansions are reasonable. These conversations were used to verify the suitability analysis and future place type assignments.

Suitability Analysis is:

- An objective measure of the relative attractiveness of land for development
- A consideration in the growth allocation process

Suitability Analysis is not:

- A prediction of where future growth will occur
- A definitive rule in the growth allocation process



Suitability analysis is a way to objectively compare the attractiveness of land for development by considering a large amount of geographic data simultaneously.

PLACE TYPES

Place types are the building blocks of the land use plan. They help describe and measure the characteristics of places, both qualitatively and quantitatively. Place types capture information about patterns of development, mix of uses, types of housing, types of transportation choices, the amount of open space, and other attributes that determine the character of a place. The palette of place types ranges from rural places to more walkable mixed-use developments. The full palette of place types can be found in Chapter 2: Framework.

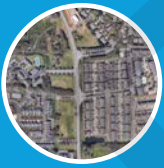
To model growth potential, Knox County was subdivided into a grid of 25-acre hexagons. Each hexagon was assigned a place type that described its development potential. The place type assignment can vary by scenario.

Four groups of place types
(descriptions in chapter 2):



WALKABLE COMPACT GROWTH

- Traditional Neighborhood
- Corridor Mixed-Use
- Town Center Mixed-Use



SUBURBAN GROWTH

- Suburban Residential
- Suburban Mixed Residential
- Corridor Commercial
- Business Park



RURAL AREAS

- Rural Living
- Rural Conservation
- Rural Crossroads Commercial
- Rural Agriculture



OTHER AREAS

- Civic and Institutional
- Parks and Open Space
- Mining and Heavy Industrial

INDICATORS

Indicators measure how well each scenario achieves the Plan's vision and goals. The indicators were primarily developed from quantifiable data extracted from the CommunityViz model and translated into report cards for comparison purposes.

The indicators were organized around the goals as described below.

- Community Character – measure of the mix of place types and development patterns
- Conservation – measure of resource consumption and resource preservation
- Infrastructure Investment – measure of the efficiency of infrastructure investments
- Economic Growth – measure of fiscal health
- Workforce – measure of employment opportunity
- Housing Options – measure of quantity and mix of housing options
- Transportation – measure of transportation choices and connectivity
- Recreation – measure of access to parks and recreation opportunities

SCENARIO CHOICES

Three distinct scenarios were created, each illustrating real choices for how the county could develop in the future and how each would impact the character of development, infrastructure costs, and economic vitality.

Scenarios are examples that provide insight into different futures and associated outcomes.



OUTWARD BOUND

In this scenario, growth continues in existing observed patterns of single family subdivisions in current hotspots and rural areas. Employment is primarily found in existing locations, and strip commercial grows along major corridors. Outward Bound served as a baseline of comparison.

TOWN AND COUNTRY

This scenario focuses growth on existing community and employment centers. New centers are established with a mix of retail, offices, homes, schools, parks, and public spaces.

ON THE ROAD AGAIN

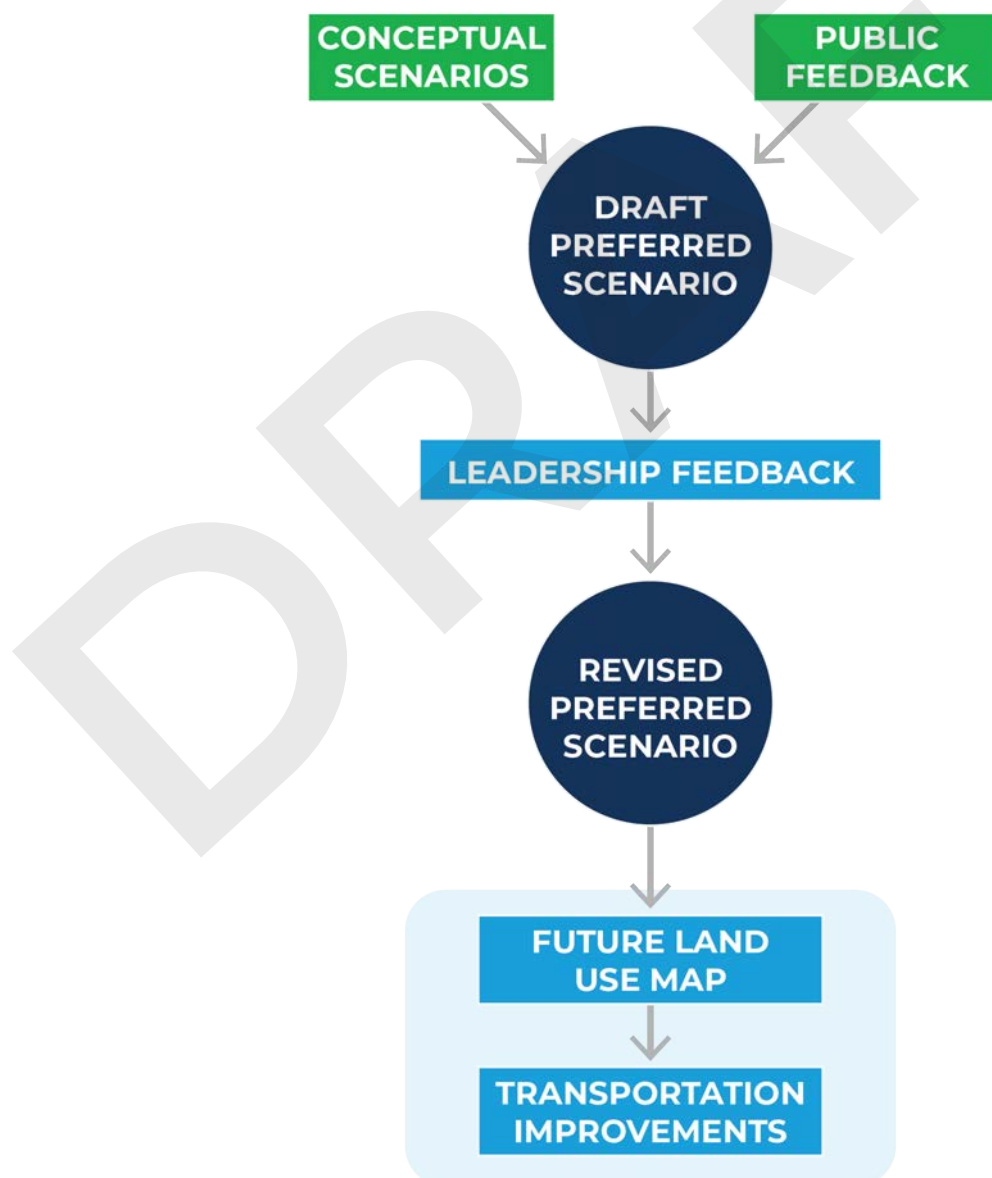
This scenario balances suburban single family growth trends with redevelopment along traditional commercial corridors that provide a mix of retail, employment, and multifamily housing.

CREATION OF A PREFERRED SCENARIO

The three scenarios were evaluated and shared with the public. An iterative process was used to blend the most favorable elements of the three illustrative scenarios, maximizing the fulfillment of the Advance Knox vision and goals while being responsive to the community feedback received.

Over the course of three months, the project team created a draft preferred scenario that was shared with the schools and utility subcommittees, the Technical Committee, and the Advisory Committee for their feedback. It was further refined and shared with County Commissioners and elected leaders at the Town of Farragut and City of Knoxville.

The draft preferred scenario was then evaluated for its performance against the indicators and its fiscal impact. The process culminated in the creation of a final preferred scenario that serves as the foundation for the creation of transportation recommendations and a new Future Land Use Map.



SCENARIO PERFORMANCE REPORT CARD

Population (2045) 79,000 **Employment (2045)** 33,000 40,000 53,000

Community Character

Continuation of Existing Patterns

New and Distinct Places



Greater emphasis on centers and corridors

Conservation

Resource Consumption

Resource Preservation



Less land consumed, less impervious surface

Infrastructure Investment

Less Efficient

More Efficient



Continued trend of growth in existing service areas

Economic Growth

Less Diverse/Resilient

More Diverse/Resilient



Mix of job growth in centers, corridors, and business parks

Workforce

Less Opportunity

More Opportunity



Mix of job growth in centers, corridors, and business parks

Housing Options

Fewer Options

More Options



Slight increase of single family, attached, and multifamily

Transportation

Less Choice and Connectivity

More Choice and Connectivity



More connectivity between origins and destinations

Recreation

Less Access

More Access



Continued emphasis on access to parks, trails, and natural features

Legend: Outward Bound (dark blue), On the Road Again (green), Town and Country (light blue), Preferred Scenario (pink)

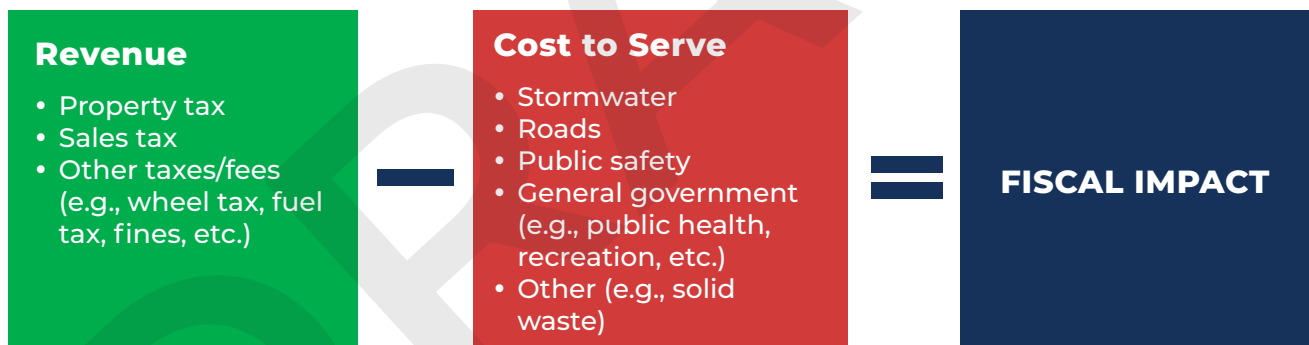
FISCAL IMPACT OF GROWTH

The location and nature of growth have fiscal impact implications for Knox County. Similar to a household budget, the county must balance the revenue generated from property and sales tax with the cost of services provided to residents. The county incurs costs for each new subdivision and shopping center, including the cost to maintain and improve infrastructure like streets and drainage, as well as the cost to provide general services such as public safety and parks and recreation opportunities. In return, those developments generate different levels of revenue for the county in terms of taxes (property and sales) and other fees.

The fiscal impact of each scenario was evaluated based on the cost and revenue estimates of the various place types (excluding the Knox County Schools budget). The detailed place type assumptions and analysis results can be found in the Fiscal Impact Summary Memo in Appendix C. This section compares the fiscal impact of the Outward Bound scenario with that of the preferred scenario.

Commercial development is a significant net positive for revenue, but the county must also ensure there is a diversified set of housing options and a balance of place types.

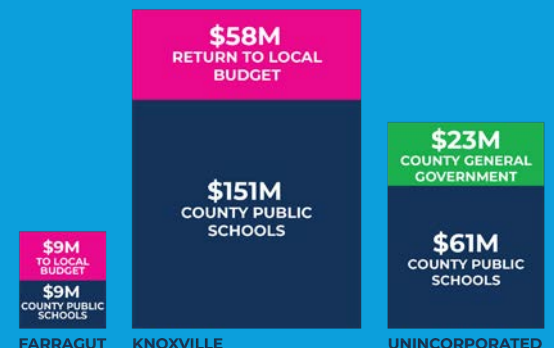
Overall, the preferred scenario results in a \$4.8 million annual surplus, while the Outward Bound scenario results in a \$1.9 million annual deficit.



Sales Tax and Share for General County Government

From February 2021 to February 2022, \$312 million in sales tax was generated in Knox County (including within the City of Knoxville and Town of Farragut). The bulk of this funding goes back to Knox County Schools. Less than 7.5 percent of sales tax revenue is available for general government operations in the unincorporated county.

TOTAL SALES TAX REVENUE, KNOX COUNTY



Transportation

The effectiveness and efficiency of the transportation system is one of the most important determinants of a person's ability to travel for work, school, and other essential daily trips. The efficiency of transportation investments is greatly impacted by the type and number of households, businesses, and destinations close to them. Coordinated land use and transportation decisions result in communities that are more walkable, better connected, and have shorter trip lengths. The strategic consideration of land use in the development of the transportation recommendations was an intentional part of the planning process.

PREVIOUS PLANS AND PROJECTS

The recommended transportation projects reflect consideration of previous planning efforts, existing and planned land uses, crash and congestion data, and community input. The first step of the process involved creating a comprehensive list of previously identified projects, referred to as the Universe of Projects. The sources of these projects are listed in Appendix D.

ADDITIONAL TRANSPORTATION NEEDS

To account for the impact on the transportation system from projected growth and new place types, an additional needs analysis was undertaken. This analysis reviewed the Future Land Use Map alongside the existing transportation network to identify where and when additional investments might be warranted to maintain or improve standards for safety, capacity, modernization, and multimodal options. Where existing problems were identified and growth was also projected, locations could be reasonably expected to require improvement.

- **Safety** – Crash data provided valuable insights about roadways and intersections where improvements may be needed due to safety concerns. The project team used crash data provided by Tennessee Department of Transportation (TDOT) and the Knoxville Regional

Transportation Planning Organization (TPO) to understand where there may be locations experiencing high volumes or high severity of crashes.

- **Congestion** – While the majority of county-owned streets experience relatively low traffic volumes, there are a few exceptions. The project team leveraged the TPO's regional travel demand model to better understand where there may be roadways approaching or at capacity and in need of widening.
- **Multimodal** – Greenways and sidewalk facilities are prioritized within Knox County Schools' Parental Responsibility Zones, in addition to areas close to recreation, civic, or commercial uses. Priority is placed on closing gaps in existing routes to create a connected pedestrian network.
- **Future Land Use Alignment** – Additional projects were added to serve the intent of the Future Land Use Map. For example, the streets within higher intensity place types such as Neighborhood Town Centers were analyzed to identify necessary improvements to modernize the roads surrounding them.
- **Public Feedback** – Input provided during the three rounds of public input and from the project committees was used to guide the development and refinement of transportation recommendations.

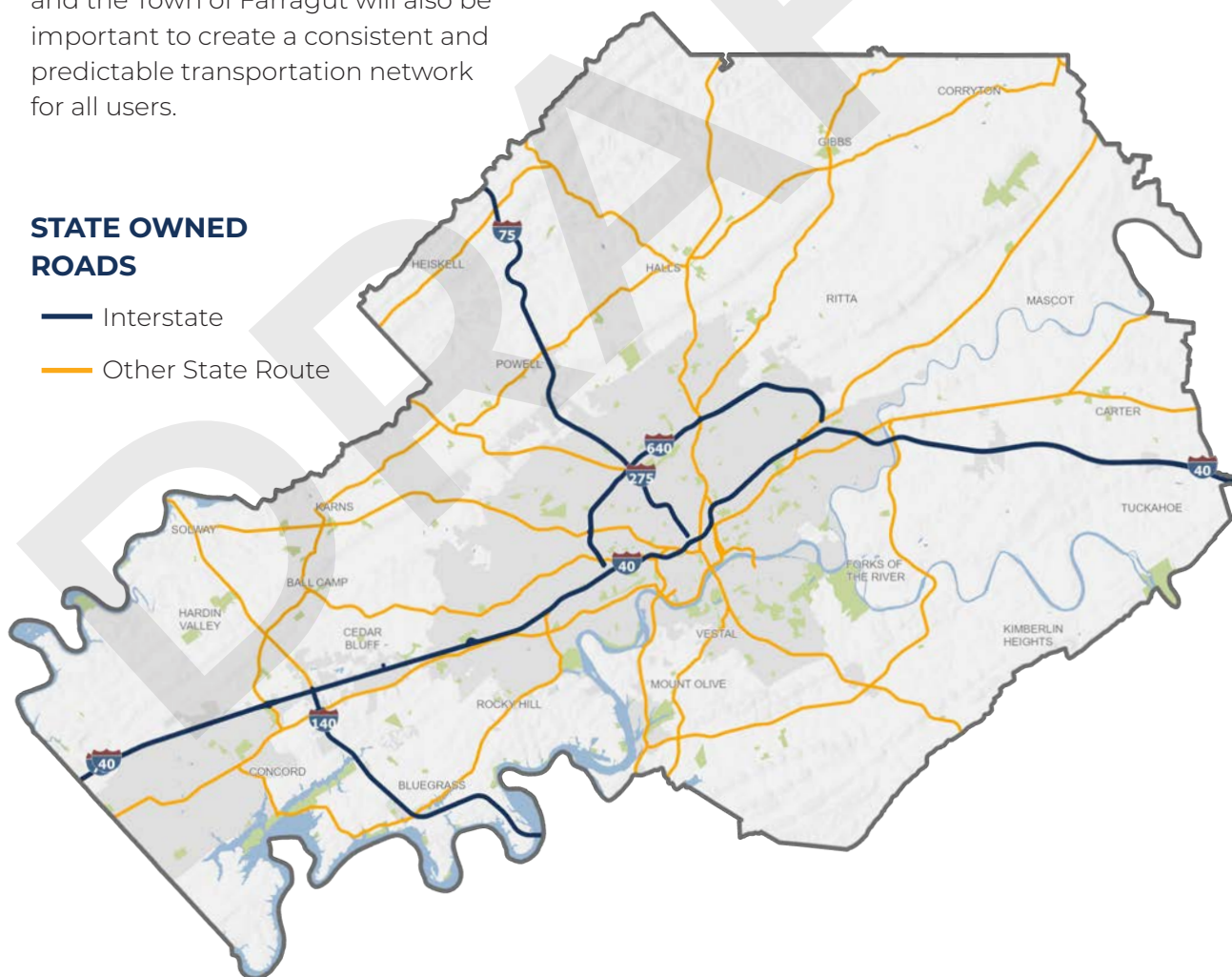
COLLABORATION WITH PARTNERS

The ownership and maintenance of Knox County roadways are split between four public groups: Tennessee Department of Transportation (TDOT), Knox County, City of Knoxville, and Town of Farragut. Roadway ownership designates the public agency responsible for maintaining roadway conditions and for initiating any road projects. Each entity has its own set of standards as it applies to design elements such as travel lanes, transit, and bicycle and pedestrian infrastructure. For example, TDOT owns and maintains major roads such as the interstates and major state routes like Chapman Highway and Emory Road.

Transportation recommendations within the Knox County Comprehensive Land Use and Transportation Plan focus primarily on county-owned facilities that can be addressed using the county's budget. Many streets within the county are owned and maintained by TDOT. These streets are vital to community travel, and partnership with the TPO and TDOT to improve and upgrade these facilities will remain a priority of the county. The TPO's currently adopted Mobility Plan is a valuable reference to understand the prioritization and anticipated funding of improvements on the state-maintained roadway network. Continued partnership between Knox County, the City of Knoxville, and the Town of Farragut will also be important to create a consistent and predictable transportation network for all users.

STATE OWNED ROADS

- Interstate
- Other State Route



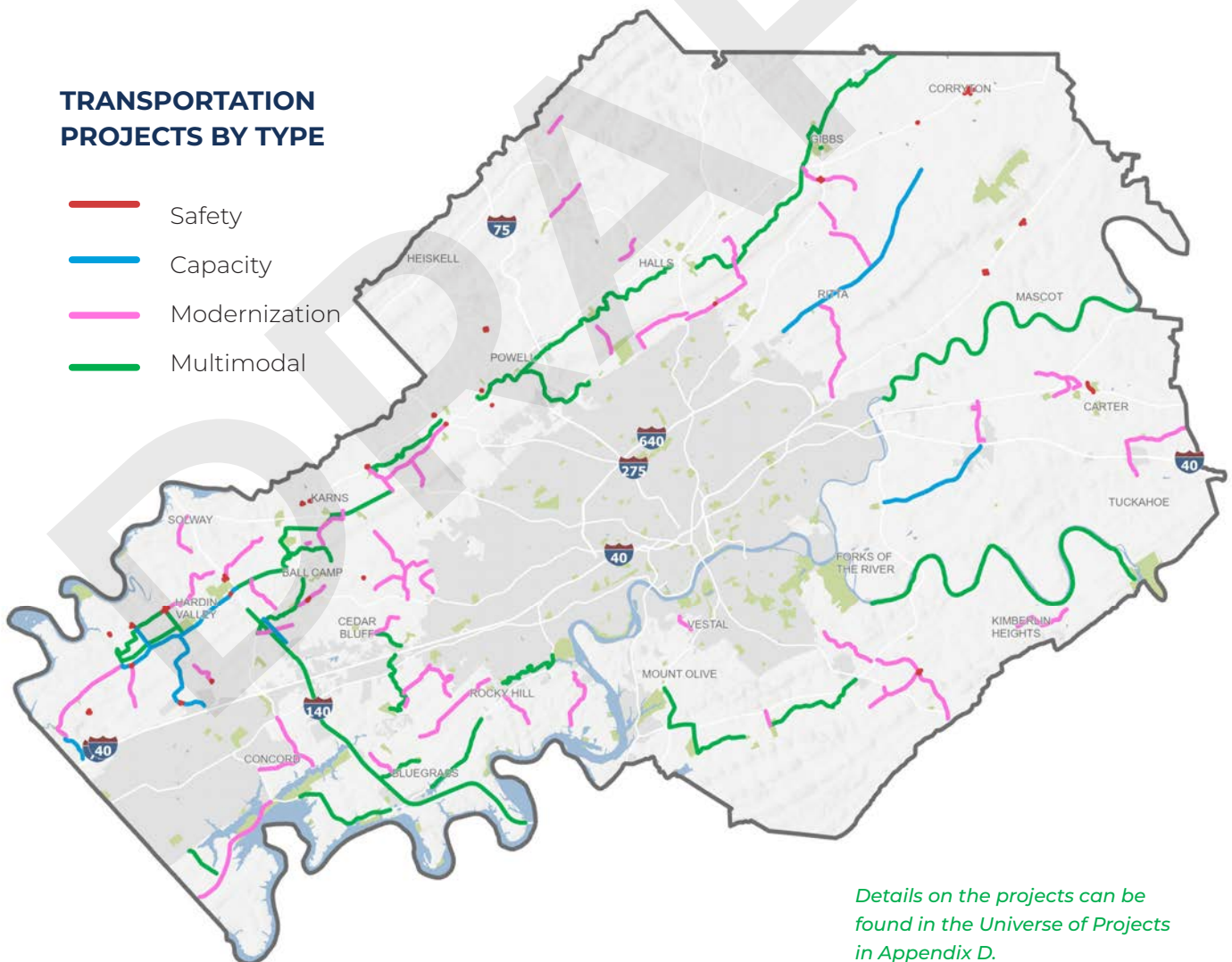
Project Types

Project recommendations are divided into four basic types:

- **Capacity** – Capacity projects are intended to alleviate future congestion concerns by adding capacity through roadway widening or new connections.
- **Safety** – Safety projects are locations where there are identified safety concerns. Many of these locations are at intersections and will require more in-depth traffic and crash analysis to determine the specific details for improvement prior to progressing to design and construction.
- **Modernization** – Modernization projects are intended to bring sub-standard roadways up to par with modern standards. This may include widening narrow travel lanes and adding shoulders. Modernization projects may also include the addition of turn lanes where needed or multimodal facilities such as crosswalks and sidewalks.
- **Multimodal** – Multimodal projects within the county focus on the addition of strategic greenways and sidewalks that support the Future Land Use Map.

TRANSPORTATION PROJECTS BY TYPE

- Safety
- Capacity
- Modernization
- Multimodal



Details on the projects can be found in the Universe of Projects in Appendix D.

Project Prioritization

This Plan uses a prioritization assessment for roadway and multimodal projects to help the county identify how to best advocate for and allocate future funding. The following sections define the metrics used in the prioritization process. The full prioritization methodology outlining data sources and calculations can be found in Appendix E.

PRIORITIZATION CRITERIA AND WEIGHTINGS

Once prioritization metrics were identified, weighting values were determined for each of the metrics. Each project type used a tailored version of the prioritization framework due to both data availability and applicability. The table on the next page outlines which prioritization criteria were used for each type of project.

FINANCIAL CONSTRAINT

It is important to understand the revenue reasonably available to the county over the next 25 years to implement projects. The available revenues, coupled with the priority projects, form the basis of the fiscally constrained plan. This will aid in development of the Knox County Capital Improvement Plan, which will be updated on an ongoing basis.

PROJECT COST ESTIMATES

Project cost estimates were developed as part of the project prioritization process. These estimates capture the full cost of a project, including construction, right-of-way, design, and contingency. While these costs were all initially prepared in 2021 dollars, they were inflated by five percent annually to account for rising costs.

PROJECTED REVENUES

The project team reviewed and analyzed the historic Knox County Capital Improvement Plans between 2006 to 2023 to estimate projected available revenues. The revenues were then inflated by one and a half percent annually to account for a conservative increase in revenue due to anticipated growth in the county. The anticipated revenues for capital and maintenance projects are shown in the table below.

Funding Band	Total Anticipated Revenue for Capital Projects	Total Anticipated Revenue for Maintenance Projects
2024-2028	\$79,000,000	\$90,000,000
2029-2033	\$84,300,000	\$97,500,000
2034-2038	\$91,500,000	\$105,000,000
2039-2045	\$140,700,000	\$159,700,000
Total 2024-2045	\$395,500,000	\$452,200,000

Prioritization Criteria	Project Type			
	Modernization	Capacity	Safety	Multimodal
Safety				
	35%	35%	45%	n/a
<i>Total Crashes</i>	✓	✓	✓	
<i>Crash Rate</i>	✓	✓	✓	
<i>Bike/Ped Crashes</i>	✓	✓	✓	
Access				
	15%	25%	15%	50%
<i>Schools</i>	✓	✓	✓	✓
<i>Parental Responsibility Zones</i>	✓	✓	✓	✓
<i>Parks</i>	✓	✓	✓	✓
<i>Senior Centers</i>	✓	✓	✓	✓
<i>Libraries</i>	✓	✓	✓	✓
<i>Commercial Access</i>	✓	✓	✓	✓
Roadway Standards				
	35%	25%	25%	n/a
<i>Roadway Width</i>	✓			
<i>Pavement Quality</i>	✓	✓	✓	
<i>Volume</i>	✓	✓	✓	
Constructability				
	15%	15%	15%	50%
<i>Floodway</i>	✓	✓	✓	✓
<i>Floodplain</i>	✓	✓	✓	✓
<i>Wetlands</i>	✓	✓	✓	✓
<i>Steep Slopes</i>	✓	✓	✓	✓
<i>Railroads</i>	✓	✓	✓	✓

Parks and Recreation

Parks play a crucial role in the physical and social health of our communities. A successful parks and recreation system requires intentionality and long range planning. As the county continues to grow, consideration must be given to where new parks should be built to serve both existing and future residents, but to also avoid overcrowding within our existing parks.

PREVIOUS PLANS AND EXISTING CONDITIONS

To understand where the county should invest in growing the parks and recreation system, we first need to understand where it is today. While this Plan focuses recommendations on the unincorporated portions of Knox County, a park desert analysis was considered for all parks in the county, including those within the City of Knoxville and Town of Farragut. Most park users are not concerned with who provides a park, whether it is the county, a nearby municipality, the state, or even a private entity. All of these groups provide valuable amenities and park space that contribute to how the community experiences the parks and recreation system.

Added Value to the Community

In addition to quality of life benefits provided by parks and greenways, these facilities also provide monetary benefits. As capital fund allocations are being evaluated for future park and greenway implementation and maintenance, Knox County should consider the following:

- National research shows that properties within 500 feet of an excellent park increase in value by approximately 15 percent. Additionally, national data indicate the closer a property is to a quality greenway trail, the higher its value.
- Parks and greenways are job creators. The Trust for Public Land indicates that 8.96 jobs are created for every \$1 million spent on greenways.
- The Trust for Public Land indicates that on average, municipalities across the country see a return of \$7 for every \$1 spent on parks and greenways.



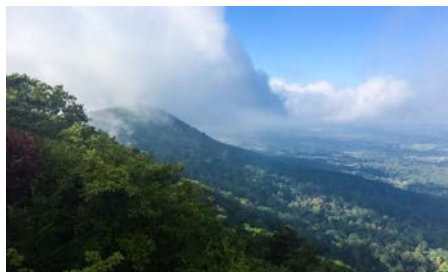
Knox County started planning for the future of the parks system in 2009 when the Knoxville-Knox County Park, Recreation, and Greenways Plan was published. In 2020, the county conducted the Greenway Corridor Study that looked at five greenway corridors in greater detail and provided priority recommendations for construction. These plans remain in effect. Additionally, the county recently conducted a Systemwide Parks and Recreation Master Plan that considers the quantity and quality of recreation facilities in Knox County, including physical facilities, programming, and staffing. Each of these areas was benchmarked against the 2021 National Recreation and Park Association (NRPA) Performance Review data, which is the widely accepted standard.

The existing parks and recreation system in Knox County is robust and includes a diverse range of park types and recreational opportunities. Facilities provided by the county range from greenways and water trails to more traditional community and neighborhood parks.

The county even provides unique opportunities, such as a public golf course and a stormwater park. Each of these facilities varies in size, amenities, and programs offered.

PARK TYPES

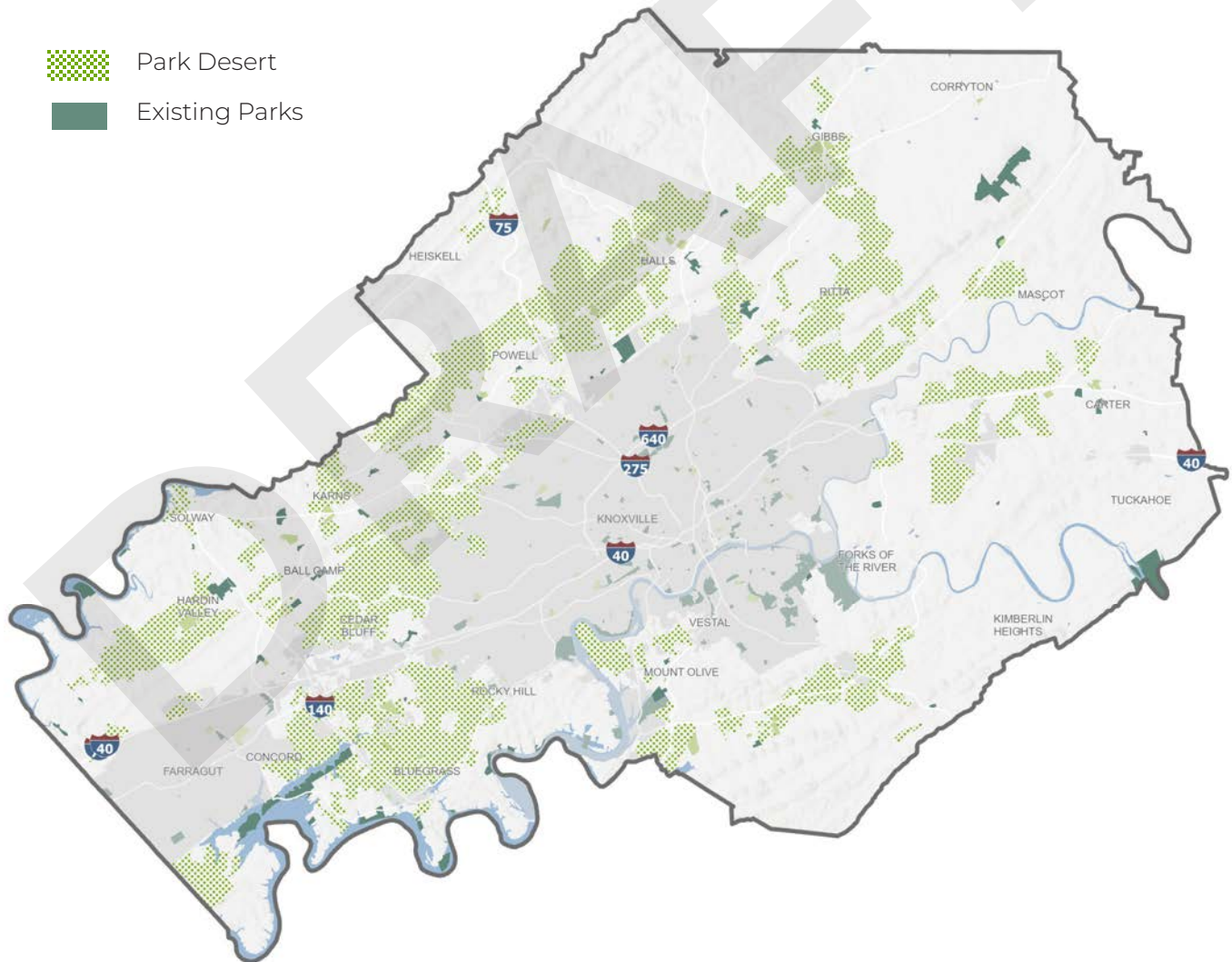
- **Regional Park** – Regional parks are typically over 100 acres and serve several communities. In Knox County, this would include parks such as Concord Park, House Mountain, Melton Hill Park, and I.C. King Park.
- **Community Park** – Community parks are typically between 20-100 acres and serve the needs of a larger community. Examples within Knox County include Halls Community Park, Carter Park, and the Knox County SportsPark.
- **Neighborhood Park** – Neighborhood parks are typically between 5-20 acres and serve one or several neighborhoods. Examples within the county include Sterchi Hills Park, Marine Park, and Clayton Park.
- **Mini Park** – Mini parks are typically less than five acres and serve a very small area. Despite their small size, mini parks are still a valuable asset. Examples within Knox County include Mascot Park, McBee Ferry Park, and Thomas “Tank” Strickland Park.
- **Water Trail** – The Knox County Water Trail includes 44 miles of navigable water along Beaver Creek. Two accessible formal drop-in locations are provided by the county, one at Powell High Landing and one at the Roy Arthur Stormwater Park. Additional drop-in locations are planned.



PARK DESERT ANALYSIS

To identify where additional park investments might be needed, the team used a data driven process to identify park deserts within the Planned Growth Area (PGA). The PGA is one of three designations defined within the Growth Policy Plan, which establishes boundaries for growth and development. Spatial analysis was then used to map all parcels projected to receive growth within the plan horizon that are outside of a one-mile road network radius of existing park facilities. The park desert analysis considered access to parks within one mile along the existing street network and did not consider the presence or absence of sidewalks. As the county continues to invest in parks, increasing the walkability of areas surrounding parks through the provision of sidewalks and strategic greenway connections will be a critical consideration.

PARK DESERTS







Chapter 2

Framework

The Framework chapter integrates land use, transportation, and parks and recreation policies to shape growth and improve the county's quality of life today and in the future. This chapter serves as a day-to-day reference and guidebook for staff and decision-makers regarding development and infrastructure investment. It includes preferred conceptual growth direction, a Future Land Use Map, a prioritized list of transportation projects, and priority park investment areas.

DRAFT

Vision and Goals

The vision and goals for the Knox County Comprehensive Land Use and Transportation Plan were developed based on public input and refined by the Technical and Advisory Committees. They articulate how the public and stakeholders hope to see Knox County grow.

VISION

The vision statement captures the broadest aspiration for the future of Knox County and serves as the overall direction for the Plan.

A thriving county that honors its natural beauty and cultural heritage, while supporting diverse people and businesses.

GOALS

Goals are desired outcomes expressed in simple terms. They cover eight interrelated topics and are supported by the Plan's policies, projects, and actions.



Infrastructure Investment

Efficient infrastructure investments that support and anticipate planned growth and are maintained through strategic, fiscally responsible decisions.



Housing Options

Housing and neighborhood options that meet a wide range of types, locations, and affordability to meet the need of a growing and changing population.



Community Character

Strong places with distinct identities, including natural areas and development that range from employment centers to rural communities and include walkable neighborhoods and mixed-use centers.



Economic Growth

A growing and resilient economy with sustained business investments and diverse employment opportunities, strengthening the county's fiscal health and services.



Transportation

A safe and connected transportation system that provides options and supports a growing community.



Conservation

Conservation of natural areas and resources that include ridges and valleys, rivers and streams, wetlands, historic and agricultural assets, and scenic views.



Workforce

Opportunities that attract, foster, and retain an engaged and successful workforce.

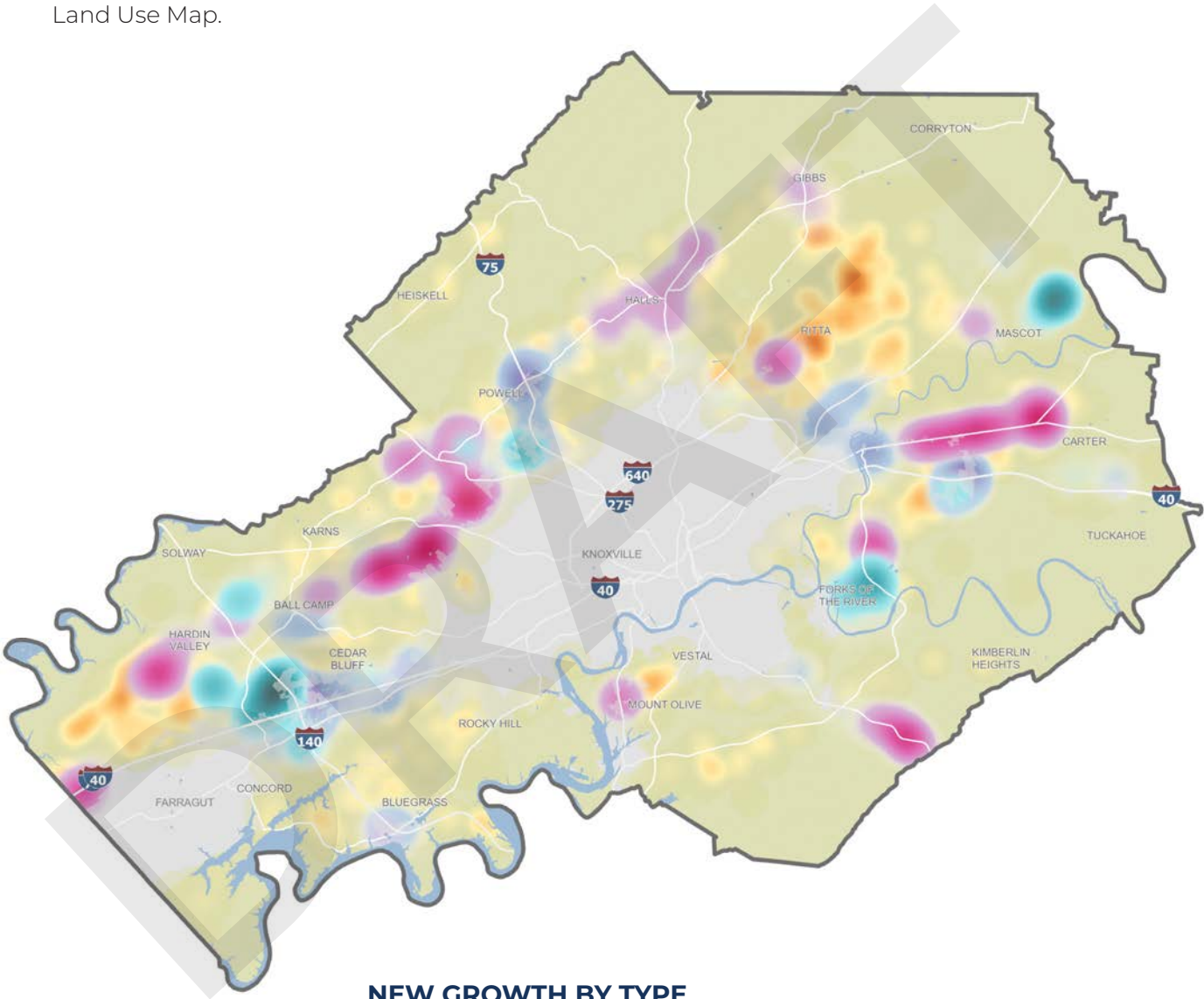


Recreation

A connected network of greenways, parks, and water trails that provides recreational opportunities.

Preferred Scenario

The preferred scenario serves as a conceptual growth strategy for creating the Future Land Use Map. By design, the preferred scenario is not as detailed as the Future Land Use Map. The preferred scenario reflects information from the State of the County report (in Appendix A), the suitability analysis, significant input from community and committee engagement activities, and the vision and goals. The preferred scenario serves as the baseline for creating the Future Land Use Map.



NEW GROWTH BY TYPE

Employment (business parks)



Mixed-use centers and corridors



Suburban residential



Suburban commercial



Implementing the Future Land Use Map

The Future Land Use Map depicts appropriate future development patterns throughout the unincorporated area of the county. It reinforces existing patterns in some areas and supports changes to land use or development patterns in other areas. This element of the Comprehensive Plan is implemented through the county's zoning ordinance. Zoning is a legal tool that regulates land use, including types of structures that may be built, how they are to be built, where they are to be built, and how they may be used. Each property in the county is assigned to a zone. There may be more than one appropriate zone for a particular future land use category (place type). For example, there is one corridor commercial place type, but there may be two or three commercial zones to account for various intensities, activities, and contexts.

The land use vision is implemented over time through many distinct public and private development decisions. For example, property owners seeking to redevelop or change the use of their property often must seek a rezoning. Rezoning decisions are evaluated with respect to how they conform to the Comprehensive Plan's Future Land Use Map. Effectively implementing this land use vision will require updating the county's zoning ordinance, zoning map, and other development regulations to reflect the desired outcomes.

The table below distinguishes between the role of the Plan and the zoning ordinance. A zoning correspondence matrix can be found in Appendix H.

All place types are intended to be made up of multiple complementary uses.

Primary Uses - One or more land uses that are intended to be the predominant focus of the place. For example, a neighborhood place type may have one or more residential uses that together make up at least half of a given area.

Secondary Uses - The supporting or complementary land uses which are compatible with the primary use but are not the main focus of the place type.

Plan (Future Land Use Map)	Zoning Ordinance (Zoning Map)
<ul style="list-style-type: none"> Describes a range of land uses and development characteristics that are intended and appropriate in an area in the future. 	<ul style="list-style-type: none"> Defines land uses and development characteristics that are allowed on a specific parcel of land today.
<ul style="list-style-type: none"> One or more place types could apply to an area depending on its context and location. Multiple zoning districts could be appropriate to implement a place type. 	<ul style="list-style-type: none"> Is parcel specific. One zoning district is assigned to each parcel.
<ul style="list-style-type: none"> The Plan should guide decisions on zoning. 	<ul style="list-style-type: none"> A rezoning may still be in accordance with the land use plan or may require a plan amendment. A rezoning must go through a legislative process.

Future Land Use Map

Based on the vision, goals, and preferred scenario, the Future Land Use Map expresses Knox County's intent for where and how it could grow. For the unincorporated areas of the county, this map identifies future place types. These place types define the character of our communities and are described on the following pages.

WALKABLE COMPACT GROWTH

- Traditional Neighborhood
- Corridor Mixed-Use
- Town Center Mixed-Use

OTHER AREAS

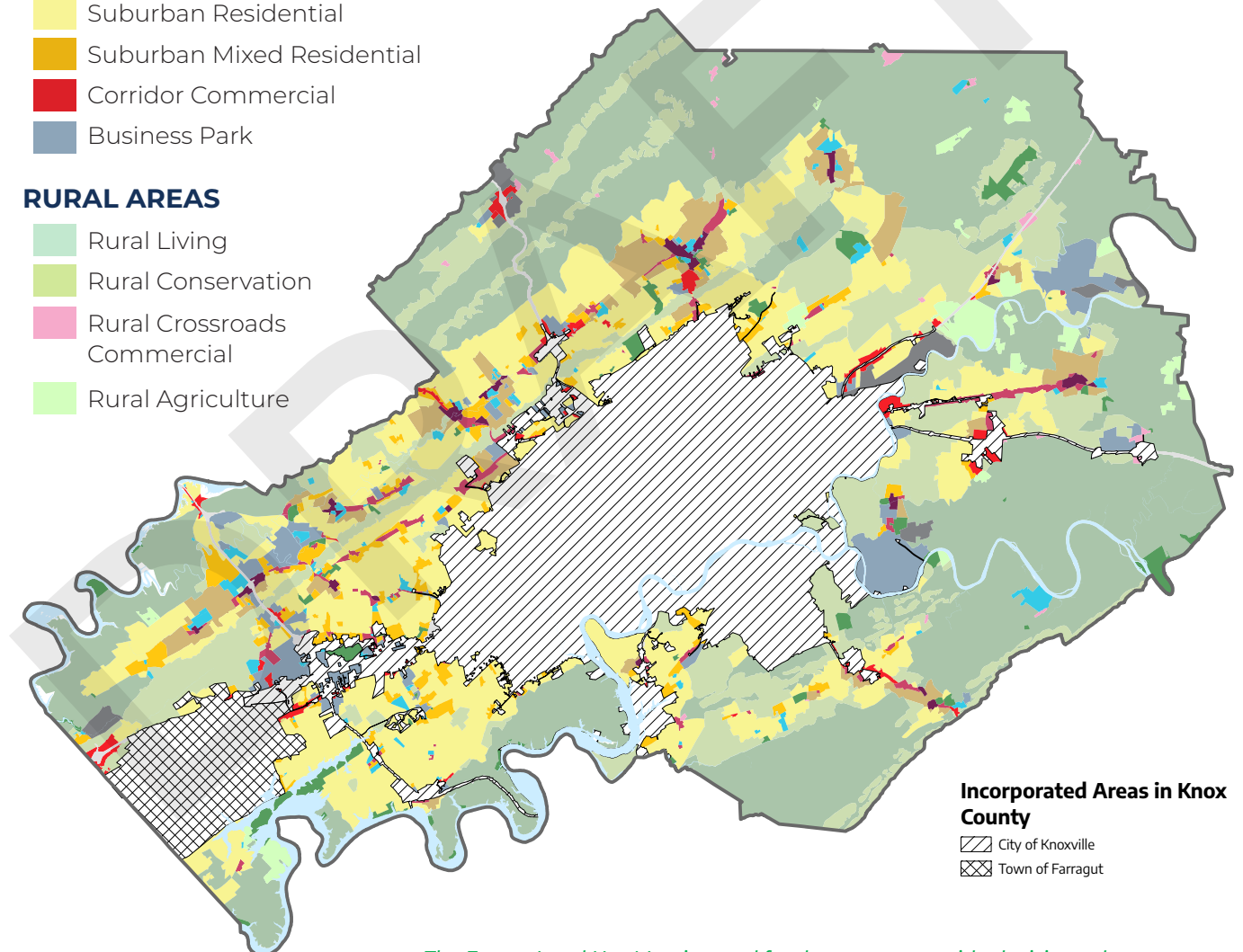
- Civic and Institutional
- Parks and Open Space
- Mining and Heavy Industrial

SUBURBAN GROWTH

- Suburban Residential
- Suburban Mixed Residential
- Corridor Commercial
- Business Park

RURAL AREAS

- Rural Living
- Rural Conservation
- Rural Crossroads Commercial
- Rural Agriculture



The Future Land Use Map is a tool for the county to guide decisions about future land use and development. It is not a mandate for development but describes the county's vision for growth. It is implemented over time through the zoning regulations and various public and private development decisions. It will serve as the basis for potential future zoning updates.

Traditional Neighborhood

Traditional Neighborhoods are areas that feature a mix of housing ranging from single family to townhomes and small multifamily buildings. They have a walkable block pattern, a mix of housing types within the neighborhood, and neighborhood amenities such as parks and schools. Small office, commercial, and civic uses may also exist in these areas along major thoroughfares. These areas are typically connected to a mixed-use center.

LAND USE MIX

Primary Uses

Residential, Single family
Residential, Attached

Secondary Uses

Residential, Multifamily
Commercial
Civic

HOUSING MIX

- Single family on small to medium sized lots
- Attached residential such as duplexes, multiplexes, and townhomes
- Multifamily buildings

FORM ATTRIBUTES*

BUILDING FORM

Height

1-3 stories

Setback

0-20 feet, generally consistent within a block

TRANSPORTATION

Primary Mode(s)

Walk, Bike

Secondary Mode(s)

Automobile

Parking

On-street and private off-street; Typically shared and located to the side or rear of buildings.

Streets

Blocks are small and walkable with many street connections. Alleys are common.

OPEN SPACE

Compared to suburban neighborhoods, there is more public open space in the form of neighborhood and community parks, pocket parks, and preserved passive open space. Private yards tend to be small and secondary to other open space. Neighborhood schools may serve as open space.

EXAMPLE PATTERN



EXAMPLE CHARACTER



*See page 42 for more information on form attributes.

Corridor Mixed-Use

Corridor Mixed-Use areas are appropriate for moderate-scale walkable mixed-use development occurring along major corridors. These areas may incorporate office, retail, civic, residential, and community gathering spaces both vertically and horizontally and shall provide connectivity to nearby neighborhoods.

LAND USE MIX

Primary Uses

Commercial
Office

Secondary Uses

Residential, Multifamily
Residential, Attached
Civic

HOUSING MIX

- Multifamily buildings
- Attached residential such as duplexes, multiplexes, and townhomes
- Residential units above ground-floor retail

FORM ATTRIBUTES*

BUILDING FORM

Height

2-5 stories

Setback

20-30 feet, may be greater, or lesser, depending on street classification

TRANSPORTATION

Primary Mode(s)

Walk, Bike

Secondary Mode(s)

Automobile

Parking

Shared surface lots located to the side or rear of buildings, shared parking structures, or on-street parking may be appropriate depending on street classification.

Streets

Streets should promote a walkable setting with short block lengths, wide sidewalks, and street trees.

OPEN SPACE

Community and neighborhood parks, pocket parks, plazas, trails, green infrastructure, and public realm (spaces between buildings and the street) act as open space.

EXAMPLE PATTERN



EXAMPLE CHARACTER



*See page 42 for more information on form attributes.

Town Center Mixed-Use

Town Center Mixed-Use areas are appropriate for large and compact walkable developments with employment, commercial, residential, civic, and supporting uses integrated horizontally and vertically with connectivity to surrounding neighborhoods.

LAND USE MIX

Primary Uses

Commercial
Office
Residential, Multifamily

Secondary Uses

Residential, Attached
Residential, Single family
Civic

HOUSING MIX

- Multifamily buildings
- Attached residential such as duplexes, multiplexes, and townhomes
- Residential units above ground-floor retail

FORM ATTRIBUTES*

BUILDING FORM

Height

2-5 stories

Setback

0-20 feet

TRANSPORTATION

Primary Mode(s)

Walk, Bike

Secondary Mode(s)

Automobile

Parking

On-street, shared structures, or shared surface lots located to the side or rear of buildings.

Streets

Streets should promote a walkable setting with short block lengths, wide sidewalks, and street trees.

OPEN SPACE

Community and neighborhood parks, pocket parks, plazas, trails, green infrastructure, and public realm (spaces between buildings and the street) act as open space.

EXAMPLE PATTERN



EXAMPLE CHARACTER



*See page 42 for more information on form attributes.

Suburban Residential

Suburban Residential areas are appropriate for primarily single family residential development with lot sizes generally less than one acre. These areas may feature a range of lot sizes and housing size and styles, including some small-scale attached dwellings.

Existing areas exhibit a pattern of curvilinear streets, long blocks, and limited connectivity between neighborhoods and other non-residential areas. Future developments should feature street and path connections to adjacent neighborhoods, walkable proximity to parks, and bikeable proximity to neighborhood commercial areas.

Large suburban residential subdivisions are typically accessible from a collector road.

LAND USE MIX

Primary Uses

Residential, Single family

Secondary Uses

Residential, Attached
Civic

HOUSING MIX

- Predominantly single family subdivisions with lots smaller than one acre
- Attached residential such as duplexes, multiplexes, and townhomes that have the scale of a single family home

FORM ATTRIBUTES*

BUILDING FORM

Height

1-2 stories

Setback

20-30 feet

TRANSPORTATION

Primary Mode(s)

Automobile

Secondary Mode(s)

n/a

Parking

On-street and private off-street; individual drives from street.

Streets

Dead-end streets should be limited. Street connections to adjacent residential areas should be provided in new subdivisions.

OPEN SPACE

Most open space takes the form of private yards. Public neighborhood parks should be located in prominent, easily-accessible locations. Schools could also supplement public parks. Some residential areas include shared access to private open space.

EXAMPLE PATTERN



EXAMPLE CHARACTER



*See page 42 for more information on form attributes.

Suburban Mixed Residential

Suburban Mixed Residential areas are similar in pattern to Suburban Residential but with a greater mix of housing types, including attached housing or small-scale multifamily housing.

Existing areas exhibit a pattern of curvilinear streets, long blocks, and limited connectivity between neighborhoods and other non-residential areas. Future developments should feature street and path connections to adjacent neighborhoods, walkable proximity to parks, and bikeable proximity to neighborhood commercial areas.

Locations are typically near or adjacent to collector roads within close proximity to existing or planned neighborhood services and served by sewer systems.

LAND USE MIX

Primary Uses

Residential, Single family
Residential, Attached

Secondary Uses

Civic
Commercial

HOUSING MIX

- Single family subdivisions with small lots
- Attached residential such as duplexes, multiplexes, and townhomes that have the scale of a single family home

FORM ATTRIBUTES*

BUILDING FORM

Height

1-3 stories

Setback

20-30 feet

TRANSPORTATION

Primary Mode(s)

Automobile

Secondary Mode(s)

n/a

Parking

On-street and private off-street; individual drives from street.

Streets

Dead-end streets should be limited. Street connections to adjacent residential areas should be provided in new subdivisions.

OPEN SPACE

Most open space takes the form of private yards. Public neighborhood parks should be located in prominent, easily-accessible locations. Schools could also supplement public parks. Some residential areas include shared access to private open space.

EXAMPLE PATTERN



EXAMPLE CHARACTER



*See page 42 for more information on form attributes.

Corridor Commercial

Corridor Commercial areas are situated along major transportation corridors that are appropriate for a mix of commercial development including shopping centers, large format retail, and auto-oriented uses. Development is composed of primarily one story, large footprint buildings, but may include a variety of building sizes, including multi-story hotels. These areas have an auto-oriented design but should be well-connected with pedestrian accommodations.

LAND USE MIX

Primary Uses

Commercial
Office

Secondary Uses

Residential, Multifamily
Residential, Attached
Civic

HOUSING MIX

- Multifamily buildings
- Attached residential such as duplexes, multiplexes, and townhomes

FORM ATTRIBUTES*

BUILDING FORM

Height

1-5 stories

Setback

Varies

TRANSPORTATION

Primary Mode(s)

Automobile

Secondary Mode(s)

n/a

Parking

Surface lots.

Streets

Blocks are long and have fewer street connections than in mixed-use places. Site design should consider transportation alternatives.

OPEN SPACE

Passive preserved land and landscaped setback areas; generally private.

EXAMPLE PATTERN



EXAMPLE CHARACTER



*See page 42 for more information on form attributes.

Business Park

Business Parks are areas appropriate for employment intensive uses that may include corporate office, light industrial, advanced manufacturing, research and development, support services, or incubator facilities for start-ups. Buildings tend to be large footprint, 1-2 stories, and include highbay spaces and loading areas. These areas tend to be designed in a primarily auto-oriented setting, but should accommodate transportation alternatives. These areas may be arranged in a walkable campus setting.

Sites are typically large with 10 acres or more and relatively flat. These areas shall have interstate or arterial access, generally within 2 miles, and be served by sewer, water, and natural gas.

LAND USE MIX

Primary Uses

Light Industrial
Office

Secondary Uses

Commercial
Civic
Residential

HOUSING MIX

- A range of housing may be considered

FORM ATTRIBUTES*

BUILDING FORM

Height

1-4 stories

Setback

Varies

TRANSPORTATION

Primary Mode(s)

Automobile

Secondary Mode(s)

Walk, Bike

Parking

Surface lots.

Streets

Primarily automobile-oriented development and may include accommodation for large trucks. Site design and block length should accommodate biking and other transportation alternatives.

OPEN SPACE

Trail connections, passive preserved land, and landscaped setback areas; generally private.

EXAMPLE PATTERN



EXAMPLE CHARACTER



*See page 42 for more information on form attributes.

Rural Living

Rural Living areas are primarily made up of single family residential within a rural setting. These areas may include agriculture, open space, and some limited commercial that supports agriculture and civic uses.

LAND USE MIX

Primary Uses

Private open space, or forestry
Residential, Single family

Secondary Uses

Agriculture
Commercial (small-scale)
Civic

HOUSING MIX

- Single family on a wide range of lot sizes

FORM ATTRIBUTES*

BUILDING FORM

Height

1-2 stories

Setback

Varies

TRANSPORTATION

Primary Mode(s)

Automobile

Secondary Mode(s)

n/a

Parking

Surface lots.

Streets

Primarily automobile access. Each lot may have direct access to a corridor.

OPEN SPACE

Mostly private. Agriculture and undeveloped private land serve as open space. May have trail access.

EXAMPLE PATTERN



EXAMPLE CHARACTER



*See page 42 for more information on form attributes.

Rural Conservation

Rural Conservation areas are intended to conserve forested areas, ridges, wetlands, and other significant natural areas by clustering development and minimizing land disturbance. Generally, these areas conserve between 50-70 percent of a site as natural open space.

In growth areas, corridors and pockets of rural conservation indicate places that may be subject to development similar to the adjacent place types, but where more compact and low impact site design is expected.

In rural areas, these places are appropriate for residential development in a conservation pattern with lots that are smaller than typical rural lots and are clustered to leave natural areas undeveloped.

LAND USE MIX

Primary Uses

Residential, Single family (conservation pattern)

Secondary Uses

Residential, Attached (conservation pattern)
Civic

HOUSING MIX

- Single family residential subdivisions shall be clustered in a pattern that preserves 50 percent or more open space on a given site

FORM ATTRIBUTES*

BUILDING FORM

Height

1-2 stories

Setback

Varies

TRANSPORTATION

Primary Mode(s)

Automobile

Secondary Mode(s)

n/a

Parking

Private off-street.

Streets

Primarily automobile access. Subdivisions have long blocks and meandering streets. Sidewalks are uncommon.

OPEN SPACE

Mostly private. May have trail access.

EXAMPLE PATTERN



EXAMPLE CHARACTER



Conservation design (above, left) yields the same number of homes on a given parcel as a conventional subdivision design (above, right). The conservation design results in less pavement, shorter distances to run utilities, and greater open space preservation.

*See page 42 for more information on form attributes.

Rural Crossroads Commercial

Rural Crossroads Commercial areas are appropriate for small commercial nodes occurring at intersections within rural areas. These places provide rural communities with goods and services that meet day-to-day and agricultural needs. These areas may feature multiple small buildings clustered in a walkable pattern.

Crossroads are typically located at, or within 400 feet of, the intersection of arterial or collector roads. These areas may or may not have a connected street pattern.

LAND USE MIX

Primary Uses

Commercial

Secondary Uses

Residential, Single family
Civic

HOUSING MIX

- A range of housing may be considered

FORM ATTRIBUTES*

BUILDING FORM

Height

1-2 stories

Setback

Varies widely. Generally, buildings are closer to the street than in suburban areas.

TRANSPORTATION

Primary Mode(s)

Automobile

Secondary Mode(s)

Walk, Bike

Parking

Surface lots.

Streets

Primarily automobile access, but development should accommodate walking and biking by providing street and path connections between adjacent commercial sites and neighborhoods.

OPEN SPACE

Agriculture and undeveloped private land serve as open space. May have trail access.

EXAMPLE PATTERN



EXAMPLE CHARACTER



*See page 42 for more information on form attributes.

Rural Agriculture

Rural Agriculture areas are for the production of crops, raising of livestock, forestry uses and processes, agricultural service businesses and supporting residences. Typically large lots located in rural areas but smaller lots may be found.

These sites are found in rural areas where the road network is sparse.

LAND USE MIX

Primary Uses

Agriculture fields and grazing pastures, equestrian facilities, accessory agriculture-related structures, forestry processes, and agriculture-related businesses (such as boarding stables, riding academies), farm stands, and residential

Secondary Uses

Civic

HOUSING MIX

- Single family homes on lots of various sizes

FORM ATTRIBUTES*

BUILDING FORM

Height

Typically 1-2 stories, but some accessory structures (e.g., barns and silos) can exceed three stories

Setback

Varies

TRANSPORTATION

Primary Mode

Automobile

Secondary Mode

N/A

Parking

Surface lots

Streets

Primarily automobile access. Each lot may have direct access to a street. Streets are generally paved without curbs and gutters.

OPEN SPACE

Mostly private. Agriculture and undeveloped private land serve as open space. May have trail access.

EXAMPLE PATTERN



EXAMPLE CHARACTER



*See page 42 for more information on form attributes.

Civic and Institutional

Civic and Institutional areas are used for existing or future schools, government sites, hospitals, college campuses, and large semi-public facilities. These sites often have a development pattern that is unique to each area and may differ significantly from their surroundings.

These sites are typically located on two or more acres along, or in close proximity to, major corridors.

LAND USE MIX

Primary Uses

Schools and universities, hospitals, government buildings

Secondary Uses

Residential
Office
Commercial

HOUSING MIX

- While not a primary focus, housing that supports the institutional campus purpose should be encouraged

FORM ATTRIBUTES*

BUILDING FORM

Height

1-5 Stories

Setback

Varies

TRANSPORTATION

Primary Mode

Automobile

Secondary Mode

Walk, Bike

Parking

Typically large surface lots that are clustered to serve many buildings/uses. Larger campuses may include structured parking.

Streets

Streets should integrate with the surrounding network and be designed to support walking or biking (both within the civic campus and between adjacent areas).

OPEN SPACE

Mostly private. May have trail access.

EXAMPLE PATTERN



EXAMPLE CHARACTER



*See page 42 for more information on form attributes.

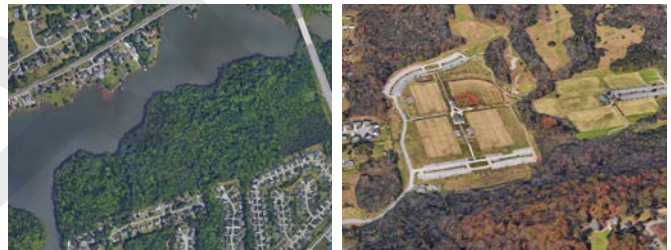
Mining and Heavy Industrial

Mining and Heavy Industrial areas are used for mining, extraction, and heavy industrial operations. These places mostly represent existing conditions and are appropriate for locations outside of urban growth areas identified in the Growth Policy Plan. Sites are relatively flat and located in existing industrial areas or with interstate or arterial highway access (generally within 2 miles). These areas can be served by sewer, water and natural gas.



Parks and Open Space

Parks and Open Space areas include existing public parks for active and passive recreation, large private recreational uses (such as golf courses), or land that is permanently protected as a natural area.



Form attributes serve as a general guide to the intended scale and character of development. Specific standards including building height, setback, lot size, and lot coverage (among other standards) are defined in the Zoning Ordinance.

In suburban place types where the primary transportation mode is “Automobile” and secondary mode is “Walk, Bike, or Transit”:

- Automobiles are expected to be the main mode of transportation within that place.
- Site design should accommodate biking, walking, and transportation alternatives. Well-designed pedestrian crossings should be included where needed to safely link destinations.
- Site design should manage vehicle access onto thoroughfares and minimize pedestrian conflict points.

In mixed-use place types where the primary mode is “Walk, Bike” and the secondary mode is “Automobile”:

- Street width, sidewalk design, lighting, block length, and building placement should promote a walkable setting.
- Automobiles are accommodated through shared parking located behind or to the side of buildings and on-street parking where appropriate.



Transportation

Taking a transportation project from concept to built infrastructure can be a long process. The framework below uses the prioritized project list to create a strategy for near-, mid-, and long-term implementation. As the county works to move each project forward, it will be important to remain opportunistic and pursue funding sources beyond the county budget, such as grants and intentional partnerships with TDOT and the TPO that will allow the county to stretch their limited resources further.

Capital Improvement Plan and Project Priorities

The Knox County Comprehensive Land Use and Transportation Plan includes both a list of capital projects and funding programs. This Capital Improvement Plan will allow for the projects identified through this assessment to proceed with a dedicated funding source. These funding programs are described in more detail below. Critically, these programs allow the county to respond to immediate needs while also addressing specific county priorities that have been identified through targeted planning efforts. The projects funded through these programs are often smaller in scale than stand-alone capital projects. The inclusion of these funding programs allows the county to be more nimble with its project funding and to address a greater range of needs across the county on an annual basis.

PEDESTRIAN IMPROVEMENTS

Each year the county allocates funding to construct pedestrian improvements across the county. The county sidewalk ordinance requires developers to build sidewalks on their frontage when there are schools, parks, and commercial areas within close proximity. The county funding for greenways and sidewalks helps connect the gaps and provide critical pedestrian safety projects near schools and parks. Pedestrian improvements may include constructing sidewalks, pedestrian crossings, and pedestrian signals.

SPOT SAFETY PROJECTS

The county routinely reviews crash data to identify locations that need safety improvements. Projects may include implementing all-way stops, adding warning signs, or enhancing sight distance. The recently completed Regional Roadway Safety Action Plan identified addressing roadway departure crashes as a priority in Knox County, particularly on rural roadways. The Regional Roadway Safety Action Plan

highlights many low-cost countermeasures that can be implemented through the spot safety program as well as through routine maintenance projects.

TRAFFIC SIGNAL MODERNIZATION

Knox County maintains over 85 traffic signals that require routine maintenance and re-timing. The county studies and updates traffic signal timing to provide improved traffic flow as traffic volumes increase and travel patterns shift over time. This program also allows for the replacement and modernization of existing traffic signal equipment.

BRIDGE AND CULVERT PROGRAM

Knox County is responsible for maintaining and repairing many bridges and culverts. The county is currently performing an assessment of bridges and culverts to better understand their condition and create a plan for improving them. This program will allow for the projects identified through this assessment to proceed with a dedicated funding source.

MAINTENANCE PRIORITIES

While the Comprehensive Plan is primarily focused on capital improvements, maintenance funding is critical to supporting the infrastructure in place today and extending the life of our transportation assets. Maintenance projects in Knox County are primarily funded through the county budget and partnership with TDOT on State-Aid routes. Maintenance funding typically covers pavement repair, right-of-way mowing, sign and pavement marking repair, and drainage repair. Knox County leverages a Pavement Management System (PMS) to routinely collect, store, and retrieve data needed to make the maximum use of maintenance dollars. This data-driven method prolongs the life of roadways and improves safety for residents.

The table below summarizes the funding expected to be allocated to projects within each of the capital programs and for maintenance priorities.

Program	Anticipated Funding
Near-Term 2024-2028	
<i>Pedestrian Improvements</i>	\$3,080,000
<i>Spot Safety Projects</i>	\$1,190,000
<i>Signal Maintenance and Re-Timing</i>	\$1,190,000
<i>Bridge and Culvert Program</i>	\$7,350,000
<i>Maintenance Projects</i>	\$90,000,000
Total Near-Term Program Funding	\$102,810,000
Mid-Term 2029-2033	
<i>Pedestrian Improvements</i>	\$3,840,000
<i>Spot Safety Projects</i>	\$1,480,000
<i>Signal Maintenance and Re-Timing</i>	\$1,480,000
<i>Bridge and Culvert Program</i>	\$9,160,000
<i>Maintenance Projects</i>	\$97,500,000
Total Mid-Term Program Funding	\$113,460,000
Long-Term 2034-2045	
<i>Pedestrian Improvements</i>	\$18,040,000
<i>Spot Safety Projects</i>	\$6,940,000
<i>Signal Maintenance and Re-Timing</i>	\$7,450,000
<i>Bridge and Culvert Program</i>	\$27,360,000
<i>Maintenance Projects</i>	\$264,700,000
Total Long-Term Program Funding	\$324,490,000

OTHER CAPITAL PROJECTS

Recognizing that our needs for enhanced transportation infrastructure often exceed the funding available to address them, it is important to identify the most effective projects for advancement. The projects that have been prioritized into funding tiers initially identified as part of the Universe of Projects and evaluated as part of the project prioritization process. Their ability to advance within a near-term, mid-term, or long-term timeframe was considered based on the likely available revenue during that timeframe and the associated project costs. The table below identifies how the county can best allocate future funding. More information about each near term project can be found within the Transportation Project Sheets (Appendix G).

The projects are prioritized into three funding tiers:

- Near-Term (2024-2028)
- Mid-Term (2029-2033)
- Long-Term (2034-2045)

Type	Name	Cost*
Near-Term 2024-2028		
Multimodal	Beaver Creek West Greenway <i>Powell Community Center to Powell Station Park</i>	\$2,035,000
Multimodal	Bluegrass Rd <i>Zachary Taylor Rd to Bluegrass Elementary School</i>	\$1,250,000
Safety	Campbell Station Rd at Fretz Rd	\$540,300
Modernization	Canton Hollow Rd <i>Kingston Pk to Trent and Jenkins Ln</i>	\$12,000,000
Safety	Clinton Hwy and W Emory Rd	\$500,000
Modernization	Coward Mill Rd Phase 1 <i>Pellissippi Pkwy to Mill Creek Elementary School</i>	\$2,066,500
Modernization	Coward Mill Rd Phase 2 <i>Mill Creek Elementary School to East Tennessee Veteran's Home</i>	\$4,600,000
Capacity	Everett Rd / Watt Rd Widening <i>Watt Rd to Buttermilk Rd</i>	\$4,740,000
Multimodal	Gibbs Schools Pedestrian Bridge	\$2,850,000
Safety	Hardin Valley Rd Pedestrian Signal	\$500,000
Capacity	Hardin Valley Rd <i>Hickory Creek Rd to Steele Rd</i>	\$23,600,000
Safety	Harrell Rd/Carpenter Rd/W Emory Rd	\$1,449,400
Safety	Mine Rd and Rutledge Pk	\$500,000
Safety	Roberts Rd and Rutledge Pk	\$500,000
Safety	Roundabout at Marietta Church Rd and Hardin Valley Rd	\$1,600,000

Type	Name	Cost*
Near-Term 2024-2028		
Modernization/ Multimodal	S Northshore Dr <i>Roundabout at Concord Rd to county line</i>	\$2,000,000
Capacity	Schaad Rd <i>Middlebrook Pk to Glenlake Blvd</i>	\$18,980,000
Safety	Solway Rd and Pellissippi Interchange	\$5,180,000
Safety	W Beaver Creek Dr and Clinton Hwy Relocation	\$890,000
Safety	W Beaver Creek Dr and Brickyard Rd	\$3,200,000
Safety	W Emory Rd and Beaver Ridge Rd	\$2,973,000
Mid-Term 2029-2033		
Multimodal	Beaver Creek West Greenway <i>Beaver Creek to Pellissippi Pkwy</i>	\$1,200,000
Multimodal	Beaver Creek West Greenway <i>Pellissippi Pkwy to Conner Creek</i>	\$16,400,000
Modernization	Gleason Dr <i>Gallaher View Rd to Ebenezer Rd</i>	\$16,400,000
Multimodal	John Sevier Hwy Greenway <i>Bonny Kate Elementary Trailhead to Government Farm Rd</i>	\$1,250,000
Long-Term 2034-2045		
Modernization	Mynatt Rd <i>Rifle Range Rd to Maynardville Pk</i>	\$30,550,000
Modernization	Strawberry Plains Pk/Kitts Rd <i>McCubbins Rd to Andrew Johnson Hwy</i>	\$9,650,000
Multimodal	Beaver Creek West Greenway <i>Heiskell Rd Spur to Powell Community Center</i>	\$5,040,000
Modernization	Gray Hendrix Rd <i>Karns Middle School to Oak Ridge Hwy</i>	\$10,560,000
Safety	W Emory Rd and Brickyard Rd	\$1,470,000
Modernization	Pleasant Hill Rd <i>Strawberry Plains Pk to ~1000 ft east of Molly Bright Rd</i>	\$19,420,000
Modernization	S Gallaher View Rd <i>Westland Dr to Gleason Dr</i>	\$36,390,000

* Costs are inflated to the midpoint of each funding horizon band and expressed in year of expenditure (YoE) dollars.

AREAS FOR FUTURE STUDY

Throughout the planning process, several areas were recognized as needing further data collection and analysis prior to identifying a solution. The following locations have been identified as priorities for the completion of small area plans:

- Gibbs
- Ritta
- Strawberry Plains Pike
- Chapman Highway
- Choto Peninsula

A small area plan is also a long range plan, but for a much smaller geography. Small area planning allows stakeholders and the county to take a deeper dive into identifying tailored solutions to the area's unique issues. From a transportation standpoint, small area plans provide the opportunity to collect data and conduct more in-depth analysis about traffic patterns, crash history, and roadway characteristics. The plans also provide a forum to consider other elements of the built environment, like parks and open space, and other public infrastructure, such as stormwater and utility needs.

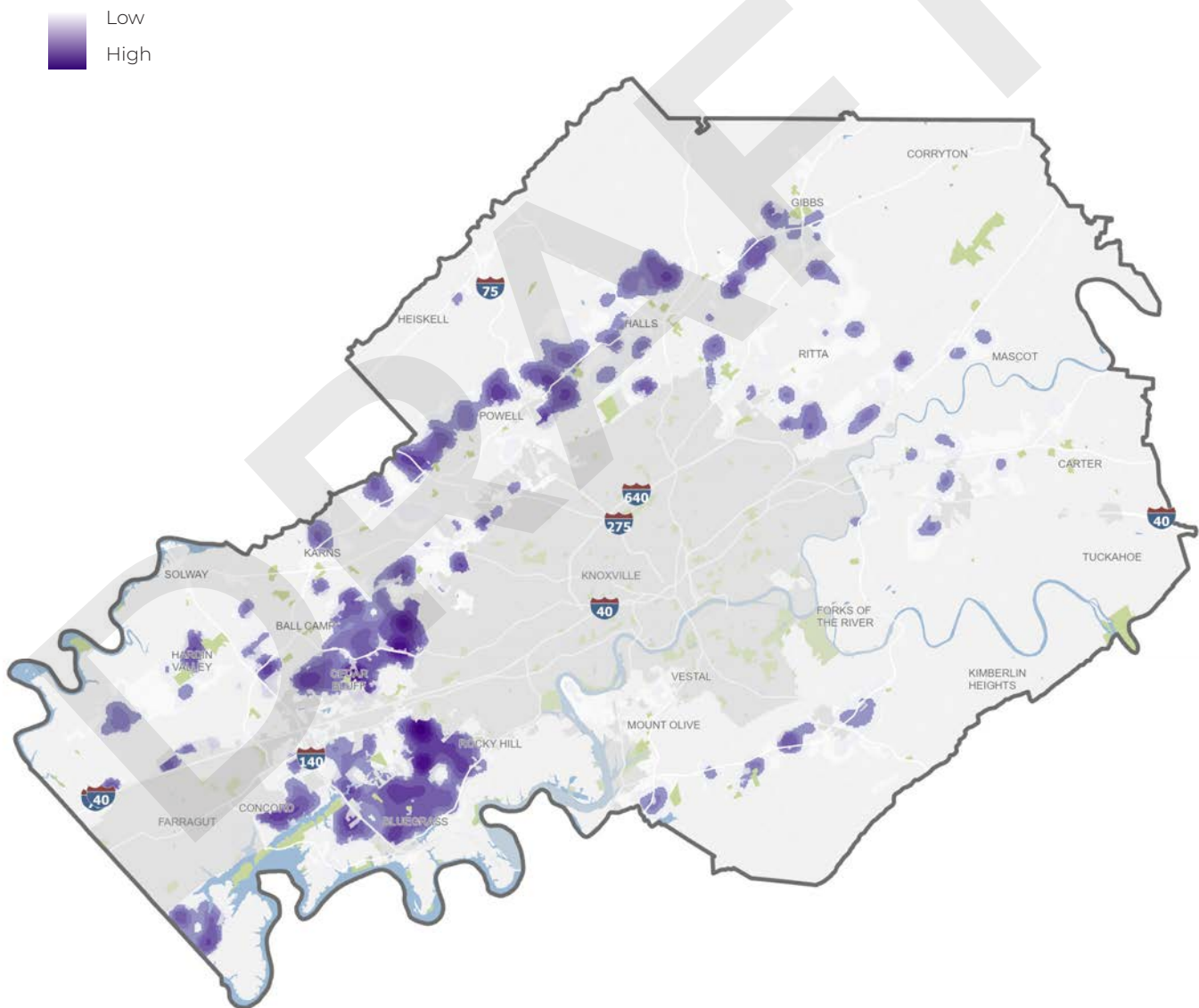
The small area plans will be conducted in concert with the vision and goals established in the Comprehensive Plan, but will provide greater detail about projects and recommendations specific to the area. The recommendations of the small area planning process will contribute to the development of the county's Capital Improvement Program. The plans will identify projects and possible resources for implementation. Small scale projects may be implemented in the near-term through one of the county's funding programs, while larger scale projects may require further partnership with the TPO or TDOT.

Parks and Recreation

This Plan is supported by the Systemwide Parks and Recreation Master Plan, a separate document that includes recommendations for upgrading existing parks, programming, and staffing. The Comprehensive Plan builds off of this plan to consider priority investment areas for new park facilities based on existing park deserts and residential development. As new park locations are identified and built, consideration will be given to the programs and amenities offered at each based on identified needs and gaps in the surrounding park programs and amenities.

PRIORITY AREAS FOR PARK INVESTMENT

(based on density of residential addresses within park deserts)





Chapter 3

Implementation

This Comprehensive Plan is a long-term policy guide. Implementation will involve a host of county departments, boards and commissions, non-profits, businesses, other jurisdictions, and citizens. This chapter includes guidance on managing and using the Plan, a list of policies that support the goals, and a set of action items to support each policy.

Policies and Actions

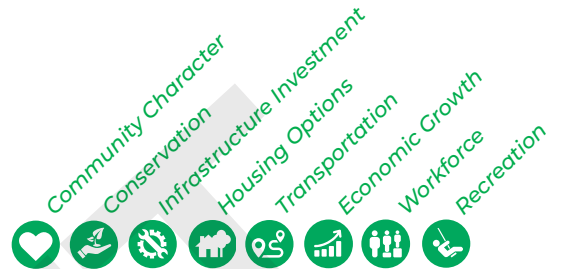
In addition to the Future Land Use Map, place types, and transportation projects, the Comprehensive Plan contains a set of policies and action items that advance the goals. Each policy is supported by several actions, which are specific steps the county and its partners can undertake.

Policies

● Directly advances the goal

● Supports or reinforces the goal

GOALS



	Community Character	Conservation	Infrastructure Investment	Housing Options	Transportation	Economic Growth	Workforce	Recreation
1. Improve the predictability and transparency of the development process.	●	●	●	●	●	●	●	●
2. Ensure that development is sensitive to existing community character.	●	●	●	●				
3. Encourage infill and redevelopment of underutilized commercial land.	●	●	●	●		●	●	
4. Incentivize walkable, mixed-use centers, corridors, and neighborhood service nodes as the preferred form of commercial development.	●			●	●	●	●	
5. Create neighborhoods with a variety of housing types and amenities in close proximity.	●			●		●	●	
6. Promote attainable housing that meets the needs of the current and future residents.				●			●	
7. Encourage development practices that conserve and connect natural features and habitat.	●	●						●
8. Conserve historic and cultural resources.	●	●						●
9. Coordinate infrastructure improvements with development.			●	●	●	●		
10. Prioritize the long-term fiscal health of the county.	●	●	●	●	●	●		●
11. Promote connectivity with new development.	●		●	●	●			
12. Improve safety for all users.			●		●			
13. Provide alternative transportation options.					●	●	●	
14. Promote network efficiency to reduce congestion and improve redundancy.			●		●			

POLICIES

GOALS



15. Encourage coordination in transportation investments with partners in the county.								
16. Encourage coordination amongst economic development partners.								
17. Support opportunities for innovation and growth of our local economy.								
18. Create a park system that is accessible to and meets the needs of all residents.								
19. Collaborate to expand the county's park and recreational system.								
20. Use the park system to promote goals for economic vitality, conservation of natural resources, and resiliency to natural hazards.								
21. Connect a system of greenways.								
22. Promote public access to and use of Knox County's waterways.								
23. Expand sources of funding for parks and greenways.								

Actions

1. Improve the predictability and transparency of the development process.

Goals addressed by this policy:



TO SUPPORT THIS POLICY:

- 1.1 Create a Unified Development Ordinance.** A Unified Development Ordinance (UDO) incorporates zoning standards, subdivision regulations, and other related development regulations into a single document. This model improves user friendliness for community members to locate regulations and consolidates all development-related standards for staff to administer. Following this model will benefit the community and offer the opportunity to update regulations to align with county land use goals.
- 1.2 Provide training for elected and appointed officials.** Training for elected and appointed officials, including Planning Commission and County Commission members, ensures they are up to date on key development topics and emerging trends. Both state and national planning associations offer periodic training tailored to elected and appointed officials, which members should attend. Other independent sessions will be offered when new members are appointed or elected.
- 1.3 Modernize procedures in the zoning code.** Review the procedures portion of the zoning code to provide clear guidance on required application materials, steps for review and recommendation, and timing of processes that result in more predictable decisions.

2. Ensure that development is sensitive to existing community character.

Goals addressed by this policy:



TO SUPPORT THIS POLICY:

2.1 Update or create buffer or transition standards. Review the zoning code for regulations related to buffers or transitions between land uses and compare with regional, state, and national best practices. Update the regulations accordingly to support appropriate transitions between different land uses.

2.2 Update landscaping, lighting, and off-street parking standards. Assess current regulations in the zoning code for potential updates to the landscaping, lighting, and parking standards that improve the quality of development proposals. Identify updates that also improve the clarity of regulations and overall user-friendliness of the zoning code.

2.3 Provide protections for ridges, views, and open spaces. Perform analysis of these protections with the development review process to ensure ridges, rural vistas, and natural areas are being maintained and preserved for future generations.

2.4 Create standards to encourage preservation of open space. As the county grows, it is important to ensure that open space is integrated into significant new development and provided throughout the county. An update to the zoning and subdivision regulations shall evaluate minimum open space requirements and offer incentives for exceeding those minimums. Zoning incentives may include density bonuses or other design flexibility. The update to the regulations should consider establishing a uniform and comprehensive set of open space set-aside standards that are flexible and context-sensitive — based on geographical location and development type (new residential, mixed-use, or nonresidential development). The place type definitions provide guidance on open space percentages.

Preserved open space is private land on a development site that is set aside in perpetuity for the purpose of preserving environmentally sensitive lands, buffer areas, tree canopy, recreational lands, meeting or gathering places, and more. These lands can be maintained through a variety of tools—including, but not limited to, easements, covenants, dedication, conveyance of the lands to a third-party beneficiary, etc.

3. Encourage infill and redevelopment of underutilized commercial land.

Goals addressed by this policy:



TO SUPPORT THIS POLICY:

3.1 Identify and revise regulatory standards that are barriers for redevelopment.

Certain zoning regulations may actually prevent redevelopment from occurring, such as minimum parking requirements, use restrictions, lot coverage, and other similar regulations. Assessing standards and pursuing appropriate updates to reduce these barriers will make redevelopment easier to pursue.

3.2 Utilize financial incentive programs. Knox County provides two primary types of tax incentives: Tax Increment Financing (TIF) and Payment-In-Lieu-Of-Taxes (PILOT).

3.3 Partner to create a catalytic redevelopment project. Form a public-private partnership to redevelop a significant site as a catalytic project. The county should outline process incentives to offer private developers, such as expedited review or financial incentives, like property acquisition. A request for proposals will provide options to consider and evaluate redevelopment opportunities that can present a model for the region. An agreement can then be established between the county and private partners that defines the expectations for supporting the redevelopment project.

3.4 Develop a simpler permitting and review process. As part of modernizing procedures in the zoning code, consider establishing a special review process that is simpler (fewer steps, shorter timeline, more predictable) for certain types of projects as an incentive.

3.5 Meet with key property owners. Approach property owners in target redevelopment areas to discuss the potential acquisition of key properties or to build awareness of the county's support for redevelopment.

4. Incentivize walkable mixed-use centers, corridors, and neighborhood service nodes as the preferred form of commercial development.

Goals addressed by this policy:



TO SUPPORT THIS POLICY:

- 4.1 Create new zoning districts to implement mixed-use place types.** The Plan identifies place types, including Corridor Mixed-Use and Town Center Mixed-Use, that are appropriate for a mix of uses within a site. The county should create new zoning districts that provide standards that support the desired form, character, and uses for these areas.
- 4.2 Require pedestrian and vehicular connectivity with development.** As new development and redevelopment proposals come forward, ensure that regulations include standards for sidewalks, trails, driveways, and parking connections between properties. These regulations should focus on improving public safety, accessibility, and access management for neighboring developments. Standards may vary by place type.
- 4.3 Create incentives for more town center-style developments.** Town center mixed-use developments typically include a mix of housing types, commercial establishments, employment uses, civic uses, and public amenities configured in a relatively compact and walkable pattern. Incentives to encourage these places are similar to those described above for redevelopment. The county could also consider other incentives such as tax abatements or public-private partnerships.

5. Create neighborhoods with a variety of housing types and amenities in close proximity.

Goals addressed by this policy:



TO SUPPORT THIS POLICY:

- 5.1 Create one or more zoning districts that implement the Traditional Neighborhood place types.** Conventional zoning codes typically do not support traditional neighborhood developments without a special, more involved, planning process. The county should create new zoning districts that provide standards that support the desired form, character, and uses for Traditional Neighborhood place types. In preparing standards for traditional neighborhoods, flexibility and simplicity are key. One or more base zoning districts should be considered that allow traditional neighborhoods with a certain range of housing types by right. The ordinance should establish a minimum tract area that can support the elements of a successful design. They should include design guidelines with visuals to illustrate desired characteristics.
- 5.2 Create standards that encourage neighborhoods in certain place types to include a mix of housing types.** Regulations should specify that residential development projects in certain zoning districts, above a specified size or number of residential units, should include more than one type of housing.
- 5.3 Establish measurable standards to define neighborhood character.** In the zoning regulations, specify form attributes such as lot size, building height, setback, frontage type or building type, transparency, and other measurable standards to define neighborhood character.
- 5.4 Provide site design flexibility for amenities.** Regulations should provide flexibility for new neighborhood development to provide desired design features. Consider a point system that includes minimum standards and additional design features such as recreational areas, trails, electric vehicle charging, streetlights, underground utilities, or exceptional architectural or landscape design.

6. Promote attainable housing that meets the needs of the current and future residents.

Goals addressed by this policy:



TO SUPPORT THIS POLICY:

- 6.1 Define and allow various forms of housing in the zoning code by right.** An update to the zoning ordinance should define a wide range of housing types, allow development of these housing types by-right in appropriate districts, and remove other regulatory barriers that significantly increase the cost of housing development. The place types provide guidance on the variety of housing types that are applicable.
- 6.2 Allow the development of housing within commercial areas.** The Corridor Mixed-Use and Town Center Mixed-Use place types on the Future Land Use Map apply to most existing commercial areas in the county. Mixed-use zoning districts that implement these place types should allow for housing. Other commercial zoning districts should also accommodate some types of housing.
- 6.3 Identify areas for multifamily development that have the appropriate supportive infrastructure.** The Future Land Use Map identifies areas appropriate for mixed-use, traditional neighborhood, and commercial development. The rezoning or development process should consider the suitability of existing or planned infrastructure.
- 6.4 Create parking standards that support mixed-use developments.** As part of the zoning ordinance update, revise minimum parking standards, parking exemptions, parking locations, bicycle parking requirements, and related regulations and include standards distinct for mixed-use areas.
- 6.5 Create incentives that promote attainable housing.** In addition to reducing barriers to housing development, the zoning ordinance should offer incentives that support the supply of a wide range of attainable housing. Incentives could include expedited reviews, pre-approved plans, or tax abatements.

7. Encourage development practices that conserve and connect natural features and habitat.

Goals addressed by this policy:



TO SUPPORT THIS POLICY:

- 7.1 Create a large-lot agricultural zone.** Create a zoning district that increases the minimum lot size in rural areas, allowing for residential development while reducing the overall density and maintaining more natural heritage and rural character.
- 7.2 Create standards to encourage conservation subdivisions.** Conservation subdivisions are residential subdivisions that devote at least half of their potentially buildable land area to undivided, permanently protected open space. They achieve that by clustering homes on smaller lot sizes. Establishing these standards in the zoning code will allow for continued development while preserving many of the natural and distinct features across the county.
- 7.3 Create a conservation toolkit.** Design and promote a menu of tools to assist property owners with programs that conserve land. These tools can outline the benefits of conserving land, determine potential incentives, and describe state or national programs property owners can join to protect natural resources. Once completed, the toolkit should be easily accessible and shared with property owners who are adjacent to or are a part of conservation areas in the county.
- 7.4 Establish scenic corridor overlay zoning.** Define design and environmental standards for the county's scenic corridors per TDOT's Scenic Highway designation "Scenic Roadway Handbook." Standards should address signs, lighting, landscaping, and maintenance for properties along such a corridor.
- 7.5 Identify and provide incentives to reestablish trees and woodlands.** The State of Tennessee and US Department of Agriculture provide competitive grants, cost sharing programs, and technical assistance to private property owners for tree planting and forest stand improvement activities.

8. Conserve historic and cultural resources.

Goals addressed by this policy:



TO SUPPORT THIS POLICY:

- 8.1 Create a historic property protection toolkit.** Provide information to owners of historic properties that are on the National Register of Historic Places to encourage local designation and protection. Identify benefits of local designation.
- 8.2 Provide technical assistance to property owners.** Provide a service to connect owners of historic properties to information and resources on historic zoning designation for historically significant properties.
- 8.3 Collaborate with non-profits and property owners.** Form a task force made up of local advocates for historic preservation to develop strategies to stabilize and restore historic resources.
- 8.4 Update the historic resources inventory.** Maintain an up-to-date inventory of the county's historic resources is an essential first step to conserving these assets. This would include a 'Worthy of Conservation' category in the inventory that identifies properties that are either worth keeping but retention is not required, or more research needs to be done to determine if the property may be National Register eligible.
- 8.5 Create a demolition delay process.** These permits would delay demolition up to ninety days to discuss incentives for rehabilitation, salvage opportunities, and to document and pursue other preservation options.

9. Coordinate infrastructure improvements with development.

Goals addressed by this policy:



TO SUPPORT THIS POLICY:

- 9.1 Reinststate the Capital Utility Project group to increase coordination.** Solicit participation from the relevant county departments, Knox County Schools, utility providers, TDOT, Town of Farragut, and City of Knoxville, and convene regular meetings. Work together to align efforts, increase cost effectiveness, and minimize construction disruptions.
- 9.2 Plan in advance for future infrastructure expansion to support anticipated growth and use incentives where appropriate.** The county, in partnership with TDOT, the TPO, and local utility providers, should understand needed infrastructure expansion and partner with the development community on the build out and/or right-of-way and easement dedication process where appropriate.
- 9.3 Focus growth in areas already served by adequate infrastructure.** The Plan's Future Land Use Map locates place types partially based on current utility and transportation infrastructure availability or where infrastructure improvements are anticipated over the horizon of the Plan.
- 9.4 Require that infrastructure improvement agreements are in place before submitting a final plat application.** Work with the private development community during plat review to identify the responsible party and establish a plan outlining infrastructure improvements to be made to ensure sensible growth.
- 9.5 Avoid approving isolated developments where infrastructure is inadequate or not yet planned.** Rezoning of land, subdivisions, or development approvals should not be supported in these areas until improvements to major roads or utilities are complete or underway.
- 9.6 Align capital improvement projects.** The Comprehensive Plan defines the county's intent for development character, infrastructure expansion, and land uses. County-funded capital improvement projects should be evaluated against the goals of the Comprehensive Plan to ensure they facilitate implementation and include investments across the county.
- 9.7 Establish typical road standards for collectors and arterials.** The standards, which could prescribe right-of-way needs, lane widths, medians, shoulders, and other geometric features, can be used to establish cost shares and memoranda of understanding (MOU) with public agencies and private developers.
- 9.8 Establish annual coordination meeting.** Meet annually with Knox County Schools leadership team, Planning, and the county to discuss development trends, school district needs, KCS and Knox County capital plans, and forcasted growth.

10. Prioritize the long-term fiscal health of the county.

Goals addressed by this policy:



TO SUPPORT THIS POLICY:

10.1 Maintain regular coordination on facility planning. Maintain regular briefings between Knoxville-Knox County Planning, Knox County Engineering and Public Works, various utilities, and Knox County Schools. Share development trends and exchange information on facility and capital planning. Look for opportunities to collaborate on funding, contracting, or project phasing to reduce costs for each entity.

10.2 Use the Advance Knox fiscal impact tool to evaluate development impacts. The tool is derived from the Advance Knox fiscal impact analysis in that it uses the same data on costs and revenues for a full palette of place types. Users provide information on proposed land uses by total acreage, and the tool provides an order of magnitude estimate of the tax revenue, cost to serve, and net fiscal impact. The tool could be used by planners to assess the fiscal impact of a specific development proposal (above a certain size threshold) when preparing a staff report. It could also be used to estimate the cumulative fiscal impact of land use changes that have occurred as part of the county's annual development reports.

11. Promote connectivity with new development.

Goals addressed by this policy:



TO SUPPORT THIS POLICY:

11.1 Evaluate new residential subdivisions to provide vehicle and pedestrian connections to adjacent subdivisions. The construction of short connections has the ability to greatly improve connectivity through cost-effective minor improvements rather than major investments. Increased vehicular and pedestrian connections can provide increased functional mobility as well as encourage active transportation and recreation.

11.2 Limit the use of cul-de-sacs. This can increase network connectivity, better disperse traffic, and shorten emergency response times. Fewer dead-end streets provide greater connectivity and redundancy in the travel network, which allows vehicular traffic to better disperse into the network rather than to a single point along an arterial. Increased connectivity also benefits emergency responders by reducing the response times needed to access residential developments.

11.3 Create sidewalk standards according to place types. These should best serve the character and needs of the surrounding development. Sidewalk standards may define the expected width, buffer, and lighting expectations based on the character of the surrounding development. When tailored to the place types, these standards can encourage pedestrian travel by increasing comfort.

12. Improve safety for all users.

Goals addressed by this policy:



TO SUPPORT THIS POLICY:

- 12.1 Work with the TPO to regularly update the Regional Roadway Safety Action Plan and implement recommendations.** The Plan seeks to improve safety for drivers, cyclists, and pedestrians through engineering, education, and enforcement, aiming to eliminate all fatalities and major injuries on county roadways.
- 12.2 Update street standards.** Street standards should allow for urban street design, complete streets, use of narrower pavement widths, and other safer street designs. These standards or guidelines may vary by place type.
- 12.3 Prioritize efforts to reduce roadway departures.** Use the relevant strategies identified in the Regional Roadway Safety Action Plan to mitigate circumstances leading to roadway and lane departures.
- 12.4 Update access management policies.** The Regional Roadway Safety Action Plan identifies safety conflicts, many of which can be addressed through better access management. Additionally, areas within the county that are anticipated to see significant change, including new development patterns and increased traffic volumes, should be addressed through access management policies and improvements.

13. Provide alternative transportation options.

Goals addressed by this policy:



TO SUPPORT THIS POLICY:

- 13.1 Collaboratively identify barriers to students being able to walk or bike to school in specific areas.** Engage Knox County Schools and the Knoxville-Knox County Safe Routes to School Partnership in identifying and prioritizing sidewalk, crosswalk, trail, or other safety improvements within parental responsibility zones around existing schools. Future school site development should be connected to or integrated into neighborhoods.
- 13.2 Provide multimodal facilities and options consistent with corresponding place types.** Adopt development standards that require creation of new sidewalks and pedestrian improvements concurrent with development and in alignment with the sidewalk ordinance. Dedicate Capital Improvements Plan funding to fill gaps in the existing sidewalk network to improve connectivity.
- 13.3 Explore opportunities to expand mobility options to employment areas.** Transportation to large employment areas can help bolster economic activity and strengthen the workforce. The county should work with regional and state partners to explore options for carpooling and vanpooling to support the growth of business parks in the county.

14. Promote network efficiency to reduce congestion and improve redundancy.

Goals addressed by this policy:



TO SUPPORT THIS POLICY:

- 14.1 Invest in transportation efficiency.** Invest in preventive maintenance and ongoing modernization of signals and intersection design to reduce congestion. These types of proactive improvements will help mitigate congestion without needing to widen every roadway.
- 14.2 Plan for improving network connectivity.** Improving connectivity increases redundancy in transportation routes and modes, providing users with alternative routes of travel. Additional network connectivity also allows for better dispersed traffic, less congestion, and increased walkability.

15. Encourage coordination in transportation investments with partners in the county.

Goals addressed by this policy:



TO SUPPORT THIS POLICY:

- 15.1 Maintain cost estimates for common transportation improvements in the county.** Cost estimates should be used by developers, staff, and elected and appointed officials for developing funding plans and evaluating land use development applications.
- 15.2 Work with partner agencies to ensure transportation investments are optimally designed to meet the needs of multiple stakeholders.** Working with partner agencies, such as Parks and Recreation, Legacy Parks, Knox County Schools, and utility providers, can ensure advancement of the Comprehensive Plan goals.

16. Encourage coordination among economic development partners.

Goals addressed by this policy:



TO SUPPORT THIS POLICY:

16.1 Coordinate and target capital improvements. Prioritize capital improvements that are needed to support growth of business and employment opportunities.

16.2 Develop and monitor land development trends. Maintain an annual report of key development trends in Knox County, including zoning, building, business permitting, and job growth, among other metrics. These should be evaluated with respect to intended outcomes and market trends five years after a major zoning code update. Refinements to those standards should be considered at that time if warranted.

16.3 Monitor economic shifts. Stay informed about changing technologies and shifts in workplace needs and opportunities as they relate to the county's role in guiding land development and infrastructure.

17. Support opportunities for innovation and growth of our local economy.

Goals addressed by this policy:



TO SUPPORT THIS POLICY:

17.1 Evaluate programs to grow existing businesses and industry. Regularly review and update programs and incentives offered at the local level to help existing businesses manage costs and continue to invest in the county. Such programs include access to capital, tax incentives, and workforce and business training.

17.2 Invest in maintenance and improvement of natural areas and open spaces. The county's natural resources, open spaces, parks, greenways, and recreation areas play a vital role in attracting businesses and workers to the region. The county's development standards and incentives should ensure that these quality-of-life amenities are maintained and improved over time.

17.3 Expand the workforce development pipeline. Increase the availability of local workers to fill jobs in the county by establishing and expanding collaborations between schools and employers. Such collaborative programs could include internships or mentorships to provide youth with exposure to professionals, tradespeople, businesses, and job opportunities.

18. Create a park system that is accessible to and meets the needs of all residents.

Goals addressed by this policy:



TO SUPPORT THIS POLICY:

18.1 Meet national benchmarks for neighborhood, community, and county-wide park space.

Use benchmarks reported by the National Recreation and Parks Association to track the amount of parkland per 1,000 county residents and various ratios of other amenities compared to similar jurisdictions. Additionally, ensure that park space is distributed throughout the county. In the Planned Growth Area of the Growth Policy Plan, parks or recreation facilities should be ideally located within a one-mile distance of residents.

18.2 Routinely assess development patterns to identify areas that are underserved by parks.

Maintain a park desert analysis that considers where population density is increasing and prioritize these areas for additional park investments.

18.3 Plan for and acquire land for new community parks in areas that are underserved.

Use various means to acquire park land such as purchases, conservation agreements, development set-asides, partnerships with other governmental or non-profits, etc.

19. Collaborate to expand the county's park and recreational system.

Goals addressed by this policy:



TO SUPPORT THIS POLICY:

- 19.1 Continue to partner with Legacy Parks to foster the creation of new parks and natural areas.** Legacy Parks is an East Tennessee non-profit that helps conserve natural resources and create recreational opportunities. Partnership and support of Legacy Parks has direct benefit to Knox County residents to expand park and trail networks.
- 19.2 Engage the non-profit sector, faith-based organizations, and state and federal agencies to expand accessible park spaces and amenities.** Non-profit, faith-based, and state and federal agencies are key partners in providing increased parks and recreation opportunities. The county should explore opportunities for partnerships and funding, such as those outlined in the Systemwide Parks and Recreation Master Plan.
- 19.3 Investigate collaborative opportunities to share facilities between Knox County Schools and the public.** Seek to establish a mutually beneficial agreement with Knox County Schools (KCS) in which KCS could provide land open to the community for recreation purposes and the parks and recreation departments could provide amenities and equipment and share maintenance costs. Opportunities to use school fields and facilities year-round should be considered.
- 19.4 Examine community-serving recreation needs before a decision is made to surplus or sell schools and school grounds.** For schools and park facilities that have been historically under-utilized or are in major disrepair, it would be of benefit for the departments to have an adopted policy for relinquishing properties that pose a significant liability. Once the property is liquidated, the funds should be used to acquire more land in areas that are deficient and are projected to have an increase in population and users. Occasionally, schools are made surplus property. The grounds of the schools are often a prime park asset to a neighborhood. The county should be allowed to consider the reuse of school properties for park purposes.
- 19.5 Partner with the Visit Knoxville Sports Commission and the Knoxville Chamber to promote the parks system.** Consider opportunities to utilize their marketing skills to promote tournaments, classes, and special events provided through the Parks and Recreation department.
- 19.6 Invest in programs such as Adopt-a-Park/Greenway to increase the number of volunteers who can contribute to facility maintenance.** Continue to work with groups to construct and maintain trails, such as mountain bike and scouting organizations.

20. Use the park system to promote goals for economic vitality, conservation of natural resources, and resiliency to natural hazards.

Goals addressed by this policy:



TO SUPPORT THIS POLICY:

20.1 Incorporate low-impact design techniques into new parks. Such techniques include native planting to reduce mowing and water requirements, rain gardens and cisterns to reduce and reuse water for irrigation, pervious paving to reduce stormwater runoff, and other energy saving and water conserving technologies.

20.2 Use park and greenway investments to attract development. Well-developed parks and greenways have been shown to increase values of adjacent properties. As part of a strategy for encouraging redevelopment or traditional neighborhood development, the county should consider investing in parks and greenways that make development more viable and attractive.

20.3 Grow Knox County as a place for a variety of sports tournaments. Knox County is already a regional destination for sports tournaments by virtue of the size and number of facilities relative to other counties. The county should continue to work with partners to grow its presence as a regional destination for sports such as soccer, baseball, football, and skateboarding.

21. Connect a system of greenways.

Goals addressed by this policy:



TO SUPPORT THIS POLICY:

21.1 Continue to fund strategic greenway expansions as part of the Capital Improvements Program. Build out the spines of the greenway network strategically through the CIP. Leverage grant opportunities and private development where possible.

21.2 Seek joint use easements for trail systems within existing and proposed drainage, utility, and right-of-way corridors. Easements set aside land where future greenways may be built and provide an opportunity for creating a better-connected system. The county should consider the easement width needed to provide a greenway trail as well as unique buffer, maintenance, and access needs of each opportunity.

21.3 Set aside rights-of-way or easements for future greenways as neighborhoods are planned. Require private development to build connections or provide easement/rights-of-way to connect existing and proposed trail corridors in UDO. Consider requirement to provide incentives for developer-built greenway trails in UDO.

22. Promote public access to and use of Knox County's waterways.

Goals addressed by this policy:



TO SUPPORT THIS POLICY:

22.1 Invest in providing access to public waterways. Include resources within parks and greenways funding allocations to improve access to public waterways for residents to enjoy water sports and connect with nature.

22.2 Expand the water trail system. Identify and promote a series of water trails in the county that connect public water access points, parks, and greenways.

23. Expand sources of funding for parks and greenways.

Goals addressed by this policy:



TO SUPPORT THIS POLICY:

23.1 Work with neighborhood associations and non-profits to coordinate trash pickup and general park maintenance. Form maintenance partnerships with groups such as Keep Knoxville Beautiful or other local organizations to defer maintenance costs and help to increase a sense of ownership of park facilities.

23.2 Consider establishing a capital fund for park acquisition and improvements. This program is particularly for park acquisition purposes in solving the close-to-home park deficiencies.

How to Use the Plan

The Comprehensive Plan is intended to be used on a regular basis as public and private decisions are made concerning development, redevelopment, capital improvements, economic incentives, and other matters affecting Knox County. The following is a summary of how decisions and processes shall align with the goals and actions of the Plan.

ANNUAL WORK PROGRAMS AND BUDGETS

Individual county departments, administrators, boards, and commissions should be cognizant of the recommendations of the Plan when preparing annual work programs and budgets.

DEVELOPMENT APPROVALS

Administrative and legislative approvals of development proposals, including rezonings and subdivision plats, should be a central means of implementing the Plan. Recommendations from staff and decisions by the Knoxville-Knox County Planning Commission and Knox County Commission shall reference relevant Comprehensive Plan recommendations and policies. The zoning code and subdivision regulations shall be updated in response to regulatory strategies presented in the Plan.

CAPITAL IMPROVEMENT PLAN

The county's formal Capital Improvement Plan should be consistent with the Comprehensive Plan's recommendations.

ECONOMIC INCENTIVES

All economic incentive programs should be reviewed to ensure consistency with the recommendations of the Plan.

PRIVATE DEVELOPMENT DECISIONS

Property owners and developers should consider the goals and strategies of the Plan in their land-use planning and investment decisions. Public decision-makers shall use the Plan as a guide in their development deliberations such as zoning matters and infrastructure requests. Property owners and developers should be cognizant of and design projects that complement the Plan's recommendations.

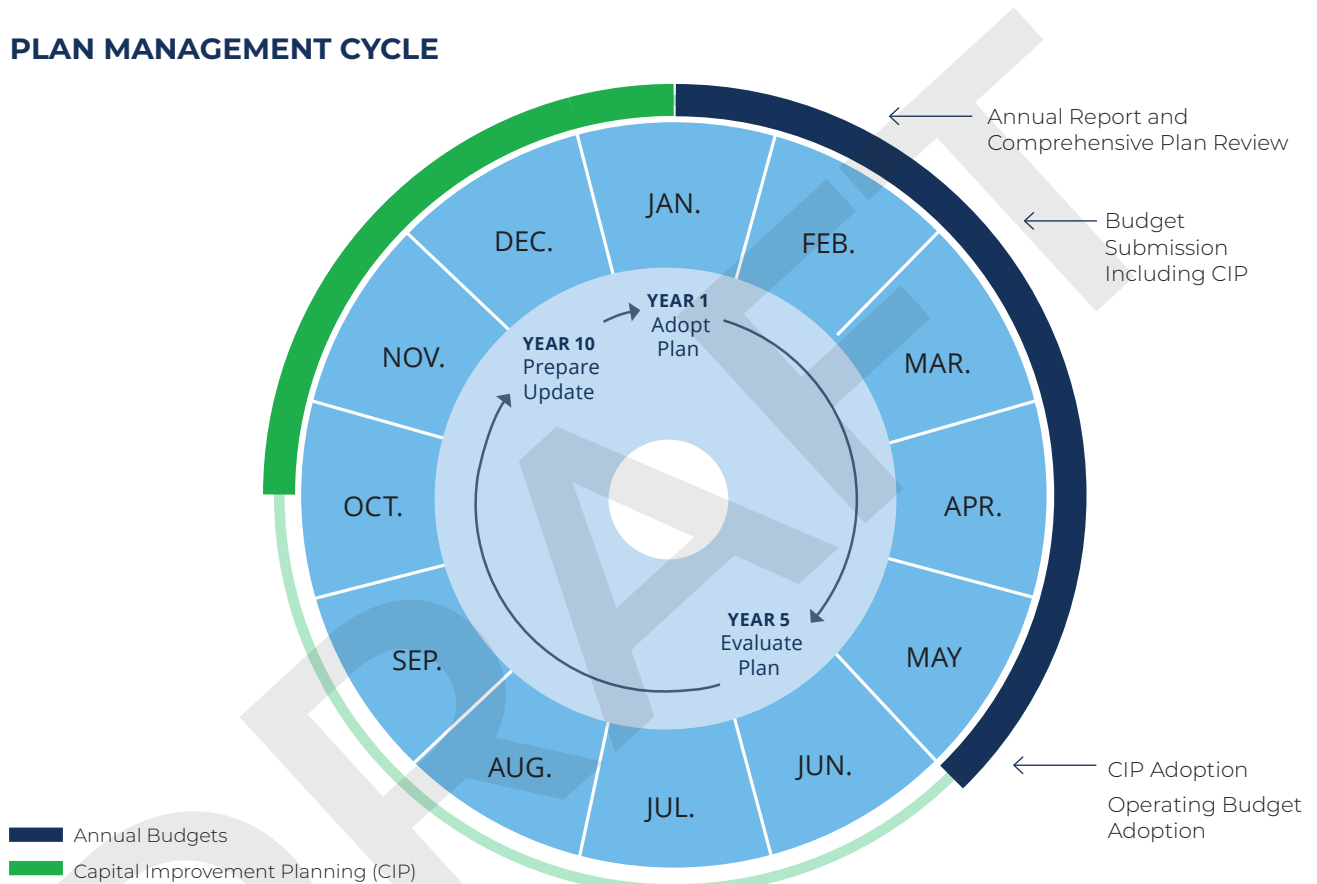
CONSISTENT INTERPRETATION

Knoxville-Knox County Planning will collaborate with all partners including staff and elected and appointed officials to ensure clear and consistent interpretation of the major items in the Plan.

Updating and Tracking

The diagram below illustrates the timeline that will be used for implementation and maintenance of the Comprehensive Plan. It also shows how major milestones are connected to annual county processes. The Plan should be assessed for progress and effectiveness according to this timeline. If changes or opportunities arise, those should be integrated into the management cycle.

PLAN MANAGEMENT CYCLE



ANNUALLY

- Prepare an assessment of what's been done to implement the Plan (annual progress report) and an assessment of where new development is happening
- Evaluate all rezonings that have been approved over the past year and assess whether amendments are needed to the Plan or FLUM to reflect recent development
- Reference the Plan while preparing departmental work programs, budgets, and capital improvements planning

FIVE YEARS

- Review the Plan for major updates at least once every five years, or as needed, based on annual reports and updates as determined by the Planning Commission
- Update the State of the County report (Appendix A)

TEN YEARS

- Schedule a major update to the Comprehensive Plan

Additional Implementation Actions

IM.1 Modify the process for plan amendments to support rezonings. Place types provide a degree of flexibility in terms of where they apply to specific sites and the specific types of development that are appropriate. However, there are inevitably instances where a property owner, or developer's wishes may be in conflict with the intent of this Plan. In that case, they will be required to request a plan amendment. That process should involve public input as part of the application prior to a public hearing.

The county or Planning Commission may initiate plan amendments at any time, but consideration of amendments from applicants is expected to occur quarterly.

IM.2 Provide ongoing staff training and continuing education opportunities. The Comprehensive Plan references many development concepts, programs, and policies. Staff should be supported in obtaining training to more effectively undertake the Plan's recommendations. Staff, Commissioners, and elected officials should conduct visits to other communities to observe examples first-hand.

IM.3 Prepare an implementation evaluation. On a regular basis, the county should review the Comprehensive Plan's accomplishments and effectiveness. This review should assess the Plan's actions listed in this chapter (completed, underway, ongoing, no longer relevant). A simple summary report could be prepared and shared with the Planning Commission that highlights progress and identifies potential plan updates.

IM.4 Update the State of the County report. On a regular basis, an update to the State of the County report (Appendix A) should be published. That report should compare changes that have taken place since this Plan's creation. A three- to five-year update interval may align with periods when new data are available from third party sources.

IM.5 Require staff reports to reference the Comprehensive Plan. All staff reports related to development applications, code amendments, rezonings, policy recommendations, annual work programs, and budgets will reference relevant Plan recommendations.

IM.6 Require applicants to reference the Comprehensive Plan. All requests to amend the Plan must provide justification for the changes as part of the application process.

Criteria for a plan update




If there is an obvious or significant error or omission in the Plan, or if two or more criteria apply, it may be appropriate to update the Plan:

















- Changes of conditions (such as surrounding land uses, zoning, uncontrolled natural forces/disasters, etc.)
- Introduction of significant new utilities or state/federal road projects that were not anticipated in the Plan and make development more feasible
- New data regarding trends or projections, population, or traffic growth that warrant reconsideration of the original Plan
- The proposed changes support the policies, goals, objectives, and criteria of the Plan

Summary of Actions

The following table summarizes the Plan's actions. For each action, the table indicates a status and identifies which county departments or other organizations are responsible for leading and supporting that action. The purpose of this summary is to aid in regular tracking and reporting progress.

ACTION STATUS





-  Ongoing (currently occurring on a repeating basis — has no end point)
-  Underway (begun, but not yet complete — has an end point)
-  Future (yet to be initiated)

Action	Status	Lead Entity	Supporting Entities
1.1 Create a Unified Development Ordinance.		EPW	Planning, Mayor's Office
1.2 Provide training for elected and appointed officials.		Planning	EPW
1.3 Modernize procedures in the zoning code.		EPW	Planning
2.1 Update or create buffer or transition standards.		Planning	EPW
2.2 Update landscaping, lighting, and off-street parking standards.		Planning	EPW
2.3 Provide protections for ridges, views, and open spaces.		Planning	EPW, Parks and Recreation
2.4 Create standards to encourage preservation of open space.		Planning	EPW
3.1 Identify and revise regulatory standards that are barriers for redevelopment.		Planning	EPW
3.2 Utilize financial incentive programs.		Industrial Development Board	Grants and Community Development, Planning
3.3 Partner to create a catalytic redevelopment project.		Industrial Development Board	Planning, EPW, Grants and Community Development
3.4 Develop a simpler permitting and review process.		EPW, Mayor's Office	Planning
3.5 Meet with key property owners.		Mayor's Office	EPW, Planning
4.1 Create new zoning districts to implement mixed-use place types.		Planning	EPW
4.2 Require pedestrian and vehicular connectivity with development.		EPW	Planning
4.3 Create incentives for more town center-style developments.		Industrial Development Board	EPW, Planning
5.1 Create one or more zoning districts that implement the Traditional Neighborhood place types.		Planning	EPW

Action	Status	Lead Entity	Supporting Entities
5.2 Create standards that encourage neighborhoods in certain place types to include a mix of housing types.	🌀	Planning	EPW
5.3 Establish measurable standards to define neighborhood character.	🌀	Planning	EPW
5.4 Provide site design flexibility for amenities.	🌀	EPW	Planning
6.1 Define and allow various forms of housing in the zoning code by right.	🌀	Planning, Planning Commission, County Commission	EPW
6.2 Allow the development of housing within commercial areas.	🌀	County Commission	EPW, Planning Commission, Planning
6.3 Identify areas for multifamily development that have the appropriate supportive infrastructure.	🌀	Planning, EPW	County Commission
6.4 Create parking standards that support mixed-use developments.	🌀	Planning, EPW	County Commission
6.5 Create incentives that promote attainable housing.	🌀	Planning	Grants and Community Development, EPW
7.1 Create a large-lot agricultural zone.	🌀	Planning, EPW	County Commission
7.2 Create standards to encourage conservation subdivisions.	🌀	Planning, EPW	County Commission
7.3 Create a conservation toolkit.	🌀	Planning	Legacy Parks, EPW, Foothills Land Conservancy
7.4 Establish scenic corridor overlay zoning.	🌀	Planning, EPW	County Commission
7.5 Identify and provide incentives to reestablish trees and woodlands.	🌀	EPW, County Commission	Planning
8.1 Create a historic property protection toolkit.	🌀	Planning	Knox Heritage
8.2 Provide technical assistance to property owners.	🔄	Planning	Knox Heritage
8.3 Collaborate with non-profits and property owners.	🔄	Planning	Knox Heritage
8.4 Update the historic resources inventory.	🌀	Planning	Knox Heritage
8.5 Create a demolition delay process.	🌀	EPW	Planning
9.1 Reinstate the Capital Utility Project group to increase coordination.	🌀	EPW	Planning, Knox County Schools, Utility providers, City and Town partners
9.2 Plan in advance for future infrastructure expansion to support anticipated growth and use incentives where appropriate.	🌀	EPW	Utility providers, City and Town partners, TDOT, TPO
9.3 Focus growth in areas already served by adequate infrastructure.	🌀	County Commission	EPW, Planning
9.4 Require that infrastructure improvement agreements are in place before submitting a final plat application.	🔄	EPW	Planning

Action	Status	Lead Entity	Supporting Entities
9.5 Avoid approving isolated developments where infrastructure is inadequate or not yet planned.	🌀	Planning Commission, County Commission	EPW, Planning
9.6 Align capital improvement projects.	🌀	EPW	County Commission
9.7 Establish typical road standards for collectors and arterials.	🌀	EPW	Planning
9.8 Establish annual coordination meeting.	🌀	Planning	EPW, Knox County Schools
10.1 Maintain regular coordination on facility planning.	🔄	EPW	Knox County Schools, City Engineering, Town of Farragut, Planning, Utility providers, TDOT
10.2 Use the Advance Knox fiscal impact tool to evaluate development impacts.	🔄	Planning	EPW
11.1 Evaluate new residential subdivisions to provide vehicle and pedestrian connections to adjacent subdivisions.	🌀	EPW	Planning
11.2 Limit the use of cul-de-sacs.	🌀	EPW	Planning
11.3 Create sidewalk standards according to place types.	🌀	EPW	Planning
12.1 Work with the TPO to regularly update the Regional Roadway Safety Action Plan and implement recommendations.	🌀	EPW	Planning, TPO
12.2 Update street standards.	🌀	EPW	Planning, TPO
12.3 Prioritize efforts to reduce roadway departures.	🌀	EPW	TPO
12.4 Update access management policies.	🌀	EPW	TPO
13.1 Collaboratively identify barriers to students being able to walk or bike to school in specific areas.	🔄	EPW, Knox County Schools	Planning, Health Department
13.2 Provide multimodal facilities and options consistent with corresponding place types.	🌀	EPW	Planning
13.3 Explore opportunities to expand mobility options to employment areas.	🌀	Knoxville Chamber	TPO
14.1 Invest in transportation efficiency.	🔄	EPW	TPO
14.2 Plan for improving network connectivity.	🔄	EPW	Planning
15.1 Maintain cost estimates for common transportation improvements in the county.	🌀	EPW	Planning
15.2 Work with partner agencies to ensure transportation investments are optimally designed to meet the needs of multiple stakeholders.	🌀	EPW	Knox County Schools, Parks and Recreation, Utility providers
16.1 Coordinate and target capital improvements.	🔄	EPW	County Commission
16.2 Develop and monitor land development trends.	🔄	Planning	EPW

Action	Status	Lead Entity	Supporting Entities
16.3 Monitor economic shifts.	🔄	Planning	Knoxville Chamber
17.1 Evaluate programs to grow existing businesses and industry.	🔄	Knoxville Chamber	Industrial Development Board
17.2 Invest in maintenance and improvement of natural areas and open spaces.	🔄	Parks and Recreation	EPW, Legacy Parks, Planning
17.3 Expand the workforce development pipeline.	🔄	Knoxville Chamber	ORNL and other major employers, Local colleges and universities
18.1 Meet national benchmarks for neighborhood, community, and county-wide park space.	🌐	Parks and Recreation	Legacy Parks, EPW, Planning
18.2 Routinely assess development patterns to identify areas that are underserved by parks.	🌐	Planning	Parks and Recreation, EPW
18.3 Plan for and acquire land for new community parks in areas that are underserved.	🔄	Parks and Recreation	Legacy Parks, EPW
19.1 Continue to partner with Legacy Parks to foster the creation of new parks and natural areas.	🔄	Parks and Recreation	Legacy Parks, EPW, Private property owners
19.2 Engage the non-profit sector, faith-based organizations, and state and federal agencies to expand accessible park spaces and amenities.	🌐	Parks and Recreation	EPW, TDEC, Legacy Parks, Private property owners
19.3 Investigate collaborative opportunities to share facilities between Knox County Schools and the public.	🌐	Parks and Recreation	Knox County Schools
19.4 Examine community-serving recreation needs before a decision is made to surplus or sell schools and school grounds.	🌐	Parks and Recreation	Knox County Schools, EPW
19.5 Partner with the Visit Knoxville Sports Commission and the Knoxville Chamber to promote the parks system.	🔄	Parks and Recreation	Visit Knoxville, Knoxville Chamber
19.6 Invest in programs such as Adopt-a-Park/Greenway to increase the number of volunteers who can contribute to facility maintenance.	🌐	KKB	Parks and Recreation, EPW
20.1 Incorporate low-impact design techniques into new parks.	🔄	Parks and Recreation	EPW
20.2 Use park and greenway investments to attract development.	🌐	Knoxville Chamber	EPW, Planning, Parks and Recreation, Legacy Parks
20.3 Grow Knox County as a place for a variety of sports tournaments.	🌐	Parks and Recreation	Visit Knoxville
21.1 Continue to fund strategic greenway expansions as part of the Capital Improvements Program.	🔄	EPW	Parks and Recreation
21.2 Seek joint use easements for trail systems within existing and proposed drainage, utility, and right-of-way corridors.	🔄	EPW	Planning, Parks and Recreation, Legacy Parks
21.3 Set aside rights-of-way or easements for future greenways as neighborhoods are planned.	🔄	EPW	Planning, Parks and Recreation

Action		Status	Lead Entity	Supporting Entities
22.1	Invest in providing access to public waterways.		Parks and Recreation	EPW, Legacy Parks
22.2	Expand the water trail system.		Parks and Recreation	EPW, Legacy Parks
23.1	Work with neighborhood associations and non-profits to coordinate trash pickup and general park maintenance.		KKB	EPW, Parks and Recreation
23.2	Consider establishing a capital fund for park acquisition and improvements.		Mayor's Office	Parks and Recreation, EPW

Full names of agencies and organizations referenced in Summary of Actions are defined below.

EPW: Knox County Engineering and Public Works
TPO: Knoxville Regional Transportation Planning Organization
TDEC: Tennessee Department of Environment and Conservation
ORNL: Oak Ridge National Laboratory
TDOT: Tennessee Department of Transportation
KKB: Keep Knoxville Beautiful

Place Type and Zoning Correspondence Matrix

DRAFT

Place Type Categories and Zoning

The matrix below describes the relationship between the existing zoning districts and the future land use place types in the Comprehensive Plan. Many place types could be implemented by multiple zoning districts based on their overall intent, primary and secondary uses, and building form, massing, or scale.

Four possible relationships between place types and zoning districts exist:

Directly related. The zoning district is appropriate to implement the place type.

Partially related. The zoning district may be appropriate, but with qualifications (such as a development plan with conditions).

Appropriate zoning district for any place type.

Not related / appropriate.

This matrix is a recommendation tool that identifies the relationship between the long-term scope of the Comprehensive Plan and the regulatory function of the Zoning Code. Other factors should be considered with any rezoning application such as the size of the site, environmental conditions on and near the site, and the character of adjacent place types, the potential for reuse or redevelopment under current zoning, and other policies. However, the existing zoning districts may not fully implement some of the place types recommended by the Comprehensive Plan. As part of the zoning code update, amended or new zoning districts may be proposed to align with the place types.

Review criteria for all rezoning amendment requests.

1. The applicant shall demonstrate that the proposed zoning amendment is consistent with the intent of the place type for the subject site, and reference the following attributes:

- a. Land Use Mix
- b. Housing Mix (if applicable)
- c. Building Form
- d. Transportation
- e. Open Space

2. The appropriateness of the proposed zoning amendment for a subject site shall be determined by based upon compliance with the place type description in addition to:

- a. Availability of public facilities and services to the subject site.
- b. Impacts on the public welfare of the proposed zoning district.
- c. Compatibility of the proposed zoning district with surrounding zoning districts and uses adjacent to the subject site.
- d. Other requirements as determined by the Zoning Code.

3. A request may be denied or approved with conditions if the proposed rezoning amendment is deemed inappropriate based upon place type description, other policies in the Comprehensive Plan, or other analysis of the request.

a. For example, conditions could restrict development until the surrounding transportation or utility infrastructure is sufficient to support development of the site under the new zoning.

Review criteria for zoning amendment requests where the proposed zoning district is partially related to the place type. These criteria are in addition to the list above. Applicants are required to have a pre-application meeting with staff to ensure one of the following criteria is met.

1. The proposed zoning district is consistent with the secondary uses of the subject site's place type. If the intent of the request is to create a supportive use described in the place type, then the applicant must explain how the request supports that outcome.
2. The proposed zoning district is compatible with the current zoning of adjacent sites.
3. The proposed zoning district is directly related to a place type that is adjacent to the subject site on the Future Land Use Map.

		EXISTING ZONING DISTRICTS																															
		RAE Exclusive Residential Zone	RA Low Density Residential Zone	RB General Residential Zone	PR Planned Residential Zone (1-2)	PR Planned Residential Zone (2-5)	PR Planned Residential Zone (5-9)	PR Planned Residential Zone (9-12)	PR Planned Residential Zone (12-24)	OS Open Space Zone	E Estates Zone	A Agricultural Zone	RP Rural Preservation Zone	CA General Business Zone	CB Business and Manufacturing Zone	SC Shopping Center Zone	CH Highway Commercial Zone	T Transition Zone	CR Rural Commercial Zone	CN Neighborhood Commercial Zone	OA Office Park Zone	OB Office, Medical, and Related Services Zone	OC Civic and Institutional Zone	BP Business and Technology Park Zone	EC Employment Center Zone	LI Light Industrial Zone.	I Industrial Zone	F Floodway Zone	HZ Historical Overlay Zone	TO Technology Overlay Zone	TC Town Center Zone	PC Planned Commercial Zone	
FUTURE LAND USE	Traditional Neighborhood		■	■	○	○	○	○	○	○	●							○		○		○	●						●	●			
	Corridor Mixed-use				○	○	○	○	○	○	●			○			○				■	■	●						●	●		■	○
	Town Center Mixed-use			○	■	○	○	○	○	○	●											○	●						●	●		■	○
	Suburban Residential	■	■			○	○	○	○		●													●					●	●			
	Suburban Mixed Residential	○	■	■	○	○	○	○	○		●							○		○		○	●						●	●			
	Corridor Commercial			○			○	○		●				■	○	■	■				○		■	●					●	●			■
	Business Park									●												■	○	●	■	■	○		●	●			○
	Rural Living				○	○				●	■	■	■								○	○		●					●	●			
	Rural Conservation				○	○				●		■									○			●					●	●			
	Rural Crossroads									●									■	○			●						●	●			
Rural Agriculture		○									○	■	■																				
Civic and Institutional									●		○										○	○	●					●	●			○	
Parks and Open Space									●		●												●					●	●				
Mining and Heavy Industrial									●		○												●			○	■	●	●				