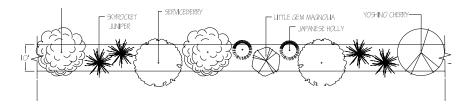


Inskip Small Area Plan



March 2011

Prepared by the Knoxville-Knox County Metropolitan Planning Commission



Inskip Small Area Plan

March 2011

Adopted by:

The Knoxville-Knox County Metropolitan Planning Commission on March 10, 2011

The Knoxville City Council on April 19, 2011

Acknowledgements

Mike Reynolds	Planner II
Mike Carberry	Comprehensive Planning Manager
Mark Donaldson	Executive Director
Buz Johnson	Deputy Director
David Massey	City of Knoxville, Neighborhood Coordinator
	City of Knoxville, Civil Engineer II
Donna Young	City of Knoxville, Greenway Coordinator
Ben Epperson	Healthy Kids, Healthy Communities
Bob Becker	Former City Councilman, 5th District
Charles Thomas	City Councilman, 5th District
Nathan Benditz	Transportation Planner
Ellen Zavisca	Transportation Planner
Tim Kuhn	GIS Manager
Alex Zendel	GIS Analyst
Sarah Powell	
Jo Ella Washburn	Graphic Designer

Table of Contents

Introduction and History	7
Background and Analysis	9
Inskip Plan Section	. 15
Action Plan	. 25
Appendix 1: Land Use Classifications	. 27
Appendix 2: Approximate Construction Costs of Pedestrian Improvements	. 28
Appendix 3: Shasta Drive Buffer Planting Plan	. 29

Introduction and History

In 2009, the Knoxville City Council asked the Metropolitan Planning Commission to create a small area plan to examine the Inskip area for possible zoning and plan designation irregularities. These include neighborhood conservation, low impact transitions from commercial and office uses to residential uses, and disparities between existing zoning and likely future land use.

There is also another program in Inskip that is spearheaded by the Knox County Health Department called Healthy Kids, Healthy Communities, which is funded by a grant from the Robert Wood Johnson Foundation. The purpose of this project is to provide easy-to-access places for physical activity and healthy foods. As part of this process, the Health Department conducted multiple public meetings and a walkability audit in the Inskip Community, and some of their analysis of community needs for access to physical activity has been incorporated into this plan. These include access to parks and the need for additional sidewalks.

In view of the land use and need for improved pedestrian circulation, this plan has been created to address both of these issues.

History

The construction of the Knoxville and Ohio Railroad in the mid-19th century led to the establishment of the community as a small train station was created there. In the late summer of 1872, a religious revival, known as the National Camp Meeting, was held on Arthur Crozier's farm and the grounds of the Heritage Bible Church. A renown evangelist, John Swanel Inskip, was the most prominent preacher at the initial revival and subsequently returned for later camp meetings. The congregation and residents were so impressed by his teachings that they named the community Inskip.

By 1895 a small nucleus of development was created, including a grocery store containing the post office,

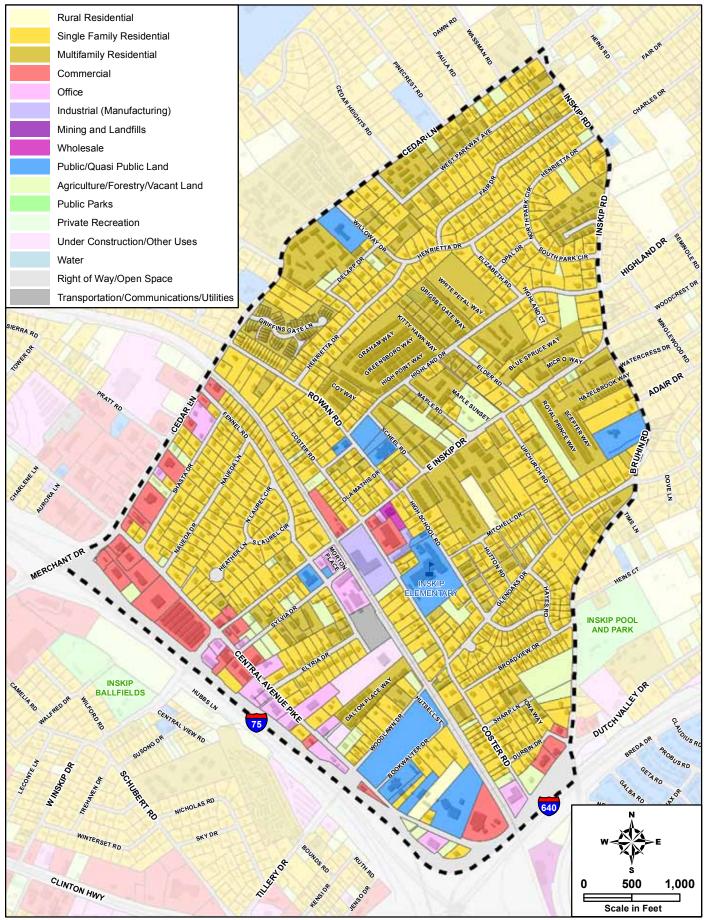
another church, two schools, and several side streets that started a more cohesive neighborhood. The schools were small: the one-room Tindell School, and the two-room Woodlawn School. In 1912 education was consolidated into a new three-room building and auditorium that included elementary and secondary students and was named High School. This school reportedly accommodated boarders from north Knox County, affording education to students from such distant reaches as Raccoon Valley.

Prior to the creation of Clinton Highway and, later, the interstate system, the intersection of Inskip Road and Central Avenue Pike became a notable crossroads. During the 1940s and 1950s, a private bus company, the original Litton's Market (now the bakery), the service station and a drug store were established, and the railroad provided a siting that enabled modest industrial growth. More housing was created to accommodate the families of railyard workers and veterans who saw a commute down Central Avenue as an easy means to reach Knoxville, thus moving from the small cross-roads community toward a full-fledged suburb.¹



¹Sources: Inskip files of the McClung Collection, including articles of the Knoxville Chronicle, 1872 to 1883, an undated history of Inskip School, an unpublished manuscript on Inskip by George Morton, dated 1968, and various articles regarding Inskip from the Knoxville News Sentinel.

Map 1: Existing Land Use



Background and Analysis

There is no official boundary for Inskip; however, this plan's study boundary could be considered the heart of this area. The study boundary is formed by the arterial and collector roads that enclose the residential blocks of Inskip. The boundary is shown in Map 1 as the dark dashed line.

Existing Land Use

Existing land use, shown on Map 1, shows that there are pockets of commercial, office and industrial uses, but the predominant use is low and medium density residential.

The residential building types range from single family detached houses to apartment buildings nearing 24 units per acre. Single family uses make up 73 percent of the parcels and 43 percent of the total land area, and multifamily residential uses make up an additional 15 percent of the parcels and 20 percent of the land area, as shown in Table 1. However, of all residential structures, those structures with 1 unit (primarily single family detached houses) make up only 44 percent of the total units. Residential units within duplexes and larger apartment buildings make up the remaining 56 percent of the housing units, as shown in Table 2. The large number of residential units within multifamily residential structures is primarily due to the R-2 (General Residential) zoning, which accounts for 89 percent of the acreage zoned residential in Inskip.

Commercial and office uses are predominantly along Cedar Lane and Central Avenue Pike, which are on the edges of the Inskip study area. On Inskip Drive there are Industrial, Commercial and Office uses centralized in the Inskip area. These uses originated in this location because of the proximity to the railroad and were the impetus for development in this area.

Zoning and Implications

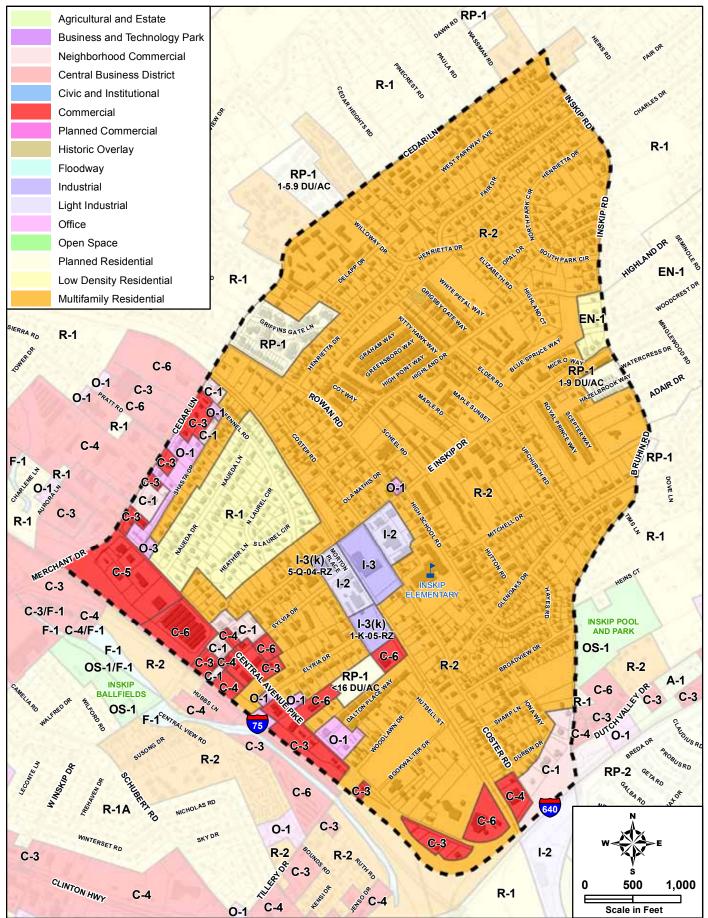
Area zoning is shown on Map 2, and Table 3 shows how much land area is within each zoning district. The majority of the Inskip area is zoned R-2 (General Residential), constituting 76 percent of the land area. This zoning is considered a medium density residential district and allows residential development from single family detached houses to apartment buildings. Of the existing land uses, only the Multifamily Residential

TABLE 1: EXISTING LAND USE				
LAND USE	PARCELS	PERCENT	ACRES	PERCENT
Residential				
Single Family Residential	738	72.50%	285.9	43.30%
Multifamily Residential	151	14.83%	134.3	20.34%
Commercial, Office, Industrial				
Commercial	30	2.95%	31.7	4.80%
Office	22	2.16%	16.6	2.51%
Industrial (Manufacturing)	2	0.20%	5.4	0.81%
Wholesale	1	0.10%	0.8	0.12%
Other				
Agriculture/Forestry/Vacant Land	51	5.01%	31.6	4.79%
Public/Quasi Public Land	16	1.57%	34.5	5.23%
Right of Way/Open Space	4	0.39%	111.4	16.87%
Transportation/Communications/Utilities	1	0.10%	2.5	0.38%
Under Construction/Other Uses	2	0.20%	5.6	0.84%
Total	1018		660.2	

TABLE 2: DWELLING UNITS IN RESIDENTIAL STRUCTURES				
NUMBER OF UNITS IN STRUCTURE	NUMBER OF UNITS	PERCENT OF UNITS		
1 unit	905	44%		
2-4 units	345	17%		
5-9 units	188	9%		
10-18 units	449	22%		
20 units or more	188	9%		



Map 2: Zoning



classification would require R-2 zoning (or other Multifamily Residential zoning district), and this makes up 20 percent of the land area. Thus, 57 percent of the land area zoned R-2 could be zoned a low density residential district such as R-1 or R-1A, which would be more consistent with the existing housing types.

In Inskip there have been two instances in the last decade where a group of homeowners had their properties rezoned to a low density residential zoning district that is more in line with the type of existing housing: in these cases R-1 (Established N can be used in inconsistent w help protect lo encroachment density developments that are not compatible with the existing development pattern. This would primarily be for areas that consist of single family detached houses.

Community Facilities

Inskip Elementary School is the only community facility within the Inskip study boundary and is located near the center of the area. The school has a playground that has the potential to be an activity focal point for the community.

, with the type of existing housing, in	Greenwi
1 (Low Density Residential) and EN-1	the nort
Neighborhood) were used. This approach	to the p
other areas of Inskip where zoning is	spaces fo
vith the character of the area, which will	and incl
ow density residential areas from the	picnicki
of apartment complexes, or other higher	tailored
pments that are not compatible with the	These n

There are two parks just outside the study area: the Inskip Pool and Park and the Inskip-Norwood Recreation Facility and Inskip Ballfields. The Inskip Pool and Park has recently been upgraded with a new pavilion, walking paths and tennis courts. The Inskip-Norwood Recreation Facility and Inskip Ballfields have a gymnasium and baseball fields. Programs are conducted there after school and during summer months.

The Knoxville-Knox County Park, Recreation and Greenways Plan recommends a neighborhood park in theast quadrant of the Inskip area. According bark plan, a neighborhood park "should include for active recreation activities such as ball practice clude passive recreation areas for strolling, ing, and enjoying the outdoors. Parks should be to the needs of the surrounding neighborhoods. These parks should be within a quarter to a half mile from most homes, and their size is typically between 5-20 acres."

Transportation

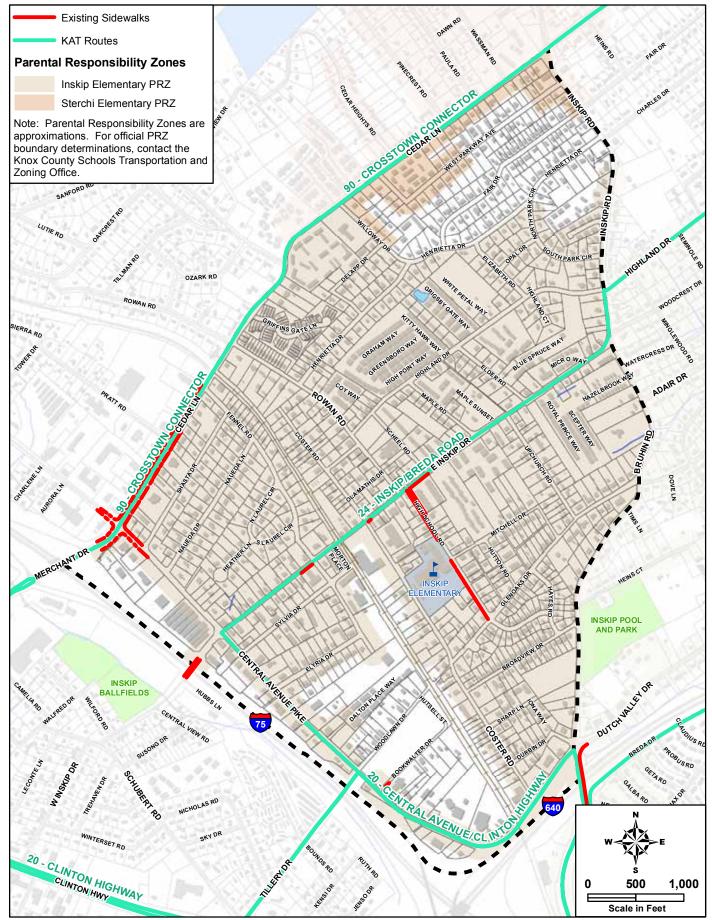
Roads

The highest traffic volumes in the area are found primarily on two roads: Cedar Lane and Central Avenue Pike. The intersection of these two roads is the most congested in

	TABLE 3:		
	ZONING DISTRICT	ACRES	PERCENT
R-1	(Low Density Residential)	39.7	6.01%
EN-1	(Established Neighborhood)	4.0	0.60%
R-2	(General Residential)	500.6	75.83%
RP-1	(Planned Residential)	17.4	2.63%
C-1	(Neighborhood Commercial)	16.0	2.43%
C-3	(General Commercial)	19.2	2.92%
C-4	(Highway and Arterial Commercial)	4.5	0.68%
C-5	(Tourist Commercial)	13.7	2.07%
C-6	(General Commercial Park)	15.1	2.29%
I-2	(Restricted Manufacturing and Warehousing)	9.1	1.38%
I-3	(General Industrial)	9.8	1.49%
0-1	(Office, Medical, and Related Services)	10.5	1.59%
0-3	(Office Park)	0.5	0.08%
0S-1	(Open Space Preservation)	0.0	0.00%
	Total	660.2	



Map 3: Sidewalks, KAT Routes, and PRZs



the area. The city has plans to widen this intersection by adding a right turn lane to southbound Central Avenue Pike and increasing the radius of the southwest corner of the intersection.² The City of Knoxville anticipates putting this project out to bid and begin construction by the end of 2011.

Traffic counts for the area are shown in Table 4. The traffic volumes on all the streets are within acceptable levels in terms of not being congested and improvements are not anticipated.

Sidewalks

There are very few sidewalks within the Inskip community. The sidewalks are concentrated in two areas: near the Inskip Elementary School and the commercial area along Cedar Lane. Existing sidewalks and the approximate Parental Responsibility Zones (PRZ) are shown on Map 3. The official PRZ is maintained by Knox County Schools.

Sidewalks are important within a PRZ because this is an area surrounding a school where bus service is not provided and it is the responsibility of the parents to get their children to school. For elementary schools this is a one-mile distance along roadways. The majority of the Inskip area is within a PRZ for either Inskip Elementary or Sterchi Elementary.

Public Transportation

Existing bus routes are shown on Map 3. There are three bus routes that travel through the Inskip study area: Crosstown Connector (#90), Inskip Breda Road (#24) and Central Avenue/Clinton Highway (#20). These routes offer very good connectivity throughout the Knoxville area, providing transport to many major destinations without having to transfer buses.

Bicycling

There are no bike lanes within the Inskip study area, and none are planned for this area at this time.

Greenways

There are no greenways within the Inskip study area. The *Knoxville-Knox County Park, Recreation and Greenways Plan* proposes greenway connectors along the following roads (as shown in Map 4): Cedar Lane, Central Avenue Pike, Inskip Drive, Inskip Road, Bruhin Road, and a series of roads connecting Inskip Elementary with Inskip Pool and Park. According to the Park Plan, greenway connectors are "critical roadway connections that have been identified to provide additional bicycle and pedestrian connections. These connections should be programmed as street and highway projects are funded or, where critically needed, as separate projects." These connections can be sidewalks, side paths, bicycle lanes and/or wide outside travel lanes for shared motor vehicle and bicycle use.

TABLE 4: TRAFFIC COUNTS			
Average Daily Volume	Road	Between	
17,714	Cedar Ln	Central Ave Pike and Rowan Road	
13,077	Cedar Ln	Inskip Road and Rowan Road	
10,134	Central Avenue Pike	Cedar Lane and E Inskip Drive	
8,318	Central Avenue Pike	E Inskip Drive and Tillery Drive	
5,262	W Inskip Drive	I-75 overpass and Central Ave Pike	
7,051	E Inskip Drive	Central Ave Pike and High School Road	
4,502	E Inskip Drive	Inskip Road/Bruhin Road and High School Road	
5,639	Inskip Road	Cedar Lane and Highland Drive	
6,119	Inskip Road	Highland Drive and E Inskip Drive	
1,678	Rowan Road	Cedar Lane and E Inskip Drive	
1,517	Coster Road	E Inskip Drive and Central Avenue Pike	
4,305	Tillery Drive	I-75 overpass and Central Ave Pike	



Worn walking path along Cedar Lane

²Knoxville Regional Transportation Planning Organization, "Transportation Improvement Program FY 2006-2008".

Inskip Plan Section

Transportation: Pedestrian Accommodations

The major transportation issue in the Inskip area is the lack of pedestrian accommodations, other than the already established issue of improvements to the Central Avenue Pike/Cedar Lane intersection for motor vehicle traffic. Map 3 shows that existing sidewalks are isolated to the Inskip Elementary School area and along the commercial properties on Cedar Lane. There are also no bike lanes in this area. Sidewalks are particularly important in two situations: (1) within the PRZ (where school bus service is not provided), and (2) as a means to connect homes to activity points such as parks and commercial areas. See Appendix 2 for the approximate costs associated with constructing sidewalks and improving intersections as recommended in this plan.

Sidewalks

The highest priority sidewalks are those that connect Inskip Elementary School with the Inskip Pool and Park and the Inskip-Norwood Recreation Center and Inskip Ballfields, as described below. In the long term, all roads that are classified as a collector or arterial should have sidewalks on at least one side of the road (which currently include the following roads: Cedar Lane, Central Avenue Pike, Inskip Drive, Inskip Road, Bruhin Road, Coster Road and Rowan Road).

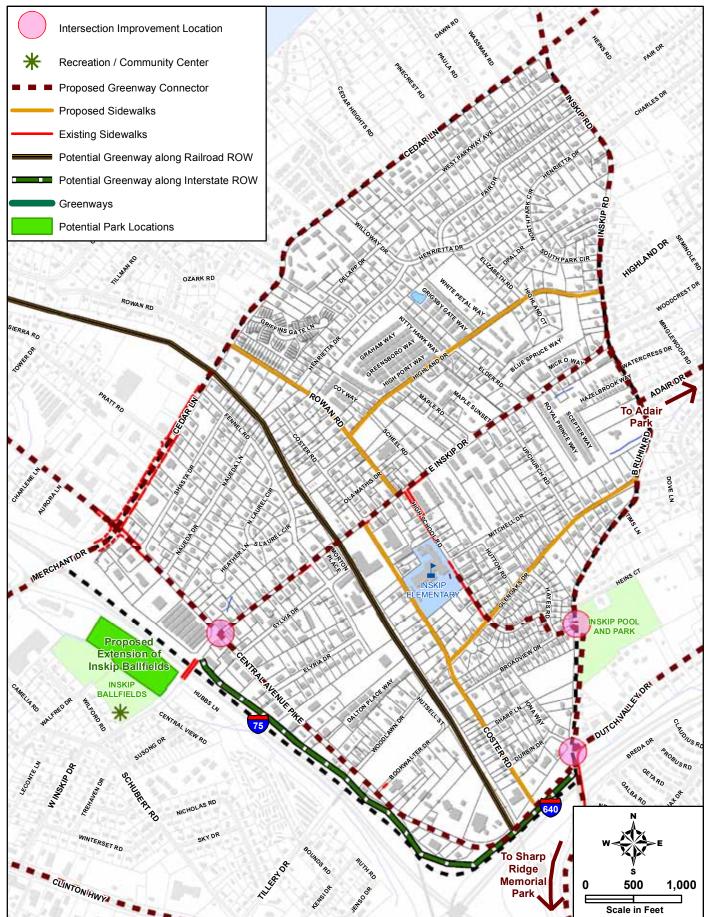
1. Inskip Drive—Sidewalks should be installed the length of Inskip Drive and should be considered a high priority. This road is the central east/west thoroughfare in Inskip and carries pedestrian traffic to the elementary school and commercial establishments. The majority of the Inskip area is within a PRZ for an elementary school, which means there is not bus service provided for children to get to school. Sidewalks may only be needed on one side of the street in most areas. There are currently short segments of sidewalk on the south side of Inskip Drive, however, they may be non-compliant with the Americans with Disabilities Act and might need to be removed and rebuilt as part of any street improvement plan. **Traffic Calming**—Inskip Drive may be one road that could benefit from traffic calming. Enforcement and devices that slow vehicles down should be considered.

- 2. High School Road/Hayes Road/Broadview Drive—These roads offer the safest and quickest route from Inskip Elementary School to the Inskip Pool and Park. Sidewalks are recommended on one side of these streets. This recommendation is made in consideration of narrow right-of-way and construction cost. The section of sidewalk on Broadview Drive, between Bruhin Road to Hayes Road, is the highest priority.
- 3. **Bruhin Road**—A sidewalk should be installed on the east side of Bruhin Road between Dutch Valley Drive and the Inskip Pool and Park. This sidewalk would allow pedestrians from the North Ridge Crossing development on the south side of Interstate 640 to walk more safely to the park.
- 4. **Cedar Lane**—Sidewalks are only installed in the commercial section of Cedar Lane. There are distinct walking paths worn into the grass in spots along Cedar Lane, near Rowan Road, where there are no sidewalks (see image to the right). This is an indication that there is a need for sidewalks that is not currently being met.



Walking along Inskip Drive

Map 4: Existing and Proposed Park, Greenways, and Sidewalk Systems



Lane and Inskip Drive has some sidewalks closer to Cedar Lane; these should be extended to Inskip Drive at least on one side of the street and should be considered a priority.

5. Central Avenue Pike—The section between Cedar

Intersection Improvements

Along with the construction of new sidewalks, there is a necessity for making intersections more pedestrian friendly. Listed below are some important intersections in relation to the sidewalks recommended for the area. See Map 4 for the location of the intersections.

 Inskip Drive/Central Avenue Pike intersection— This intersection is the primary means for pedestrians in the Inskip area to go to the Inskip-Norwood Recreation Center and Inskip Ballfields. This signalized intersection is large and has little definition to the edges, which makes pedestrians less safe. There are marked pedestrian crosswalks on the east and south sides of the intersection, however, there are not any pedestrian indications as part of the signalization. The turning radius on the northwest corner appears to be larger than needed, which makes crossing as a pedestrian more hazardous.

In addition, with the commercial activity at this intersection it could become an attractive place for area residents to walk or bike to if accommodations for these modes are created. This area could benefit from a façade improvement program that will help with the aesthetic appeal of the intersection, similar to what has been achieved at the intersection of Central Street and Broadway.



Intersection of Inskip Drive and Central Avenue Pike

- 2. Broadview Drive/Bruhin Road intersection— There needs to be an appropriate crossing treatment, connecting the proposed sidewalk system from the elementary school to the Inskip Pool and Park. This location has limited sight distance, so additional study needs to be completed to determine if this crossing is a safe and appropriate location.
- 3. Dutch Valley Drive/Central Avenue Pike/Bruhin Road intersection—This signalized intersection is very wide because of the angle of the streets, slip turn lanes and large turning radii that are designed to accommodate large commercial vehicles. The intersection has no marked pedestrian crosswalks or indications. Pedestrians coming from the south side of I-640 must pass through this intersection if they are going to the Inskip Pool and Park.

Greenways

The Knoxville-Knox County Parks, Recreation and Greenways Plan recommends greenway connectors in the Inskip area, as shown in Map 4 and outlined on page 13. These greenway connectors could be sidewalks, side paths, bike lanes or wide outside lanes designed to accommodate both motor vehicles and bicycles.

The *North City Sector Plan* does recommend a "Rails with Trails" greenway along the railroad right-of-way that runs parallel to Coster Road and Rowan Road. This greenway could connect Inskip with the proposed Knob Fork Greenway, which connects to the Sterchi Greenway, Sterchi Hills Park and the Sterchi Soccer Complex. The railroad right-of-way is narrow, which may make such a greenway difficult to construct in a safe manner. An alternative location is the I-640 and Interstate 275 right-of-ways.

Recently, the edges of interstate right-of-ways have been explored as a potential location for greenways. There is one current greenway under construction in the Interstate 40 right-of-way at the Papermill exit, called the Papermill Bluff Greenway. This approach could be an alternative way of connecting the Inskip Pool and Park with the Inskip-Norwood Recreation Center and Inskip Ballfields. The greenway could have connection points at the Dutch Valley/Bruhin Road intersection and the Inskip Drive bridge that spans Interstate 75. This possible greenway is shown on Map 4.

Zoning and Land Use Recommendations

Shasta Drive

In the latest *North City Sector Plan* (2007), there is a recommendation to create a zoning district that allows both office and low density residential uses for the south side of Shasta Drive. In the sector plan, the Land Use Plan designates the north and south sides of Shasta Drive as mixed use districts. In the *One Year Plan* and sector plans, mixed use districts are used when an area has multiple land use classifications that may be appropriate.

The mixed use district on the north side of Shasta Drive recommends neighborhood commercial and office uses with access only from Cedar Lane (no access to Shasta Drive). There was a landscaping buffer plan created shortly after the adoption of the *North City Sector Plan* (2007) for the north side of Shasta Drive, which is shown in Appendix 3. This can be used as a template for creating a buffer between the higher intensity commercial uses which front Cedar Lane with the residential, and potential office, uses on the south side of Shasta Drive.

The mixed use district on the south side recommends low and medium density residential uses and a new residential/office zoning district. This mixed use district is intended to create a buffer between the commercial/ office uses on the north side of Shasta Drive and the low density residential uses on Naueda Lane/Drive. The design of new office buildings on the south side of Shasta Drive are intended to be complementary to the residential structures by having a similar scale and design as the existing residential structures in the area.

There are two options to accomplish this recommended action:

- 1. Create a form code district that is specific to the vision for Shasta Drive; or
- 2. Create an overlay district with design guidelines that is specific to the vision for Shasta Drive.
- Either option above should include the following design principles:
 - o New structures should have a similar design and scaling as existing residential structures on Shasta Drive and Naueda Lane/Drive.
 - o Signs should be of a modest scale so as not to detract from residential uses.
 - o Lighting should not shine on adjacent residential properties.
 - o A reduced parking standard for office uses should be considered, such as the parking standards adopted for the Technology Overlay District shown in Figure 1.

1.7.5 Minimum and maximum parkin Zone are as follows:	ng space requirements for all prope	erties in the Technology Overlay
Table 3: O	ff-Street Parking Space Requi	rements*
Land Use	Minimum Number of Spaces Required	Maximum Number of Spaces Allowed
Restaurant	7.5 per 1000 sq. ft. of Gross Floor Area	15 per 1000 sq. ft. of Gross Floor Area
Office	3 per 1000 sq. ft. of Gross Floor Area	4.5 per 1000 sq. ft. of Gross Floor Area
Retail Establishments	3 per 1000 sq. ft. of Gross Floor Area	4.5 per 1000 sq. ft. of Gross Floor Area
Office Park, Multi-tenant Office Building	2 per 1000 sq. ft. of Gross Floor Area	3.5 per 1000 sq. ft. of Gross Floor Area
Shopping Center	2 per 1000 sq. ft. of Gross Floor Area	3.5 per 1000 sq. ft. of Gross Floor Area
Research & Development Facility, Laboratory	2 per 1000 sq. ft. of Gross Floor Area	3.5 per 1000 sq. ft. of Gross Floor Area
All Other Non-Residential Uses	2 per 1000 sq. ft. of Gross Floor Area	3.5 per 1000 sq. ft. of Gross Floor Area
Warehousing, with Office Space	1 per 1000 sq. ft. of Gross Floor Area	1.5 per 1000 sq. ft. of Gross Floor Area
Industrial and Manufacturing	1 per 1000 sq. ft. of Gross Floor Area	1.5 per 1000 sq. ft. of Gross Floor Area
Hotel, Motel	1 per Room or Suite	1.5 per Room or Suite
Church or similar place of worship	1 per 4 seats in Main Worship Area	1 per 3 seats in Main Worship Area

* On-street parking spaces may be used to reduce either the minimum number required or the maximum number allowed for off-street parking spaces.

Inskip Small Area Plan, 2011

Inskip Drive

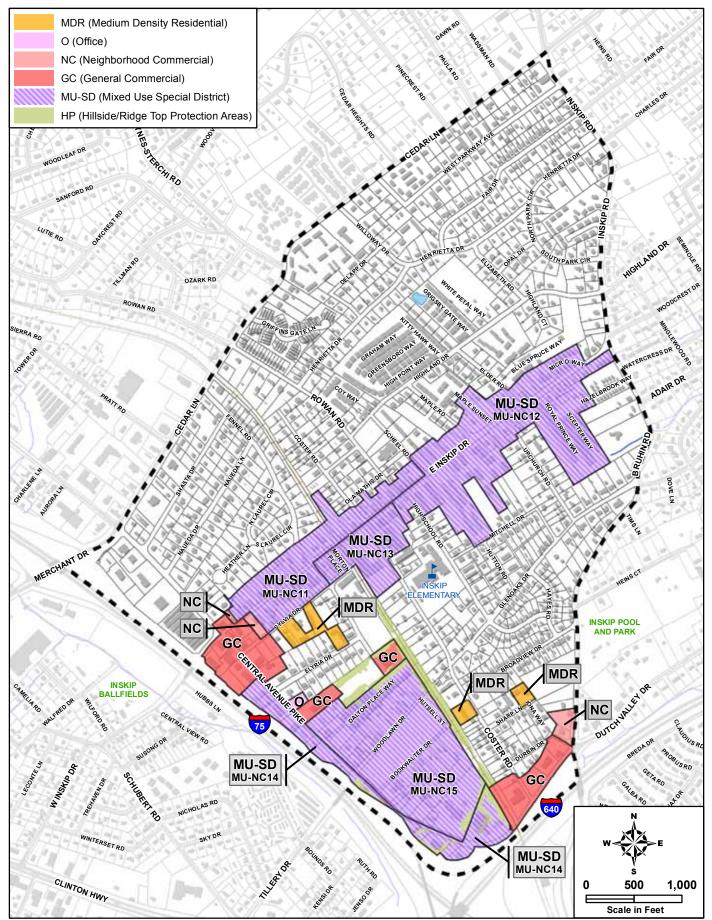
Inskip Drive is in the heart of the Inskip area and requires special attention. There are various land uses that line Inskip Drive, but they follow patterns that can be distinguished within groups. These groups have their own character and can be limited to certain zoning districts which maintain this character. In addition, an overlay district could be created that has design guidelines that require new buildings to be designed to conform with the neighborhood context. Below are details on how this can be implemented:

- 1. Neighborhood Mixed Use Districts—In the One Year Plan and sector plans, mixed use districts are used when an area has multiple land use classifications that may be appropriate. For example, in many cases where multifamily residential structures are appropriate, office uses are also appropriate because they have similar impacts on surrounding established development. To control what type of development is allowed in an area, mixed use districts specify which zoning districts are compatible for the area, which are then the only zones that can be requested during a rezoning without a One Year Plan and/or sector plan amendment. The three mixed use districts, described below, are shown on Map 5. See Appendix 1 for more information on these mixed use districts.
 - a. MU-NC11—This area consists mainly of low density residential uses, but also has medium density residential and office uses; limiting development to these uses is appropriate. The recommended zoning classifications are R-1, R-1A, RP-1, and a new residential-office, form based or overlay zone
 - MU-NC12—This area consists of mainly of medium density residential uses, but also has low density residential uses; limiting development to these uses is appropriate. The recommended zoning classifications are R-1, R-1A and RP-1
 - c. MU-NC13—This area consists of industrial, commercial, and office and low density residential uses; limiting development to these uses is appropriate. The recommended zoning classifications are O-1, C-1 and I-2

- Overlay District—Overlay zoning districts do not restrict the use of a property, but rather how structures and other site improvements are developed based on the established design guidelines. The guidelines for Inskip Drive could incorporate elements as follows:
 - a. Residential—New structures should have a similar orientation to the primary street and design characteristics and scaling complementary to existing housing structures in the area.
 - b. Office—Non-residential uses should have a similar design style and scale as the residential uses in the district, and require screening for parking and other utilitarian needs.
 - c. Commercial—Commercial structures should have a scale that is in keeping with neighborhood-serving purposes.
 - d. Industrial—Portions of industrial/warehouse buildings that are visible from a street should have design characteristics and scale that are similar to other structures within the area.
 - e. Other considerations
 - i. Signs—Signs should be of a modest scale so as not to detract from residential uses.
 - ii. Lighting—Lighting should not shine on adjacent residential properties.
 - iii. Parking—Because of the small lot size of potential commercial and office properties in this area, an urban parking standard should be considered. An example urban parking standard, adopted for the Technology Overlay District, as shown in Figure 1.



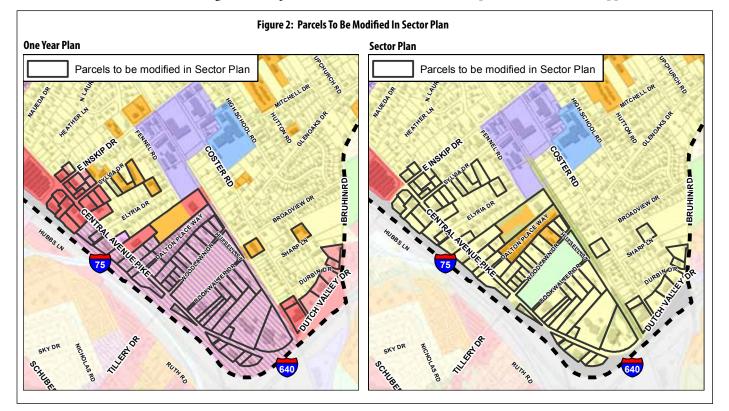
Map 5: Sector Plan Amendments



Sector Plan Update

In the last update of the *North City Sector Plan* in June 2007, there was an oversight in properly classifying the southwest corner of the Inskip area. In general, the use classifications in the sector plans and the *One Year Plan* should match. As shown in Figure 2, the parcels

highlighted with a dark outline are the parcels that do not match. The *One Year Plan* is correct and the sector plan needs to be updated to reflect the proposed uses as shown in the *One Year Plan*. These changes will be corrected as part of the approval of the *Inskip Small Area Plan* and are shown in the Map 5 and described in Appendix 1.



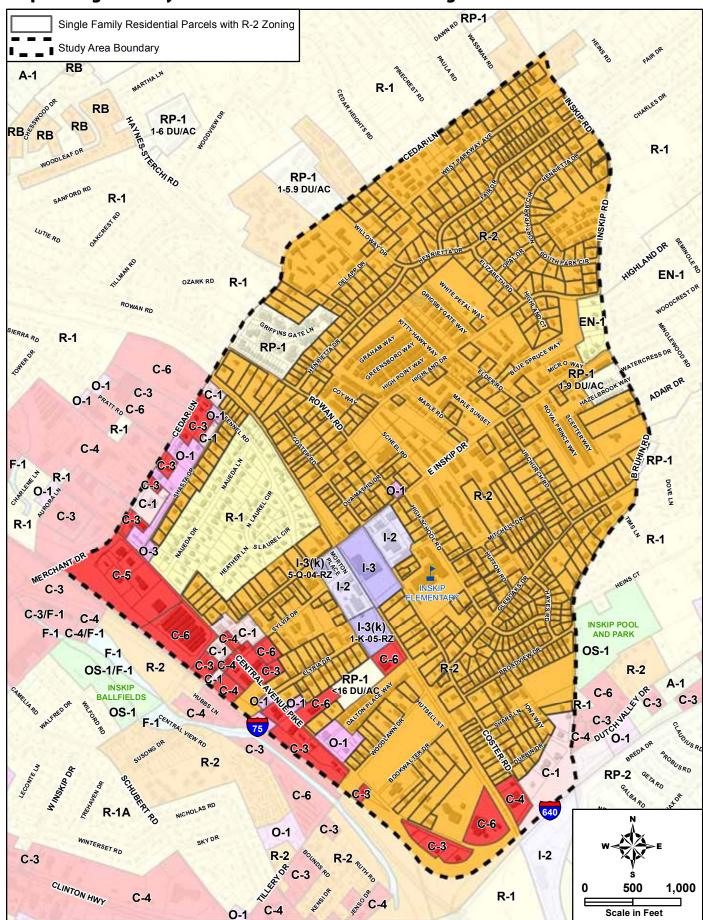
Neighborhood Conservation

The majority of residential properties in Inskip are zoned R-2 (General Residential), which is a medium density residential zoning district (see Map 2). However, the residential land use classification for the majority of Inskip by acreage is single family residential as shown in Table 1 and Map 1. Decades ago, R-2 zoning was placed over the Inskip area with little regard for the existing built environment. This is not atypical for the older residential neighborhoods in the city; however, most of the other neighborhoods have already been rezoned to a low density residential zoning district (such as Fourth & Gill and Old North Knoxville) or have an overlay which helps protect the character of the neighborhoods (such as Fort Sanders, Lonsdale and Oakwood/Lincoln Park).

The R-2 zoning district allows for dense residential development anywhere as long as there is sufficient



Picture location: Inskip area at the intersection of Willoway Drive and Henrietta Drive.



Map 6: Single-Family Residential Parcels with R-2 Zoning

acreage, and this is allowed with no public review. This does not foster neighborhood stability and can have a negative impact on property values. On Map 6, the properties highlighted with a black outline are properties that are zoned R-2 but have an existing land use that is Single Family Residential. In these cases, the zoning and the land use are not consistent and need to be aligned.

It is recommended that the areas highlighted in Map 7 be considered for a general rezoning to one of the zoning classifications listed below. There is a brief description of the effect each zone will have for development opportunities in comparison to the existing R-2 zoning:

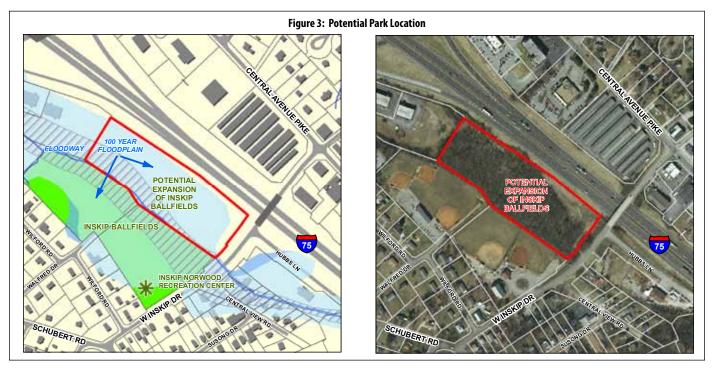
- R-1A (Low Density Residential)—This zone allows the same building types as the R-2 zoning district, but at a lower density. This zone does allow multidwelling structures, but only on use-on-review (public review) and only when the development has access to a collector or arterial street; in Inskip these roads are Cedar Lane, Inskip Road and Drive, Bruhin Road, Central Avenue Pike, Coster Road and Rowan Road. Duplexes are a permitted use in this zone and can be built on any lot larger than 10,000 square feet. In general, this zone moves dense residential development to the edges of a neighborhood where there is less impact on the stability of the neighborhood as a whole.
- 2. R-1 (Low Density Residential)—This zone is intended mainly for detached single family houses. Multi-

dwelling residential is not allowed anywhere and duplexes are only allowed by use-on-review (public review) and the lot must be 15,000 square feet.

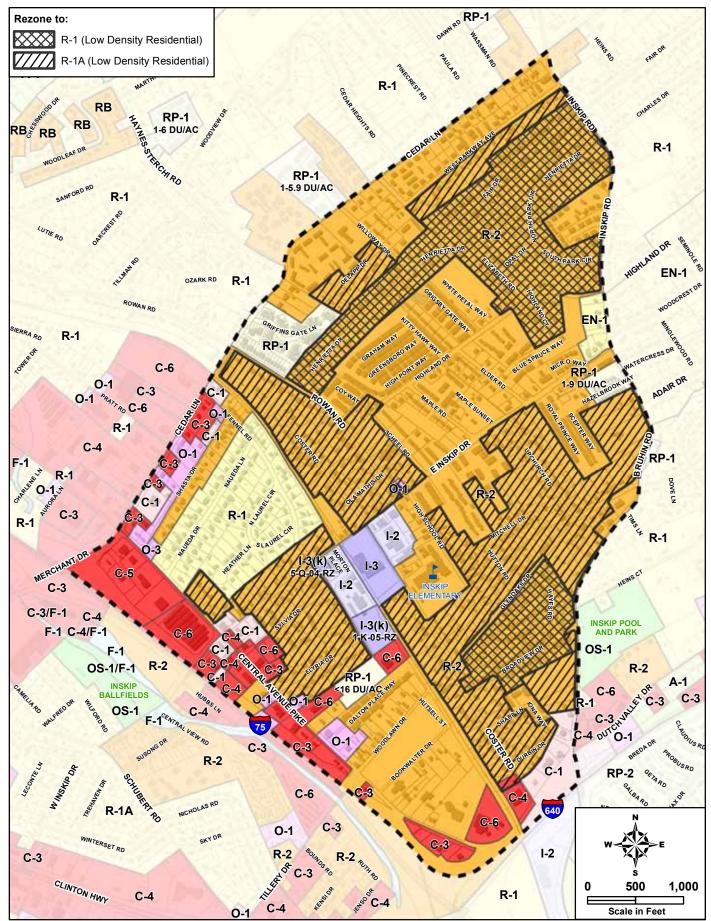
Community Facilities

There is little vacant property within the defined boundary of the *Inskip Small Area Plan* that is suitable for a neighborhood park as recommended in the *Knoxville-Knox County Park, Recreation and Greenways Plan.* Only one property is good for a neighborhood park; however, it sits just outside the Inskip boundary. The property is labeled on Map 4 as "Proposed Extension of Inskip Ballfields" and is adjacent to the Inskip-Norwood Recreation Center and Inskip Ballfields. This property is approximately seven acres and is predominately within a floodplain and has trees covering a high proportion of the site, as shown in Figure 3. Being that the existing adjacent park is used for active recreational uses, the addition to the park could be primarily used for such activities as nature observation and walking paths.

Another opportunity to expand recreation would be to create a walking loop around the soccer field and playground at Inskip Elementary School. Such a walking loop has implications for physical fitness, not only for school children but also neighborhood residents. Coordination will be necessary among Knox County, Knox County Schools and the City of Knoxville in realizing this improvement.



Map 7 Neighborhood Conservation Concepts



Action Plan

Following are steps that need to be taken in order to realize the different elements of this plan:

Sidewalks/Greenway Connectors

The construction of sidewalks will require that segments of sidewalk be put on the project list that is coordinated by the City of Knoxville Civil Engineering Division. The list of sidewalk projects to be performed each year is determined through the process of:

- Recommendations from other city departments, City Council, or the mayor.
- Number and types of complaints/requests that are received from the general public or neighborhood groups.
- Importance to transportation master planning or drainage master planning.
- Amount of use by the residents of Knoxville (traffic counts, recreational impacts).

Funding for sidewalk projects is regularly tight, so any outside funding sources that can be dedicated for projects in Inskip would help. Such a funding source could be the Safe Routes to School Program, which is federally funded and administered by the Tennessee Department of Transportation (TDOT). Other federal funding sources available for pedestrian and bicycle improvements include Transportation Enhancements (funding is administered by TDOT) and Surface Transportation Program funds (administered locally by the Knoxville Regional Transportation Planning Organization).

Foremost priorities for sidewalk improvements are:

- 1. A connection on Inskip Road, linking Inskip Elementary School with the Inskip-Norwood Recreation Center.
- A connection from North Ridge Crossing development (formally Christenberry Heights) to Inskip Pool and Park along Bruhin Road.
- 3. A connection from Inskip Elementary School to the Inskip Pool and Park.

Intersection Improvements

Intersection improvements are coordinated by the City of Knoxville Civil Engineering Division. These improvements should be considered as the sidewalk recommendations are implemented to create a complete pedestrian network. The intersection improvement projects to be performed each year are determined by:

- Recommendations from other city departments, City Council, or the mayor.
- Number and types of complaints/requests that are received from the general public or neighborhood groups.
- Importance to transportation master planning.
- Amount of use by the residents of Knoxville.

Shasta Drive

City Council would need to initiate the creation of a form code district or overlay district. The Metropolitan Planning Commission will write the new code. There will be additional public meetings with property owners to help develop the new zoning district and/or design guidelines. The design principles, outlined on page 18, should be basic considerations in developing a set of overlay zone guidelines. All properties owners will be notified before a change of zoning on their property.

Inskip Drive

This plan recommends two things for this area: to create mixed use districts and potentially create an overlay zone.

The mixed-use districts are identified in this plan and will be an amendment to the *North City Sector Plan* with the adoption of this plan. In turn, the *One Year Plan* will also need to be amended and this will happen at the next *One Year Plan* update.

The creation of the overlay zone will need to be initiated by City Council and created by the Metropolitan Planning Commission. The design principles, outlined on page 19, should be basic considerations in developing a set of overlay zone guidelines. There will need to be additional public meetings to gather input, and all property owners will need to be notified before there is a change of zoning on their property.

Neighborhood Conservation

Rezoning an area that includes a large number of property owners requires a lot of time to make sure everyone that is affected has an opportunity to understand the proposal and have input. The recommendation of the plan is to rezone the majority of the single family detached houses from the General Residential (R-2) zoning district to a low density residential zone such as R-1A or R-1. The initiation of this rezoning can be by the City Council, Metropolitan Planning Commission or by a group of property owners. The initial considerations for rezoning should be those areas proposed for the R-1 zoning district on Map 7.

Community Facilities

The plan recommends the addition of park land adjacent to the existing Inskip-Norwood Recreation Facility and Inskip Ballfields. The City of Knoxville Park and Recreations Department, or other parks organization like the Legacy Parks Foundation, should consider the acquisition of this property. Outside funding sources, such as the Land and Water Conservation Fund, should be sought.

The adoption of this plan will amend the Knoxville-Knox County Park, Recreation and Greenways Plan to reflect the recommendations of this plan.

Appendix 1: Land Use Classifications

This table will be added to the *North City Sector Plan* "Mixed Use Special Districts" table with the adoption of the Inskip Small Area Plan.

Mixed Use Special District (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#).

NU-NC11: Low Density Residential, Medium Density Residential and/or Residential-Office	
Location: Inskip Drive, east of Central Avenue Pike and west of Scheel Road on the north side of Inskip Drive and west of Fennel Road on the south side of Inskip Drive. This area consists mainly of low density residential uses, but also has medium density residential and office uses; limiting development to these uses is appropriate. New office uses should have a complementary design to the residential uses on the street.	Recommended Zoning: Low Density Residential (R-1, R-1A), Planned Residentia (RP-1, at up to 12 dwelling units per acre) and a new residential-office, form based or overlay zone
NU-NC12: Low Density Residential and Medium Density Residential	
Location: Inskip Drive, east of west of Bruhin Road and east of Scheel Road on the north side of Inskip Drive and east of High School Road south of Inskip Drive. This area consists mainly of medium density residential uses, but also has low density residential uses; limiting development to these uses is appropriate. This area should remain a residentially zoned area.	Recommended Zoning: Low Density Residential (R-1, R-1A) and Planned Residential (RP-1, at up to 12 dwelling units per acre)
NU-NC13: Office, Neighborhood Commercial, Warehousing and Light Industrial	
Location: South side of Inskip Drive, east of Fennel Road and west of High School Road. This area is the commercial/industrial hub along Inskip Drive. The commercial, warehousing and light industrial uses should not be allowed to expand into the adjacent mixed-use districts; limiting development to these uses is appropriate.	Recommended Zoning: Office (O-1), Neighborhood Commercial (C-1) and Light Industrial (I-2)
NU-NC14: Medium Density Residential, Office and General Commercial	
Location: West side of Central Avenue Pike, south of Inskip Drive and west of the railroad tracks at Coster Road. This is a thin, long area between I-75/I-640 and Central Avenue Pike, predominantly consisting of small commercial and office uses. Properties here are clearly visible and have good access from the interstate, which is ideal for office or small commercial uses.	Recommended Zoning: Planned Residential (RP-1, up to 12 dwelling units per acre), Office (O-1), General Commercial (C-1, C-3, C-6)
NU-NC15: Low Density Residential, Medium Density Residential, Office and Open Space	1
Location: East side of Central Avenue Pike, south of Dalton Place Way and west of the railroad tracks at Coster Road. This is a transitional area between Central Avenue Pike and the railroad line. There are numerous single family houses in the area so commercial uses are not recommended; limiting development to these uses is appropriate.	Recommended Zoning: Low Density Residential (R-1A), Planned Residential (R 1, up to 12 dwelling units per acre), Office (O-1), Open Space (OS-1) or other Open Space district

Appendix 2: Approximate Construction Cost Of Pedestrian Improvements

The following costs are not comprehensive and are based on current cost of construction according to the City of Knoxville Department of Engineering.

Sidewalk recommendations from Inskip Small Area Plan

- Sidewalk construction costs approximately \$350 a linear foot with a sidewalk width of 6 ½ feet. This cost would typically include the installation of curb and gutter, and drainage.
 - o Inskip Drive: 6,100 linear feet at \$350 per linear foot = \$2,135,000
 - o High School Road/Hayes Road/Broadview Drive: 1,050 linear feet at \$350 per linear foot = \$367,500
 - o Bruhin Road (Dutch Valley Drive to Heins Court): 1,250 linear feet at \$350 per linear foot = \$437,500
 - Another option would be to only install a sidewalk from Dutch Valley Drive to the south end of the Inskip Pool and Park. A walking path would also need to be created to make the connection to Heins Court: 625 linear feet at \$350 per linear foot = \$218,750 (This cost is for the sidewalk on Bruhin Road only).
 - o Cedar Lane (south side, 750 feet west of railroad to Rowan Road): 1,100 linear feet at \$350 per linear foot = \$385,000
 - o Central Avenue Pike (Cedar to Inskip): 1,450 linear feet at \$350 per linear foot = \$507,500
 - o Total approximate cost of the sidewalks outlined (with curb and gutter) = \$3,832,500
- Other options for sidewalks should be considered to reduce the overall cost of the project. One such option would be leaving the existing stormwater swales at the edge of the road and placing the sidewalks closer to the outside edge of the right-of-way. There may not be enough right-of-way in all locations to do this which would require the purchase of additional right-of-way or easements across private property. The approximate cost of sidewalks can range from \$25-50 per linear foot without curb and gutter, which does not include the price of grading or property acquisition. These costs are based on observations from other localities.

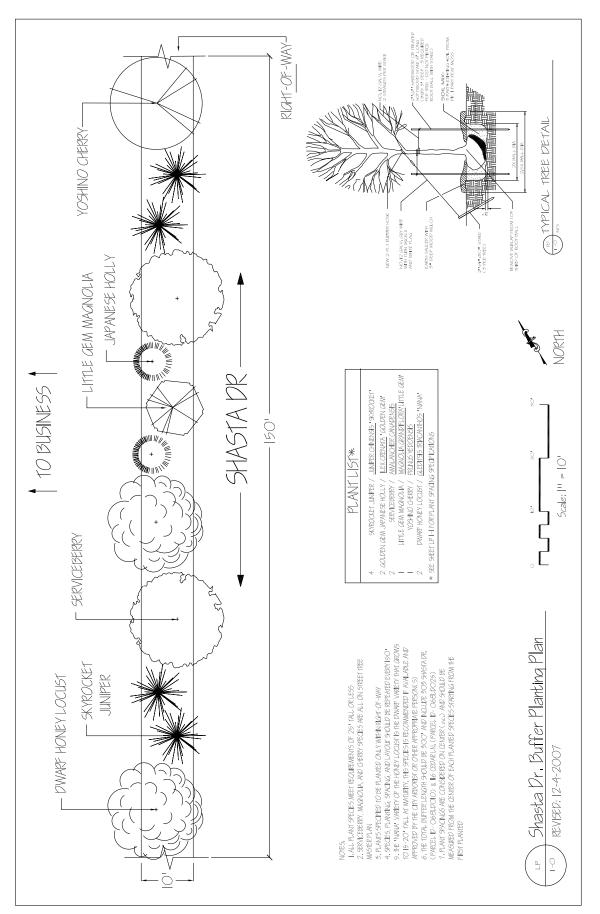
Intersection improvement recommendations for pedestrians from Inskip Small Area Plan

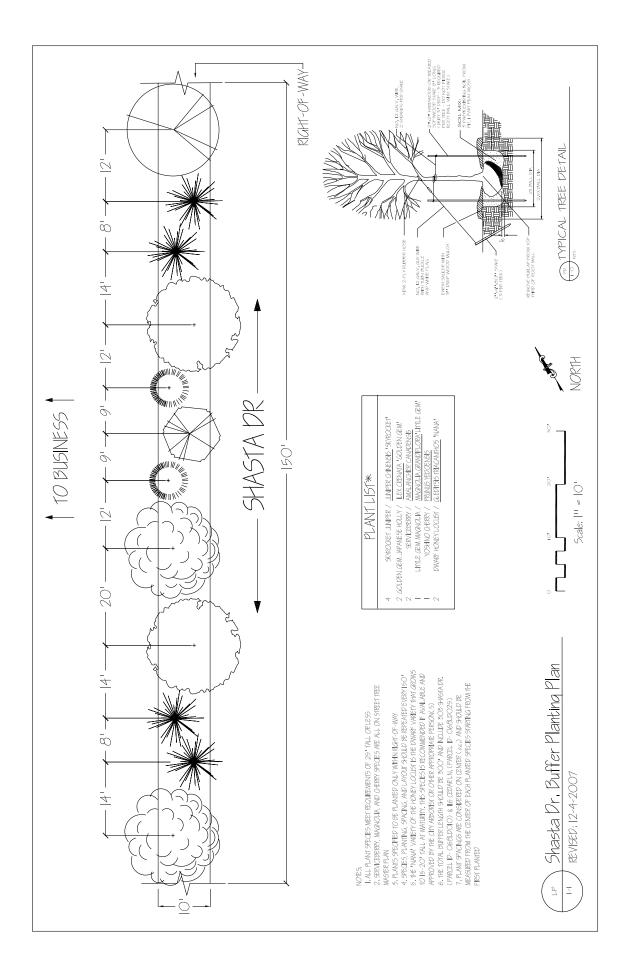
- Intersection Improvements
 - o Inskip Drive at Central Avenue Pike approximately \$150,000 to add pedestrian indications to the traffic signals
 - o Broadview Drive at Bruhin Road need to determine appropriate pedestrian treatment because there is limited sight distance at the crest of the hill
 - o Dutch Valley Drive/Central Avenue Pike at Bruhin Road approximately \$175,000 to add pedestrian indications to the traffic signals

Note:

1. All intersection improvement costs are for adding pedestrian indications to the existing traffic signals only; the costs of striping, sidewalks, landings, curb cuts, etc. are not included in the above costs.

Appendix 3: Shasta Drive Buffer Planting Plan







Suite 403 • City County Building 4 0 0 M a i n S t r e e t Knoxville, Tennessee 37902 8 6 5 • 2 1 5 • 2 5 0 0 F A X • 2 1 5 • 2 0 6 8 w w w • k n o x m p c • o r g