

NORTHEAST COUNTY SECTOR PLAN

DRAFT BACKGROUND REPORT

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This document is a draft for public review as part of the development of the Northeast County Sector Plan.

To find out more about this plan go to www.knoxmpc.org. If you have any questions about the Background Report please contact Bryan Berry at 215-2500.

Executive Summary

The Northeast County Sector is approximately 89 square miles in size, the largest of all 12 planning sectors in Knox County. It is rural in character with 78 percent of existing land use designated Agriculture/Forestry/Vacant Land or Rural Residential and populated with small, rural communities like Mascot, Corryton, Gibbs, Ritta, Skaggston, and Shipetown. Significant efforts over the years to preserve the rural character and farmland have placed 40 percent of land in the sector under Tennessee's Greenbelt Law program.

In the last twenty years, 8,393 new residents were added to the Northeast County for a total population of 27,386 in 2010. The housing inventory also grew as new construction averaged 200 permits annually with residential, single dwelling units accounting for the bulk of development. Environmental constraints in the Northeast County have shaped how development has occurred. Steep slopes along three prominent geographical features (Beaver Ridge, McAnnally Ridge, and House Mountain) have limited development potential. Despite constraints, development in the sector has been steady, albeit slower than other parts of Knox County. In the last ten years, almost half of all development was in the Rural Growth Area, which is designated for farming, recreation and other non-urban uses. As growth continues to occur in the coming years, the Rural Growth Area will face increased development pressure.

Employment in the sector is led by Manufacturing and Transportation /Warehousing, which account for 40 percent of the 4,200 jobs located in the sector. In contrast, the vast majority of residents (95 percent) living in the Northeast County commute to a place of employment outside of the sector.

Since the last sector plan in 2003, there have been several public facility and infrastructure improvements in the Northeast County. Growth in the sector helped foster renovation of the existing Holston Middle School in 2004 and the opening of Gibbs Elementary School in 2007. Transportation across the sector is served well by the existing road network. Recent improvements along Millertown Pike and current construction at the Emory Road and Tazewell Pike intersection help to alleviate congestion in parts of the sector. Public transportation serves a small portion of the Northeast County along Millertown Pike, while the rural landscape and scattered development patterns have created an environment difficult and costly to provide sidewalks.

In the next 15 years, the Northeast County is projected to add between 5,300 and 11,100 people. Many residents choose to live in this area because of the rural character. Long term planning is necessary to balance future development with qualities inherent to the Northeast County. The Sector Plan will include land use, community facilities, transportation planning, and historic resources recommendations organized into 5-year and 15-year implementation stages. These recommendations will be made at the end of the sector planning process and reflect observations from data trends, projects implemented since 2003, and public input from an online survey and public meetings.

Section 1: Background Report

The Northeast County Sector covers an area primarily in Knox County, with a small portion in the City of Knoxville. The plan was last updated 11 years ago, resulting in adoption by the Knoxville City Council and Knox County Commission in September 2003. In January 2010, the Northeast County Sector Plan was amended through the adoption of the *Knoxville-Knox County Park, Recreation, and Greenways Plan*.

A. Overview of the Comprehensive Planning Process

Comprehensive planning in Knoxville and Knox County can be viewed as a series of plans that start at regional geographies with broad goals and objectives and gradually address smaller areas of the city and county in more detail and with greater specificity. An overview of these plans are outlined below.

The Metropolitan Planning Commission (MPC), under state law, is directed to create plans that provide Knoxville and Knox County recommendations for:

- Roads and other transportation systems;
- Parks and other public property;
- The general location and extent of public utilities, including sanitation and water;
- The general character and location of community areas and housing development;
- Uses of land for trade, industry, housing, recreation, agriculture, and forestry; and
- Appropriate zoning relating to the land use plan, outlining permitted uses and the intensity of those uses, such as height and locations of buildings on their parcels.

Plan East Tennessee (PlanET) recently concluded in 2014 and was a three-year regional planning process that focused on Anderson, Blount, Knox, Loudon, and Union counties. The two most applicable products connected to the sector planning update process are:

- The *Regional Playbook* provides voluntary strategies for communities as they plan for the future. The Playbook is the culmination of the three-year planning process and efforts from many organizations and thousands of citizens across the five-county PlanET region.
- *Community Indicators* measure goals and provide information by tracking critical aspects of our region's economy and quality of life. Each indicator includes a description, a brief analysis of trends, a chart displaying trends over time, and tables providing data for our counties, plus comparisons to the state and nation.

The **Knoxville • Farragut • Knox County Growth Plan**, adopted in 2000, was mandated under the Tennessee Growth Policy Act (Public Chapter 1101), and requires city and county governments to prepare a 20-year Growth Plan for each county. At a minimum, a growth plan must identify three classifications of land:

- *Urban Growth Boundaries (UGB)* must be drawn for all cities and towns. Land within the UGB must be reasonably compact, but adequate to accommodate all of the city's expected growth for the next 20 years.
- *Planned Growth Areas (PGA)* must be reasonably compact, but large enough to accommodate growth expected to occur in unincorporated areas over the next 20 years.
- *Rural Areas* are to include land to be preserved for farming, recreation, and other non-urban uses.

The **Knoxville – Knox County General Plan 2033**, adopted in 2003, is the official 30-year comprehensive plan for Knoxville and Knox County that outlines a long-range vision and policy framework for physical and economic development. The plan includes the Growth Plan, twelve sector plans, corridor and small area plans, and system-wide plans.

Sector Plans provide a detailed analysis of land use, community facilities, and transportation for 12 geographic divisions in Knox County. The focus is to take goals contained in the General Plan and draft a sector plan that is to guide land use and development over a 15-year period. Also included is a five-year plan with recommended capital improvements and other implementation programs.

Corridor Plans primarily cover land use and transportation recommendations along existing transportation corridors. These plans are more detailed than sector plans because they have a smaller geographic area. Recommendations often deal with economic development, aesthetics, and public safety.

Small Area Plans are neighborhood-based and address more detailed concerns like revitalization or special environmental considerations. These plans are developed as a result of some immediate development pressure on the area and are usually requested by the elected bodies.

System-Wide Plans cover specific systems such as greenways and parks, or hillside and ridge top protection.

All plans are developed through citizen participation, including workshops, surveys, and public meetings. Plans are adopted by the Metropolitan Planning Commission, Knoxville City Council, and Knox County Commission and serve as a basis for zoning and land use decisions.

B. A Summary of Recent Projects

The 2003 Northeast County Sector Plan proposed several improvements that included land use updates to align development efforts, environmental and farmland protection, transportation, and community facilities. The following is a summary of improvements that have been implemented or are in the process of being implemented, as well as other major changes in the sector since 2003:

Community Facility Improvements:

- In 2004, Holston Middle School (N. Chilhowee Dr.) underwent \$8.5 million in renovations and additions.
- In 2005, the construction of Gibbs Elementary School (Tazewell Pk.) began, totaling \$14 million and opened in 2007
- House Mountain State Park received \$200,000 in improvements from the State of Tennessee for the construction of restroom facilities and a picnic pavilion in 2006.
- In 2009, Knox County Schools invested \$50,000 for improvements to Gibbs High School softball concessions/press box, dugouts, and bleachers.

Parks and Greenway Improvements:

- In 2013, the City of Knoxville in partnership with Knox County constructed the 0.4-mile section of Love's Creek Greenway in Spring Place Park.

Land Use Changes:

- From 2004 to 2013, over 1,200 acres were rezoned from Agricultural to a non-agricultural use in the Northeast County Sector.

Major Road Projects

- Millertown Pike from I-640 along Loves Creek Road to bridge before Mill Road was widened and improved.
- Tazewell Pike and Emory Road intersection is under construction for installation of a traffic signal and scheduled to be complete by May of 2016.

C. Community Profile

Population

In 2010, there were 27,386 people living in the Northeast County Sector, or six percent of Knox County's total population. Over the last twenty years (1990 to 2010), the sector grew around two percent annually with the largest increase occurring between 2000 and 2010.

Individuals 45 to 64 years old account for the largest age group, nearly doubling from 4,021 people in 1990, to 7,793 people in 2010. Baby Boomers (45 to 64 years) comprise this group, increasing from a 21 percent share of the sector population in 1990, to 28 percent in 2010.

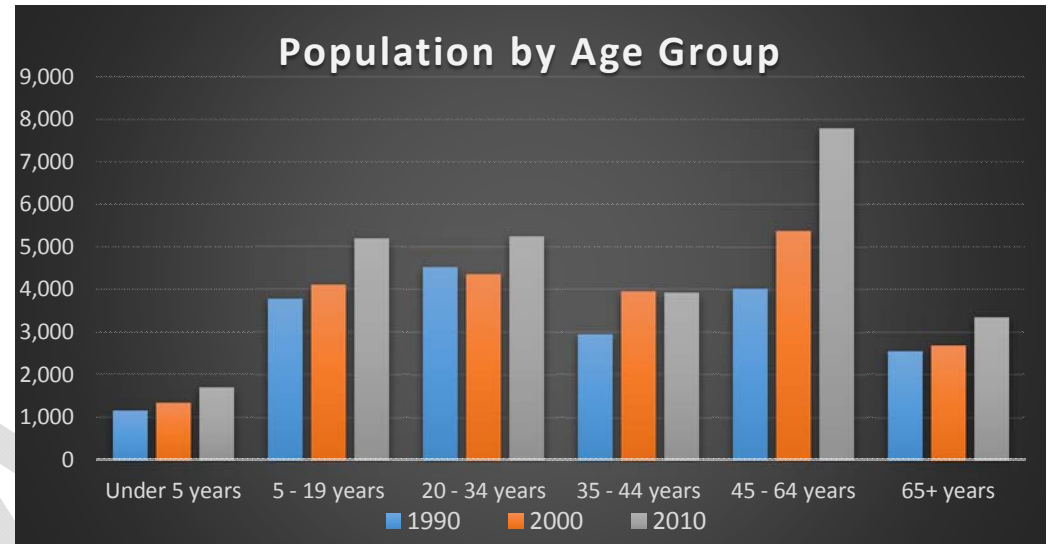


Figure 1. Population by age group in the Northeast County Sector.

Table 1. Northeast County Sector Population by Age and Sex

Age	1990	2000	1990 to 2000 Change (%)	2010	2000 to 2010 Change (%)
Under 5 years	1,159	1,333	15.0	1,700	27.5
5 - 19 years	3,776	4,096	8.5	5,192	26.8
20 - 34 years	4,530	4,359	-3.8	5,240	20.2
35 - 44 years	2,941	3,958	34.6	3,925	-0.8
45 - 64 years	4,021	5,379	33.8	7,793	44.9
65+ years	2,555	2,691	5.3	3,356	24.7
TOTAL	18,982	21,816	14.9	27,386	25.5
Male	9,324	10,930	17.2	13,753	25.8
Female	9,658	10,886	12.7	13,633	25.2

In the last twenty years, Knox County's population increased 29 percent to 432,226 in 2010. A closer look reveals the County Balance accounted for the bulk of growth, increasing from a 49 percent share of the Knox County total population in 1990, to 59 percent in 2010. Knoxville's population only grew five percent since 1990, to 178,874 residents in 2010, while the County Balance increased 53 percent for a total of 253,352 in 2010. For every person added to the City, almost 10 people were added to the County Balance.

Table 2. Knox County Population

	1990	Share (%)	2000	Share (%)	2010	Share (%)
City of Knoxville	169,761	50.6	173,890	45.5	178,874	41.4
County Balance	165,988	49.4	208,142	54.5	253,352	58.6
Knox County	335,749		382,032		432,226	

Note: The County Balance is the remaining land in Knox County that is not in the Knoxville city limits.

A closer look at County Sector populations show where growth largely occurred in the County Balance. Compared to other sectors, the Northeast County ranked fourth in population growth adding 8,393 residents from 1990 to 2010. During this period, the North (17,363 residents), Northwest (27,580 residents), and Southwest (30,469 residents) County Sectors accounted for 84 percent of the 89,376 people added, signifying growth primarily occurred in western Knox County.

Table 3. Knox County Sector Populations

No.	County Sectors	1990	2000	2010	1990 to 2010 Net Population Growth
1	Southwest County	39,990	56,419	70,459	30,469
2	Northwest County	49,422	62,864	77,002	27,580
3	North County	32,391	42,557	49,754	17,363
4	Northeast County	18,982	21,816	27,386	8,393
5	South County	17,759	19,236	20,988	3,229
6	East County	12,357	13,313	14,699	2,342
	TOTAL	170,901	216,205	260,288	89,376

What can Northeast County expect to see in the future? Three population projections are shown for the sector, providing totals for 2015, 2020 and 2025. The projections are based on underlying factors inherent to the sector such as historical growth rates, share of Knox County's total population, and the Knoxville Regional Transportation Planning Organization's travel demand model. These three projections assume the underlying factors will continue in the future.

The Low Growth projection results in the addition of 3,597 new residents to the sector from 2010 to 2020, an increase of 13 percent. This projection falls below the historical 15 percent increase from 1990 to 2000, and the 26 percent increase from 2000 to 2010 (see Table 1). The Low Growth scenario uses Knox County population projections from the Center for Business and Economic Research (CBER) at The University of Tennessee as control totals. The Northeast County Sector historically accounts for six percent of Knox County's total population. This share was applied to CBER's countywide population totals for 2015, 2020, and 2025 to determine the Low Growth scenario for Northeast County.

From 2010 to 2020, the Moderate Growth projection results in a 20 percent increase in population, or 5,499 new residents, while the High Growth projection adds 6,992 people, a 26 percent increase. These two projections fall between the historical 15 percent increase from 1990 to 2000, and the 26 percent increase from 2000 to 2010 (see Table 1). The Moderate and High Growth projections use Northeast County's annual historical growth rates from 1990 to 2010 (Moderate) and 2000 to 2010 (High). These annual growth rates are applied to the 2010 total population for the sector and carried out each subsequent year to 2025.

In summary, from 2010 and 2025 the Northeast County could potentially add between 350 and 740 people each year.

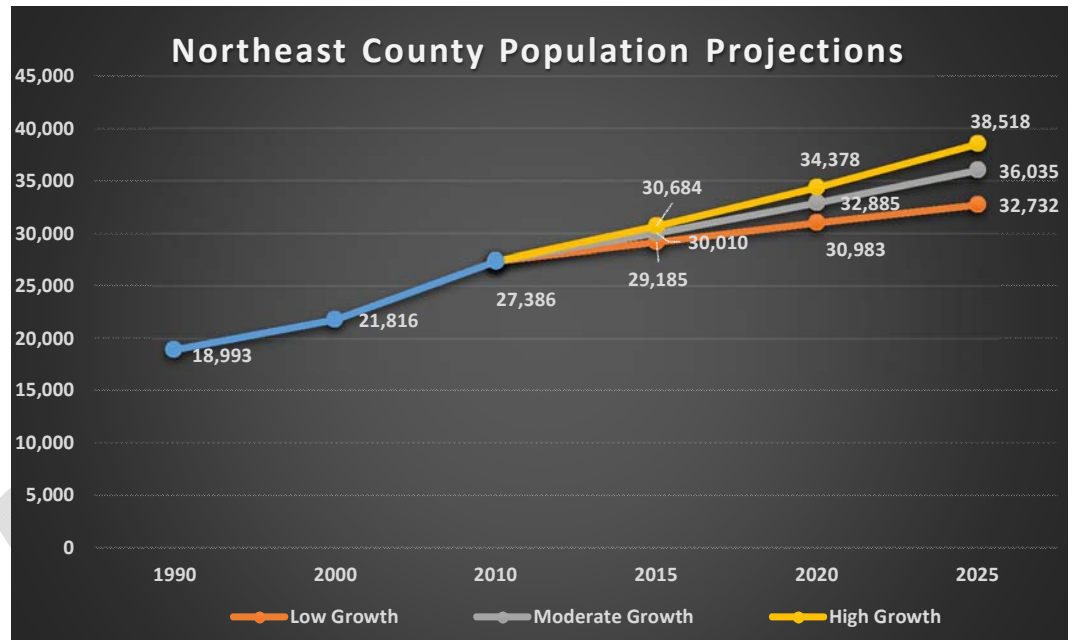


Figure 2. Population projections for the Northeast County Sector.

Employment

In 2011, approximately 11,600 residents living in the Northeast County Sector were employed with the majority (11,014) commuting to a place of employment located outside the sector. The largest industry employer of people living in the Northeast County was Health Care and Social Assistance with 1,671 residents, while Retail Trade (1,559) and Educational Services (1,273) were second and third, respectively.

Table 4. Northeast County Sector Employment, 2011

NAICS Industry	Live in NE County	Share (%)	Work in NE County	Share (%)
Agriculture, Forestry, & Fishing	23	0.2	27	0.6
Mining, Quarrying, & Oil/Gas	20	0.2	25	0.6
Utilities	111	1.0	18	0.4
Construction	576	5.0	280	6.7
Manufacturing	956	8.2	845	20.2
Wholesale Trade	685	5.9	292	7.0
Retail Trade	1,559	13.4	258	6.2
Transportation & Warehousing	518	4.5	913	21.8
Information	211	1.8	2	0.0
Finance & Insurance	432	3.7	65	1.6
Real Estate & Rental & Leasing	141	1.2	24	0.6
Professional, Scientific, & Tech. Serv.	601	5.2	65	1.6
Mgmt. of Companies & Enterprises	178	1.5	2	0.0
Admin. & Support, Waste Mgmt.	690	5.9	176	4.2
Educational Services	1,273	11.0	5	0.1
Health Care & Social Assistance	1,671	14.4	205	4.9
Arts, Entertainment, & Recreation	132	1.1	0	0.0
Accommodation & Food Services	960	8.3	323	7.7
Other Services (excl. Public Admin.)	363	3.1	87	2.1
Public Administration	500	4.3	570	13.6
TOTAL	11,600	100.0	4,182	100.0

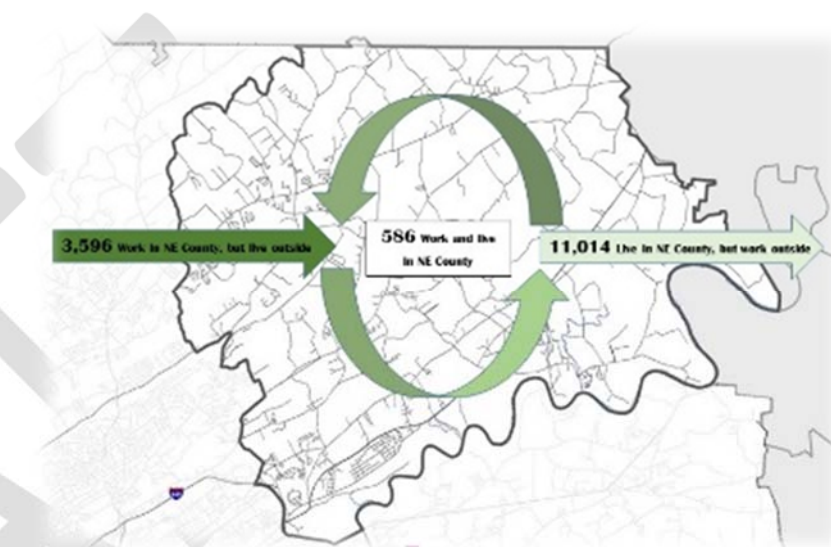


Figure 3. Inflow/Outflow of employment in the Northeast County Sector

The number of jobs located in the Northeast County was 4,182 with the bulk of workers (3,596 percent) commuting to the sector from a place of residence outside the sector. Transportation and Warehousing was the largest industry in the Northeast County with 913 jobs, while Manufacturing followed closely behind with 845. Agriculture, Forestry, and Fishing only accounted for 27 jobs, revealing how few people farm as a fulltime occupation.

Only 586 people actually work and live in the Northeast County, or 14 percent of the 4,182 jobs in the sector.

D. Public Facilities and Infrastructure

Schools

There are four elementary schools, one middle school, and one high school in the Northeast County Sector. In the last five years, total enrollment for all schools increased 10 percent to 4,114 students in 2013. From 2009 to 2013, Gibbs and Ritta Elementary enrollment averaged 16 and 31 new students each year, while Holston Middle and Gibbs High averaged 14 and 15 new students, respectively.

The Knox County School Board makes decisions regarding school construction and maintenance. In 2004, Holston Middle School underwent extensive renovations and the addition of a new classroom wing, while in 2007, the new Gibbs Elementary School on Tazewell Pike opened.

The Knox County School System recently completed a study entitled *Assessment of Demand for Middle School Facilities* in February 2015. A key finding determined that adding a new middle school in the Gibbs area is not supported by sufficient projected future demand, as student enrollment is projected to decline throughout the east and north portions of the district.



Image 1. Gibbs Elementary School opened in 2007.

Table 5. Enrollment for Schools in the Northeast County Sector

School Name	2009	2010	2011	2012	2013
Corryton Elementary	209	208	198	200	200
East Knox Elementary	524	560	522	540	536
Gibbs Elementary	759	814	794	838	839
Ritta Elementary	471	544	548	604	628
Holston Middle	785	851	886	887	854
Gibbs High	979	1,007	1,024	1,035	1,057
TOTAL	3,727	3,984	3,972	4,104	4,114

Libraries

The Corryton (7733 Corryton Rd.) and Mascot (1927 Library Rd.) Branch Libraries are located in the Northeast County Sector, while Halls (4518 E. Emory Rd.) and Burlington (4614 Asheville Hwy.) Branch Libraries are just outside, but still serve Northeast County residents.

Public Safety

Police protection is primarily provided by Knox County Sheriff's Department, except areas within the City of Knoxville are served by the Knoxville Police Department. Fire protection services are primarily provided by Rural/Metro Fire Department (RMFD). Stations within the Northeast County are RMFD station #25 (8414 Old Rutledge Pk.), RMFD station #33 (9337 Davis Rd.) in Corryton, and RMFD station #34 (7309 Tazewell Pk.) in Gibbs. Areas of the sector within Knoxville's city limits are served by the City of Knoxville Fire Department.

Parks and Greenways

There are 579 acres of park space within the Northeast County Sector. The largest is House Mountain Park (500 acres), comprising 86 percent of all park acreage in the sector. Other parks include Gibbs Ruritan Park (28 acres), East Knox Park (23 acres), Corryton Park (5 acres), and Mascot Park (3 acres). Northwest County is also home to Three Ridges Golf Course.

Table 6. Northeast County Sector Park Acreage

Park Classification	Acreage
Neighborhood	4.5
Community	74.4
District/Regional	0.0
Private/Quasi Public	0.0
Open Space/Natural Area	500.1
TOTAL ACREAGE	579.0
Acres Close-to-home Parks/1,000 population	3.4
Publicly-owned Golf Courses	245.1

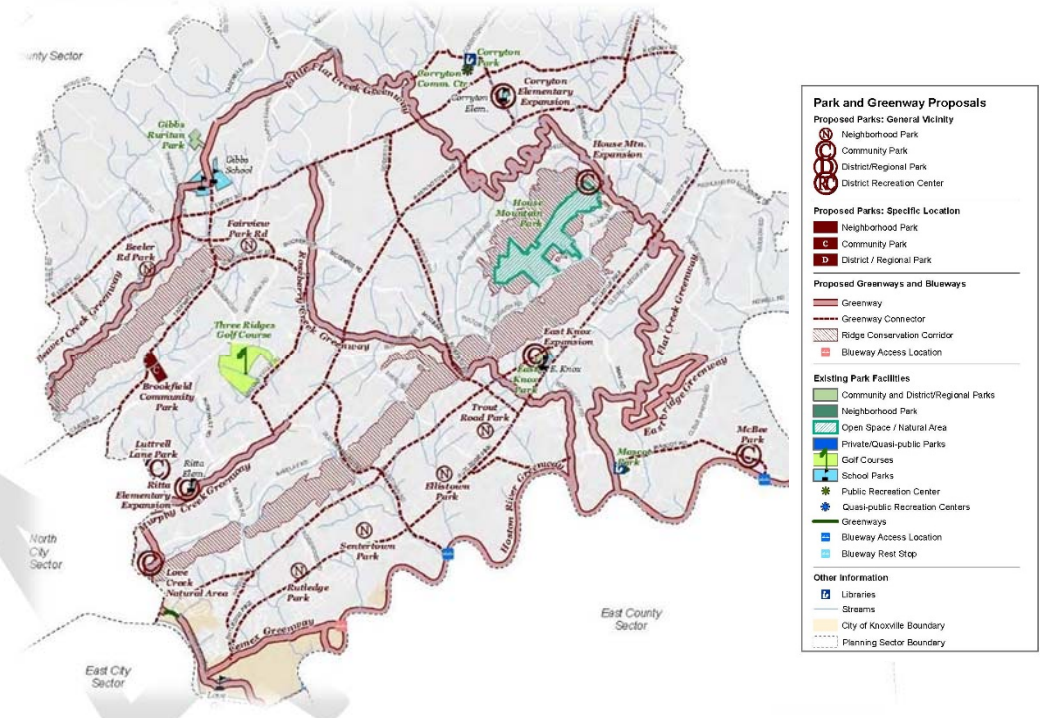


Image 2. House Mountain Park is cooperatively managed under a lease agreement with the State by Knox County Parks and Recreation. At 2,100 feet, it is the highest elevation in Knox County.

In 2009, the City of Knoxville and Knox County adopted a park and greenway plan entitled *Knoxville-Knox County Park, Recreation, and Greenway Plan*. The plan identifies needs in the sector from the lack of close-to-home parks, to the construction of greenways and greenway connections. Specific recommendations from the 2009 plan for the sector are:

Park Acquisition (recommendations)

- **Neighborhood parks** – Acquire space for new neighborhood parks in the general vicinity indicated on the plan map such as Rutledge Park, Beeler Road Park, Fairview Road Park, Sentertown Park, Trout Road Park, and Ellistown Park.
- **Brookfield Community Park** – Use existing county acreage along Tazewell Pike to create a community park.
- **Corryton Elementary School/Park Expansion** – Acquire 10 to 20 acres adjacent to the school to provide a community park in this area.
- **East Knox Elementary/Park Expansion** – Acquire 10 to 20 acres to increase community serving recreation at the school and existing park.
- **House Mountain Park and Natural Area** – Acquire 20 plus acres at the toe of House Mountain to accommodate a community park for playfields and picnicking and as an additional trail head to the mountain.
- **Love Creek Natural Area** – Acquire 10 to 20 acres for a passive park and open space to protect water quality.
- **Luttrell Lane Community Park** – Acquire acreage associated with the flood prone sinkhole area and conserve them as open space and multi-purpose fields, leading to the Murphy Creek greenway.
- **McBee Community Park** – Create a 20 to 40 acre park on the Holston River, which includes playing fields and non-motorized boating access.
- **Ritta Elementary School/Park Expansion** – Expand existing facilities by 10 to 20 acres to provide for community park use.



Source: *The Knoxville-Knox County Park, Recreation and Greenways Plan.*

Greenways and Greenway Connectors (recommendations)

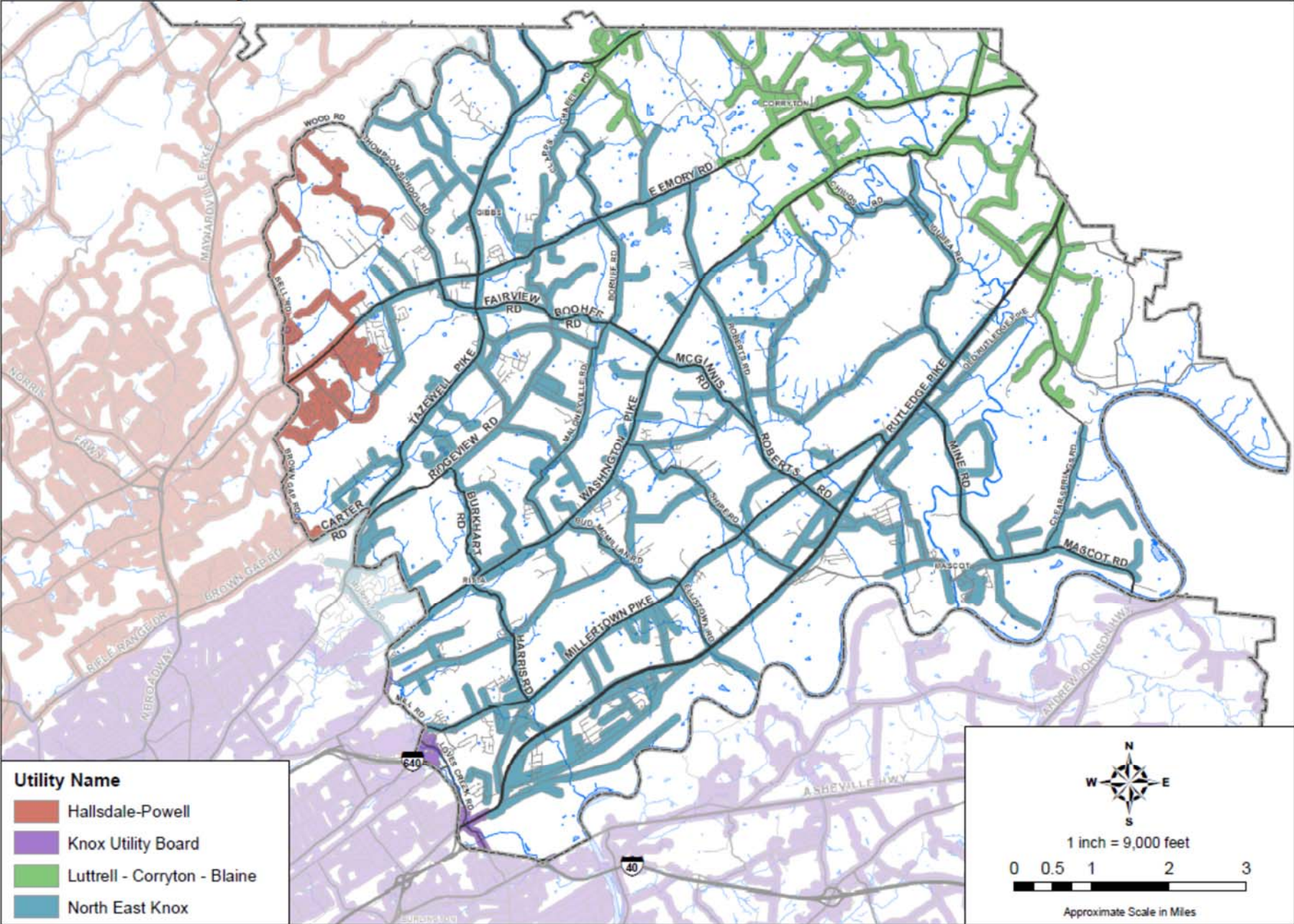
- **Beaver Creek Greenway** – Provide trail connections from the existing and future neighborhoods to the Gibbs schools and Gibbs Ruritan Park.
- **Eastbridge Greenway** – Provide a trail loop around the business park.
- **Flat Creek Greenway** – Connecting to the proposed Beaver Creek Greenway, it would preserve the floodplain and connect to Eastbridge Park and Mascot Park.

- **Murphy Creek Greenway** – This extension leads to Whites Creek.
- **Holston River Greenway** – Acquire land and easements to create a trail that follows the river from the county line to Asheville Highway.
- **Roseberry Creek Greenway** – This greenway should connect existing and future neighborhoods to the Gibbs schools and Holston River Greenway.
- **Cemex Greenway** – This link should be made between Love Creek and Holston River Greenway.
- **Greenway Connectors** – Emory Road, Maloneyville Road, Millertown Pike, Rutledge Pike, and Tazewell Pike are the most significant roads that should be improved to safely accommodate pedestrians and bicyclists.

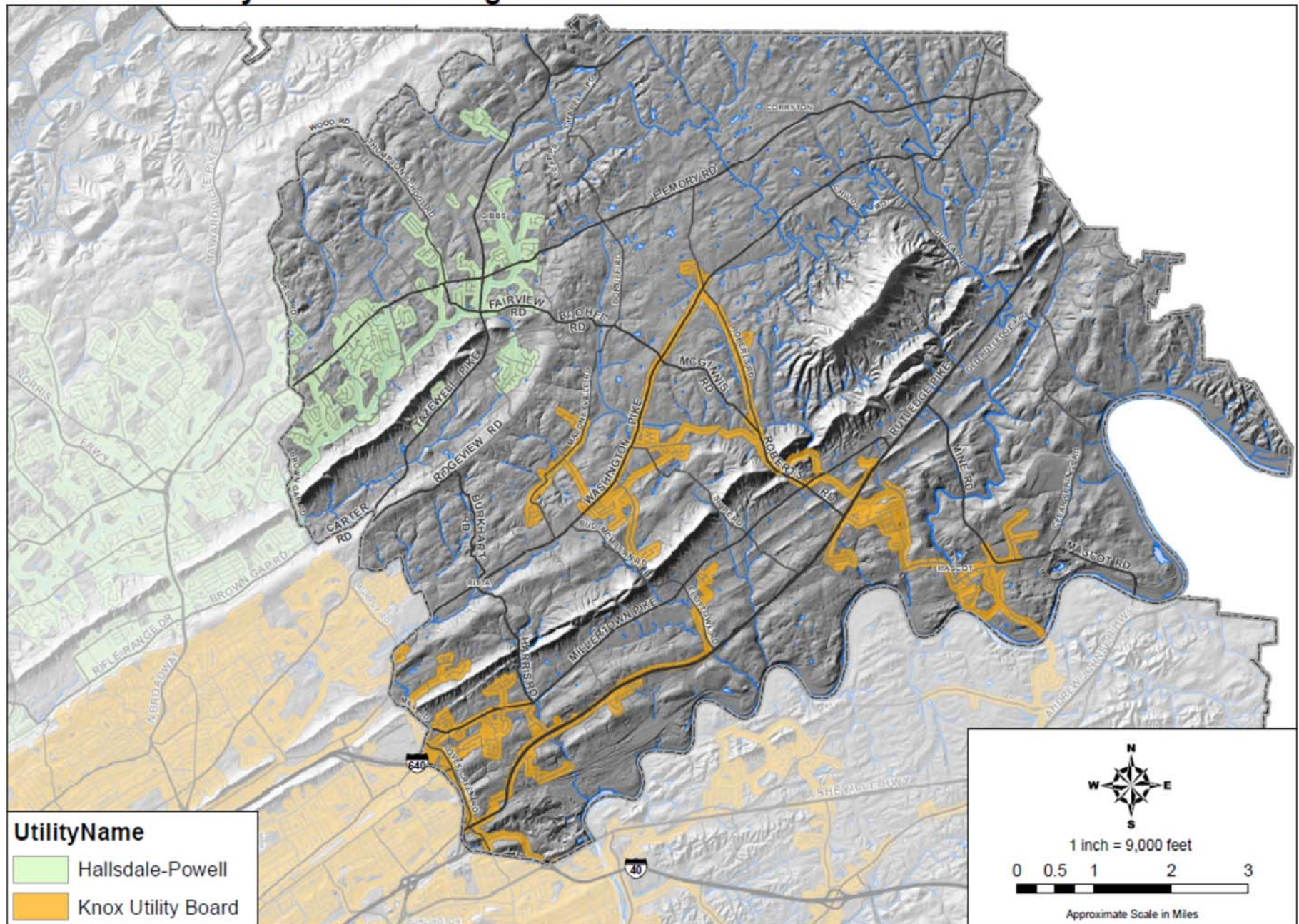
Public Utilities

The Knoxville Utilities Board is the only provider of electricity and natural gas in the sector. Northeast Knox Utility District provides the bulk of water service to the Northeast County Sector, while portions of the sector in the northeast are provided by Luttrell-Blaine-Corryton Utility District and portions in the northwest by Hallsdale-Powell Utility District ([Water Service map](#)). Sewer is primarily provided by the Knoxville Utilities Board, while Hallsdale-Powell Utility District provides service to portions in the northwest ([Existing Wastewater Service map](#)).

Northeast County Sector: Water Service



Northeast County Sector: Existing Wastewater Service



E. Transportation

The 2040 Long Range Mobility Plan for the Knoxville Region was adopted by the Transportation Planning Organization’s Executive Board in 2013. The Mobility Plan lays out the vision for transportation in our region for the next 26+ years. All transportation projects that receive federal funding or are regional in nature must first be included in this plan. The following projects, or portions thereof, are in the Northeast County Sector ([Planned Roadway Improvement map](#)).

Table 7. Northeast County Sector Long Range Mobility Plan Projects

Project Name	Termini	Length (miles)	Project Description	Horizon Year
Tazewell Pike and Emory Road	Intersection at Tazewell Pike and Emory Road	0.3	Intersection improvements	2016
Bridge over Kerns Branch	Emory Road – 200 feet from Beeler Road	0.0	Bridge replacement	-
Fairview Road and Thompson School Road	Intersection at Fairview Road and Thompson School Road	0.2	Realignment, intersection improvements and signal	-
Gibbs Elementary School	Tazewell Pike near School Access to Gibbs Elementary School	0.1	Turn lanes	-
Millertown Pike at Mill Road	Intersection at Millertown Pike and Mill Road	0.0	Intersection improvements	2015
Loves Creek Greenway Phase I	Spring Place Park to Knoxville Center Mall / Millertown Pike		Construct greenway trail	2014
Washington Pike Widening	I-640 to Murphy Road	1.6	Widen 2-lane to 4-lane	2024
Tazewell Pike Widening	Emory Road to Barker Road	1.2	Widen 2-lane to 4-lane	2024
Millertown Pike Widening	I-640 to Mill Road	0.6	Widen 2-lane to 4-lane sections to 4-lane and 6-lane sections	2024
Murphy Road Extension / New Murphy Road Construction*	Washington Pike to Millertown Pike	1.3	Construct new 4-lane road	2024
Tazewell Pike Widening	Murphy Road to Emory Road	4.7	Widen 2-lane to 4-lane with turn lanes as needed and bike lanes and sidewalks	2029
Emory Road Widening	Maynardville Highway to Tazewell Pike	4.9	Widen 2-lane to 4-lane	2029
Murphy Creek Greenway	First Creek Greenway to Washington Pike or Greenway Drive to Harvest Park and Loves Creek Greenway		Construct greenway trail	2029

Tennessee Holston River Greenway Phase II	Holston River Park to Loves Creek Greenway		Construct greenway trail	2029
Emory Road Reconstruction	Tazewell Pike to Grainger County line	7.8	Reconstruct 2-lane section	2034
Loves Creek Greenway Phase II	Spring Place Park to Holston Middle School/Holston Hills		Construct greenway trail	2034
Tazewell Pike Reconstruction	Barker Road to Union County line	3.1	Reconstruct 2-lane section	2040

Note: Projects shaded in gray are TDOT projects.

** This project is under the Wish Listed Roadway Projects that are not financially constrained in the Long Range Regional Mobility Plan 2040.*

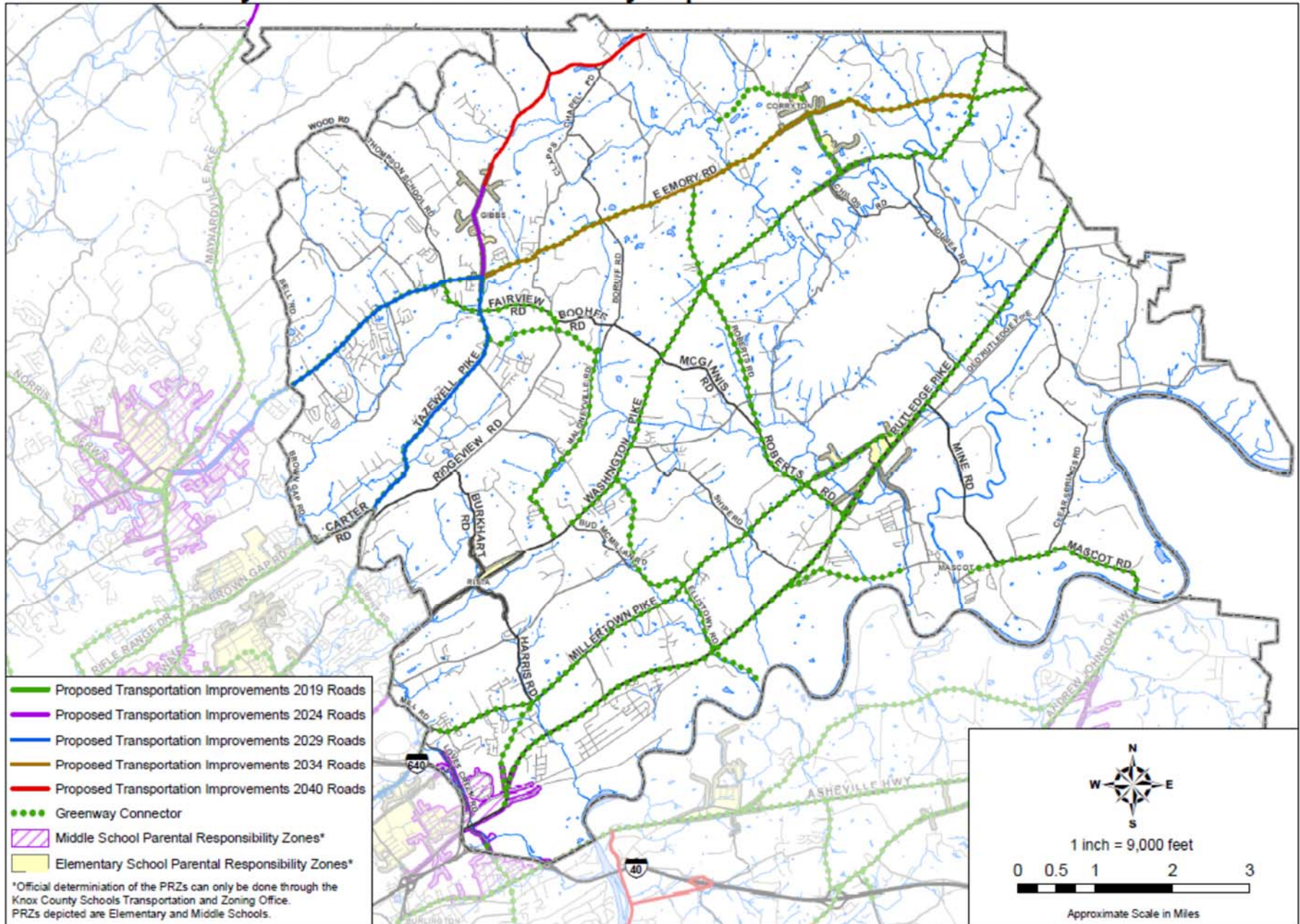
The Major Road Plan for the City of Knoxville and Knox County was adopted by MPC, City Council, and County Commission in 2004 and updated in 2011. It views each road as part of the overall transportation system and identifies its functional classification (such as freeways and arterial roads) ([Road Classification and Traffic Congestion map](#)). It assigns right-of-way requirements based on the purpose and function of the road, future road improvements, future pedestrian improvements, traffic counts, and anticipated development. The recommendations contained in the Major Road Plan are brought forward into the sector plan.

Transit and Sidewalks

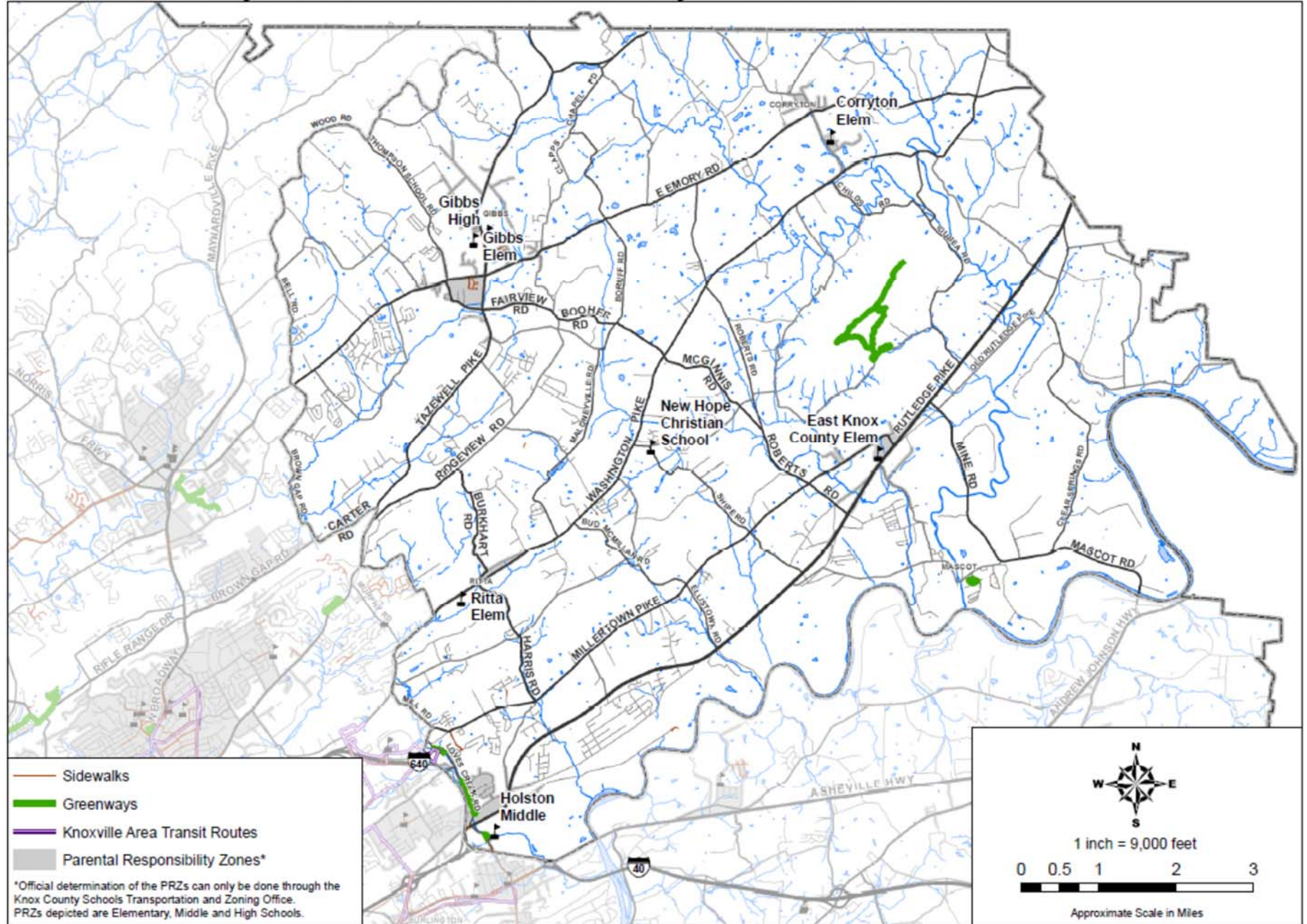
Knoxville Area Transit provides fixed route bus service within the Knoxville city limits. A small segment of the Millertown Pike route enters the Northeast County Sector, serving Walmart (2920 Knoxville Center Drive). In Knox County, the Knoxville/Knox County Community Action Committee provides demand response transportation to all residents in Knox County that live outside the city limits and have no other means of transportation.

The vast majority of streets in the Northeast County do not contain any sidewalks, while the few that do are primarily in neighborhoods with missing sections and no connectivity ([Sidewalks, Greenways, and Transit Routes map](#)). The rural nature and topography create an environment that is often difficult and costly to provide sidewalks. Currently, no general requirements mandate sidewalks with new development. MPC may require sidewalks, and often does in Parental Responsibility Zones (PRZ). The subdivision regulations allow MPC to require sidewalks outside the PRZ's as well. The PRZ is an area of one (1) mile from elementary and an area of one and a half (1.5) miles from middle and high schools. Within those areas parents are responsible for providing transportation to and from school, as these zones are not served by school buses. The PRZ is determined by the roadway system from the front door of a school to households that will not have bus service. These areas are typically targeted for sidewalk creation or improvement.

Northeast County Sector: Planned Roadway Improvements



Northeast County Sector: Sidewalks, Greenways and Transit Routes



F. Environmental Constraints

Topography

The *Hillside and Ridgetop Protection Plan* is the result of the joint City/County Task Force on Ridge, Slope and Hillside Development and Protection. The plan was adopted in 2011 and 2012 by the Knoxville City Council and Knox County Commission, respectively. It defines a Hillside and Ridgetop Protection Area (HRPA) as having slopes of 15 percent or greater, restricting the density of development to preserve and protect ridges and hillsides within Knox County. By protecting these areas, stormwater runoff is reduced and riparian areas are maintained. Sloped areas have greater susceptibility for soil slippage and failure. Many of the soils along slopes are considered unstable, and removal of vegetation that secures the soil promotes further slope failure. Public safety is also a concern in relocating the intensity of development.

The *Hillside and Ridgetop Protection Plan* recommendations (as of 2012) regarding steep slopes and hillsides is to restrict development on slopes greater than 15 percent and along streams and rivers by the following:

- 15 to 25 percent slopes: 2 dwelling units per acre
- 25 to 40 percent slopes: 1 dwelling unit per 2 acres
- Slopes greater than 40 percent: 1 dwelling unit per 4 acres
- Non-residential uses on slopes over 15 percent: via a planned development zone

The Northeast County has two major ridgelines running southwest to northeast across portions of the sector and shaping how development has taken place over time. Beaver Ridge is located in the northwest portion of the sector between Emory Road and Tazewell Pike. McAnnally Ridge is located just north of Millertown Pike and Rutledge Pike and extends the length of the sector. House Mountain is also located in the sector at 2,100 feet above sea level, making it the highest elevation in Knox County. Slopes steeper than 25 percent primarily occur along these three prominent geographical features, while some smaller areas and pockets are also prevalent ([Environmental Constraints map](#)).

Flood Prone Areas

Most of the runoff from this sector flows south to the Holston River, carried primarily by Big Flat, Little Flat, Loves and Roseberry Creeks. Beaver Creek runs southwest to Melton Hill Lake. The Federal Emergency Management Agency's *Flood Insurance Study - Knox County, Tennessee and Incorporated Areas* (2007) identified Beaver Creek, Flat Creek, Little Flat Creek, and Roseberry Creek as principal flood sources. These waterways are subject to continuing suburban development and hydrology modification, which increase storm water runoff and limit soil infiltration.

Water Quality

There are nine sub-watersheds intersecting the Northeast County sector. These watersheds include Beaver, Whites Creek, Love, Woods, Holston and French Broad, Legg Creek, Strong Creek, Roseberry Creek, and Flat Creek. The sub-watersheds are part of the larger watershed of the Holston River Basin. The health of the sub-watersheds and their respective drainage areas vary across the sector.

The largest sub-watershed in the Northeast County sector is Flat Creek ([Watershed and Impaired Streams map](#)) containing both Flat Creek and Little Flat Creek. According to the 2014 Tennessee Department of Environment and Conservation (TDEC) 303(d) list (which is a list of impaired streams), Flat Creek is impaired due to animal feeding operations, pasture grazing, septic tanks, and municipal point source. These sources of impairment are found in many other streams in the sector as well.

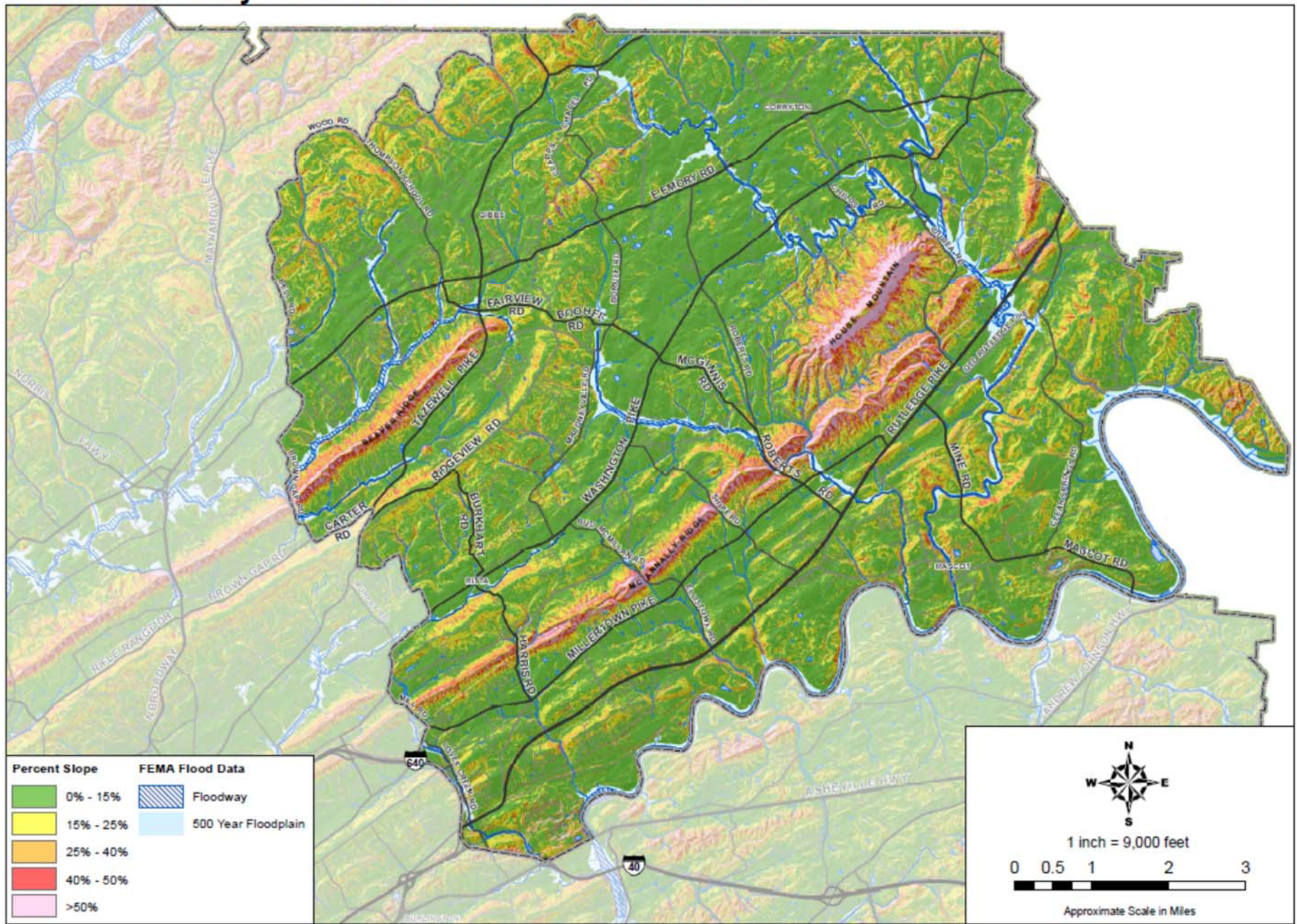
Agricultural Soils and Greenbelt Program Parcels

Knox County is home to the Food Policy Council, which was created in 1982 and includes appointees made by the Knoxville and Knox County mayors. Along with the appointed members, there are associate members; together they work to address issues regarding food systems planning such as the cost, availability, distribution, access and health of the local food supply in Knoxville-Knox County.

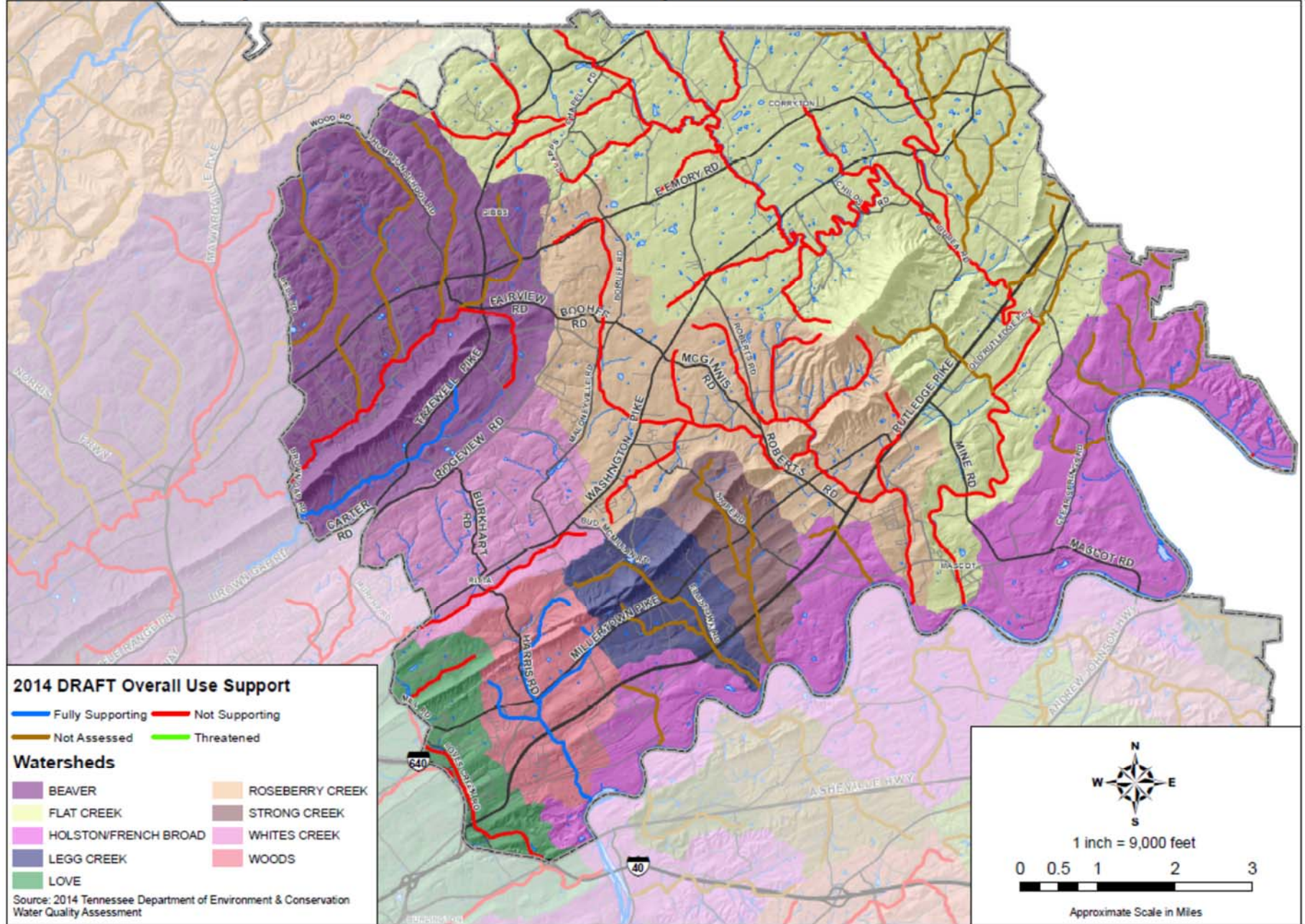
The Northeast County Sector is rural in nature with over 65 percent of the existing land use designated Agricultural/Forestry/Vacant Land. One of the ways to retain and develop the local agricultural economy is by preserving prime soils for farms and farming. Currently, around 50 percent of land (28,191 acres) in the Northeast County is considered prime farmland or locally important soils ([Agricultural Soils and Greenbelt Program Parcels map](#)).

Another option for landowners is to use agricultural conservation easements and/or conservation subdivision development to preserve local farmland. The State of Tennessee's Greenbelt Program applies to parcels where the property owner has elected to limit the use of land to agriculture or forest production practices. By doing so, a land owner's property tax is based on the value as farm or forest land and not on market value for residential or commercial purposes. The Greenbelt program does not guarantee permanent farmland protection; owners can opt out and redevelop after paying rollback taxes. In the Northeast County sector, 40 percent of land is protected under the Greenbelt program.

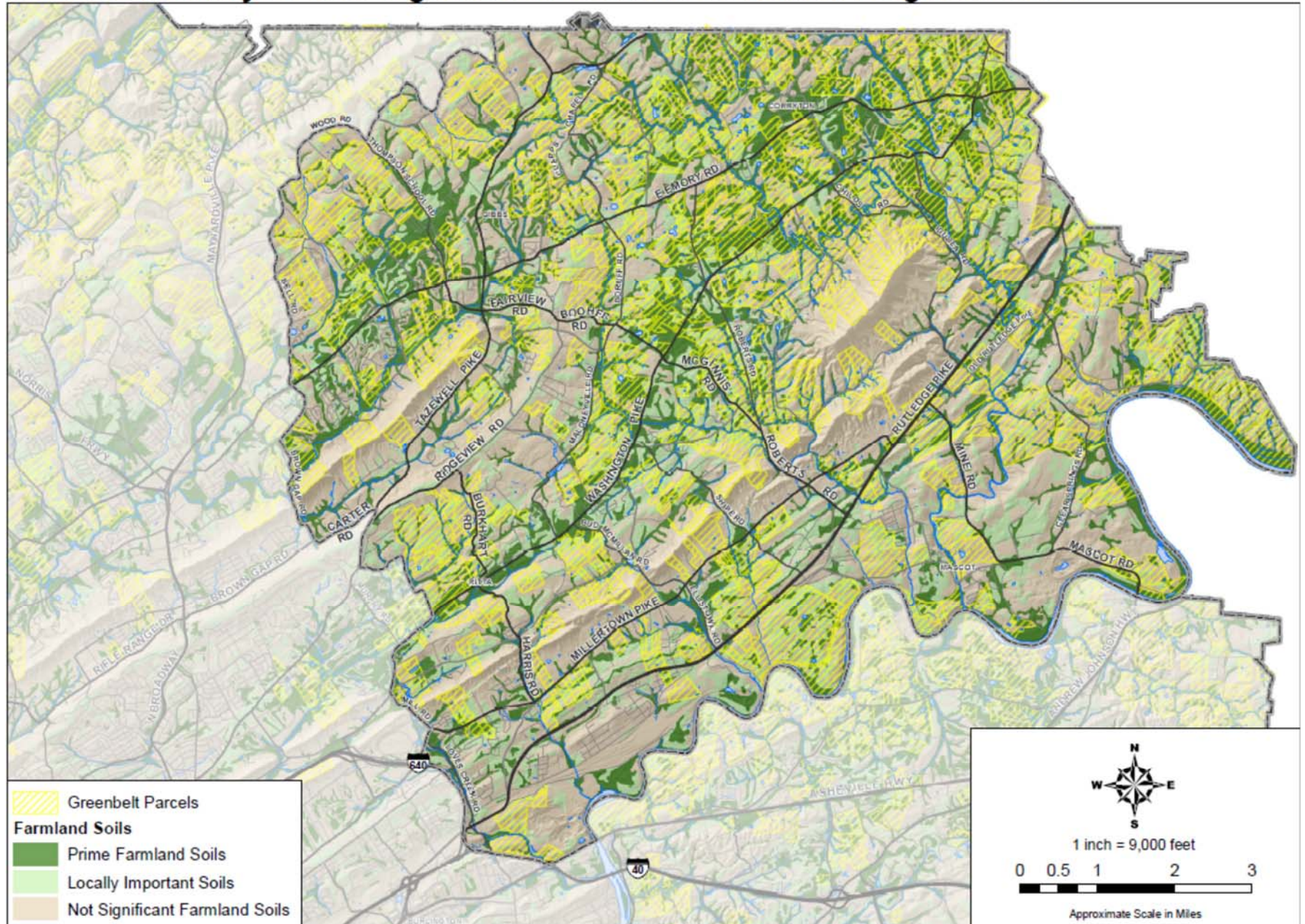
Northeast County Sector: Environmental Constraints



Northeast County Sector: Watersheds and Impaired Streams



Northeast County Sector: Agricultural Soils and Greenbelt Program Parcels



G. Existing Land Use

Existing Land Use refers to the actual use of land based on its observable characteristics. It describes the predominant use that takes place in physical or observable terms (e.g., farming, shopping, manufacturing, vehicular movement, etc.). The existing land use classification definitions ONLY apply to this existing land use section.

Agriculture/Forestry/Vacant - Includes land that is used for agricultural or forestry purposes. This classification also incorporates vacant land that is not used in conjunction with adjacent parcels, and includes single family residential on ten or more acre lots.

Commercial - This classification includes land uses that have sales and services, not including personal services such as real estate and banking services, which are classified under office.

Industrial/Manufacturing - Includes all manufacturing and assembly uses. This category is used as a catch-all for uses commonly found in industrial areas, excluding wholesale/warehousing.

Multifamily - Includes residential developments commonly associated with development that is denser than single family development, including condominiums, planned unit development, mobile home parks, group quarters, and multifamily housing.

Office - Typical office uses should be categorized here including those that are primarily office-use in character. The use includes some uses that may sometimes be considered commercial uses, such as banks and real estate offices. Use this category as a catch-all designation for all office-type uses.

Private Recreation - Includes cultural or natural exhibition, amusement, recreation activities (ex. private golf courses), resorts, and camps.

Public Parks - Includes public parks, public golf courses, and public nature preserves (ex. Forks of the River Wildlife Management Area, House Mountain State Natural Area and Seven Island State Birding Park).

Public/Quasi Public Land - Includes government owned land, religious institutions, public gathering places, educational services, cemeteries, and museums.

Right of Way/Open Space - Includes public rights of way that have no major structures.

Rural Residential - Includes residential uses that are located on two to ten acre parcels.

Single Family Residential – Includes residential uses that are located on two or less acre parcels.

Transportation/Communication/Utilities - This is a catch-all category comprising transportation, communication, and utilities for essential facilities.

Under Construction/Other Uses - Includes uses under construction, contract construction, and other uses that cannot be categorized.

Water – Includes permanently watered areas such as lakes, rivers, large sink holes, and creeks.

Wholesale and Warehousing –

Wholesaling is an intermediate step in the distribution of merchandise. Wholesalers either sell or arrange the purchase of goods to other businesses and normally operate from a warehouse or office. They may be located in an office building or a warehouse. Unlike retailers, their warehouses and offices have little or no display of merchandise.

Warehousing includes storage facilities for general merchandise, refrigerated goods, and other warehouse products. They provide the facilities to store goods but do not sell the goods they handle. They may also provide a range of services related to the distribution of goods, such as labeling, breaking bulk, inventory control and management, light assembly, order entry and fulfillment, packaging, pick and pack, price marking and ticketing, and transportation arrangement.

Mining and Landfills - These establishments extract natural mineral solids (coal and ores), liquid minerals (crude petroleum), and gases (natural gas). Mining includes quarrying, well operations, beneficiating (e.g., crushing, screening, washing, and flotation), and other preparations customarily performed at the mine site, or as a part of mining activity. Also classified in this category are landfills and resource recovery facilities.

Existing Land Use Observations

In 2014, Agriculture/Forestry/Vacant Land comprised two-thirds of all existing land use in the Northeast County Sector with over 37,100 acres, while Rural Residential was the second largest with 7,500 acres, or a 13.2 percent share. These two combined for 78 percent of all existing land use in the Northeast County and denote the rural nature of the sector ([Existing Land Use map](#)).

Notable existing land uses in the sector are:

- House Mountain accounts for 498 acres, or 86 percent of the total Public Parks land use acreage.

- Three Ridges Golf Course and Knox County Sherriff’s Detention Facility (388 acres) and Gibbs Elementary and Middle Schools (116 acres) combine for 47 percent of the Public/Quasi Public land use acreage.
- Dixie Cement (430 acres) and portion of East Bridge Business Park (254 acres) comprise 85 percent of Industrial (Manufacturing) land use acreage
- Approximately 66 acres, or 53 percent of all Multifamily Residential land use in the Northeast County is located within two miles from Knoxville Center Mall.
- Rutledge Pike accounts for 41 percent of all existing Commercial land use acreage in the Northeast County.

Table 8. Northeast County Sector Existing Land Use (2014)

Land Use Categories	Acres	Share (%)
Agriculture/Forestry/Vacant Land	37,161	65.1
Commercial	273	0.5
Industrial (Manufacturing)	801	1.4
Multifamily Residential	125	0.2
Office	65	0.1
Private Recreation	13	0.0
Public Parks	576	1.0
Public/Quasi Public Land	1,074	1.9
Right of Way/Open Space	3,009	5.3
Rural Residential	7,508	13.2
Single Family Residential	5,335	9.3
Transportation/Communications/Utilities	162	0.3
Under Construction/Other Uses	34	0.1
Water	452	0.8
Wholesale	5	0.0
Mining and Landfills	500	0.9
TOTAL	57,093	100.0

Residential Building Permits

The Northeast County added 2,117 residential units between 2004 and 2014 ([Residential Buildings Permits New Construction map](#)). Single dwellings account for 81 percent, or the bulk of all new residential with 1,703 units. Mobile homes were second with 290 units. Compared to all new residential development across Knox County by sector, the number of residential units in the Northeast County accounted for seven percent of all sectors combined.

Table 9. Northeast County Residential Building Permits – New Construction (2004 to 2014)

Residential Type	Number	Share (%) of NE County Sector	Share (%) of All Sectors
Detached Dwelling	1,703	80.5	10.6
Multi-Dwelling	2	0.0	0.0
Mobile Home	290	13.7	20.9
Attached Dwelling	122	5.8	3.0
TOTAL	2,117	100.0	7.2

Non-Residential Building Permits

Northeast County registered only 53 non-residential permits, or a four percent share of all sectors combined.

Table 10. Northeast County Non-Residential Building Permits – New Construction (2004 to 2014)

Non-Residential Type	Number	Share (%) of All Sectors
Commercial	44	3.2
Industrial	9	7.4
TOTAL	53	3.6

Residential Subdivisions

From 2004 to 2014, Northeast County converted 2,022 acres into 263 new residential subdivisions and 2,358 lots. The average subdivision was 7.7 acres in size and comprised of 9 lots averaging 0.85 acre in size.

Table 11. Northeast County Residential Subdivision Permits (2004 to 2014)

	Northeast County	All County Sectors	Share (%)
Subdivision acreage	2,022	11,954	17.0
Subdivisions	263	2,681	9.8
Number of Lots	2,358	17,171	13.7

Housing

Since 1990, the total number of residential dwellings in the Northeast County grew 53 percent by adding 3,767 units. Single dwellings comprise the largest share of all housing unit types with 82 percent or 8,927 units. From 1990 to 2000, the Northeast County averaged approximately 168 new units a month. In the subsequent decade (2000 to 2010), numbers dropped for an average of 145 units a month.

Table 12. Northeast County Housing Units Types

Unit Type	1990	2000	Change (%) 1990 to 2000	2010	Change (%) 2000 to 2010
Detached Dwelling	5,759	7,422	28.9	8,927	20.3
Multi-Dwelling	195	226	15.9	277	22.6
Mobile Home	1,161	1,437	23.8	1,516	5.5
Attached Dwelling	31	82	164.5	193	135.4
TOTAL	7,146	9,167		10,913	

Note: 2010 data is based on the U.S. Census Bureau's 2008 to 2012 American Community Survey, 5-Year Estimates.

Building Conditions

The source of the following information is compiled from the 2013 Knox County Tax Assessor's data. MPC tabulated the total number of buildings by building conditions in the sector to show general patterns and percentages regarding existing stock.

Commercial – Industrial – Office Buildings: The patterns of conditions are depicted on the following “Commercial and Industrial Building and Conditions” map. The majority of commercial and industrial buildings are rated as “fair/average” or “good/very good/excellent.” There are 20 parcels that contain buildings rated as “very poor/poor” ([Commercial and Industrial Building Conditions map](#)).

Table 13. Northeast County Commercial-Industrial-Office Building Conditions (2013)

Building Conditions	Number of Structures	Total Square Feet
Poor	20	120,291
Fair/Average	176	2,322,716
Good/Very Good/Excellent	42	354,019
TOTAL	238	2,797,026

Residential Buildings: The patterns of conditions are depicted on the ([Residential Building Conditions map](#)). The majority of residential structures are rated as “good/very good/excellent” or “fair/average.” Less than five percent (401 units) are on parcels that are rated “unsound/very poor/poor.”

Table 14. Northeast County Residential Building Conditions (2013)

Building Conditions	Dwelling Units	Apartment Buildings	Mobile Home Units
Unsound/Very Poor/Poor	401	0	117
Fair/Average	2,937	0	1,142
Good/Very Good/Excellent	4,879	0	114
TOTAL	8,217	0	1,373

Growth Policy Plan

Three percent of the Northeast County Sector is located in the City of Knoxville. This incorporated area is in the southwest corner of the sector and extends along a portion of Rutledge Pike. The city designated the Urban Growth Boundary as expected growth over the next 20-years and has the right to request annexation within the Urban Growth Boundary under the following guidelines:

- The city will annex parcels contiguous to an existing city boundary if such parcels are developed or likely to develop in the near future, and
- The city will annex parcels surrounded by at least 50 percent of existing parcels presently in the City if such parcels are developed or likely to develop in the near future.

The remaining unincorporated area in the Northeast County Sector is located in the 20-year Growth Plan. The Planned Growth Area (shaded yellow on the [Growth Policy Plan map](#)) designation accounts for 22 percent and is to foster low to moderate forms of development, while the remaining nine percent is located in the Urban Growth Boundary. The Rural Area designation comprises 69 percent of the sector and is land to be preserved for farming, recreation and other non-urban uses.

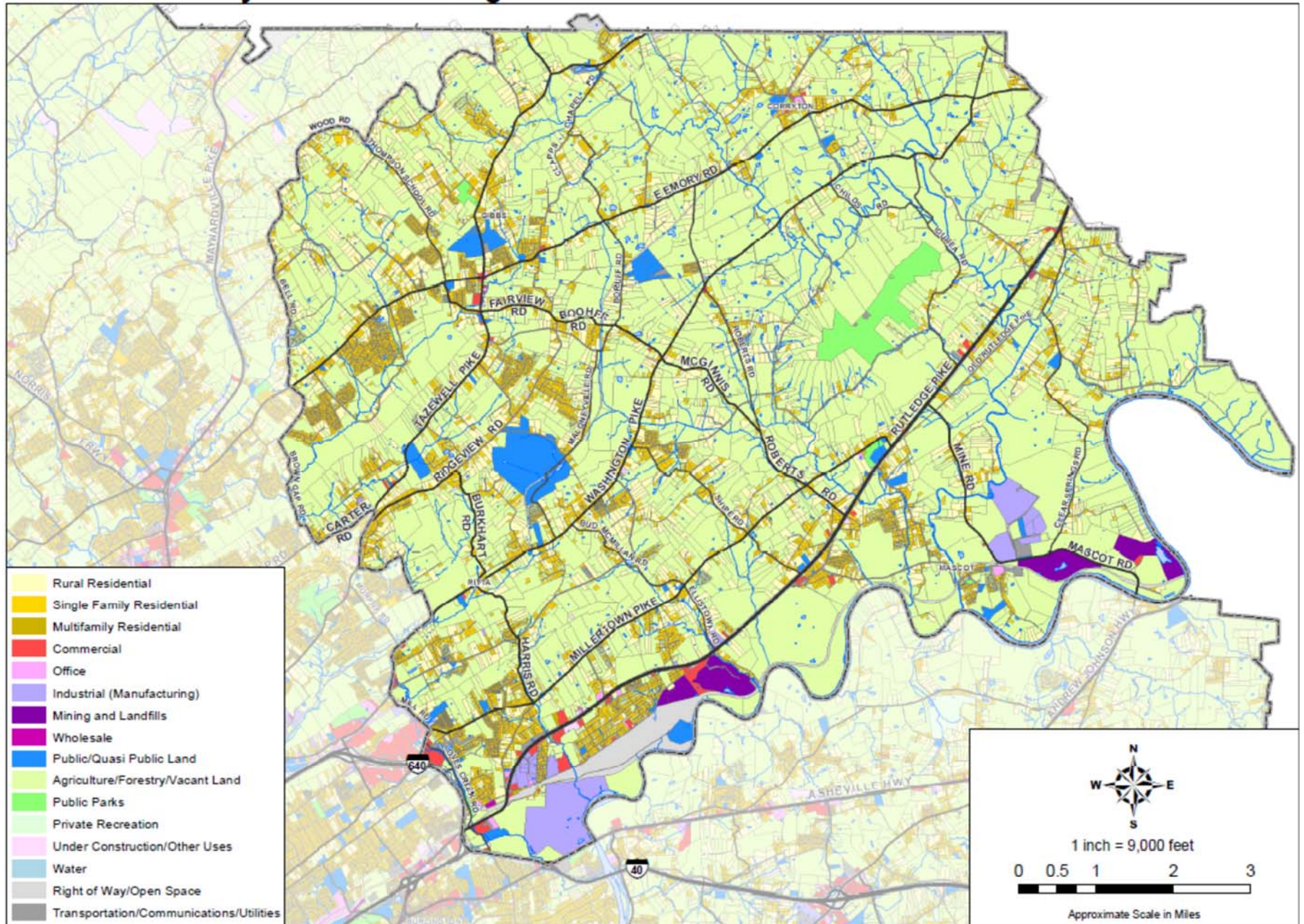
Almost 50 percent of residential building activity between 2004 and 2014 occurred in the Rural Growth Area.

Table 15. Northeast County Residential Building Permits by Growth Plan Area (2004 to 2014)

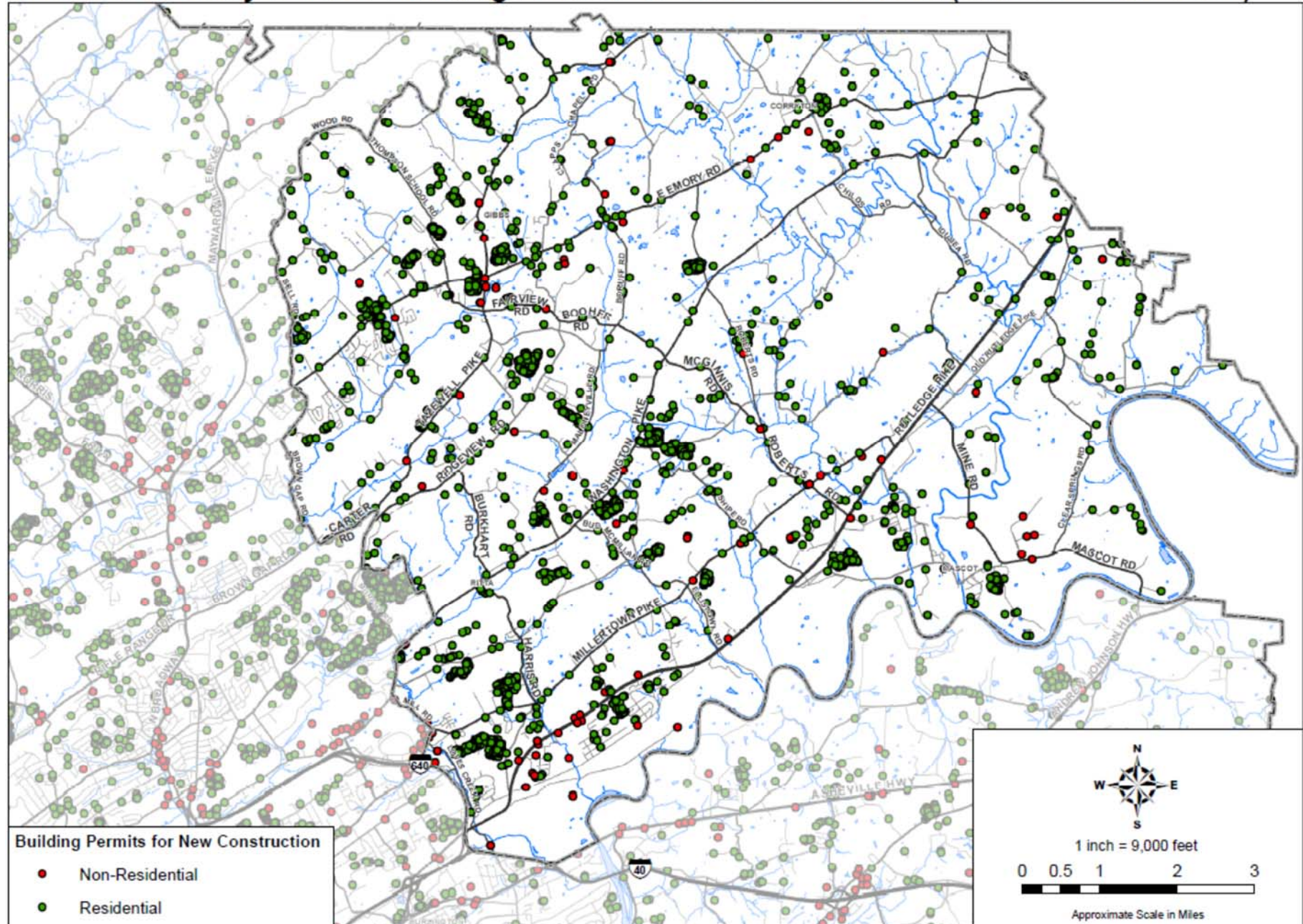
Permit Type	Urban Growth Area (%)	Planned Growth Area (%)	Rural Growth Area (%)
Detached Dwelling	23.8	27.7	48.5
Attached Dwelling	42.7	49.5	7.8
Multi-Dwelling	0	50.0	50.0
Mobile Home	15.9	20.7	63.4
TOTAL	23.6	27.8	48.6

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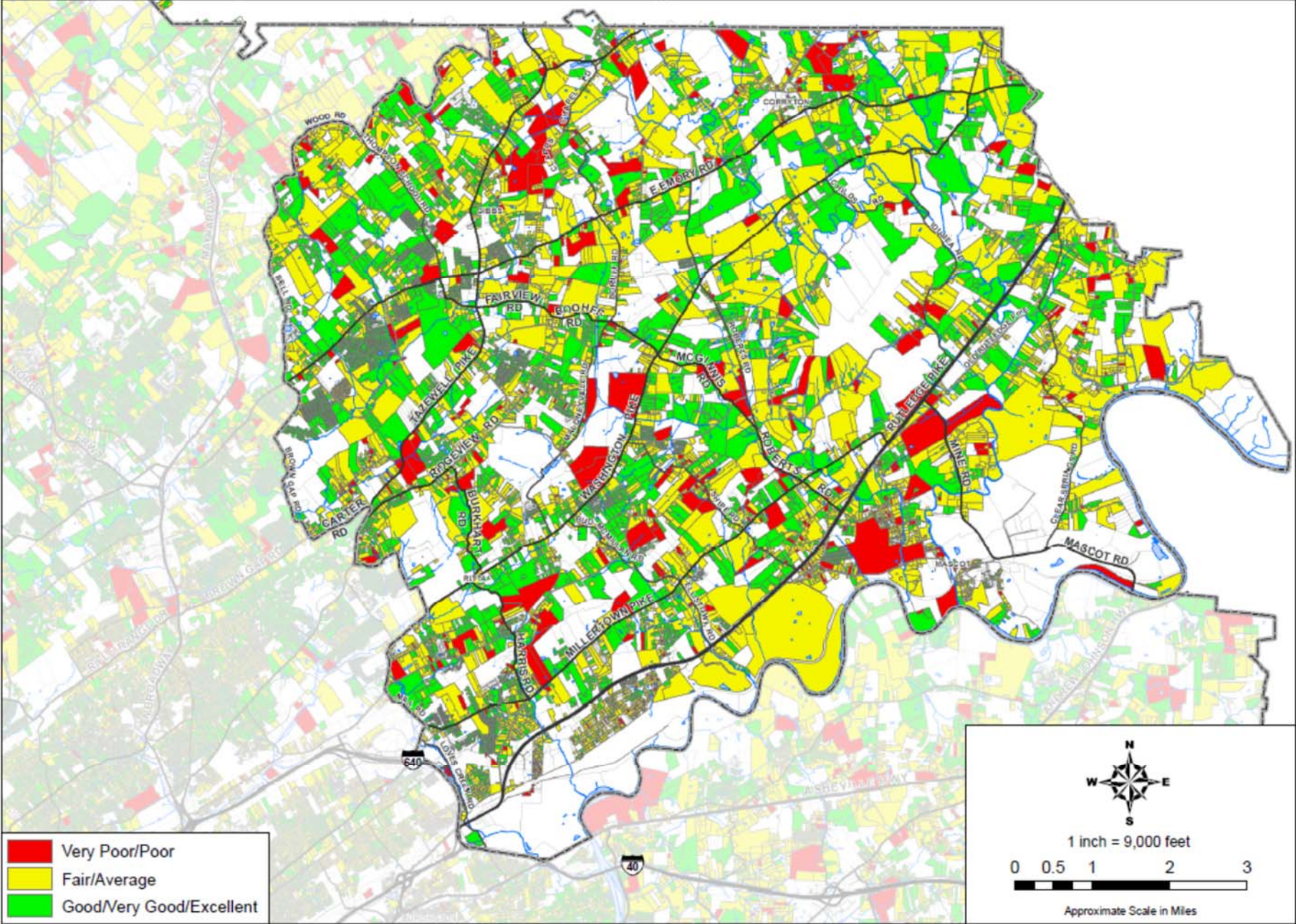
Northeast County Sector: Existing Land Use



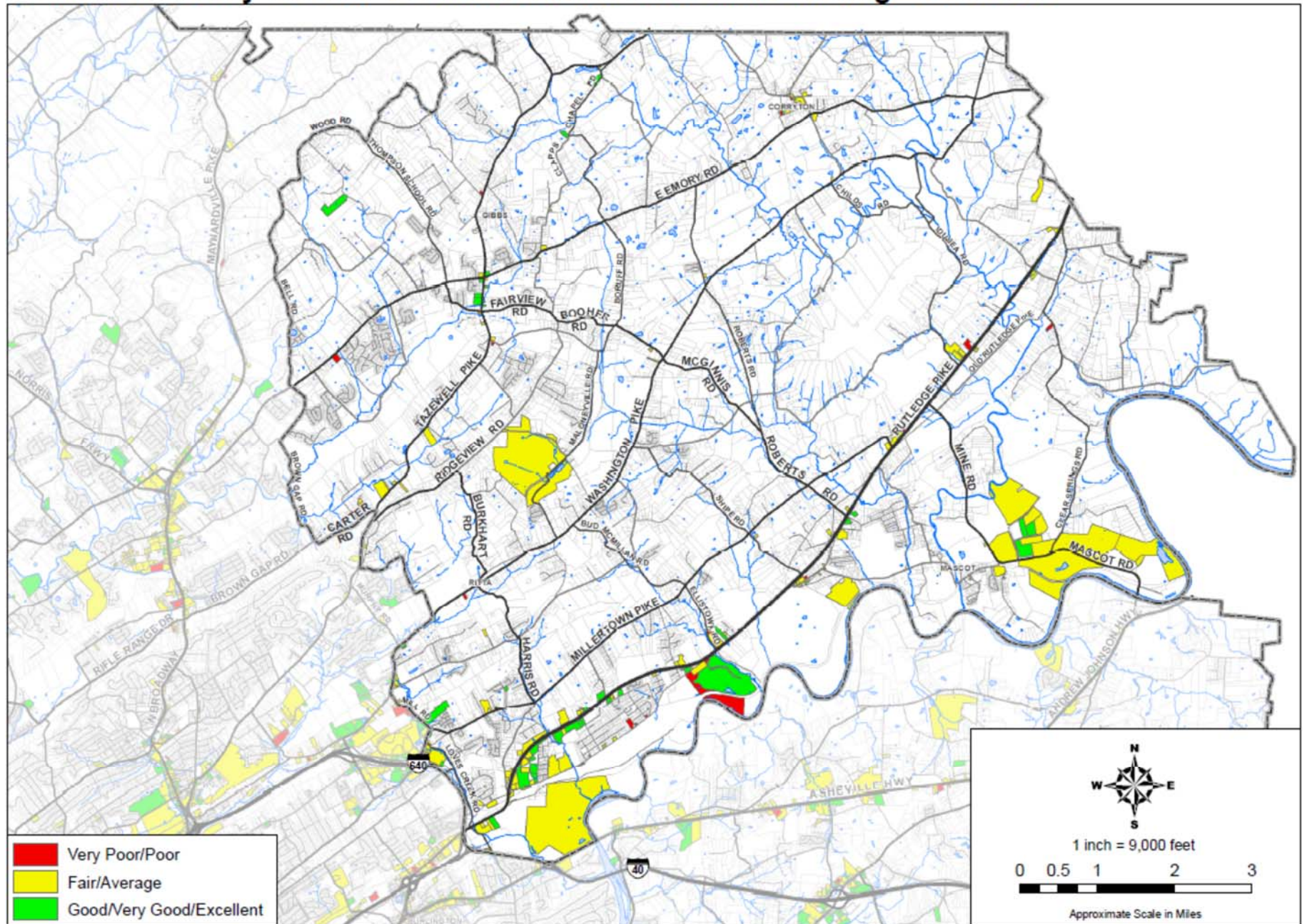
Northeast County Sector: Building Permits for New Construction (Jan 2004 - Dec 2014)



Northeast County Sector: Residential Building Conditions



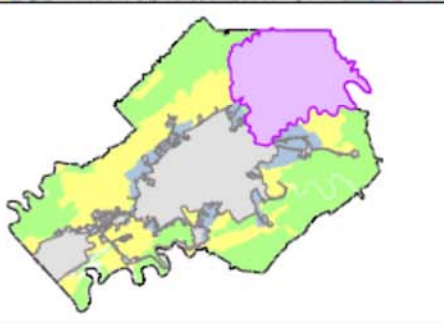
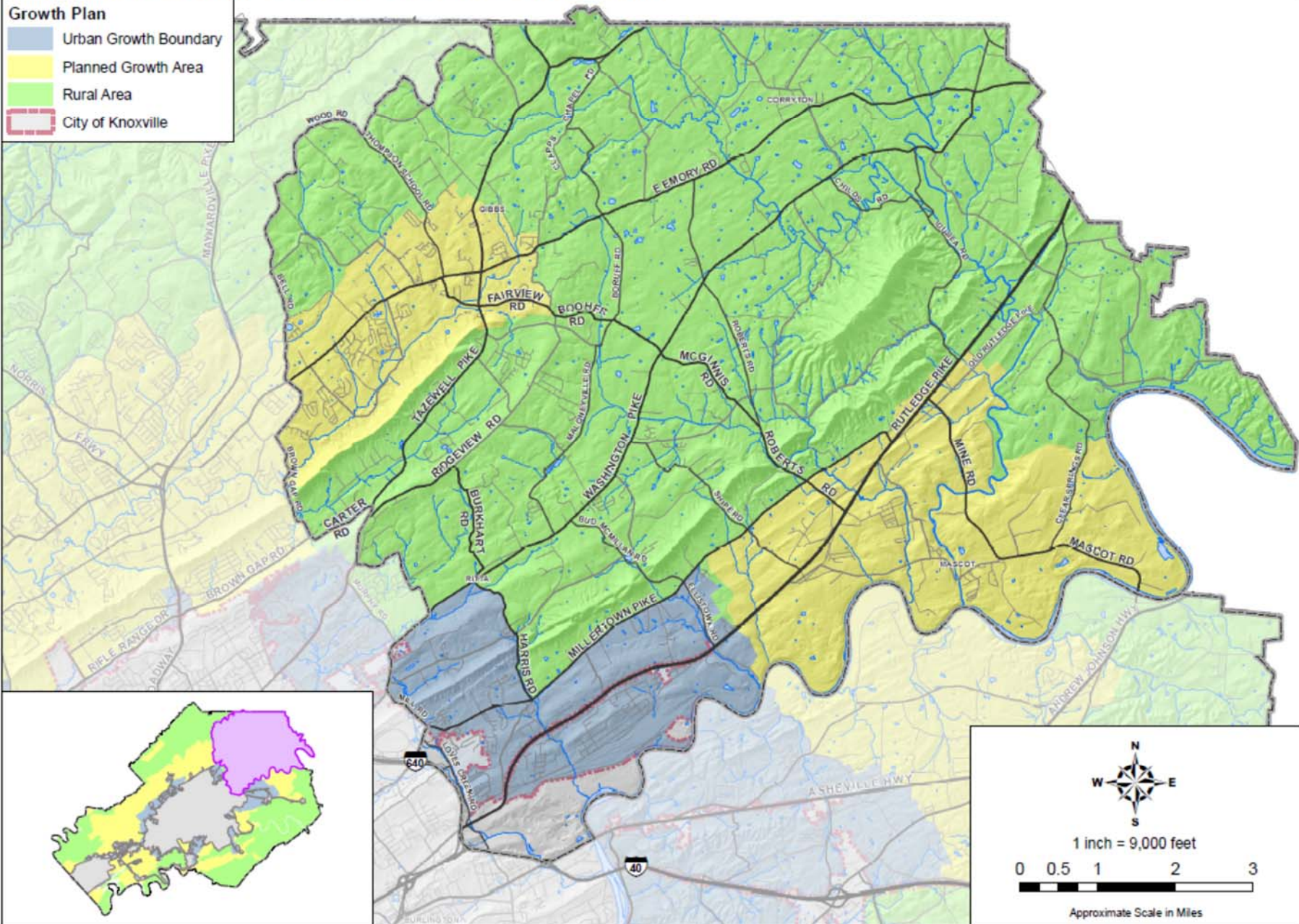
Northeast County Sector: Commercial and Industrial Building Conditions




Northeast County Sector: Growth Policy Plan

Growth Plan

- Urban Growth Boundary
- Planned Growth Area
- Rural Area
- City of Knoxville




 1 inch = 9,000 feet
 0 0.5 1 2 3
 Approximate Scale in Miles

H. Northeast County's Historic Resources

Knox County Historic Zoning Commission is responsible for reviewing applications to alter, demolish or move properties protected by historic overlay, reviewing proposed new construction in historic districts, overseeing the designation of historic properties and reviewing proposed National Register nominations.

The goals for historic preservation program are fourfold:

- Preserve all building that are on, or eligible for the National Register of Historic Places.
- Support additional National Register nominations for historically significant properties.
- Collaborate with non-profits and property owners to heighten awareness of strategies to stabilize and restore historic resources.
- Update the historic resources inventory.

The following is a description of each historic resource in the Northeast County Sector ([Historic and Related Resources map](#)).

Properties designated with a red circle on the map are listed on the National Register of Historic Place.

Nicholas Gibbs House (c. 1790) – National Register

7633 E. Emory Road

Nicholas Gibbs was a revolutionary war hero who moved to East Tennessee from North Carolina in the late 1790's with his wife, the former Mary Efland. The log cabin he built in what is now the Gibbs community has been in the same family for over 200 years. Nicholas and Mary Gibbs are buried in the Gibbs family cemetery on Emory Road.

Chesterfield (c. 1838) – National Register

9625 Old Rutledge Pike

The antebellum Georgian-style mansion is located in the Skaggstown community of northeastern Knox County. Built by G.W. Arnold, a physician from Roanoke, Virginia, it was a stagecoach stop located along a former route (roughly what is now US 11) that began in Washington D.C., passed through Knoxville, and continued further south.

Alfred Buffat Homestead (c. 1867) – National Register

Located at 1725 Loves Creek Road, the house was originally building in 1867 by French-Swiss immigrant Alfred Buffat. The property originally included a grist mill and other buildings such as the miller's cottage, smokehouses, wash house, barns and utility buildings, many of which are still standing.

Properties designated with a gold circle on the map are eligible for listing on the National Register of Historic Places.

Strawberry Plains Fortification – Pratt Truss Railroad Bridge (McBee or Mascot Bridge) (c. 1931)

In 1929, Knox County approved construction of this bridge near Mascot to replace a ferry that crossed the Holston. The plans were completed by the Freeland-Roberts firm in January 1930 and the county soon granted a construction contract for \$250,000 to the Southern Company of Birmingham. Dedication ceremonies for this bridge were held on October 12, 1931. This bridge is 785 feet and contains three concrete arches and five concrete deck girder approaches. MPC recommends application for a Tennessee Department of Transportation historical marker to commemorate the significance of the bridge.

Legg-England House (c. 1846)

Located on Rutledge Pike and Arminda Road

Millertown Lutheran Church

6515 Millertown Pike

Rev. Winfield Shipe Homeplace (c. 1900)

6510 E. Emory Road

Luttrell House (c. 1908)

8300 Washington Pike

Stoffel-Jenkins Homeplace

North side of Washington Pike near Harris Road

Strong-Kern House (c. 1904)

Located on Rutledge Pike along the Holston River, early river settlement

McBee House and Ferry (c. 1880)

1231 McBee Lane

Tarver-Cassady House (c. 1860)

8228 Bud Hawkins Road

Sawyers-McBee House (c. 1832)

9834 Washington Pike

Mascot Area (c. 1915)

This community was established in 1796 when John Erwin bought 150 acres of land from the government. It was many years later in the early twentieth century that the historic mining town was developed. Housing depicts class and income distinctions among workers and management along with providing insight on the history of industrial development. The railroad enabled the zinc mining industry to grow in and around Mascot.

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Northeast County Sector: Historic and Related Resources

