Knoxville Sector Growth Plans
Introduction

The Knoxville-Knox County Metropolitan Planning Commission (MPC) divides Knox County into twelve planning sectors based on census tract boundaries. The North City Sector Plan is one of the twelve sector plans prepared for the City and County. The focus of a sector plan is on physical development: land use, transportation, and community facilities. The North City Sector contains an area of 10,798 acres (approximately 16.87 square miles).

Map 1: MPC Planning Sectors

The boundaries of the North City Sector include Interstate 640 on the south and Interstate 75 to the west. The northern boundary is made up of Dante Road, Rifle Range Road, Brown Gap Road, and Carter Road. The eastern boundary follows Luttrell Road, Washington Pike, and Mill Road. The sector boundaries are consistent with census tracts 40, 41, 42, 43, 49, 50, and 51. Since the sector follows the census tract boundaries, it extends beyond the city limits and includes unincorporated portions of Knox County in the northeast corner of the sector.
Map 2: Census Tracts of the North City Sector

This sector plan is part of the overall Knoxville-Knox County comprehensive planning program, which also includes the General Plan and the Growth Policy Plan. Each of those plans has a bearing on policies which affect the various sectors. The development policies of the General Plan are presented in Appendix A. The Growth Policy Plan outlines an area for future Knoxville growth and a Planned Growth Area with Knox County where the moderate intensities of land development (such as suburban subdivisions and commercial projects) may take place. The growth policies also are directed to conservation of a Rural Area and such environmental resources as steep slopes and stream corridors. Those policies are contained in Appendix B.

Contents
All sector plans contain a background report, a plan for community improvements, and a land use plan. The background report outlines existing conditions in the sector and contains information on environmental resources, development trends, and characteristics of the population. It serves as a tool to help the community identify development opportunities and plan for the future. Remaining sections include a comprehensive plan for future physical development of the sector. Additionally, this plan contains a Small Area Plan for Fountain City.

Purpose of the Plan

- Identify significant environmental and historic resources
- Recognize development constraints and issues
- Explore special development opportunities, including recommendations for Fountain City
- Create land use, community facility and transportation plans proposals to guide development over the next 15 years
- Outline capital improvements and programs to implement plan proposals over the next five years
Summary of Input
A public workshop was held to identify what residents feel should be accomplished with future planning and development. Additionally, residents were given the opportunity to fill out a questionnaire. The following is a summary of those concerns:

Land Use & Neighborhoods
- Support for Infill Housing Overlay and protection of older neighborhoods
- RB (General Residential) Zone change to RA (Low Density Residential) Zone in the Beverly area – generally supported
- Medium Density Residential along Central Avenue Pike – some support
- Merchants Road/Shasta Drive area – create office transition to the south and require landscaping buffers
- Central Avenue Pike area – concerns were expressed about commercial encroachment into neighborhoods. Potential considerations include:
  - older homes could be renovated for office use
  - maintain medium density residential or low density residential

Transportation Concerns
- Amount of traffic on Broadway
- Recommend replacing lane with median on Broadway and landscaping
- TDOT should landscape I-640 exit
- Code provision for sidewalks and pedestrian connectivity
- Request for sidewalks

Community Facilities
- Create and maintain historic designation sites and districts
- Sterchi Greenway should connect to Sterchi Elementary
- Create First Creek Greenway that would run through Fountain City to Downtown
- Safety at Sharps Ridge Park is a concern (this park is nearby in the Central City Sector)

Significant Changes Since Last Sector Plan Update
Some projects, land development, and community facilities have been completed since 1998 when the previous plan was adopted. Additionally, the adopted Knoxville-Knox County General Plan 2033 and the Knoxville, Farragut and Knox County Growth Plan have a bearing on area-wide growth and
transportation issues.

Land Use & Zoning Changes

- Commercial redevelopment of some parcels along Broadway
- Kohl’s property
- Redevelopment of Farmer’s Market Site for commercial and park use

Transportation Projects

- Washington Pike project
- Cedar Lane traffic lights and road alignment
- Callahan Drive/Dante Road at Central Avenue Pike – traffic signals and additional lanes
- Murphy Road from Washington Pike to Tazewell Pike – increased lane width/turn lanes
- Maple Drive – flooded properties were purchased and structures were removed

Good interstate access allows for new commercial uses at the former Farmers Market site. Road improvements along Cedar Lane include turn lanes to relieve congestion.

The new library provides display space, a meeting room, a children’s reading nook, as well as an outdoor reading area.

Community Facility Additions

- Fountain City Branch Library at Essary Road
- Art Center in old library location
- Extension of Adair Park
- Extension of Sterchi Soccer Complex
- Sue Clancy Greenway trail
- Master plan for Tommy Schumpert Park
- New Harvest Park under construction
Land Use, Community Facilities, and Transportation Plans

Land Use Plan:
The Land Use Plan will serve as a guide for growth and for making zoning and subdivision decisions. Several changes to the former land use plan (1998) were made in preparing the Land Use Plan. In some cases, the change was made to reflect existing zoning conditions. In other cases, changes were made based on more accurate information on floodways and slope constraints. Please see Appendix C for a list of changes since the last sector plan update. Market conditions, planned road projects, traffic volume, and adjacent land use are other reasons for changing the recommended land use. This plan will be incorporated into the Knoxville-Knox County General Plan, and will be updated approximately every five years.

In preparing the Land Use Plan, existing zoning was found to be inconsistent with existing land uses. In order to implement the plan several general rezonings are needed.

- East of Shannondale Road – currently zoned general residential zone (RB) allowing medium density residential (up to 12 units/acre) and possibly increasing impervious surfaces and flooding problems. Recommend rezoning to low density residential (RA) and planned residential (PR). This change is recommended to reflect the existing low density residential land use that is predominately established in this area.
- White’s Creek between Anderson Road and Sharp’s Ridge – reduction of general industrial district (I-3) and restricted manufacturing and warehousing district (I-2) to parcels that are currently used for I-2 or I-3 uses and rezone remaining land to low density residential or planned residential.
- Sharp’s Ridge north of Knoxville Center Mall – existing zoning is commercial and industrial, recommend change to mixed-use zone including slope protection area, low density residential and office.
- Heart of Inskip area between Central Avenue Pike and Inskip Road – currently zoned general residential district (R-2). Recommend rezoning to low density residential district (R-1A) to reflect the majority of uses in this area that are low density residential and to allow medium density residential uses only on collector and arterial streets which provide for increased traffic demands.

Other Considerations
There are two portions of the sector that are still in agricultural use: the area in the northeast corner and the area between Sharps Ridge and Whites Creek. The later area, bounded by Beverly Road and the Wyngate subdivision, is within the Knoxville Urban Growth Boundary. There are no recommendations in the land use plan to change the use from agriculture and low density residential. However, there is a conflict between the zoning of these parcels, which is industrial and general or medium density residential, and the pattern of low density residential development in the surrounding area. The industrial zoning was established decades ago because it was along a railroad corridor. Today most industries rely on truck transportation as opposed to rail; this area is poorly situated for truck access. Another concern is
the drainage associated with the large areas of impervious surfaces typical of industrial development and medium density residential, especially with Whites Creek bisecting the properties. A general rezoning should be considered, working with area property owners. Agricultural zoning (with potential for clustered housing), and low density residential zoning, given the slope to the south and floodplain are two rezoning considerations. When the area is annexed into the City, planned zones should be put in place. Planned residential (RP-1) is recommended for any existing RB areas to protect slopes and water resources.

Land Use Classifications

The following classifications are an abbreviated form of the sector plan land use classification system and reflect the designations on the Land Use Plan map.

Mixed Use Special Districts (Sector designation, MU, and reference number): Areas designated to address urban design, pedestrian and transit-oriented development and vertical mixed use in specific circumstances. In this plan, these areas are designated as Mixed Use-North City# (MU-NC#).

### MU-NC1: Slope Protection Area, Low Density Residential, Medium Density Residential and/or Office

**Location:** East side of Central Avenue Pike, north of Steeplechase Apartments

Because these parcels are located along an arterial road, not far from an interstate interchange and next to existing medium density residential these land uses are proposed to foster conservation of the steep slopes, recognizing that the flatter portions of the site should be used for the most intense uses.

**Recommended Zoning:** Planned Residential, Office Park (O-3) or other zoning requiring site plan review

### MU-NC2: Office and Neighborhood Commercial

**Location:** North side of Shasta Drive

This area is experiencing significant development pressure from commercial properties facing Merchant Drive which have been developed on shallow lots. Concerns were raised about the impact of commercial uses on the existing neighborhoods. This district will require a buffer, including landscaping, at the rear of the commercial properties that could be a linear park space or deeded open space. Additionally, no commercial access should be allowed from or to Shasta Drive – all commercial traffic will access these parcels from Merchant Drive.

**Recommended Zoning:** Neighborhood Commercial (C-1) and Office (O-1) with buffer provisions

### MU-NC3: Low Density Residential, Medium Density Residential and/or Residential-Office

**Location:** South side of Shasta Drive

In view of the relatively small lot sizes and the existing housing, this mix of uses is proposed to foster conservation of the existing residential while allowing office uses that would have complementary design standards to the residential units of this street.

### MU-NC4: Slope Protection Area, Civic/Institutional, Low Density Residential, Medium Density Residential and/or Residential-Office

**Location:** North side of Dutch Valley Road (one lot deep), west of Plummer Road

**Recommended Zoning:** Low Density Residential (R-1A), General Residential District (R-2) and new residential office zone
This area acts as a transition space between the low density residential uses to the north and the light industrial and commercial uses to the south of Dutch Valley Road. Design standard for residential office use should be adopted and implemented in order to preserve and promote the residential character of this area, including pitched roofs, front doors facing the street, parking to the side or rear with a landscape buffer. Additionally, slope protection, civic and institutional uses, low density and medium density residential are proposed to promote this area as a transition from low density residential to industrial uses.

---

<table>
<thead>
<tr>
<th>MU-NC5: Stream Protection Area, Medium Density Residential, Office, Commercial and/or Civic Institutional</th>
</tr>
</thead>
</table>
| **Location:** Current shopping center between Adair Drive and Woodrow Drive  
This area is appropriate for a vertical mixed use development or center. It is located on a major arterial and major collector road and has transit service near by on Broadway. Residential densities of 12 to 24 dwelling units/acre are appropriate within the area and could be accommodated as apartments above retail or office. The surrounding land uses is primarily low or medium density residential. The buildings of this center should be designed to form a transition from high intensity commercial uses along Broadway to lower intensity residential uses. Additionally, a unique opportunity would be to “daylight” First Creek by removing the asphalt parking lot over the Creek and provide vegetation and viewing areas for this mixed use development. |
| **Recommended Zoning:** A design- or form-based zoning code |

<table>
<thead>
<tr>
<th>MU-NC6: Stream Protection Area, Medium Density Residential, Office and/or Commercial</th>
</tr>
</thead>
</table>
| **Location:** Property adjoining North Broadway between Knox Road and Cedar Lane  
The major tenant of these properties has left and a store and parking lot stand empty. Therefore, this site will likely be redeveloped in the next few years. This area is appropriate for a vertical mixed use development or center with medium density residential above retail and office uses. It is located on minor arterial roads and a major collector road, near both medium and low density residential. There is a transit stop on Knox Road serving this location. |
| **Recommended Zoning:** Retail and Office Park District (PC-1), or a design- or form-based zoning code |

<table>
<thead>
<tr>
<th>MU-NC7: Medium Density Residential, Office, Commercial and/or Civic/Institutional</th>
</tr>
</thead>
</table>
| **Location:** Corners of Hotel Road and North Broadway  
This area is the historic heart of Fountain City and there are several unique buildings and shops in this location. In order to enhance and promote this existing mixed use center, it is recommended that MDR, Office, Commercial, Civic and Institutional uses be permitted within the district. The location of this district along a major arterial and a collector road, along with its proximity to parks and schools make it an ideal place to encourage more density by providing medium density residential. Additionally, a historic zoning |
| **Recommended Zoning:** A design- or form-based zoning code and an H-1 overlay on portions of the area |
overlay is recommended to protect the historic elevations of these buildings and to ensure that new projects complement the existing development.

**MU-NC8: Slope Protection Area, Low Density Residential, Medium Density Residential, Office, and/or Civic/Institutional**

| Location: North side of Greenway Drive between Beverly Road and New Beverly Baptist Church Road |
| This area is composed of a diversity of land uses and currently both the City and the County have jurisdiction over these parcels which influence zoning. With a branch of Sharps Ridge running through the rear of these properties slope protection measures should be in place and land uses should be concentrated on the flat portions of the site with lower intensity uses. |
| **Recommended Zoning:** Low Density Residential (R-1A), Planned Residential District (RP-1, at up to 12 dwelling units per acre), Office (O-1) and comparable County zones |

**MU-NC9: Low Density Residential, Medium Density Residential, Office, and/or Civic/Institutional**

| Location: South side of Greenway Drive between Beverly Road and Washington Pike |
| The western portion of this area is devoted to the Tennessee Valley Authority Greenway Drive Facility and the eastern portion of the area is a mix of housing, office, some commercial uses and vacant land. This plan recognizes that this area is likely to redevelop in the near future and that the previously mentioned land uses are appropriate given its location along a major collector. |
| **Recommended Zoning:** Low Density Residential (R-1A), Planned Residential District (RP-1, at up to 12 dwelling units per acre), Office (O-1) and comparable County zones |

**MU-NC10: Slope Protection Area, Stream Protection Area, Low Density Residential and/or Office**

| Location: North side of Sharps Ridge, parcels north of Knoxville Center Mall and south of railroad track |
| In view of the significant environmental resources (Sharps Ridge and Loves Creek) and the access challenges of these parcels, this mix of uses is proposed to foster the conservation of these resources while allowing residential and office uses on the flatter portions of the site. |
| **Recommended Zoning:** Low Density Residential (R-1A) or Planned Residential (RP-1, at up to 6 dwelling units per acre) and Office (O-1) |

**Agricultural (AG) and Agricultural Conservation (AGC):** Land (in the Rural and Planned Growth Areas of the Growth Policy Plan) that is suitable for agricultural purposes (AG) Farmland or undeveloped land, characterized by prime agricultural soils (AGC)

**Low Density Residential (LDR):** Residential at densities of up to 6 dwelling units per acre (City); 5 dwelling units per acre (County)

**Medium Density Residential (MDR):** Residential at densities from 6 to 24 dwelling units per acre (City) and 5 to 12 dwelling units per acre (County)

**Office (O):** Business and professional offices and office parks

**Neighborhood Commercial (NC):** Day-to-day retail and service-oriented uses, located within a walking or short driving distance of neighborhoods (generally less than 5 acres)
Community Commercial (CC): Retail and service-oriented uses, including stores, restaurants, and “big box” establishments (typical service area: 20,000 to 30,000 residents)

General Commercial (GC): Primarily existing strip commercial corridors, providing a wide range of retail and service-oriented uses

Regional Mixed Use Center (MU-RC): Housing (upwards of 24 dwelling units per acre) created around/above a commercial core with sidewalks, transit and interstate/arterial access

Light Industrial (LI): Older industrial areas, intended for light manufacturing and warehouse/distribution uses – Note: Should not be used for “greenfield” economic development

Major Rights-of-Way (R-O-W): Generally, the rights-of-way of interstates and very wide parkways and arterial highways

Public Park and Refuge (P): Existing parks, wildlife refuges or similar public or quasi-public parks, open spaces and greenways

Civic/Institutional (CI): Land used for major public and quasi-public institutions, including schools, colleges, the university, churches, correctional facilities, hospitals, utilities and similar uses

Other Open Space (OS): Cemeteries, private golf courses and similar uses

Hillside/Ridge Top Protection Area (HP): Ridge crests, and hillsides and ravines that have a slope of 15 percent or more. Residential: very low density housing. Other uses via use on review

Stream Protection Area (SP): Areas subject to flooding

Water (W): Primarily the French Broad River, Holston River, Fort Loudoun Lake/Tennessee River, and Melton Hill Lake/Clinch River and tributaries/coves