



TO: Knoxville-Knox County Planning Commission
FROM: Jessie Hillman, AICP | Principal Planner
DATE: February 25, 2025
SUBJECT: 3-A-25-OYP: 2025 One Year Plan Update; Agenda Item #8

STAFF RECOMMENDATION

Approve an amendment to the One Year Plan to remove duplexes from the Location Criteria section in Chapter 2: *Development Policy*.

BACKGROUND

The One Year Plan was adopted by referendum in 1982. Its purpose is to strengthen the relationship between planning and zoning. Previously, sector plans served as guides for zoning, but conformance to the plans was not required. That changed with the One Year Plan Charter. The City Charter – Article VIII, Section 801 – requires the annual preparation and adoption of the One Year Plan for the entire City.

BASIS FOR 2025 UPDATE

The sole proposed revision to the 2025 One Year Plan pertains to the location criteria for duplexes in Chapter 2: *Development Policy*. Staff were instructed by the Planning Commission to review this section of the One Year Plan at the January 9, 2025 meeting in response to a staff recommendation of denial for a duplex. When duplexes are reviewed as a [Special Use](#) by the Planning Commission, they are required to be consistent with adopted plans and policies (Article 16.2.F.1). This includes the [2024 One Year Plan](#), which currently requires one of the following conditions to be met:

- The proposed site is located on a collector street.
- Development of the duplex would provide a desirable buffer between residential and non-residential areas.
- The site is in an area having a gross density exceeding 5 dwelling units per acre.
- The site is in an area which has experienced significant loss of housing but is still desirable for residential use.
- The site is a part of a planned residential development.
- Conversion of a detached house into a duplex should be permitted where the structure meets the location criteria listed above and does not require significant variances from the provisions of the zoning ordinance.
- Duplexes should be encouraged in areas designated as appropriate for medium density housing.
- Duplexes may be used in some instances as buffers between detached housing areas and more intense non-residential uses.

These criteria can affect staff's ability to recommend Special Use approval of duplexes that otherwise meet review criteria and the development policies in the General Plan and sector plans. Duplexes are an integral way to diversify housing options in the City of Knoxville. They currently comprise only 2.6% of the

City's housing stock, compared to the 53.6% that are detached single-family homes, according to the Missing Middle Housing Scan conducted in 2022.

RELATIONSHIP OF ONE YEAR PLAN TO OTHER ADOPTED PLANS

The One Year Plan is a tool to align zoning with the City's sector plans, which are elements of the General Plan. These plans are intended to provide policy guidance on long- and mid-range development issues, and they serve as a guide in the development of the One Year Plan.

The policies and general location criteria in the sector plans are provided in the [future land use classes](#). For example, the LDR (Low Density Residential) land use classification is described as primarily residential in character with a density of less than 6 dwelling units per acre. The description specifically includes detached single-family dwellings and duplexes as the intended housing forms in a residential neighborhood context. A duplex is consistent with the LDR description and is identified as one of the primary uses.

The LDR land use location criteria emphasizes that these areas be protected from through traffic by avoiding direct access to major collectors or arterial streets. This is in direct conflict with one of the duplex location criteria within the One Year Plan – that they be located on a collector street. The other LDR location criterion is that such areas be buffered from incompatible land uses. The allowance of a duplex is not in conflict with the LDR land use classification.

The General Plan's Development Policies provide guidance for land use decisions within the City of Knoxville. The allowance of a duplex is not in conflict with any General Plan policies. For example, Policy 9, Build Sustainable Neighborhoods, is the most applicable policy regarding a duplex. Policy 9.3 calls for ensuring that the context of new development, including scale and compatibility, does not impact existing neighborhoods and communities. Duplexes are of a similar scale as a single-family home and are therefore consistent with this policy.

The City's current Zoning Ordinance was adopted in January 2020 and includes principal use standards specifically for duplexes (Article 9.3.J), which did not exist in the previous zoning ordinance. Design criteria require the incorporation of porches or stoops, specific guidelines for front loaded garages, and a minimum amount of fenestration. These design criteria help to ensure duplexes fit into surrounding neighborhoods.

CHANGES IN POLICY SINCE THE ADOPTION OF THE ONE YEAR PLAN

The City's [Housing Strategy Update](#), published in 2024, identifies land use policy change as an important avenue to meet housing needs and drive down the cost of development. The strategic plan specifically promotes Middle Housing, which are house-scale buildings that have more than one unit in them, as an approach to diversify and increase the City's housing stock. Removing the land use criteria as a barrier to duplex development could also aid in this effort.

CONCLUSION

The One Year Plan is updated on an annual basis to provide a guide to community growth, preservation and enhancement that is reflective of current conditions. Removing the duplex location criteria will foster more even-handed reviews of this housing form moving forward. The location criteria for duplexes in the One Year Plan are not reflective of any objectives, principles or policies in the General Plan or the sector plans. This is counter to the purpose of the One Year Plan to align zoning with these comprehensive plans, and the criteria should be removed.

2025 ONE YEAR PLAN



2025 ONE YEAR PLAN

The City of Knoxville, Tennessee



Planning
KNOXVILLE | KNOX COUNTY

2025 ONE YEAR PLAN

Draft 1

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CHAPTER 1

INTRODUCTION

On November 2, 1982, Knoxville voters approved by referendum a revision of the City Charter which strengthened the relationship between planning and zoning.

The Charter—Article VIII, Section 801—requires that future zoning in the city conform to the community’s comprehensive development plans. Previously, plans were guides for zoning, but conformance to the plans was not legally required.

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

ONE YEAR DEVELOPMENT PLAN

The One Year Plan is a tool to align the sector plans with the City’s zoning.

The Charter states [Article VIII, Section 801 (A)]:

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

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

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

SECTOR PLANS

Sector plans are a series of plans which provide policies and recommendations on land use, transportation, and public facilities for the twelve geographic sectors of Knoxville and Knox County, for planning periods of five and fifteen years. The sector plans are elements of the General Plan. Many of them incorporate small area plans and/or corridor plans – the results of study by planning staff. Sectors are not divided along city-county boundary lines, so there are small pockets of land that are incorporated into the City of Knoxville but are in a County sector.

The following sector plans were used in preparing the One Year Plan:

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



The One Year Plan implements the listed long-range plans in an evolutionary manner. It balances the goals and objectives of long-range plans against the realities of existing land uses and zoning.

In some cases, planning staff makes recommendations to revise the One Year Plan map boundaries for each land use class as sector plan maps are amended.

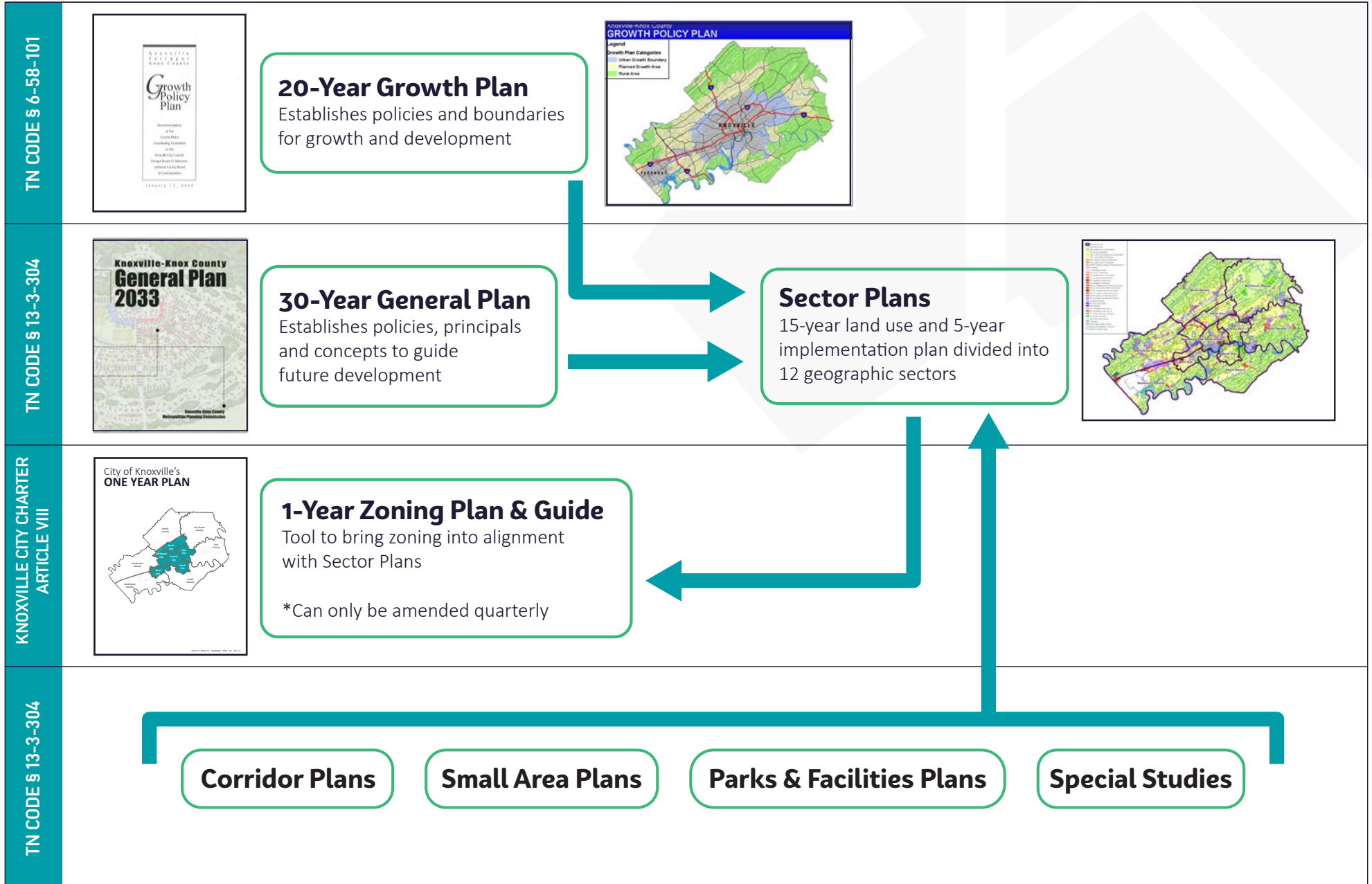
EFFECT ON EXISTING ZONING

Staff utilizes the One Year Plan as a tool when reviewing rezoning and sector plan amendment applications. Future zoning changes must conform to the plan or meet the criteria for an amendment. In addition, the plan may propose amendments to the zoning ordinance text and zoning map to bring them into conformance.

PLAN UPDATES

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

Knoxville Relationship of Adopted Plans



PLAN AMENDMENTS

The Charter states [Article VIII, Section B (2)]:

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

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

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

Plan amendment studies will be conducted when authorized by either the Planning Commission or City Council. Individual requests for plan amendments may be made by filing a One Year Plan amendment request and paying the appropriate fees at the Knoxville-Knox County Planning office. Applications for One Year Plan amendment requests will be heard at the Planning Commission’s April, July, October, and January monthly meetings. Postponements may be heard at the next regularly scheduled meeting. Planning staff will conduct a study of the area and the land use issues involved.

One Year Plan Amendment Process

Amendments are only considered at January, April, July, and October Planning Commission meetings.



- In addition to being approved or denied, a case may also be postponed, tabled, or withdrawn.

- Whether the case is approved, approved with conditions, or denied, the applicant or any other resident interested in the case may appeal the decision to City Council or court.

Amended proposals for plan amendments or general rezonings will not be acted upon at the final adoption stage of the process: Amended proposals will be postponed until adequate public notice is posted and the staff has had time to review the proposal and develop a recommendation.

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

Right of appeal of the Planning Commission's action: Any person who feels grieved by the action of the Commissions regarding a request for a plan amendment study has the right to file an appeal within fifteen days after action. This appeal will be heard by City Council.

Denial of a request for a plan amendment study or denial of a plan amendment study: A new application for the same proposal shall not be accepted for a period of one year after the date of denial of such a proposal. However, where denial is appealed and the proposal is referred back to the Commission by the City Council with a request for further study, such proposal may be reconsidered. During the annual update process, requests for plan amendment studies from the previous twelve months may be reconsidered. If a Planning Commission approval is overturned by the legislative body, the one-year rule shall apply.

ACCEPTABLE REASONS FOR AMENDMENTS DURING ANNUAL UPDATES

Acceptable reasons for amendments during annual updates fall into five criteria. These measures were established to provide a comprehensive approach to the process and are based on the warranted circumstances listed above. The five criteria represent changes intended:

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

CHAPTER 2

DEVELOPMENT POLICY

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

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

The zones are described in more detail in the [Knoxville Zoning Ordinance](#), and Articles 4 – 8 contain descriptions and requirements for all of the City's zoning districts.

AGRICULTURAL CLASSIFICATION

THE INTENT OF THIS CLASSIFICATION IS TO PROVIDE AREAS FOR AGRICULTURAL USES THROUGH PRESERVATION OF LANDS BEST SUITED FOR AGRICULTURAL PURPOSES, WHILE MINIMIZING THE ADVERSE IMPACT ON ADJACENT LANDS.

AGRICULTURAL (AG)

Areas designated for agricultural uses will generally be rural and agricultural in character, and include farms and large tracts of undeveloped land.

Location Criteria:

- Land where soils are designated prime or locally important by the U.S. Department of Agriculture
- Farms and large tracts of undeveloped land
- Rural areas prime for conservation such as forests, moderate and steep slopes, riparian areas and historic and cultural sites

Permitted Zoning Districts

- Areas should be zoned AG, which allows single family dwelling uses with a minimum lot size of 5 acres, or OS, which does not allow residential uses

RESIDENTIAL CLASSIFICATIONS

THE INTENT OF THIS CLASSIFICATION IS TO PROVIDE ALL PERSONS THE OPPORTUNITY TO RESIDE IN A SUITABLE LIVING ENVIRONMENT, PROVIDE A VARIETY OF HOUSING TYPES AND LOCATE HOUSING DENSITIES BASED ON SERVICE AVAILABILITY, PROXIMITY TO ACTIVITY AREAS, ACCESS, AND NATURAL LIMITATIONS OF THE LAND.

LOW DENSITY RESIDENTIAL (LDR)

This development is primarily residential in character at a density of less than 6 dwelling units per acre. This type of residential development includes detached single-family dwellings and duplexes. The primary residential pattern should be neighborhoods. The main neighborhood form should be detached residential development that is of sufficient size and design to promote neighborhood formation and land use stability.

Location Criteria

- Protected from through traffic by avoiding direct access to major collectors or arterial streets
- Buffered from incompatible land uses

Permitted Zoning Districts

- Areas should be zoned AG, EN, RN-1 or RN-2 as appropriate and provided for under the Knoxville Zoning Ordinance

MEDIUM DENSITY RESIDENTIAL (MDR)

Such land uses are primarily residential in character with a density ranging from 6-24 dwelling units per acre. Major land uses within this class include detached single-family dwellings, duplexes, townhouses and attached multi-family dwellings. Provision of on-site recreation and open space should be required.

Location Criteria

- Near community activity centers, including uses such as schools and colleges, parks and community commercial/office nodes
- As transitional area between more intensive non-residential uses and low density residential neighborhoods
- Site with less than 15% slopes
- On collector or arterial streets
- Along or near corridors that are served by or proposed to be served by transit, with densities proposed to be above 12 dwelling units per acre, and to be served by sidewalks

Permitted Zoning Districts

- Areas should be zoned RN-3, RN-4 and RN-5 as appropriate and provided for under the Knoxville Zoning Ordinance
- RN-1 and RN-2 may also be considered

HIGH DENSITY RESIDENTIAL (HDR)

This development is defined as primarily residential in character with a density greater than 24 dwelling units per acre. Primary land uses included in this class are medium- and high-rise attached multi-family developments. There should be an emphasis on aesthetics, open space, and recreation in planning such developments.

Location Criteria

- Locate near employment centers and major retail shopping districts
- On major collectors or arterial streets
- Locations should be convenient to highways, central business districts, or other major activity centers
- Site with less than 10% slopes

- Along corridors with transit and sidewalks

Permitted Zoning Districts

- Areas should be zoned RN-5, RN-6, RN-7 or DK as appropriate and provided for under the Knoxville Zoning Ordinance.
- RN-1, RN-2, RN-3 and RN-4 may also be considered

TRADITIONAL NEIGHBORHOOD RESIDENTIAL (TDR)

This development is primarily residential and is characterized by neighborhoods with a mix of detached and attached houses, sidewalks, smaller lots and alleys. Densities in the range of 4 to 8 dwelling units per acre are typical.

Location Criteria

- Neighborhoods where lots are typically less than 50 feet wide, and usually have sidewalks and alleys
- This area is essentially the 19th and early 20th century grid street neighborhoods, mostly located south of I-640

Permitted Zoning Districts

- Areas should be zoned RN-1, RN-2, RN-3, or RN-4 as appropriate and provided for under the Knoxville Zoning Ordinance

COMMERCIAL AND OFFICE CLASSIFICATIONS

THE INTENT OF THESE CLASSES IS TO ENSURE AN ADEQUATE SUPPLY OF SUITABLE LAND FOR PRESENT AND FUTURE ECONOMIC DEVELOPMENT, PROVIDE FOR EFFICIENT AND HARMONIOUS DISTRIBUTION OF COMMERCIAL AND OFFICE SERVICES, AND SUPPORT A VARIETY OF COMMERCIAL TYPES FOR NEIGHBORHOOD, COMMUNITY, AND REGIONAL NEEDS. COMMERCIAL ACTIVITIES SHOULD BE LOCATED ON SITES THAT ARE PHYSICALLY SUITABLE, ACCESSIBLE AND ADEQUATELY SERVED BY UTILITIES THAT WILL MINIMIZE ADVERSE EFFECTS ON LAND USE PATTERNS AND TRANSPORTATION SYSTEMS. LOCATION CRITERIA SHOULD CONSIDER COMMERCIAL COMPOSITION, SCALE AND INTENSITY.

GENERAL COMMERCIAL (GC)

This class provides locations for retail and service-oriented commercial activities. It is generally intended to provide a full range of goods and services at the community or regional scale.

Location Criteria

- Commercial sites should be relatively flat, regular in shape, and of sufficient size
- Locate commercial activities on arterial and collector streets; however, their placement should not significantly reduce the proper functioning of the transportation system
- Easily served by utilities and other support services
- Compatible with adjacent land uses. Use of transitional land use classes such as HDR, MDR, MDR/O, and O should be considered as a buffer between GC and residential uses to create more harmonious relationships and increase compatibility
- Control linear commercial development to prevent traffic congestion and commercial encroachment into residential areas
 - New linear development should be permitted only on arterials where it is compatible with road design and adjacent land use
 - Redesign existing linear development to improve its functioning, especially in coordination with street improvements
 - Only commercial uses requiring high accessibility or otherwise unsuited to “cluster” type development should be allowed to locate in a linear fashion

Permitted Zoning Districts

- Areas should be zoned O, OP, C-G, C-H, or C-R as appropriate and provided for under the Knoxville Zoning Ordinance

NEIGHBORHOOD COMMERCIAL (NC)

This classification includes retail and service-oriented uses that are intended to provide goods and services for the day-to-day needs of households within a ½ mile radius.

Location Criteria

- Locate on arterial and collector streets on sites that result in minimal negative impacts on adjacent properties
- Limit the size of neighborhood commercial areas to 5 acres or less, depending on site characteristics
- New neighborhood commercial should not be zoned for or developed within 1/2 mile of existing commercial development that features sales of day-to-day goods and services
- Automobile-oriented uses (e.g. gas stations or convenience stores) should be located on arterial streets at the edge of neighborhoods

Permitted Zoning District

- Areas designated for Neighborhood Commercial (NC) use should be zoned C-N as appropriate and provided for under the Knoxville Zoning Ordinance

COMMUNITY COMMERCIAL (CC)

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

Location Criteria

- Locate community-serving commercial development on major collector and arterial streets
- Sites should be relatively flat (under 10 percent slope) and with enough depth to support shopping center and ancillary development

- Vehicular and pedestrian connections should be accommodated between different components of the district. (e.g. between stores, parking areas and out-parcel development)
- Infrastructure should include adequate water and sewer services, and major arterial highway access
- Develop community commercial areas providing a wide range of goods and services to accommodate the majority of consumer needs within major geographic sectors of the community
- Control the formation of new community commercial areas to ensure the balanced distribution of commercial services throughout the metropolitan area

Permitted Zoning Districts

- Areas should be zoned O, C-N, C-G, or C-H as appropriate and provided for under the Knoxville Zoning Ordinance

REGIONAL COMMERCIAL (RS)

This land use includes retail and service-oriented development that meets the needs of residents across Knox County and surrounding areas. Development typically exceeds 400,000 square feet; “big box” retail, malls and “lifestyle centers” are examples of regional-oriented commercial uses.

Location Criteria

- Sites should be relatively flat (under 10 percent slope) and with enough depth to support shopping center and ancillary development
- Vehicular and pedestrian connections should be accommodated between different components of the district (e.g., between stores, parking areas and out-parcel development)
- Water, sewer, natural gas utilities and stormwater systems should be capable of handling the development
- Locate region-serving commercial development on arterial streets in locations which are easily accessible to the interstate system. Development sites should be sufficient in size to permit future expansion

- Regional commercial development should be limited and carefully located to avoid market over-saturation and conflict with the central business district

Permitted Zoning Districts

- Areas should be zoned OP, C-H-C-R, or I-MU as appropriate and provided for under the Knoxville Zoning Ordinance

OFFICE (O)

This class is primarily intended for business and professional offices and office parks. In some cases, areas suitable for office development may also be deemed suitable for medium density residential uses.

Location Criteria

- Low intensity business and professional offices (less than three stories) may be transitional uses from commercial or industrial uses to neighborhoods
- Generally level sites (less than 15% slope)
- Access to major collector or arterial streets, particularly within one-quarter mile of such thoroughfares
- Integrate office uses with commercial uses in the design of major development centers.
- Low intensity office uses may be permitted as a transitional use adjacent to Community and Neighborhood Commercial areas
- Locate high intensity office uses (development that is four or more stories) within the central business district or within close proximity to arterial/ freeway interchanges or be served by transit

Permitted Zoning Districts

- Areas should be zoned O or OP as appropriate and provided for under the Knoxville Zoning Ordinance

MEDIUM DENSITY RESIDENTIAL/OFFICE (MDR/O):

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

Location Criteria

- The same locational criteria apply as in Medium Density Residential (MDR)

Permitted Zoning Districts

- Areas designated Medium Density Residential/Office (MDR/O) should be zoned RN-3, RN-4, RN-5, RN-6, or O as appropriate and provided for under the Knoxville Zoning Ordinance
- RN-1 and RN-2 may also be considered

TECHNOLOGY PARK (TP)

This land use primarily includes offices and research and development facilities. The target area for such development has been the Pellissippi Technology Corridor. Additional districts could be created in other areas of the City or County. The development standards that are adopted by the Tennessee Technology Corridor Development Authority should be used for such districts.

Location Criteria

- Within the Technology Corridor or subsequent areas designated for Technology Park development.
- Sites near freeway interchanges or along major arterials
- Water, sewer and natural gas utilities available

Permitted Zoning Districts

- Areas should be zoned OP or I-RD as appropriate and provided for under the Knoxville Zoning Ordinance

INDUSTRIAL AND EMPLOYMENT CENTER CLASSIFICATIONS

THESE CLASSES ARE INTENDED FOR THE MANUFACTURING, ASSEMBLING, FABRICATION, WAREHOUSING AND DISTRIBUTION OF GOODS. LIGHT AND HEAVY INDUSTRIAL CLASSES ARE DISTINGUISHED BY THE RANGE OF PERMITTED USES AND THEIR POTENTIAL FOR RESULTING IN ADVERSE OFF-SITE IMPACTS.

LIGHT INDUSTRIAL (LI)

Typically consists of older industrial areas used for the light manufacturing, assembling, warehousing and distribution of goods. Light industrial uses include such manufacturing as assembly of electronic goods and packaging of beverage or food products. Substantial landscaped buffers are expected between uses of lesser intensity, particularly residential, office and agricultural uses.

Location Criteria

- Existing industrial areas
- Within one mile of an interstate interchange with access via arterial or major collector streets

Permitted Zoning Districts

- Areas designated for LI (Light Industrial) use should be zoned I-MU, I-RD, or I-G

HEAVY INDUSTRIAL (HI)

This classification typically consists of older industrial areas used for the heavy manufacturing and assembling of goods. Heavy industrial uses include processes used in the production of steel, automobiles, chemicals, cement, and animal by-products and are viewed as clearly not compatible with areas designated for residential, institutional, office and retail uses. Substantial landscaped buffers are expected between uses of lesser intensity, particularly residential, office and agricultural uses.

Location Criteria

- Existing industrial areas
- Within one mile of an interstate interchange with access via arterial or major collector streets

- Sites are relatively flat and require minimal physical alteration
- Sites are large enough to accommodate buildings, building setbacks, and parking lots, and are regular in shape and sufficiently large for the proposed activity
- Accessible to arterial streets and, where appropriate, to rail lines
- Not accessible by residential streets
- Served or can be served adequately by utilities (power, water and waste disposal facilities)
- Developable in a manner compatible with adjacent existing or proposed land uses
- Locate industrial parks where there will be no significant adverse impacts on areas designated for residential use
- Locate new industrial development primarily in industrial parks or other suitably planned settings of ten acres or greater
- New industrial development outside of industrial parks or planned settings should occur only within existing zoning or adjacent to existing industrial areas

Permitted Zoning Districts

- Areas should be zoned I-H or I-G as appropriate and provided for under the Knoxville Zoning Ordinance

MINING (HIM)

Quarry operations and asphalt plants are a particular form of heavy industrial use and are generally located in rural areas. Substantial landscaped buffers are expected between uses of lesser intensity, particularly residential, office and agricultural uses.

Location Criteria

- Locate mining operations on sites in existing industrial areas
- Within one mile of an interstate interchange with access via arterial or major collector streets

Permitted Zoning District

- Areas should be zoned I-H as appropriate and provided for under the Knoxville Zoning Ordinance

BUSINESS PARK TYPE 1 (BP-1)

Primary uses are light manufacturing, offices and regionally-oriented warehouse/ distribution services in which tractor-trailer transportation is to be a substantial portion of the operations. Substantial landscaped buffers are expected adjacent to uses of lesser intensity, particularly residential, office and agricultural uses.

Location Criteria

- Relatively flat sites (predominant slopes less than 6 percent) out of floodplains
- Relatively large sites (generally over 100 acres)
- Away from low and medium density areas or where truck traffic would have to go through such areas
- Areas with freeway and arterial highway access (generally within two miles of an interchange)
- Rail access is a consideration
- Can be served with sanitary sewer, water and natural gas

Permitted Zoning Districts

- Areas should be zoned OP, I-MU, or I-RD as appropriate and provided for under the Knoxville Zoning Ordinance

BUSINESS PARK TYPE 2 (BP-2)

Primary uses are light manufacturing, offices, locally oriented warehouse and distribution services, large-scale research and development facilities, office developments, and office parks/campuses. Retail and restaurant services, developed primarily to serve tenants and visitors to the business park

can be considered. Substantial landscaped buffers are necessary between uses of lesser intensity, particularly residential, office and agricultural uses.

Location Criteria

- Relatively flat sites (predominant slopes less than 6 percent) out of floodplains
- Relatively large sites (generally over 100 acres)
- Away from low and medium density areas or where truck traffic would have to go through such areas
- Areas with freeway and arterial highway access (generally within two miles of an interchange)
- Rail access is a consideration
- Can be served with sanitary sewer, water and natural gas

Permitted Zoning Districts

- Areas should be zoned OP or I-RD, or I-MU as appropriate and provided for under the Knoxville Zoning Ordinance

CIVIC/INSTITUTIONAL, PARKS, AND OPEN SPACE CLASSIFICATIONS

THE INTENT OF THESE CLASSIFICATIONS IS TO PROVIDE FOR AREAS OF RECREATION, CIVIC ENGAGEMENT, EDUCATION, HEALTH, SOCIAL SERVICES AND OTHER PUBLIC AND QUASI-PUBLIC ENTITIES PROVIDING CIVIC USES. CONSIDERATION IS GIVEN TO PUBLIC SITES FOR PROPOSED CHANGES TO THE ADOPTED PLAN. PUBLIC SITES WHICH MAY AFFECT OR BE AFFECTED BY OTHER LAND USES IN THE VICINITY SHOULD BE IDENTIFIED WITH THE INTENT TO PROTECT PUBLIC INVESTMENT IN A SITE FROM ENCROACHMENT OF INCOMPATIBLE ACTIVITIES. THE POLICIES LISTED BELOW SHOULD BE FOLLOWED IN MAKING DECISIONS CONCERNING THE EXPANSION, RELOCATION AND DEVELOPMENT OF NEW PUBLICLY OR PRIVATELY OWNED INSTITUTIONAL USES.

CIVIC/INSTITUTIONAL (CI)

This land use classification consists of land used for major public and quasi-public institutions, including schools, colleges, the university, churches, correctional facilities, hospitals, utilities and similar uses.

Location Criteria

- Existing public uses other than parks and greenways
- Quasi-public uses of 2 acres or more

Permitted Zoning Districts

- Areas designated Civic/Institutional (CI) should be zoned INST as appropriate and provided for under the Knoxville Zoning Ordinance

PUBLIC PARKS AND REFUGES (PP)

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

Location Criteria

- Location criteria is not needed relative to large components of the park system, like community, district, and regional parks and refuges – these areas are generally established

through capital expenditures of land transfers from state or federal governments. More detailed criteria are discussed relative to the type of park later in this chapter

- Neighborhood parks, squares and commons should be within ¼ mile of residents in the traditional residential areas (particularly the 19th and early 20th century grid street neighborhoods of Knoxville) and within ½ mile of residents within the balance of the city and county’s Planned Growth area
- Greenways should be located along or within the flood plains of streams and rivers/reservoirs
- Other potential locations include ridges and utility corridors

Permitted Zoning Districts

- Areas should be zoned OS or NA as appropriate and provided for under the Knoxville Zoning Ordinance

OTHER OPEN SPACE (OS)

Primary uses in this designation are cemeteries, private golf courses and other similar uses. Open space areas should serve as buffers or conservation and recreation areas.

Location Criteria

- Areas possessing either topographical or environmental features that would limit intensive development
- Existing cemeteries, private golf courses, and private open spaces

Permitted Zoning Districts

- Areas should be zoned AG, OS, or NA as appropriate and provided for under the Knoxville Zoning Ordinance

WATER (W)

These are areas designated to protect river and creek channels and flood plains from development that would appreciably increase flood heights and flood damage. Generally, no structures or uses

should be permitted within the floodway that would alter a stream’s character and ability to carry floodwaters.

Location Criteria

- Rivers and TVA Reservoirs such as the French Broad River, Holston River, Tennessee River (Fort Loudoun Lake), and Clinch River (Melton Hill Lake)
- FEMA designated floodways

Permitted Zoning District

- Areas should be in the F overlay zone in the City of Knoxville

RIGHTS OF WAY (ROW)

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

- Areas designated Rights-of-Way (ROW) may be zoned any zone as appropriate in the City of Knoxville

HILLSIDE PROTECTION (HP)

This classification is used to identify and protect hillsides, ridges and similar features that have a slope of 15 percent or more.

- Areas designated Hillside Protection on the Hillside and Ridgetop Protection Plan should be in the HP Overlay Zoning District in the City of Knoxville

STREAM PROTECTION (SP)

Typically, these are areas which are subject to flooding. Such areas are designated by FEMA as the floodway, which carries the significant portion of stormwater, as well as the 100-year and 500-year flood fringe, which the City governs with various stormwater regulations.

- Areas designated Stream Protection may be in any zone as appropriate in the City of Knoxville

MIXED USE CLASSIFICATIONS

MIXED USE NEIGHBORHOOD CENTER (MU-NC)

This land use is the least intense of the mixed use classifications. It is intended for medium density mixed use development with housing densities of 6 to 12 dwelling units per acre. The buildings of these centers should be designed with a residential character and scale to serve as a complement to the surrounding neighborhoods.

Location Criteria

- Currently served or proposed to be served by sidewalks and transit
- At the intersection of a local street and thoroughfare
- Flat terrain (slopes generally less than 10 percent)
- Do not include auto or truck-oriented uses, industrial, strip commercial or warehouse/distribution uses, unless the proposal calls for a redevelopment of such areas
- Adjacent to low or medium density residential uses

Permitted Zoning Districts

- Areas should be zoned O or C-N as appropriate and provided for under the Knoxville Zoning Ordinance

MIXED USE COMMUNITY CENTER (MU-CC)

These centers are envisioned to be developed at a moderate intensity with a variety of housing types. The core of the district, with its predominant commercial and office uses, should be within ¼ mile of the higher intensity residential uses (such as townhouses and apartments). The district should be located within a ¼-mile radius of an intersection of the thoroughfare system (a collector/arterial or arterial/arterial intersection). In addition to sidewalks, the district should be served by transit. Redevelopment of vacant or largely vacant shopping centers are considerations for these centers. This class includes high density mixed use development with housing densities of 6 to 24 dwelling units per acre.

Location Criteria

- Flat terrain (slopes generally less than 10 percent)
- Are currently served by or planned to be served by sidewalks, transit, and be located near a major arterial or interstate highway
- This location does not include auto and truck-oriented uses or industrial, strip commercial or warehouse/distribution uses, unless the proposal calls for a redevelopment of such areas
- Within ¼ mile radius of an intersection of the thoroughfare system (collector/arterial or arterial/arterial) intersection
- The commercial/office core of MU-CC areas should be within ¼ mile of higher intensity residential uses (e.g., townhouses and apartments)

Permitted Zoning Districts

- Areas should be zoned O, C-G, or C-H as appropriate and provided for under the Knoxville Zoning Ordinance

MIXED USE REGIONAL CENTER (MU-RC)

These are envisioned to be highest intensity mixed use centers with housing densities over 24 dwelling units per acre. Downtown Knoxville’s Central Business District is a regional mixed use center.

Location Criteria

- Flat terrain (slopes generally less than 10 percent)
- Are currently served by or planned to be served by sidewalks and transit
- The classification does not include auto and truck-oriented uses or industrial, strip commercial or warehouse/distribution uses, unless the proposal calls for a redevelopment of such areas
- On a major arterial, adjacent to an Interstate highway or adjacent to downtown

Permitted Zoning Districts

- Areas should be zoned OP, C-G, C-H, C-R, or DK as appropriate and provided for under the Knoxville Zoning Ordinance

MIXED USE URBAN CORRIDOR (MU-UC)

This land use consists of urban streets that have potential for redevelopment and vertical mixed uses such as shops on the ground level and apartments above. Commercial cores or nodes should be created along these corridors. Nodes should not be more than 4 blocks.

Location Criteria

- Corridors should be served by or planned to be served by sidewalks and transit
- On streets designed or planned for redesign with street trees, on-street parking, and other streetscape amenities
- On streets capable of sustaining on-street parking along corridor or along side streets

Permitted Zoning Districts

- Areas should be zoned C-G, C-H, I-MU, DK, SW, or CU as appropriate and provided for under the Knoxville Zoning Ordinance

SOUTH WATERFRONT MIXED USE DISTRICT I (SWMUD I)

This district allows a range of development intensities and forms subject to regulations of the Knoxville South Waterfront form based development code, (Knoxville Zoning Ordinance, Article 7.1).

Location Criteria

- Case-by-case analysis is recommended

Permitted Zoning Districts

- Areas should be zoned SW-1 through SW-7, as appropriate and provided for under the Knoxville Zoning Ordinance

SOUTH WATERFRONT MIXED USE DISTRICT II (SWMUD II)

This district allows for diverse uses and range of development intensities and forms. Zoning is limited to districts which require Planning Commission special use approval.

Location Criteria

- Case-by-case analysis is recommended

Permitted Zoning Districts

- Areas should be zoned RN-1, RN-2, RN-3, RN-4, RN-5, O, C-G, I-MU, or I-G, as appropriate and provided for under the Knoxville Zoning Ordinance

MIXED USE SPECIAL DISTRICT (MU-SD)

These can include designations to address urban design, pedestrian- and transit- oriented development and vertical mixed-use in designated areas. The areas may include older portions of the City where redevelopment and/or preservation programs are needed for revitalization purposes. Each designated area on the One Year Plan map will have a reference number to a specific sector plan.

Location Criteria

- Case by case analysis recommended

Permitted Zoning Districts

- Areas designated as mixed use–special districts (MU-SD) should be zoned on a case-by-case basis. See corresponding sector plan for appropriate zoning choices as defined by that specific mixed use district

LOCATION CRITERIA FOR SPECIFIC USES

THE FOLLOWING SECTION OUTLINES SPECIFIC POLICIES FOR DIFFERENT TYPES OF CIVIC AND INSTITUTIONAL USES, SUCH AS EDUCATION, HEALTH AND SOCIAL SERVICES, CULTURAL FACILITIES, AND CHURCHES.

GROUP HOMES

- Locate group homes (e.g., rooming and boarding houses and congregate housing) principally within the center city.
- They should be within close proximity to shopping and transit service.

- Residential care facilities must comply with all standards for multi-family dwellings in the district in which they are located, including the standards for design.

EDUCATIONAL FACILITIES

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

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

HEALTH AND SOCIAL SERVICES FACILITIES

- Provide medical and dental facilities and services at convenient locations for all Knoxville residents.
- Locate new hospitals and similar major medical facilities on sites which are convenient to the surrounding area, easily and safely accessible to through traffic, and not adversely affected by more intense development.

- Locations should be on either arterial or major collector streets. Accessibility to interstate highways should be considered.
- Hospitals should be developed on sites which will allow for adequate facility expansion.
- More intense development, including heavy commercial and industrial uses, should not be permitted to develop on sites in close proximity to hospitals and major health facilities.
- Permit expansion of existing hospitals and major health facilities in a manner which will not adversely affect the surrounding existing land use pattern.
- Hospitals should not be permitted to expand into existing stable residential neighborhoods.
- Consider the impact of hospital expansion on the surrounding area's circulation pattern.
- Permit similar office uses, including medical and dental offices, a related commercial use to develop in close proximity to hospitals and major health facilities.
- Locate specialized health facilities on sites based on the land use requirements of the facility.
- Sanitoriums, mental health institutions, and similar facilities may require campus like settings and should be located in the Urban Area where acreage requirements can be satisfied and where easy and safe access can be provided to other parts of the community.
- Locate nursing and convalescent homes in close proximity to residential areas, but developed in a manner which will not adversely affect adjacent, less intense uses. Locations on arterial and collector streets should be considered.
- Locate branch facilities of the Knox County Health Department and similar community health centers relative to areas of need, on sites which are easily and safely accessible to through traffic, and in a manner, which will not adversely affect surrounding properties.
 - Locations should be on either arterial or collector streets.

- Situate sites for community health centers adjacent to or in close proximity to institutional, office, or light commercial uses.
- Locate civil defense shelters and similar facilities in close proximity to areas of high population densities and arterial or interstate highway access.

CULTURAL FACILITIES

- Locate cultural facilities, both public and private, throughout the community at locations accessible to the public.
- Develop theaters and assembly halls within or in close proximity to development centers in locations which are easily and safely accessible to the surrounding area.
- Develop libraries within or in close proximity to development centers in locations which are easily and safely accessible to the surrounding area.
 - Locations should be on arterials and collectors.
 - Sites should be selected which will not adversely affect any adjacent, less intensive uses. Consideration should be given to sites adjacent to or developed with other institutional uses and compatible office and light commercial uses.
- Develop museums within or in close proximity to development centers in locations which are easily and safely accessible to through traffic.
 - Locations should be on arterial streets.
 - Sites should be selected which will not adversely affect any surrounding, less intensive land uses. Consideration should be given to sites adjacent to other institutional uses and compatible office and light commercial uses.
- Locate churches throughout the community in close proximity to major residential areas. Consider sites which afford safe and convenient access to both local and through traffic.
 - Churches should be located on arterial and collector streets.

- Sites which are located to serve one or more residential areas should be selected. Development of selected sites should be done in a manner which will not adversely affect any adjacent, less intensive land uses.

PARK FACILITIES

- Neighborhood parks, squares and commons should be within ¼ mile of residents in the traditional residential areas and within ½ mile of residents within the balance of the city and county's Planned Growth area.
- Greenways should be located along or within the flood plains of streams and rivers/reservoirs. Other potential locations include ridges and utility corridors.
- Areas designated Public Parks and Refuges (PP) should be zoned OS-1 and other zones that allow parks and open space as permitted uses, as appropriate and provided for under the Knoxville Zoning Ordinance.
- Develop and maintain park and recreational open space at convenient locations throughout Knoxville.
- Develop and maintain park and recreation facilities in the community at a scale which reflects their location in either a rural or urban setting.
 - Parks and recreation facilities should accommodate a wide range of activities and be developed at locations which can adequately serve varying levels of development intensity.
- Develop mini-parks in areas of Knoxville that are characterized by a medium to high population density.
 - Mini-parks should include specialized facilities that serve a concentrated or limited population, or specific group, such as small children, or senior citizens.
 - Mini-parks should be located in apartment or townhouse developments, development centers, or dense, center city areas. Sites should be served by a pedestrian circulation system connecting with nearby residential areas.

- Locate neighborhood parks either near or within major residential areas which may be characterized by a variety of densities.
 - Neighborhood parks should be areas of intense recreational activity, with facilities designated for field and court games, hobbies and crafts, and free play.
 - Locations should be near elementary schools and on collector streets. Sites should be served by a pedestrian circulation system connecting with nearby residential areas.
 - Area served should be within 3/4 mile of the park.
 - The physical characteristics of each site should be suited to the intensity development.

- Locate community parks in close proximity to several residential areas which may be characterized by a variety of housing types and densities.
 - Community parks should be areas of intense recreational activity, with facilities designated for field and court games, indoor activities, swimming, and possibly neighborhood activities.
 - Locations should be in close proximity to junior and senior high schools and other public facilities, and on collector streets with easy access to arterials. Sites should be served by a pedestrian circulation system connecting with nearby residential areas.
 - Area served should be within a 1/2-to-3-mile radius.
 - Sites should be suited to intense development.

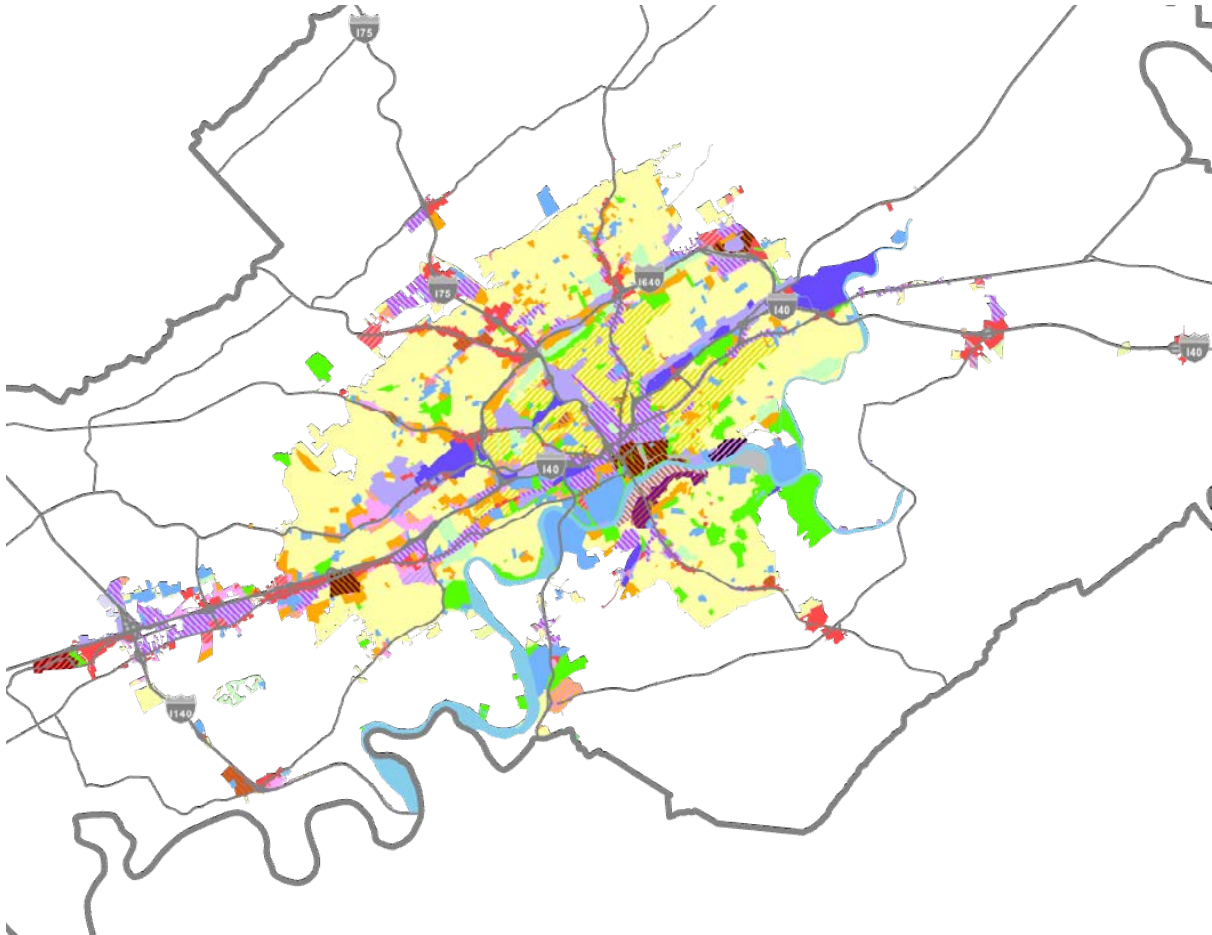
- Locate district parks to serve several residential areas on sites that are characterized by some unique or interesting natural feature such as a lake or scenic vista.
 - Parks should include an area of natural or ornamental quality for passive and active outdoor recreational activities, such as walking, hiking, horseback riding, picnicking, field and court games, and possibly camping.
 - Locations should be where natural resources are available and in close proximity to several communities.

- Area served should be within 15 minutes driving time from the facility.
- Sites should include some physiographic feature of natural interest.
- Sites should be located on either arterials or major collectors.
- Recreational activities should be compatible with the natural resources, conserving their unique qualities.
- Locate regional parks to serve all of the residents of Knoxville through their participation in passive and active nature oriented outdoor recreational activities.
 - Parks should include an area of natural quality for such activities as viewing and studying nature, wildlife habitats, and conservation. Other activities include swimming, camping, hiking, fishing, and horseback riding.
 - Locations should be where unique or interesting natural resources are present, particularly water (e.g., woodlands, scenic vistas).
 - Sites should be characterized by natural settings, contiguous to water, where possible.
 - Sites should be located on arterials.
 - Recreational activities should be compatible with the natural resources, conserving their unique qualities.

LAND USE MAP

































The One Year Plan land use map serves as a guide for making zoning decisions.



The One Year Plan map is a future land use map. It is a tool for looking at the future land use of the City and is used in making determinations on rezoning requests.



MAP LEGEND FOR LAND USES

The map legend contains the integrated land use categories found in both the sector and the One Year Plans. After the adoption of this plan, any amendments to the land use map will be maintained online at kgis.org. Additional information about the land use categories can be found in Chapter 2 of this document.

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

Overlays	
 HP (Hillside and Ridgetop Protection Overlay)	 SP (Stream Protection Overlay)

CHAPTER 3

STAFF-PROPOSED LAND USE AMENDMENTS

The One Year Plan may include recommended amendments by staff to bring portions of the One Year Plan into conformity with the Sector Plans.

STAFF AMENDMENTS RESULTING FROM IDENTIFIED CONFLICTS

Conflicts between the One Year Plan and the various sector plans exist in places where the One Year Plan has already been updated. Due to the difference between the update schedules of sector plans and the One Year Plan, there are instances where sector plans need to be amended to coincide with the One Year Plan designation. These conflicts are not included in the One Year Plan updates as the needed amendments do not pertain to the One Year Plan.

There were no other conflicts identified for the 2024 One Year Plan update, and staff has no recommended land use amendments to propose at this time

APPENDIX A
AMENDMENTS APPROVED IN 2024

The following amendments were proposed by applicants and were approved by the Planning Commission and City Council in 2024.

Sector	File Number	Street Address	Parcel ID	Previous Land Use Designation	New Land Use Designation
Northeast County	1-A-24-PA	1717 Loves Creek Rd	60IC002	LDR, SP	MDR/O, SP
Northwest City	1-B-24-PA	2000 Shoppers Ln	93FB00906	GC	LI
East City	1-C-24-PA	2805 Delrose Dr	82MC037	LDR, HP	MDR/O, HP
North City	1-D-24-PA	5418 Pratt Rd	68EC026.01 (part of), 015	LDR	MDR/O
Northwest City	1-E-24-PA	2812 Merchant Dr	80JB01801 (part of)	NC, HP	LDR, HP
Northwest City	4-B-24-PA	0 Henson Rd	93HG001	LDR, HP	MDR, HP
Northwest City	4-C-24-PA	0 Broome Rd	106OA04002, 041, 042	LDR	MDR/O
North City	4-D-24-PA	5331 N Broadway	48NC02001	LDR, HP	GC, HP
Central City	4-E-24-PA	1221 Laurel Ave	94MB001	MDR	NC
Central City	4-F-24-PA	2635 Western Ave	94AA03101 (part of)	LI	HI

Sector	File Number	Street Address	Parcel ID	Previous Land Use Designation	New Land Use Designation
Northeast County	4-G-24-PA	1701 Loves Creek Rd	60IC003	LDR	MDR
East City	4-I-24-PA	1117 Beaman Lake Rd	83HA010 (part of)	LDR	MDR/O
South City	4-J-24-PA	2600 Sevier Ave	109BE001	LDR	NC
North City	7-A-24-PA	100 E Inskip Dr	68LG003	NC, GC	GC
South City	7-B-24-PA	925 Maryville Pk	122DE010, 011, 012	HI	LI
Northwest City	7-D-24-PA	962 N Gallaher View Rd	106PA037, 036	LDR, HP, SP	MDR/O, HP, SP
South City	7-F-24-PA	3514 Sevier Ave	109FM020, 021	LDR	MDR
Central City	7-H-24-PA	940 Blackstock Ave	94LA02401	MU-SD MU-CC10, SP	MU-RC, SP
West City	10-A-24-PA	5331 Lyons View Pk	121BD001 (part of)	MDR/O, LDR, MU-SD WC-1, HP	OS, HP

APPENDIX B
LAND USE CLASSIFICATIONS





The following table describes the general land use categories and lists the zoning classes that conform to the intent of each of these categories.





Under each of the land use categories is a range of permitted zoning districts. The Planning Commission and City Council have the option to further limit these ranges for particular properties. While any zoning district listed under each general land use category can be considered, each district listed is not automatically appropriate for a given property. The Planning Commission and City Council are obligated to recommend and approve the best zoning district, within the conforming range, for the area.





The zones are described in more detail in the [Knoxville Zoning Ordinance](#), and Articles 4 – 8 contain descriptions and requirements for all of the City’s zoning districts.





APPENDIX B

Land Use Classifications

Land Use Classification	Description	Location Criteria	Permitted Zones
 Agricultural (AG)	This is rural / agricultural in character and includes farms and large tracts of undeveloped land.	Farms and large tracts of undeveloped land. Land where soils are designated as prime or locally important by the U.S. Department of Agriculture. Rural areas prime for conservation such as forests, moderate and steep slopes, riparian areas and historic and cultural sites	AG, OS
 Traditional Neighborhood Residential (TDR)	This land use is primarily residential and is characterized by neighborhoods where a mix of detached and attached houses, sidewalks, smaller lots. Alleys have typically been or are to be created.	Neighborhoods where lots are typically less than 50 feet wide, and usually have sidewalks and alleys. This area is essentially the 19 th and early 20 th century grid street neighborhoods.	RN-1, RN-2, RN-3, RN-4
 Low Density Residential (LDR)	This land use is primarily residential in character at a density of less than 6 dwelling units per acre. This type of development includes detached single-family dwellings and duplexes. The primary residential pattern should be neighborhoods. The main neighborhood form should be detached residential development that is of sufficient size and design to promote neighborhood formation and land use stability.	Protected from through traffic by avoiding direct access to major collectors or arterial streets Buffered from incompatible land uses	AG, EN, RN-1, RN-2
 Medium Density Residential (MDR)	This land use is primarily residential in character with a density ranging from 6 to 24 dwelling units per acre. Primary land uses within this class include detached single-family dwellings, duplexes, townhouses and attached multi-family dwellings.	Near community activity centers, including uses such as schools and colleges, parks, and community commercial/office nodes On collector or arterial streets As transitional areas between more intensive non-residential uses and low density residential neighborhoods Sites with less than 15 percent slopes Along or near corridors that are served by or proposed to be served by transit, with densities proposed to be above 12 dwelling units per acre and to be served by sidewalks	RN-1, RN-2, RN-3, RN-4, RN-5





Land Use Classification	Description	Location Criteria	Permitted Zones
 <p>High Density Residential (HDR)</p>	<p>This land use is residential in character with a density greater than 24 dwelling units per acre. Primary land uses included in this class are medium and high-rise attached multi-family developments. There should be an emphasis on aesthetics, open space and recreation in planning such developments.</p>	<p>Locate on a major collector or arterial street near employment centers and major retail shopping districts</p> <p>Locations should be convenient to highways, central business districts, or other major activity centers</p> <p>Site with less than 10 percent slopes</p> <p>Along corridors with transit and sidewalks</p>	<p>RN-1, RN-2, RN-3, RN-4, RN-5, RN-6, RN-7, DK</p>
 <p>Medium Density Residential / Office (MDR/O)</p>	<p>Office and medium residential uses typically have similar development characteristics: scale of buildings, areas devoted to parking, yard spaces and location requirements (along thoroughfares). Either use is acceptable in this designation. These uses provide a buffer to low density residential areas, particularly when located adjacent to a thoroughfare or as a transition between commercial uses and a neighborhood.</p>	<p>Near community activity centers, including uses such as schools and colleges, parks, and community commercial/office nodes</p> <p>On collector or arterial streets</p> <p>As transitional areas between more intensive non-residential uses and low density residential neighborhoods</p> <p>Sites with less than 15 percent slopes</p> <p>Along or near corridors that are served by or proposed to be served by transit, with densities proposed to be above 12 dwelling units per acre and to be served by sidewalks</p>	<p>RN-1, RN-2, RN-3, RN-4, RN-5, RN-6, O</p>
 <p>Office (O)</p>	<p>This land use includes business and professional offices and office parks. In some cases, areas suitable for office development may also be deemed suitable for medium density residential uses.</p>	<p>Low intensity business and professional offices (less than three stories) may be transitional uses from commercial or industrial uses to neighborhoods</p> <p>Generally level sites (slopes less than 15 percent)</p> <p>Access to major collector or arterial streets, particularly within one-quarter mile of such thoroughfares</p> <p>Locate office parks on major collector or arterial streets adjacent to or in close proximity to development centers.</p> <p>Integrate office uses with commercial uses in the design of major development centers</p> <p>Low intensity office uses may be permitted as a transitional use adjacent to Community and Neighborhood Commercial areas.</p> <p>Locate high intensity office uses (development that is four or more stories), within the business district or in close proximity to arterial/ freeway interchanges or be served by transit</p>	<p>O, OP</p>
 <p>Technology Park (TP)</p>	<p>This land use primarily includes offices and research and development facilities. The target area for such development has been the Pellissippi Technology Corridor. Additional districts could be created in other areas of the City. The development standards that are adopted by the Tennessee Technology Corridor Development Authority should be used for such districts.</p>	<p>Within the Technology Corridor or subsequent areas designated for Technology Park development</p> <p>Near freeway interchanges or along major arterials</p> <p>Water, sewer and natural gas utilities are available</p>	<p>OP, I-RD</p>




Land Use Classification	Description	Location Criteria	Permitted Zones
 <p>Neighborhood Commercial (NC)</p>	<p>This classification includes retail and service-oriented commercial uses intended to provide goods and services for the day-to-day needs of households within a ½ mile radius.</p>	<p>Locate on collector or arterial streets that result in minimum negative impacts on adjacent properties</p> <p>Limit the size of neighborhood commercial areas to 5 acres or less, depending on site characteristics</p> <p>New NC should not be zoned for or developed within ½ mile of existing commercial development that features sales of day-to-day goods and services</p> <p>Automobile-oriented uses (e.g. gas stations or convenience stores) should be located on arterial streets at the edge of neighborhoods</p>	<p>C-N</p>
 <p>Community Commercial (CC)</p>	<p>This land use includes retail and service-oriented development, including shops, restaurants, and “big box” retail stores. The typical service area includes 20,000 to 30,000 residents.</p>	<p>Sites should be relatively flat (under 10 percent slope) and with enough depth to support shopping center and ancillary development.</p> <p>Vehicular and pedestrian connections should be accommodated between different components of the district (e.g. between stores, parking areas and out-parcel development)</p> <p>Infrastructure should include adequate water and sewer services, and major arterial highway access</p> <p>Develop community commercial areas providing a wide range of goods and services to accommodate the majority of consumer needs within major geographic sectors of the community</p> <p>Locate community serving commercial development on major collector and arterials streets on sites which allow for the clustering of activities and result in minimal negative impact on adjacent properties of the transportation system.</p> <p>Control the formation of new community commercial areas to ensure the balanced distribution of commercial services throughout the City</p>	<p>O, C-N, C-G, C-H</p>
 <p>Regional Commercial (RS)</p>	<p>This land use includes retail and service-oriented development that meets the needs of residents across Knox County and surrounding areas. “Big box” retail, malls and ‘lifestyle centers’ are examples of regional-oriented commercial uses.</p>	<p>Sites should be relatively flat (under 10 percent slope) and with enough depth to support shopping center and ancillary development.</p> <p>Water, sewer, natural gas utilities and stormwater systems should be capable of handling the development</p> <p>Vehicular and pedestrian connections should be accommodated between different components of the district (e.g., between stores, parking areas and out-parcel development).</p> <p>Locate region-serving commercial development on arterials in locations which are easily accessible to the interstate system. Development sites should be sufficient in size to permit future expansion.</p> <p>RS development should be limited and carefully located to avoid market over-saturation and conflict with the central business district</p>	<p>OP, C-H, C-R, I-MU</p>
 <p>General Commercial (GC)</p>	<p>This class provides locations for retail and service-oriented commercial activities. It is generally intended to provide a full range of goods and services at the community or regional scale.</p>	<p>Commercial sites should be relatively flat, regular in shape and of sufficient size.</p> <p>Locate on arterial and collector streets; however, their placement should not significantly reduce the proper functioning of the transportation system</p> <p>Sites that are easily served by utilities and other support services</p> <p>Sites should be compatible with adjacent land uses. Use of transitional land use classes such as HDR, MDR, MDR/O and O should be considered as a buffer between GC and residential uses to create more harmonious relationships and increase compatibility</p> <p>Control linear commercial development to prevent traffic congestion and commercial encroachment into residential areas.</p>	<p>O, OP, C-G, C-H, C-R</p>

Land Use Classification	Description	Location Criteria	Permitted Zones
 <p>Mixed Use Neighborhood Center (MU-NC)</p>	<p>This land use is the least intense of the mixed use classifications. It is intended for medium density mixed use development with housing densities of 6 to 12 dwelling units per acre. The buildings of these centers should be designed with a residential character and scale to serve as a complement to the surrounding neighborhoods.</p>	<p>Currently served by or planned to be served by sidewalks</p> <p>At the intersection of a local street and throughfare</p> <p>Flat terrain (slopes generally less than 10 percent)</p> <p>Next to low or medium density residential</p> <p>Does not include auto and truck- oriented uses such as industrial, strip commercial and warehouse / distribution uses unless the proposal calls for a redevelopment of such areas</p>	<p>O, C-N</p>
 <p>Mixed Use Community Center (MU-CC)</p>	<p>These centers are envisioned to be developed at a moderate intensity with a variety of housing types. The core of the district, with its predominant commercial and office uses, should be within ¼ mile of the higher intensity residential uses (such as townhouses and apartments. Redevelopment of vacant or largely vacant shopping centers are considerations for these centers. This class includes high-density mixed-use development with housing densities of 6 to 24 dwelling units per acre.</p>	<p>Flat terrain (slopes generally less than 10 percent)</p> <p>Areas currently served by or planned to be served by sidewalks, transit, and located near a major arterial or interstate highway</p> <p>Within a ¼-mile radius of an intersection of the thoroughfare system (a collector/arterial or arterial/arterial intersection)</p> <p>Commercial/office core should be within ¼ mile of the higher intensity residential uses (e.g. townhouses and apartments)</p> <p>The location does not include auto and truck- oriented uses such as industrial, strip commercial and warehouse/distribution uses unless the proposal calls for a redevelopment of such areas</p>	<p>O, C-G, C-H</p>
 <p>Mixed Use Regional Center (MU-RC)</p>	<p>These are envisioned to be highest intensity mixed use centers with housing densities over 24 dwelling units per acre. Downtown Knoxville's Central Business District is a regional mixed use center.</p>	<p>Flat terrain (generally less than 10 percent slopes)</p> <p>Currently served by or planned to be served by sidewalks and transit</p> <p>The location does not include auto and truck-oriented uses such as industrial, strip commercial and warehouse/distribution uses unless the proposal calls for a redevelopment of such areas</p> <p>On a major arterial, adjacent to an interstate highway or adjacent to downtown</p>	<p>OP, C-G, C-H, C-R, DK</p>
 <p>Mixed Use Urban Corridor (MU-UC)</p>	<p>This land use consists of urban streets that have potential for redevelopment and vertical mixed uses such as shops on the ground level and apartments above. Commercial cores or nodes should be created along these corridors. Nodes should not be more than 4 blocks.</p>	<p>Corridors should be served by or planned to be served by sidewalks and transit</p> <p>On streets designed or planned for redesign with street trees, on-street parking, and other streetscape amenities</p> <p>On streets capable of sustaining on-street parking along corridor or along side streets</p>	<p>C-G, C-H, I-MU, DK, SW, CU</p>

Land Use Classification	Description	Location Criteria	Permitted Zones
 <p>Mixed Use Special District (MU-SD)</p>	<p>This can include designations to address urban design, pedestrian and transit-oriented development and vertical mixed use in designated areas. The areas may include older portions of the City where redevelopment and/or preservation programs are needed for revitalization purposes. Each designated area will have a reference number to a specific sector plan.</p>	<p>Case-by-case analysis is recommended.</p>	<p>See recommended zones in sector plan</p>
 <p>South Waterfront Mixed Use District Type 1 (SWMUD I)</p>	<p>This district allows a range of development intensities and forms, subject to regulations of the Knoxville South Waterfront form based development code (Article 7.1).</p>	<p>Case-by-case analysis is recommended.</p>	<p>SW-1, SW-2, SW-3, SW-4, SW-5, SW-6, SW-7</p>
 <p>South Waterfront Mixed Use District Type 2 (SWMUD II)</p>	<p>This district allows for diverse uses and range of development intensities and forms. Zoning is limited to districts which require Planning Commission special use approval.</p>	<p>Case-by-case analysis is recommended.</p>	<p>RN-1, RN-2, RN-3, RN-4, RN-5, O, C-G, I-MU, I-G</p>
 <p>Light Industrial (LI)</p>	<p>Typically consists of older industrial areas used for the light manufacturing, assembling, warehousing and distribution of goods. Light industrial uses include such manufacturing as assembly of electronic goods and packaging of beverage or food products. Substantial landscaped buffers are expected between uses of lesser intensity, particularly residential, office and agricultural uses.</p>	<p>Existing industrial areas Within one mile of an interstate interchange with access via major collector or arterial streets</p>	<p>I-MU, I-RD, I-G</p>

Land Use Classification	Description	Location Criteria	Permitted Zones
 <p>Heavy Industrial (HI)</p>	<p>Typically consists of older industrial areas used for the heavy manufacturing and assembling of goods. Heavy industrial uses include processes used in the production of steel, automobiles, chemicals, cement, and animal by-products and are viewed as clearly not compatible with areas designated for residential, institutional, office and retail uses. Substantial landscaped buffers are expected between uses of lesser intensity, particularly residential, office and agricultural uses.</p>	<p>Existing industrial areas</p> <p>Within one mile of an interstate interchange with access via standard major collector or arterial streets</p> <p>Sites are relatively flat and require minimal alteration</p> <p>Sites are large enough to accommodate buildings, building setbacks and parking lots, and are regular in shape and sufficiently large for the proposed activity</p> <p>Accessible to arterial streets and , where appropriate, rail lines</p> <p>Not accessible by residential streets</p> <p>Served or can be served adequately by utilities (power, water and waste disposal facilities)</p> <p>Locate new industrial development primarily in industrial parks or other suitably planned industrial settings of 10 acres or greater.</p> <p>New industrial development outside industrial parks or planned settings should occur only within existing zoning or adjacent to existing industrial areas.</p> <p>Locate industrial parks where there will be no significant adverse impacts on areas designated for residential use</p>	<p>I-H, I-G</p>
 <p>Mining (HIM)</p>	<p>Quarry operations and asphalt plants are a particular form of heavy industrial use and generally located in rural areas. Substantial landscaped buffers are expected between uses of lesser intensity, particularly residential, office and agricultural uses.</p>	<p>Existing industrial areas</p> <p>Within one mile of an interstate interchange with access via standard major collector or arterial streets</p>	<p>I-H</p>
 <p>Business Park Type 1 (BP-1)</p>	<p>Primary uses are light manufacturing, office and regionally- oriented warehouse/distribution services in which tractor- trailer transportation is to be a substantial portion of the operations. Substantial landscaped buffers are expected between uses of lesser intensity, particularly residential, office and agricultural uses.</p>	<p>Relatively flat sites (predominant slopes less than 6 percent) out of floodplains</p> <p>Relatively large sites (generally over 100 acres)</p> <p>Away from low and medium density areas or where truck traffic would have to go through such areas</p> <p>Areas with freeway and arterial highway access (generally within two miles of an interchange)</p> <p>Rail access is a consideration</p> <p>Can be served with sewer, water and natural gas</p>	<p>OP, I-MU, I-RD</p>
 <p>Business Park Type 2 (BP-2)</p>	<p>Primary uses are light manufacturing, offices, locally- oriented warehouse/distribution services, large-scale research and development facilities, office developments, and office parks/campuses. Retail and restaurant services, developed primarily to serve tenants and visitors to the business park can be considered. Substantial landscaped buffers are necessary between uses of lesser intensity, particularly residential, office and agricultural uses.</p>	<p>Relatively flat sites (predominant slopes less than 6 percent) out of floodplains</p> <p>Relatively large sites (generally over 100 acres)</p> <p>Away from low and medium density areas or where truck traffic would have to go through such areas</p> <p>Freeway and arterial highway access (generally within two miles of an interchange)</p> <p>Rail access is a consideration</p> <p>Can be served with sewer, water and natural gas</p>	<p>OP, I-MU, I-RD</p>

Land Use Classification	Description	Location Criteria	Permitted Zones
 <p>Public Parks and Refuges (PP)</p>	<p>This classification contains existing parks, wildlife refuges or similar public or quasi-public parks, open spaces and greenways.</p>	<p>Location criteria is not needed relative to large components of the park system, like community, district and regional parks and refuges. These areas are generally established through capital expenditures of land transfers from state or federal governments.</p> <p>Neighborhood parks, squares and commons should be within ¼ mile of residents in the traditional residential areas (particularly the 19th and early 20th century grid street neighborhoods of Knoxville) and within ½ mile of residents within the balance of the city and county’s Planned Growth area.</p> <p>Greenways should be located along or within the flood plains of streams and rivers/reservoirs. Other potential locations include ridges and utility corridors.</p>	<p>OS, NA</p>
 <p>Civic / Institutional (CI)</p>	<p>Land used for major public and quasi-public institutions, including schools, colleges, the university, churches, correctional facilities, hospitals, utilities and similar uses.</p>	<p>Existing public uses, other than parks and greenways</p> <p>Quasi-public uses of two acres or more</p>	<p>INST</p>
 <p>Other Open Space (OS)</p>	<p>Primary uses include cemeteries, private golf courses, and similar uses. Open space areas should serve as buffers or conservation and recreation areas.</p>	<p>Existing cemeteries, private golf courses and private open spaces</p> <p>Areas possessing either topographical or environmental features that would limit intensive development</p>	<p>AG, OS, NA</p>
 <p>Water (W)</p>	<p>These are areas designated to protect river and creek channels and flood plains from development that would appreciably increase flood heights and flood damage. Generally, no structures or uses should be permitted within the floodway that would alter a stream’s character and ability to carry floodwaters.</p>	<p>FEMA designated floodways</p> <p>Rivers and TVA reservoirs such as the French Broad River, Holston River, Tennessee River (Fort Loudoun Lake), and Clinch River (Melton Hill Lake)</p>	<p>F Overlay</p>

Land Use Classification	Description	Location Criteria	Permitted Zones
 <p>Rights-of-Way (ROW)</p>	<p>Generally, these areas are the rights-of-way of interstates, railways, airports, very wide parkways and arterial highways</p>		
 <p>Hillside Protection Overlay (HP)</p>	<p>This classification is used to identify hillsides, ridges and similar features that have a slope of 15 percent or more.</p>	<p>Hillsides greater than 15 percent slope</p>	<p>Applies to all; HP Overlay</p>
 <p>Stream Protection Overlay (SP)</p>	<p>Typically, these are areas which are subject to flooding. Such areas are designated by FEMA as the floodway, which carries the significant portion of stormwater, as well as the 100-year and 500-year flood fringe, which the City governs with various stormwater regulations.</p>	<p>Floodways and floodplains</p>	<p>Applies to all; F Overlay</p>