

NORTHEAST COUNTY SECTOR PLAN

DRAFT PLAN

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Executive Summary

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

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 residential construction averaged 200 permits annually, with single dwelling units being the largest contributor. Environmental constraints in the Northeast County shape development as steep slopes along Beaver Ridge, McAnnally Ridge, and House Mountain have limited development potential in areas. 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 in the coming years, the Rural Growth Area will face increasing development pressure.

Employment in the sector is led by Manufacturing and Transportation /Warehousing, which accounts for 40 percent of the 4,200 jobs. In contrast, the vast majority of residents (95 percent) living in the Northeast County do not work in the sector, but commute to a place of employment outside.

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. The rural landscape and scattered development patterns have made it difficult and costly to provide alternative modes of transportation.

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 includes 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 2. Proposed Land Use Plan

The 15-Year Land Use Plan is a basis for growth and conservation in the Northeast County Sector. The land use recommendations and policies put forth in this plan are used by the Metropolitan Planning Commission, City Council and County Commission for decision making with regards to development and land use.

Land Use Planning Methodology

Six steps were used to develop the proposed land use and are described below:

1. **Standard Land Use Classifications Conversion:** In 2007, MPC developed a standard land use classification table to use in all 12 sectors. The table includes descriptions, location criteria, and recommended zoning for each proposed land use classification (See Appendix B). In developing the proposed land use map, the older land use classification used in 2003 was converted to the new standardized land use classification being used in all sector plans.
2. **Slope Protection and Stream Protection Areas:** Slope Protection Areas and Stream Protection Areas were previously designated as land use categories with no underlying land use beneath them. In the past, this often created difficulty and confusion in the rezoning and review process. As a result, MPC now identifies slope protection and stream protection areas as new environmental overlays atop underlying land use designations.
3. **Knoxville/Knox County 2033 General Plan:** Adopted in 2003, the plan serves as the official 30-year comprehensive plan for Knoxville and Knox County, providing a vision and framework for sector plan development. Several policies set forth in the General Plan are used to guide Northeast County Sector Plan recommendations. An example is General Plan Development Policy #6: Respect and Nurture Our Heritage Areas. The sector plan recommendations emphasize the concept of heritage areas by focusing on natural resources in the Northeast County such as the protection of agriculture farmland, preservation, and the conservation of rural landscapes and character.
4. **Citizen Input:** Through the community input process, citizens voiced concern about the loss of farmland to residential development, increased traffic volume on rural roads, and the desire for a new middle school in the Gibbs community. Residents shared about how density allowed in the Agricultural zone works against preserving and maintaining the rural character. Sidewalks, greenway, and bicycle lanes were also desired where connectivity is feasible and makes sense (See Appendix A).
5. **2003 Northeast County Sector Plan:** The 2003 plan recommendations were evaluated for relevancy, with those determined to be still valid incorporated into this sector plan.

6. **Growth Policy Plan:** Adopted in 2001, this plan required city and county governments in Knox County to prepare a 20-year Growth Plan in accordance with the Tennessee growth management law Public Chapter 1101. Growth is guided by three classifications of land designated in the plan which are Rural, Urban Growth, and Planned Growth areas. Each classification is defined by policies that determine the extent development may occur.

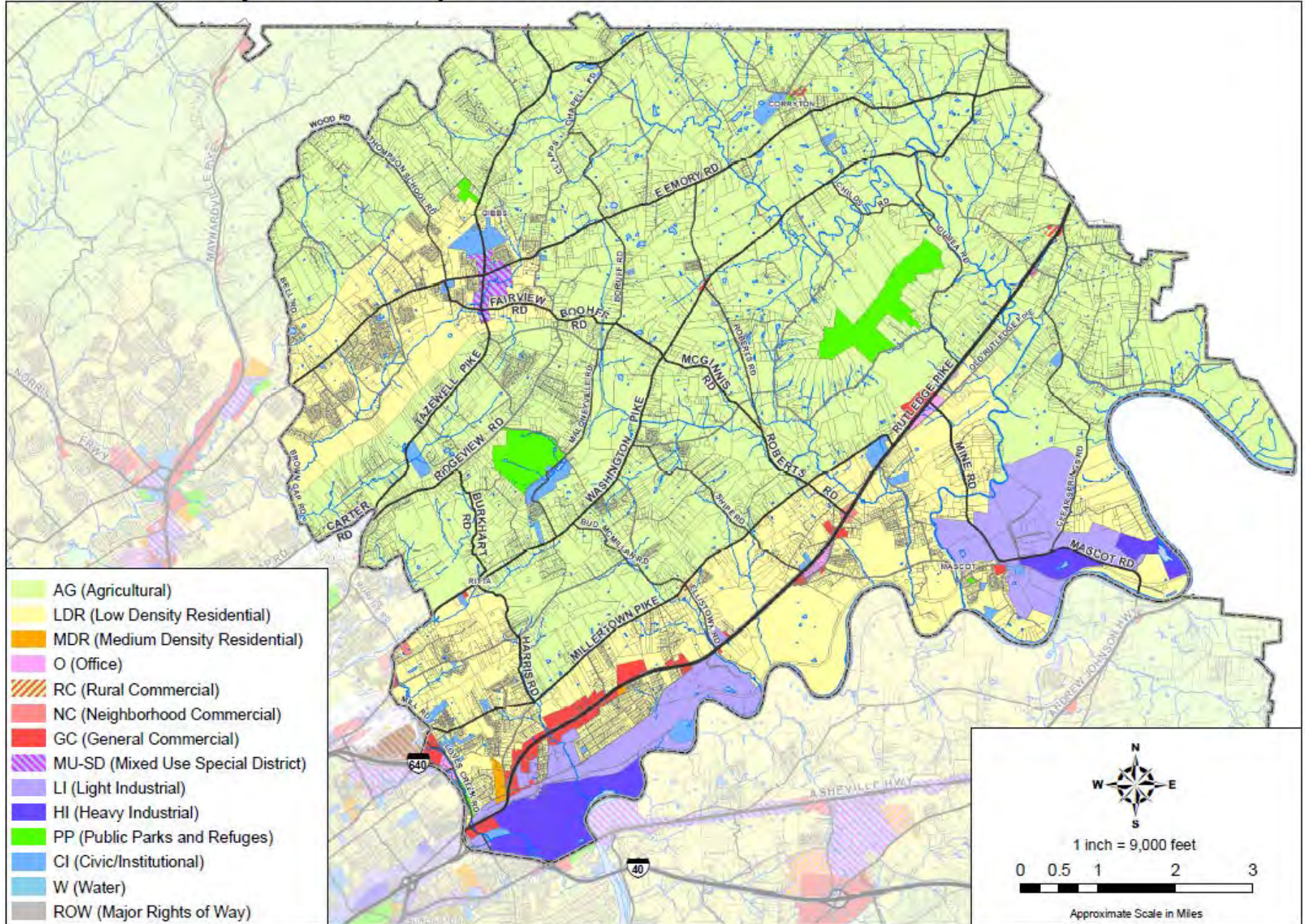
Proposed Land Use Classifications

Table 15 compares the standardized land use classifications by acreage from 2003, to the proposed land use acreage in 2015. The largest conversion resulted from reassigning almost 11,000 acres of Slope Protection Area and Stream Protection Area in 2003, to another land use classification in 2015.

Table 15. Proposed Land Use Acreage Comparison		
<i>Land Use Classification</i>	<i>2003 Sector Plan</i>	<i>2015 Sector Plan</i>
Slope Protection Area*	8,850	0
Stream Protection Area*	2,137	0
Agricultural	27,459	37,057
Low Density Residential	10,804	13,116
Medium Density Residential	52	52
Office	96	83
General Commercial	523	488
Neighborhood Commercial	67	32
Rural Commercial	2	48
Light Industrial	4,034	2,613
Heavy Industrial	0	1,028
Civic Institutional	258	678
Public Parks and Refuges	869	876
Mixed Use	1,043	0
Mixed Use Special District	73	170

*Slope Protection Areas and Stream Protection Areas are now environmental overlay areas with underlying land uses.

Northeast County Sector: Proposed Land Use Plan



Each land use classification in the Northeast County Sector is listed below with proposed and specific changes. The 'proposed changes' provide a total acreage from 2003, compared to the proposed land use in 2015. 'Specific changes' provide information about where changes occurred in the Northeast County and what prior proposed land use recommendations were in 2003.

Agricultural (A)

This classification includes farmland in the county's Rural area as designated in the *Growth Policy Plan*. The 2003 sector plan included Agricultural/Rural Residential that no longer exists as one classification, but is now two separate classifications.

Proposed Changes

- The 2003 land use plan designated 27,459 acres as Agriculture/Rural Residential.
- The proposed land use plan recommends 37,057 acres as Agricultural (A).

Specific Changes

- 7,163 acres of slope protection and stream protection areas were reassigned as Agricultural (A).
- In 2003, almost all parcels, beginning at Harris Road on north side of Rutledge Pike, were designated Low Density Residential (LDR) in the sector plan. These parcels comprised 1,519 acres and are in the Rural Area of the *Growth Policy Plan*. The proposed land use changed them to Agricultural (A).

Low Density Residential (LDR)

This classification includes primarily residential uses at densities of less than six dwelling units per acre (city) and less than five dwelling units per acre (county).

Proposed Changes

- The 2003 land use plan designated 10,804 acres as Low Density Residential (LDR).
- The proposed land use plan recommends 13,116 acres as Low Density Residential (LDR).

Specific Changes

- The reassigned slope protection and stream protection areas accounted for slightly over 1,000 acres of additional land added to the proposed Low Density Residential (LDR) land use from 2003 to 2015.
- In 2003, approximately 1,116 acres along the Holston River and Rutledge Pike were designated Mixed Use, including the 900 acre Strong/Stock estate. The proposed land use plan changed these parcels to Low Density Residential (LDR).

Medium Density Residential (MDR)

This classification includes primarily residential uses at densities from six to 24 dwelling units per acre (city) and five to 12 dwelling units (county).

Proposed Changes

- The 2003 land use plan designated 52 acres as Medium Density Residential (MDR).
- The proposed land use plan recommends no changes.

Office (O)

This land use classification includes business and professional offices and office parks.

Proposed Changes

- The 2003 land use plan designated 96 acres as Office (O).
- The proposed land use plan recommends 83 acres Office (O).

Specific Changes

- In 2003, the proposed land use plan designated approximately seven acres of Office along portions of Tazewell Pike, immediately south of Harbison Crossroads. The proposed land use changed these parcels to Mixed Use Special District, which permits Office (O).

General Commercial (GC)

This classification includes previously developed strip commercial corridors providing a wide range of retail and service-oriented uses. Such a land use classification and related zoning should not be extended because of the adverse effects on traffic-carrying capacity, safety and environmental impacts. Redevelopment of commercial corridors, including mixed use development, should be accommodated under planned or design-oriented zones.

Proposed Changes

- The 2003 land use plan designated 523 acres as General Commercial (GC).
- The proposed land use plan recommends 488 acres as General Commercial (GC).

Neighborhood Commercial (NC)

This classification includes retail and service-oriented commercial uses intended to provide goods and services that serve the day-to-day needs of households, within a walking or short driving distance. Neighborhood commercial uses may also be accommodated within neighborhood centers.

Proposed Changes

- The 2003 land use plan designated 67 acres as Neighborhood Commercial (NC).
- The proposed land use plan recommends 32 acres Neighborhood Commercial (NC).

Specific Changes

- In 2003, the proposed land use in Corryton Village was designated Neighborhood Commercial and changed to Rural Commercial (RC).
- The intersection of Rutledge Pike and Shipe Road was designated Neighborhood Commercial (NC) in 2003 and changed to Low Density Residential (LDR).

Rural Commercial (RC)

This classification includes retail and service oriented commercial intended to provide rural communities with goods and services that meet day-to-day and agricultural related needs.

Proposed Changes

- The 2003 land use plan designated two acres as Rural Commercial (RC).
- The proposed land use plan recommends 48 acres as Rural Commercial (RC).

Specific Changes

- The intersection at Rutledge Pike and Old Rutledge Pike/Hidden Haven Way was Commercial (C) in 2003 and changed to Rural Commercial (RC).
- The intersection at Washington Pike and Roberts Road was Neighborhood Commercial (NC) in 2003 and changed to Rural Commercial (RC).
- The proposed land use in “Corryton Village” was Neighborhood Commercial (NC) in 2003 and changed to Rural Commercial (RC).

Light Industrial (LI)

This classification includes manufacturing such as assembly of electronic goods and packaging of beverage or food products.

Proposed Changes

- The 2003 land use plan designated 4,034 acres as Light Industrial (LI).
- The proposed land use plan recommends 2,613 acres as Light Industrial (LI).

Specific Changes

- The reassigned slope protection and stream protection areas accounted for 90 acres of the additional land added to the proposed Light Industrial (LI) land use from 2003 to 2015.
- The northeast corner of Rutledge Pike and Ellistown Road was changed to Light Industrial (LI).
- Dixie Cement, Aggregates USA, and East Tennessee Zine combine for 1,028 acres of active asphalt and cement production plants designated as Light Industrial in 2003 and changed to Heavy Industrial (HI).

Heavy Industrial (HI)

This classification includes such processes used in the production of steel, automobiles, chemicals, cement, and animal by-products and are not compatible with areas designated for residential, institutional, office and retail uses. Quarry operations and asphalt plants are a particular form of heavy industrial, generally located in rural areas.

Proposed Changes

- The 2003 land use plan designated 0 acres as Heavy Industrial (HI).
- The proposed land use plan recommends 1,028 acres as Heavy Industrial (HI).

Specific Changes

- Dixie Cement (743 acres), Aggregates USA (149 acres), and East Tennessee Zinc (136 acres) account for the proposed land use changes to Heavy Industrial (HI).

Civic Institutional (CI)

This classification includes major public and quasi-public institutions, including schools, colleges, the university, churches, correctional facilities, hospitals, utilities and similar uses.

Proposed Changes

- The 2003 land use plan designated 258 acres as Civic Institutional (CI).
- The proposed land use plan recommends 678 acres.

Specific Changes

- The reassigned slope protection and stream protection areas accounted for 120 acres of the additional land added to the proposed Civic Institutional (CI) land use from 2003 to 2015.
- Places of worship (170 acres), utility facilities (48 acres), Gibbs Elementary School (70 acres) and the City of Knoxville's Police Firing Range (50 acres) comprised 338 additional acres changed to Civic Institutional (CI).

Public Parks and Refuges (PP)

This land use classification contains existing parks, wildlife refuges or similar public or quasi-public parks, open spaces and greenways. It also contains quasi-public spaces, which are owned by civic or related organizations. Location criteria is not needed relative to large components of the park system, like community, district and regional parks and refuges; these areas are generally established through capital expenditures or land transfers from state or federal governments.

Proposed Changes

- The 2003 land use plan designated 869 acres as Public Parks and Refuges (PP).
- The proposed land use plan recommends 876 acres.

Mixed Use (MU)

This land use classification is now divided up into Mixed Use Regional Centers, Community Center, Neighborhood Centers, Urban Corridors, Special Corridors and Special Districts (see Appendix B).

Proposed Changes

- The 2003 land use plan designated 1,043 acres as Mixed Use (MU)
- The proposed land use plan recommends 0 acres.

Specific Changes

- In 2003, over 1,041 acres along the Holston River and Rutledge Pike were designated Mixed Use (MU), including the 900 acre Strong/Stock estate. The proposed land use changed the parcels to Low Density Residential (LDR).

Mixed Use Special District (MU-SD)

This classification includes designations to address urban design, pedestrian and transit-oriented development and vertical mixed use in designated areas. The areas may include older portions of the city or county where redevelopment and/or preservation programs are needed for revitalization purposes.

Proposed Changes

- The 2003 land use plan designated 73 acres as Mixed Use Special District (MU-SD).
- The proposed land use plan recommends 170 acres.

Specific Changes

- At Harbison Crossroads, parcels along Tazewell Pike and east on Emory Road were changed to Mixed Use Special District (MU-SD).

Proposed Special Land Use Recommendations

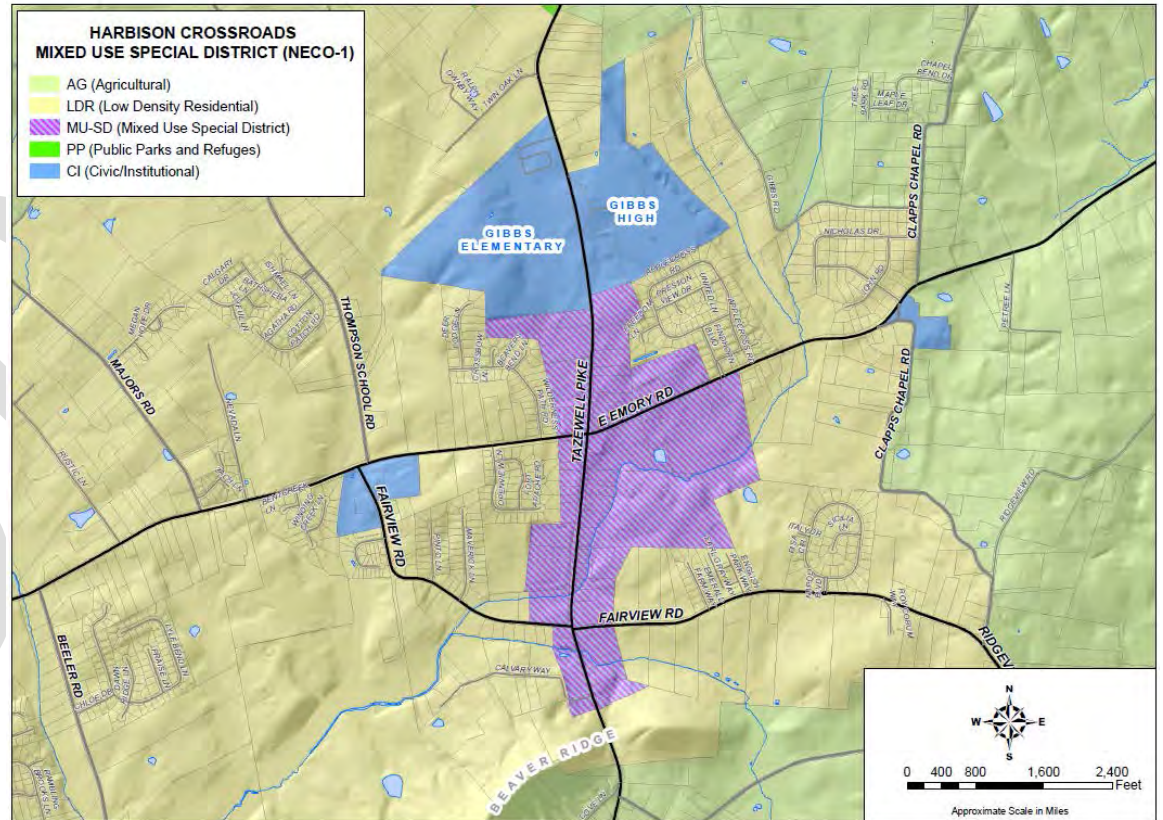
The following are special land use recommendations that deal with a specific area or location in the Northeast County Sector.

1. Harbison Crossroads Mixed Use Special District (NECO-1)

Harbison Crossroads, located at the intersection of Tazewell Pike and Emory Road, is the primary commercial area for the greater Gibbs community. The zoning surrounding Harbison Crossroads is predominately commercial (CA – General Business) with the largest portions extending along Tazewell Pike. In the last twenty years, retail and service oriented businesses have developed along Tazewell Pike leading up to the intersection.

There are three transportation improvements to the Harbison Crossroads intersection. The current installation of a traffic light/turning lanes is scheduled to be complete in 2016. Future improvements propose to widen Emory Road and Tazewell Pike from two lanes to four lanes around years 2024 and 2029. These transportation improvements, coupled with steady residential activity will likely foster additional commercial development or redevelopment around Harbison Crossroads, similar to intersections along Emory Road in Halls (Emory Road and Maynardville Pike) and Powell (Emory Road and Brickyard Road).

In June 2015, the Knox County Mayor and School Superintendent agreed to fund the building of a new middle school in the Gibbs community. While a location has not been announced, the existing county owned property surrounding Gibbs Elementary is a candidate. A new middle school in this area will also foster additional residential and commercial development. Planning and connectivity will play an important role as Harbison Crossroads continues to develop and redevelop in the coming years.



The mixed use special district is located at Harbison Crossroads and extends north along Tazewell Pike to Gibbs Elementary and High Schools, south to Beaver Ridge and east along Emory Road. The district boundary encompasses the parcels containing the current CA zoning, along with adjacent tracts likely to be developed with similar uses in the future. The current form and function of this special district is strip commercial with future development and redevelopment likely to occur in the same manner.

Recommendations

- Commercial and office uses are recommended along Tazewell Pike, while parcels along Emory Road should be restricted to medium density residential or office as a transition to the established residential neighborhoods adjacent to the mixed use district.
- Development of the parcel at the northeast corner of Fairview Road and Tazewell Pike intersection should incorporate the realignment of Fairview Road.
- Sidewalks and/or greenways should be constructed on parcels in the special district boundaries with connectivity to surrounding residential land uses and Gibbs Elementary and High Schools to the north.
- Once a new middle school site is confirmed, MPC recommends residents, property and business owners pursue a small area plan to guide future development and redevelopment in the Gibbs community.

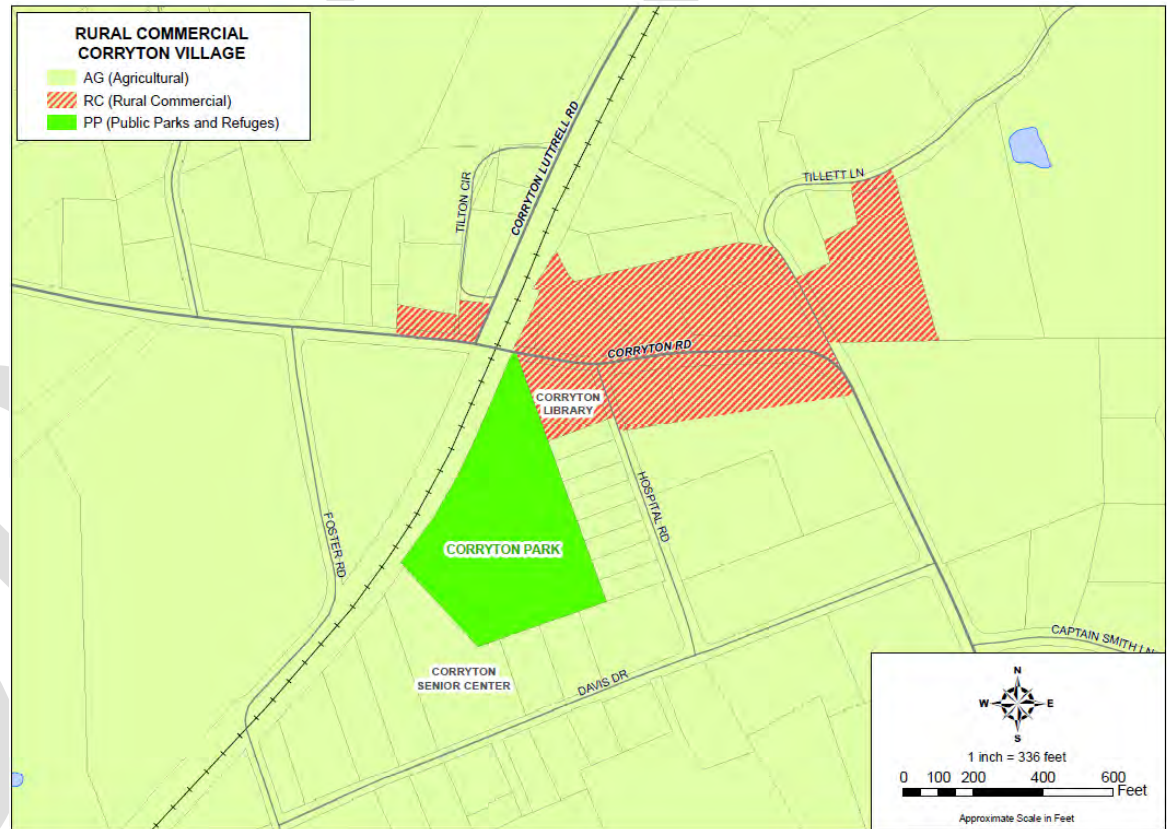
2. Rural Commercial Areas

The proposed rural commercial land use is intended to provide limited retail and services in a manner convenient to outlying rural areas. Rural commercial is to be located at and near intersections of arterial and/or collector streets in order to maximize accessibility from surrounding rural areas. Recommended zoning for the proposed areas is intended for uses patronized on a frequent basis by area residents. The zoning district requires development performance standards and administrative site plan review to ensure compatibility between commercial and residential uses to maintain the rural character.

A. Corryton Village

Corryton Village is located along Corryton Road, near Corryton Luttrell Road and Hospital Road. Early development was built around the Norfolk Southern rail line. Existing land uses in Corryton Village are commercial with a post office, branch library, tire dealer, and small medical clinic, while the surrounding area is rural in character with residential, places of worship, Corryton Park and Corryton Community and Senior Center.

The land use classification is Rural Commercial, which includes retail and service oriented commercial uses intended to provide rural communities with goods and services that meet day-to-day and agricultural needs. Corryton Village is located in the Rural area of the *Growth Policy Plan*.



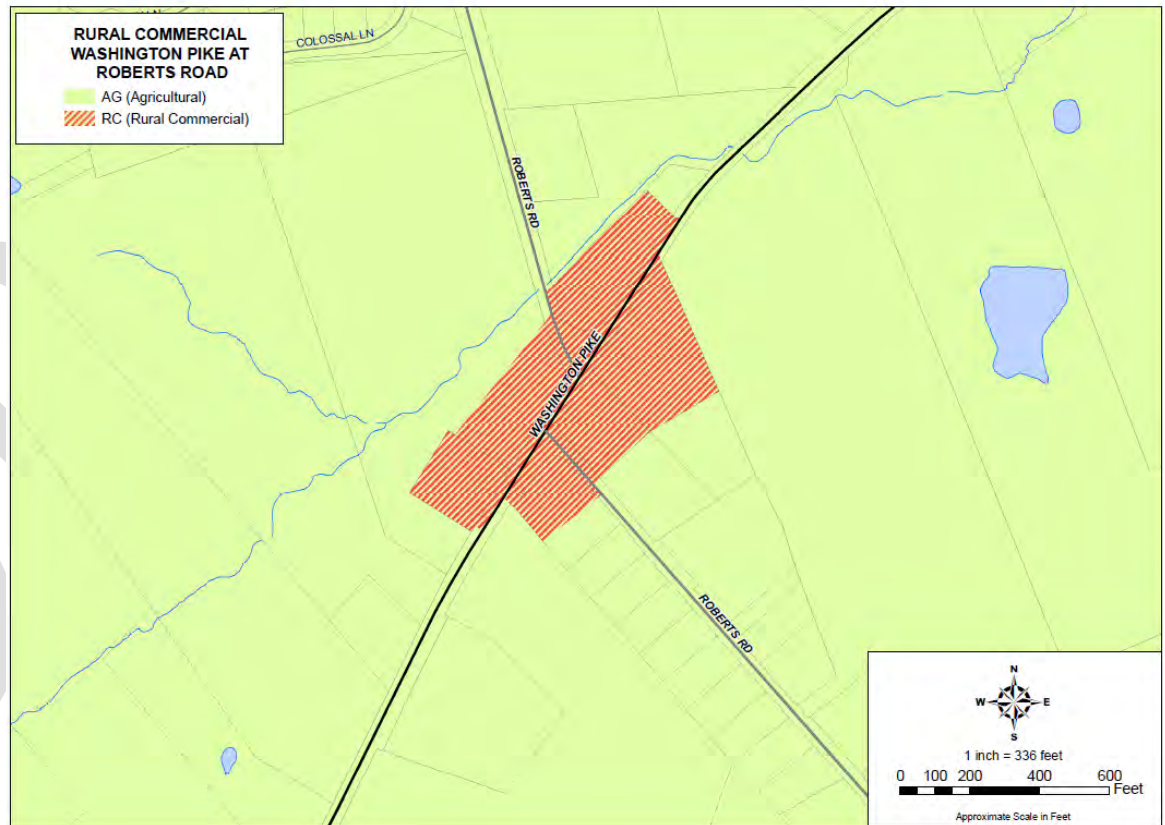
Recommendations

- New development or redevelopment in the Rural Commercial land use designation should be compatible and consistent with the established building setbacks of parcels located on Corryton Road, directly adjacent to the rail line. This will provide continuity with the existing buildings and help foster a pedestrian friendly environment.
- Rezoning of parcels located in the Rural Commercial land use designation should be to the Rural Commercial Zone (CR).
- Sidewalks and/or greenways should be constructed on proposed development and redevelopment of parcels in the Rural Commercial land use designation with connectivity to Corryton Park.
- The existing post office at 7713 Corryton Road is included in the Rural Commercial land use designation. If the post office vacates the building, a compatible land use with Rural Commercial designation should be sought.

B. Washington Pike and Roberts Road

Roberts Road runs north to south, connecting Rutledge Pike to Emory Road. The road is frequently used by residents of Gibbs and Corryton as an alternative to Emory Road and Tazewell Pike in order to access Rutledge Pike. As residential development continues, this north to south connector will see increased traffic in the future.

Existing land uses at the intersection of Washington Pike and Roberts Road are an automotive repair and gas station on the south side of Washington Pike and vacant agricultural land on the north side. A medical office is located about 600 feet north of Washington Pike on Roberts Road. The recommended land use classification is Rural Commercial for retail and service



oriented commercial uses intended to provide rural communities with goods and services that meet day-to-day and agricultural needs. The Washington Pike and Roberts Road intersection is located in the Rural area of the *Growth Policy Plan*.

Recommendations

- Rezoning of parcels located in the Rural Commercial land use designation should be to the Rural Commercial Zone (CR).
- The development of the parcel at the northwest corner of the intersection should incorporate the realignment of Roberts Road.

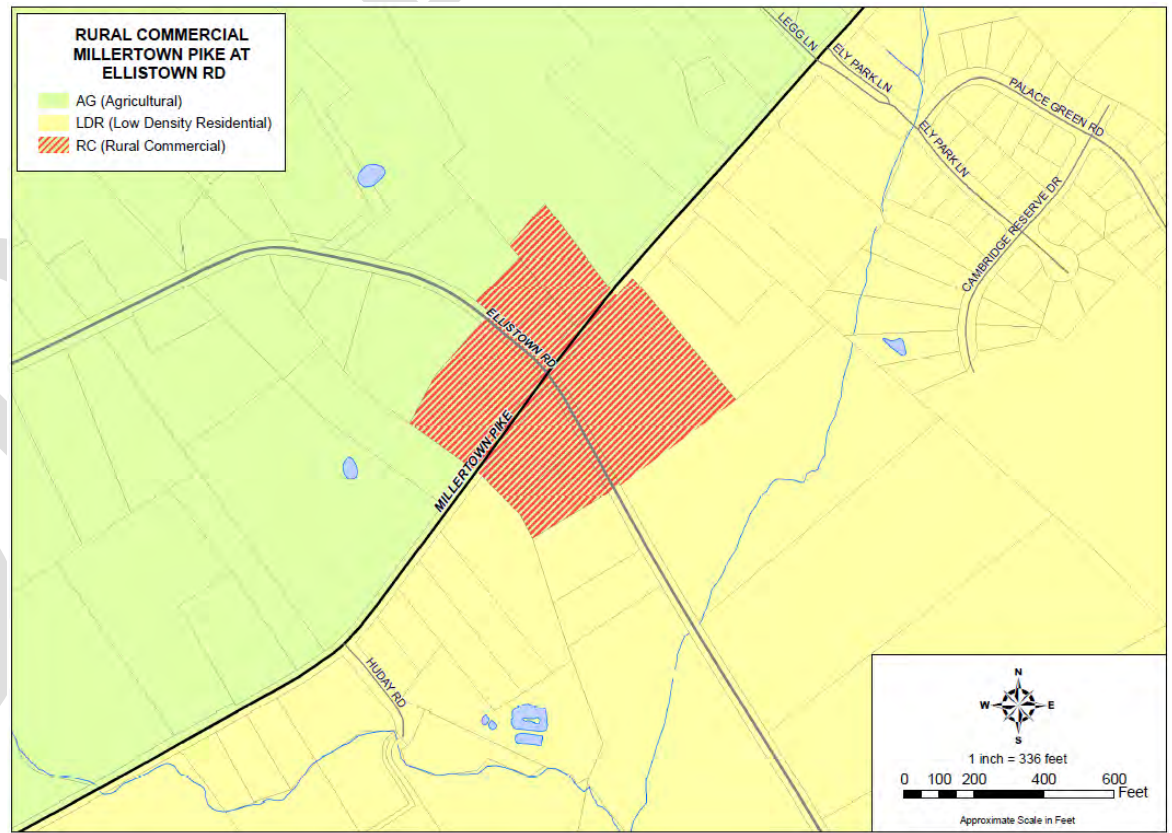
C. Millertown Pike and Ellistown Road

Ellistown Road runs north to south, connecting Washington Pike to Millertown Pike and Rutledge Pike. The road provides another alternative to Emory Road and Tazewell Pike for Northeast County residents traveling north and south in the sector.

Existing land uses at the intersection of Millertown Pike and Ellistown Road are a place of worship and vacant business on the north side of Millertown Pike and single-family residence and undeveloped land on the south side. The recommended land use classification is Rural Commercial for retail and service oriented commercial uses intended to provide rural communities with goods and services that meet day-to-day and agricultural needs. The south side of Millertown Pike is located in the Urban Area, while the north side is in the Rural area of the *Growth Policy Plan*.

Recommendations

- Rezoning of parcels located in the Rural Commercial land use designation should be to the Rural Commercial Zone (CR).



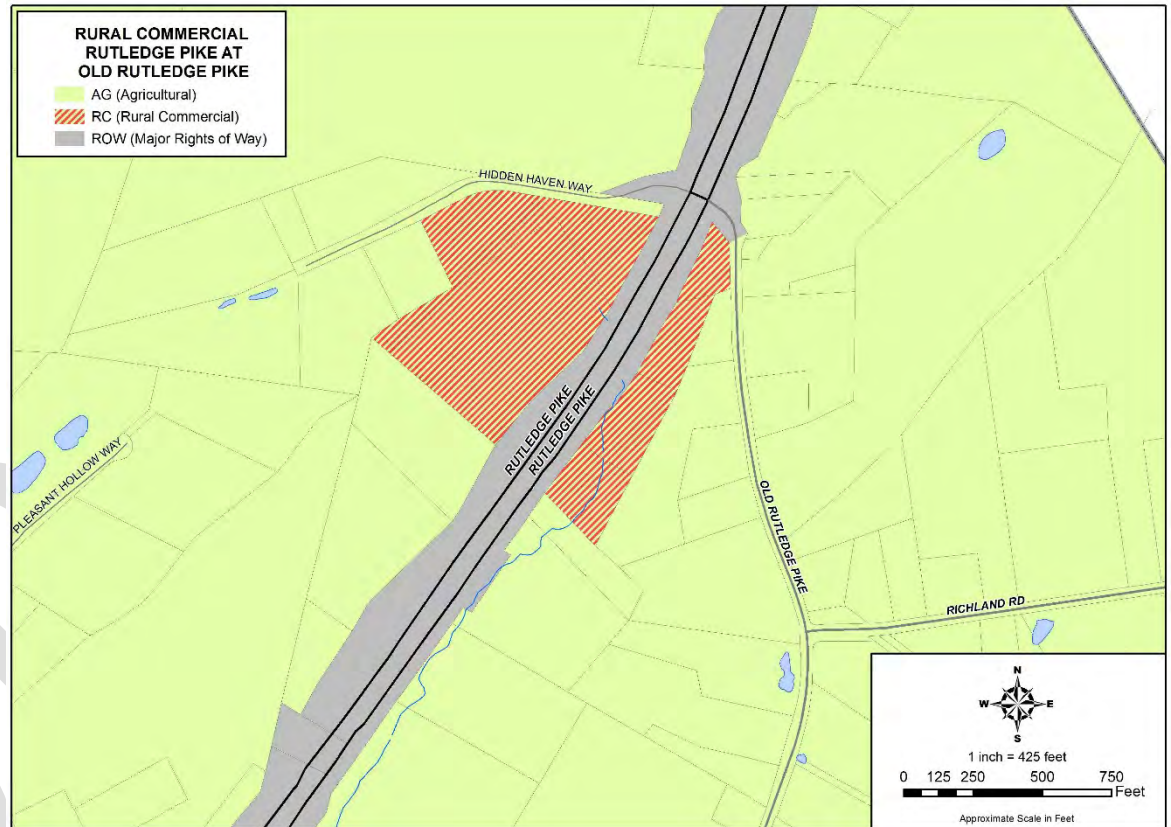
D. Rutledge Pike and Old Rutledge Pike

Rutledge Pike runs primarily east to west through the lower portion of the Northeast County Sector. It is a four lane divided arterial that extends into the neighboring community of Blaine in Grainger County. Rutledge Pike and Old Rutledge Pike is the last intersection before leaving Knox County.

Existing land uses at the intersection of Rutledge Pike and Old Rutledge Pike are a gas station, small business, vacant land, and rural residential homes. The recommended land use classification is Rural Commercial for retail and service oriented commercial uses intended to provide rural communities with goods and services that meet day-to-day and agricultural needs. The intersection is located in the Rural area of the *Growth Policy Plan*.

Recommendations

- Rezoning of parcels located in the Rural Commercial land use designation should be to the Rural Commercial Zone (CR).

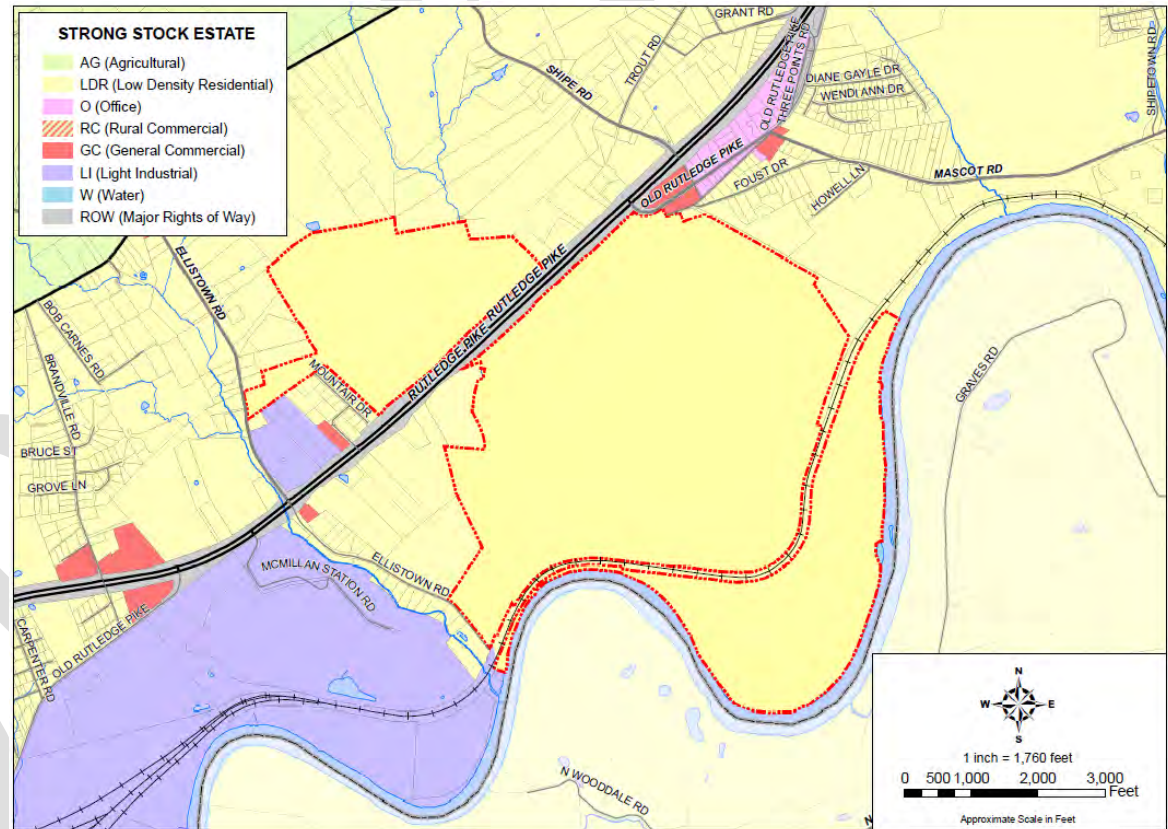


3. Strong/Stock Estate

The Strong/Stock Estate comprises approximately 733 acres of undivided land on the south side of Rutledge Pike, along the Holston River. It remains one of the largest tracts of land in Knox County, presently operating as a beef cattle and horse farm. Immediately north on Rutledge Pike is an additional tract of land associated with the Strong/Stock Estate totaling 170 acres. These two parcels combine for one of the largest remaining farms in Knox County. The sector plan recognizes the history of farming associated with the property and would like to see the land continue to be used for Agriculture purposes.

The two parcels are located in the Planned Growth area of the *Growth Policy Plan*, which designates land to accommodate growth occurring in the unincorporated parts of Knox County. Current zoning is Agricultural on the parcel north of Rutledge Pike, while portions of the property south of Rutledge Pike are Agricultural and Industrial closer to the railroad and Holston River.

If the existing land use on the property changes from an agricultural use, the sector plan recommends a rezoning of the property to Planned Residential Zone and a master plan be developed for any future residential and non-residential uses on either parcel.



4. Scenic Corridor Overlay District

There are three major arterial roads that run across the Northeast County Sector. These corridors are Emory Road, Tazewell Pike, and Washington Pike. A corridor design overlay will help ensure new development and redevelopment protects the scenic character located along these roads.

Major road improvements to widen Emory Road and Tazewell Pike to a four-lane are proposed by Knox County sometime between 2024 and 2029. These corridors are primarily in the Rural Area of the *Growth Policy Plan* and do not have extensive commercial development. The scenic corridor overlay proposal can include designations to address design and environmental concerns along rural roads.

Recommendations

- Work with citizens and city/county officials to create a new corridor overlay zoning code that will guide new development while conserving scenic resources.
- Establish guidelines that could cover some or all areas such as new development location, architectural design, sign regulations, parking requirements, screening and related elements that would protect the scenic or rural settings.

5. Holston River Conservation Corridor

The Northeast County Sector's southern boundary is defined by the Holston River. Land in the sector bordering the river is primarily zoned Industrial, stemming from the historical mining activity in Mascot and Southern Railway line that parallels the river.

Dixie Cement, Aggregates USA, and East Tennessee Zinc Company are active industrial and mining businesses located along the Holston River with many of these sites operating for over 25 years. The sector plan acknowledges these existing uses as important to the local/regional industry and is supportive in their present locations. Aside from these three industries, much of the remaining industrial zoned property along the Holston River are large tracts of undeveloped pasture or farmland. The sector plan recommends against the rezoning of parcels between Rutledge Pike and the Holston River to Industrial. A Holston River Conservation Corridor should be conducted to guide a transition from further industrial uses along the river. The corridor plan will help to create opportunities for public access and new development appropriate for the conservation of this scenic corridor.

Recommendations

- Develop a Holston River Conservation Corridor plan.

Proposed General Land Use Recommendations

The Northeast County's rural landscape is characterized by farmland, wooded ridges, scenic views and historic sites. Residents voiced concern at public meetings regarding the current Agricultural (A) zone and how the permitted density of one dwelling unit per acre works against sustaining and protecting these rural landscapes. The following is a list of recommendations to help further the General Plan's Development Policy #6: Respect and Nurture Our Heritage Areas.

1. New Agricultural Zone Districts

The following are brief descriptions of new zoning districts that should be considered to sustain and protect farmland/rural landscapes in the Northeast County.

- **Large Lot Agricultural Zone:** The County has one agricultural zoning classification that permits both residential and farm uses. Some community's separate these uses into two distinct zones to accommodate the unique differences between residential uses and farm uses. By increasing the minimum lot size for agricultural uses, farmland could be preserved.
- **Small Lot and Cluster Rural Residential Zone:** A new zone should be created that encourages rural residential uses, while still conserving such assets as hillsides and farms. Housing in new subdivisions could be clustered to conserve land.

2. Conservation Subdivisions

Conservation subdivisions are characterized by clustering residences on smaller lots that would not otherwise be allowed in order to protect open space, agriculture, or sensitive natural resources. Conservation subdivisions allow for the same number of residents under current zoning with the potential offer of a greater density (density bonus) to encourage this type residential development.

Savings typically are seen in development costs due to less road surface, shorter utility runs, less grading and other site preparation costs. Municipalities also experience lower long-term maintenance costs for some of the same reasons. The preserved land may be owned and managed by a homeowners association, a land trust or the municipality.

3. Transfer of Development Rights Program

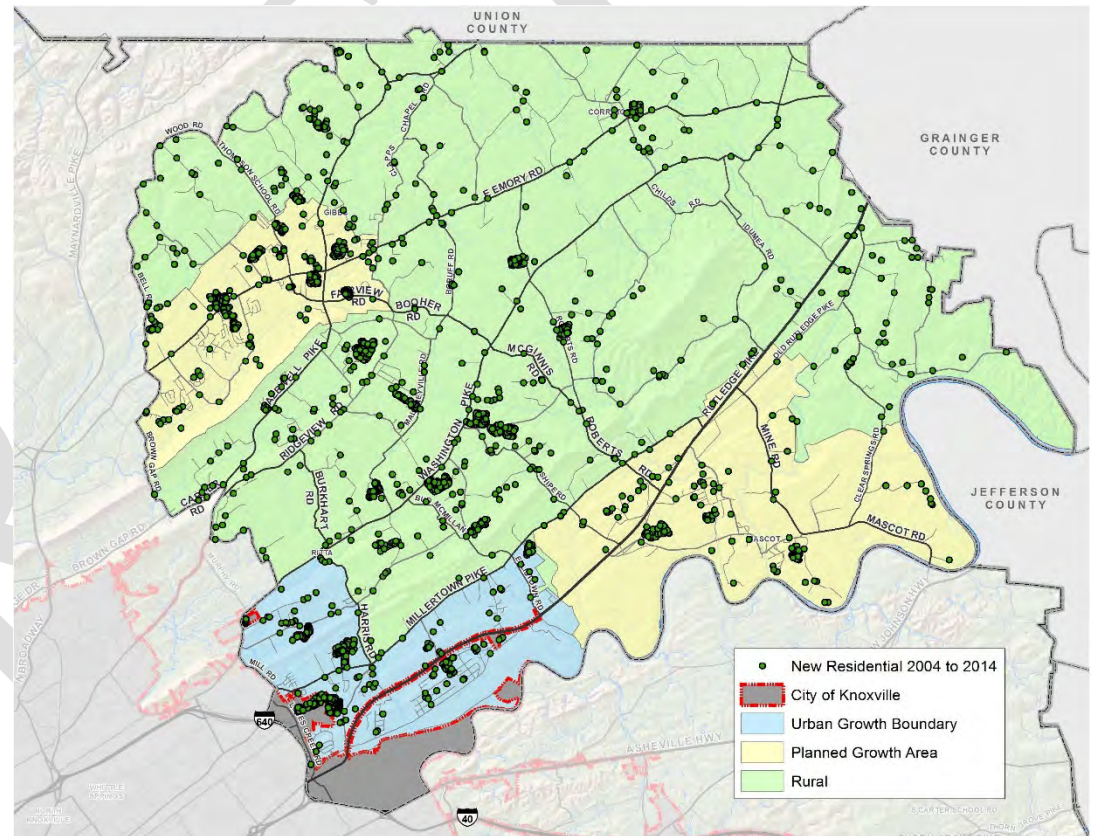
Transfer of Development Rights (TDR) allows a community to transfer the development potential in an area where growth is restricted to a separate receiving area where roads, utilities, and other infrastructure already exist, making it appropriate for growth. Farmland and open space is preserved and growth is targeted to areas where infrastructure such as higher capacity roads and sewers are in place. Through the program, developers purchase development rights to build in a "receiving area," which is an area(s) that is targeted for growth, and those funds are used to permanently preserve land in the "sending area" (for example farmland). This allows a community to accommodate growth, while preserving open space and farmland in a manner that is fair and equitable for all landowners.

4. Private, Federal and State Agricultural and Conservation Programs

Work with land trusts and agricultural officials, to assist property owners with programs to conserve land within the Northeast County. Examples vary from programs such as Legacy Parks (local program), Foothills Land Conservancy (regional program), The Land Trust for Tennessee (state program), American Farmland Trust (national program), and U.S. Department of Agriculture’s Farm and Ranchland Protection Program (national program).

5. Growth Policy Plan Update

One of the recommendations in the *Growth Policy Plan* is to review the plan every three years and amend as necessary. It has been 14 years since the plan was formally adopted with no review or changes to the boundaries. As a result, development continues to encroach into the Rural designation. From 2004 to 2014, almost 50 percent of residential building activity occurred in the Rural area. According to the *Growth Policy Plan*, these areas should be reclassified “Planned Growth” when the plan is revised and amended.



Wastewater service is the driver for new construction in the Northeast County as 70 percent of all residential development was within 300 feet of a service line.

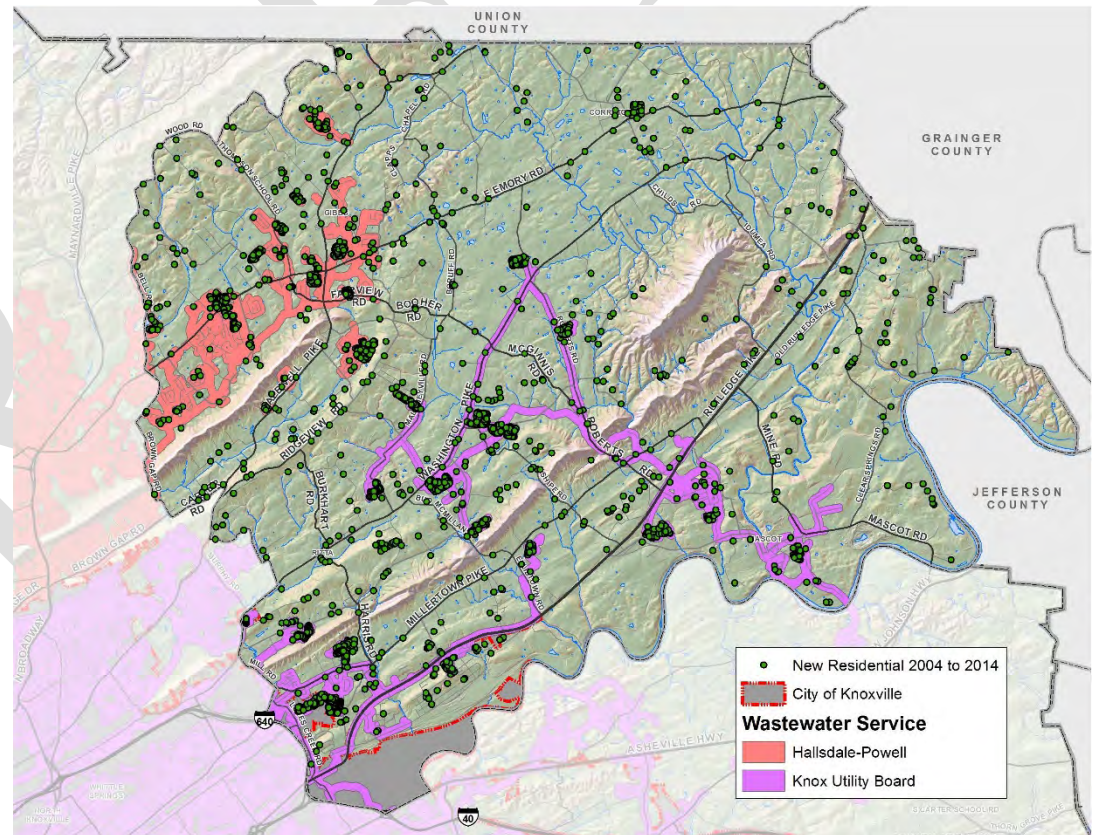
When the *Growth Policy Plan* is updated, land west of Roberts Road in the Northeast County needs to be evaluated for the Planned Growth designation. This area is largely classified Rural, but has increasing residential growth based on existing KUB service along Washington Pike.

Table 16. Northeast County Residential Building Permits by Growth Plan Area (2004 to 2014)

Permit Type	Urban Growth	Planned Growth	Rural
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%

Recommendations

- Create new Agricultural zone in county to protect farmland and rural landscapes.
- Update the subdivision ordinance to include conservation subdivisions as a development alternative.
- Update the *Growth Policy Plan*.



Proposed Community Facilities Plan

This section is directed to public facilities that are needed for community growth and provided in a manner relative to the conservation of scenic, historical, and environmental assets.

The community facilities plan incorporates recommendations from the following sources:

- Community Input
- Knox County Parks and Recreation Department staff interviews
- *Northeast County Sector Plan (2003)*
- *Knoxville / Knox County Park, Recreation, and Greenways Plan (2011)*
- *Long Range Regional Mobility Plan 2040 (2013)*

1. Schools and Libraries

A new middle school in the Gibbs Community was a primary concern expressed by many participants during public input. Students living in the Gibbs and Corryton area travel to Holston Middle School, which is located in the bottom southwest portion of the sector. In June 2015, the Knox County Mayor and School Superintendent announced a memorandum of agreement to build a new middle school in the Gibbs Community. The new middle school will likely be built on land surrounding the Gibbs Elementary School to the rear and south of the school.

The Knox County Library Board does not anticipate adding additional libraries to Knox County at present. Plans are to focus on facility maintenance programs for the foreseeable future.

Recommendations

- Flashing lights are needed in school zones to alert drivers to the presence of children and other pedestrians during school hours.
- If Corryton Elementary is underutilized, pursue the possibility of returning to a K-8.
- Corryton library hours are currently 1:30 p.m. to 5:30 p.m., Monday through Friday. Consider later hours for a couple week nights and/or opening on Saturday.

2. Parks, Greenways and Recreation Facilities

Parks and greenways have not kept pace with subdivision development in the Northeast County. The rural character makes it difficult to locate neighborhood and small parks within walking distance of families, while the pastoral setting also makes establishing greenways and connectivity challenging. The following recommendations are taken from the *Knoxville/Knox County Park, Recreation and Greenways Plan* that was done in 2011.

Recommendations for Parks

- **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.
- **McBee Community Park** – Create a 20 to 40 acre park on the Holston River, which includes playing fields and non-motorized boating access.
- **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.
- **East Knox Elementary/Park Expansion** – Acquire 10 to 20 acres to increase community serving recreation at the school and existing park.
- **Ritta Elementary School/Park Expansion** – Expand existing facilities by 10 to 20 acres to provide for community park use.
- **Love Creek Natural Area** – Acquire 10 to 20 acres for a passive park and open space to protect water quality.
- **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. Parking is currently inadequate for cars and should be expanded.

Recommendations for Greenways and Greenway Connectors

- **Beaver Creek Greenway** – Provide trail connections from the existing and future neighborhoods to the Gibbs schools and Gibbs Ruritan Park.
- **Eastbridge Greenway** – The Knox County Parks and Recreation Department and Knox County Development Corporation are in discussion to develop the Eastbridge Business Park Trail System with five miles of trails located in the Eastbridge 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.

Proposed Green Infrastructure Plan

Green infrastructure represents the natural resources to promote environmental, social, and economic well-being. These elements include streams, wetlands, forests, parks, greenways, along with the recommended incorporation of low impact development techniques. Benefits include clean air and water, increased property values, and healthier citizens.

The goals set forth in this section are:

- To connect residential areas to natural areas and community facilities such as schools or parks
- Balance development and conservation
- Foster the use of development practices that reduce stormwater runoff and protect water quality
- Preserve open space and natural areas

The Green Infrastructure Plan incorporates recommendations from the following:

- Community Input
- *Knoxville/Knox County Parks, Recreation and Greenways Plan (2010/2011)*
- *Northeast County Sector Plan (2003)*
- *Knoxville/Knox County Hillside and Ridgetop Protection Plan (2011/2012)*
- *Knoxville/Knox County Tree Conservation and Planting Plan (2007)*

Existing Policies Related to Green Infrastructure

Floodways and Floodplains

The Federal Emergency Management Agency (FEMA) Flood Insurance Study maps that designate boundaries for floodways (100-year and 500-year floodplains), streams and rivers were adopted by the City and County as part of their flood prevention ordinances. “Open-type” uses (such as parks, parking lots, and golf driving ranges) are allowed within the floodway, however, the clearing of vegetation is limited within water quality (riparian) buffer zones around streams. Structures are only allowed in the floodway if extensive stormwater modeling proves that there is no effect to the 500-year floodplain. The “no-fill line”, which established halfway between the FEMA floodway and 100-year floodplain, does not allow any type of fill or new construction that reduces flood storage capacity (for example, a parking lot can be constructed but the asphalt cannot be higher than the current ground elevation). New structures are allowed within the FEMA 100-year and 500-year floodplain but they must be approved by the City or County engineering department and certified that all habitable floors are one foot above the 500-year flood elevation and the foundation is designed to ensure the unimpeded movement of floodwaters.

Stormwater Best Management Practices

Stormwater Best Management Practices (BMP's) address the need to manage water quality sources that include bio-retention areas, wetland enhancement and porous paving systems. BMP's help to control stormwater pollution and reduce soil erosion and sedimentation in streams and other waterways. These practices are found in *Knox County's Stormwater Management Manual* and the *City of Knoxville Best Management Practices Manual*. These manuals were included as part of the National Pollutant Discharge Elimination System (NPDES) which requires large and medium-sized cities/counties to obtain a NPDES permit for municipal storm water systems. In order to be compliant with federal and state regulations, both the City and County need to incorporate best management practices to ensure that growth is accommodated in an environmentally responsible manner.

Hillsides and Ridgetops

The *Knoxville/Knox County Hillside and Ridgetop Protection Plan* contains development policies to encourage low density residential development on steeper slopes and recommends minimizing clearing and grading.

Agricultural Areas

The *Growth Policy Plan* has a rural designation to conserve agricultural resources. Additionally, under the Tennessee Greenbelt Law, farmers may elect to request a property tax reduction. Finally, Tennessee has a right-to-farm law, which allows farmers the opportunity to farm even though development may be encroaching nearby.

Schools, Parks, and Greenways

The *Knoxville/Knox County Park, Recreation and Greenways Plan* identifies existing and proposed greenways and parks. Proposed parks are generally located in areas that are currently underserved. The proposed greenways make connections to parks, schools, libraries, and other points of interest. The *Knoxville/Knox County Minimum Subdivision Regulations* also allow MPC to consider dedication of up to ten percent of the subdivision's acreage to education or park land.

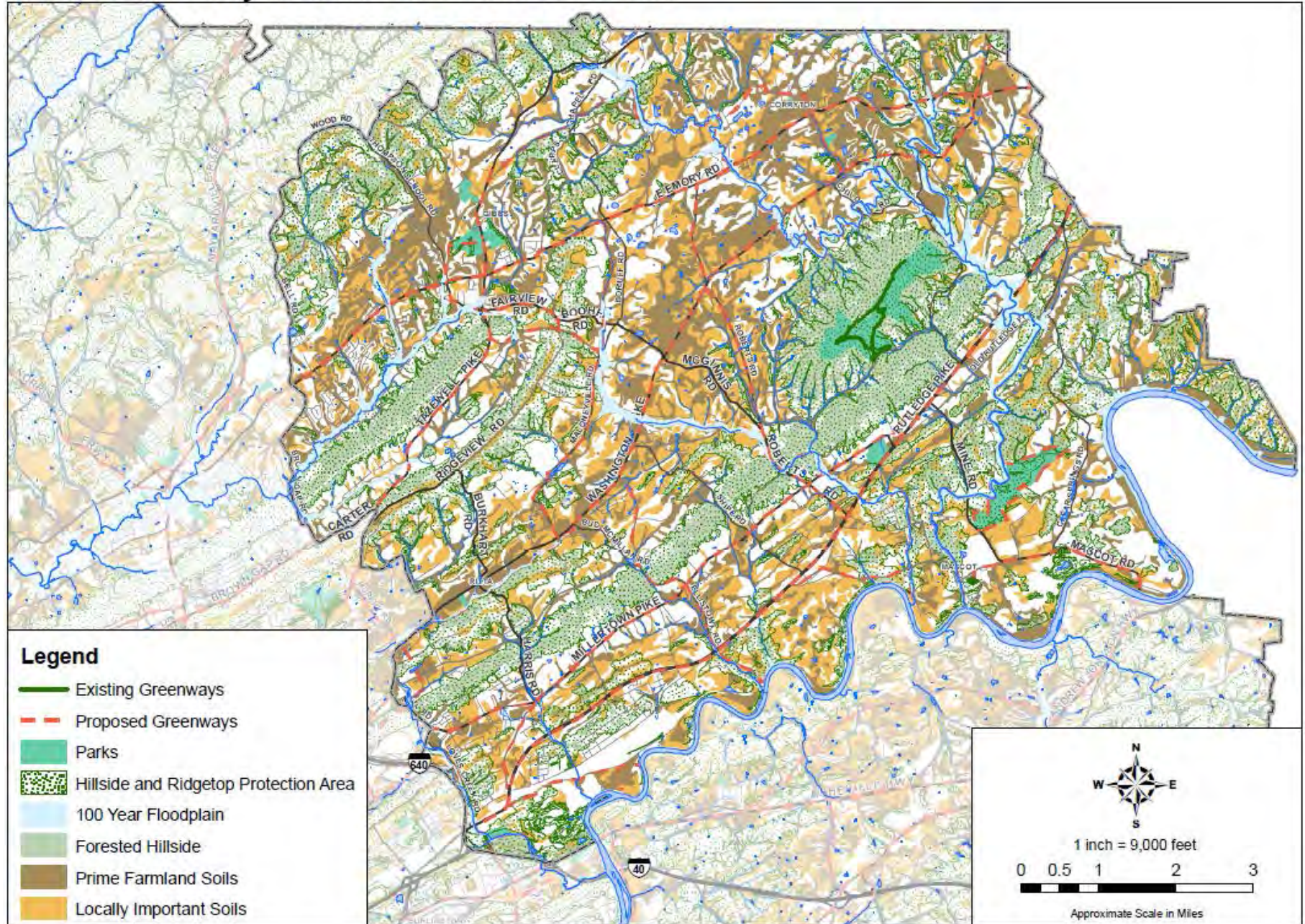
Streets and Highways

The *Knoxville/Knox County Tree Conservation and Planting Plan* recommends various transportation corridor strategies to designate scenic routes in rural settings, along with changes to arterials such as Rutledge Pike by creating public and private planting programs for roadside trees and parking lot landscaping.

Recommendations

- **Promote the conservation of farmland and the continuation of farming** by working with the U.S. Natural Resource Conversation Service's *Farm and Ranchland Protection Program*, allowing farmers to create a legacy of farming while being compensated for their development rights.
- Work with public land owners, county parks and recreation, and other non-profit organizations to help **establish equestrian trails in the Northeast County Sector**.
- **Identify the most productive soils for personal and community gardening** by working with home owners and community groups. The Green Infrastructure map shows that there are many areas within the rural area that have good agricultural soils; additional information can be found through UT Extension Service and the U.S. Department of Agriculture (USDA).
- Work with the City and County Department of Parks and Recreation and State of Tennessee to **pursue that portion of real estate transfer taxes dedicated to wetland and park purchases**.
- **Enact conservation subdivision regulations** to foster green infrastructure protection while allowing clustered residential development.
- As part of the new EPA regulations related to water quality, new city and county ordinances should include incentives to **encourage infiltration and allow for flexibility in design of stormwater management facilities** along streets, greenways, and on the grounds of school and parks. This information should also be provided to private homeowners wishing to reduce their impact on their watershed. Demonstration projects by city and county stormwater divisions can be used as both test sites and teaching aids for property owners to learn about installation, benefits and costs for using green infrastructure best management practices.

Northeast County Sector: Green Infrastructure



Proposed Historic Resources Plan

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 proposed historic resource plan methodology incorporates recommendations from these sources:

- Historic Resource Inventory
- MPC Historic Preservation files
- Community Input

The goals for historic preservation program are fourfold:

- Preserve all building that are on the National Register of Historic Places.
- Support additional National Register nominations for historically significant properties.
- Collaborate with non-profits and property owners to develop strategies to stabilize and restore historic resources.
- Update the 1986 historic resources inventory for the county.

The following is a description of each historic resource in the Northeast County Sector. 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

Listed on the National Register. 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.

Recommendation: Encourage continued preservation.

- **Chesterfield (c. 1838) – National Register**
9625 Old Rutledge Pike

Listed on the National Register of Historic Places. The antebellum Georgian-style mansion is located at 9625 Old Rutledge Pike in the Skaggstown community of northeastern Knox County. Built by G.W. Arnold, a physician from Roanoke, Virginia, it is located along a former stagecoach route (roughly what is now US 11) that began in Washington, D.C., passed through Knoxville, and continued further south. Stagecoaches made stops at Chesterfield.

Recommendation: Encourage continued preservation.

- **Alfred Buffat Homestead (c. 1867) (The Maples) – National Register**

Listed on the National Register in 1974. This Italianate House illustrates the significance of Swiss migration to Knox County, while also being a significant architectural landmark. It is one of the few antebellum farmsteads remaining in Knox County. The property, known as “The Maples,” was the center of community life until the turn-of-the-century since there was a gristmill on the property.

Recommendation: Encourage continued preservation.

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

Listed on the National Register on February 5, 1999. 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.

Recommendation: Support application to the Tennessee Department of Transportation for a historical marker to commemorate the significance of the bridge.

- **Love-Cole House (c. 1810) – National Register**

4320 Harris Road Listed on the National Register. This two story brick with raised basement has Southern Colonial and Georgian Styling. Unique in Knox County, the house illustrates early settlement patterns. It was built by Samuel Love, Sr. from Bricks fired on the property. Farmer and Saddler Sampson David Cole purchased the house in 1846.

Recommendation: Encourage continued preservation.

- **Murphy Springs Farm (c. 1841) – National Register**

4508 Murphy Road Listed on the National Register on July 14, 2015. The Murphy Springs Farm is significant as an intact East Tennessee farm that shows the progression of building styles and structures over time from the mid-19th century to mid-20th century. The farm is registered as a Tennessee Century Farm, having been in continuous agricultural production by the same family for at least 100 years. The home is an example of early Gothic Revival architecture in Knox County.

Recommendation: Encourage continued preservation.

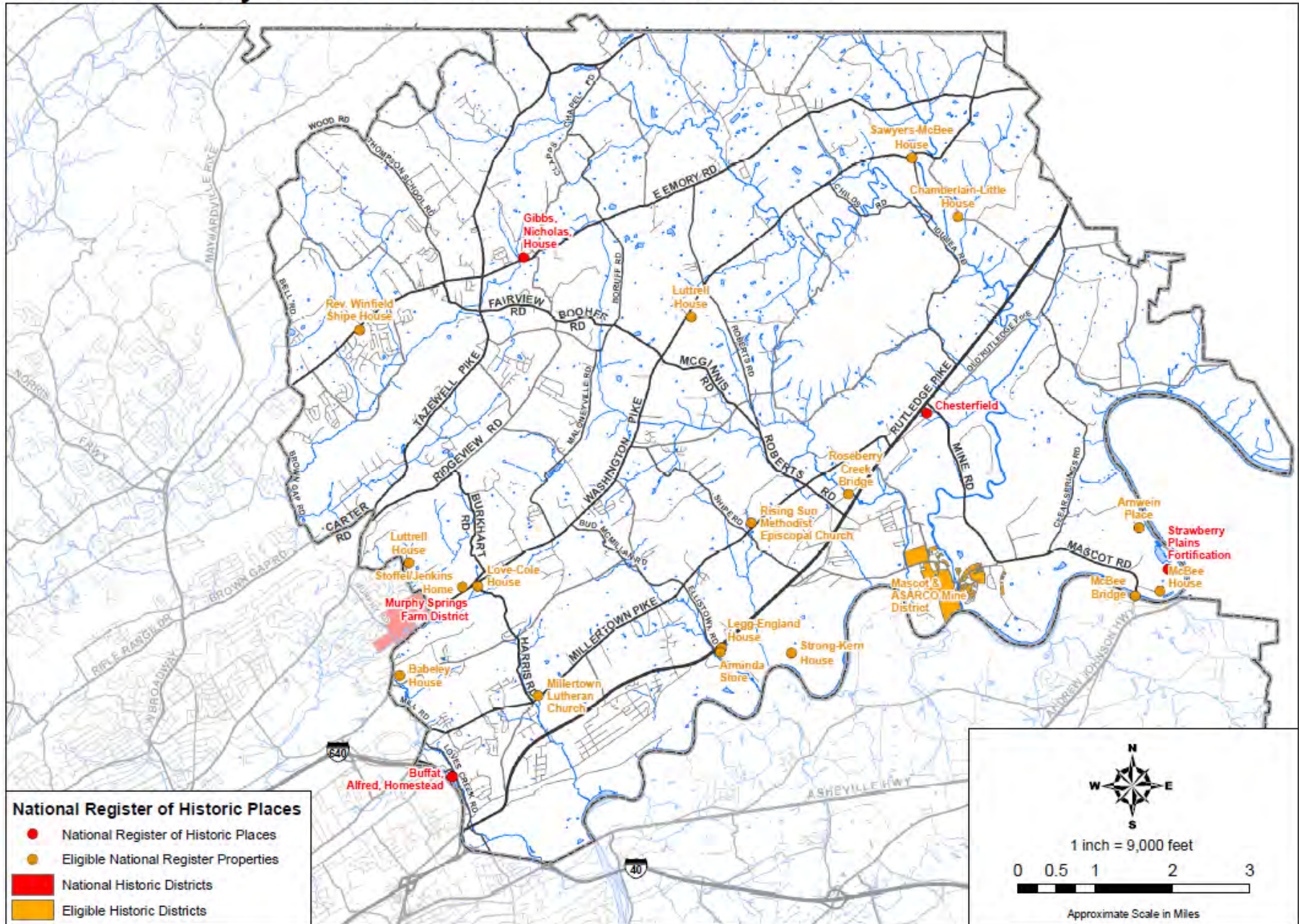
Properties designated with a gold circle on the map are eligible for listing on the National Register of Historic Places.

- **Legg-England House (c. 1846)**

Located on Rutledge Pike and Arminda Road

- **Babeley House**
5714 Washington Pike
- **Millertown Lutheran Church**
6515 Millertown Pike
- **Rev. Winfield Shipe Homeplace (c. 1900)**
6648 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
- **Tarver-Cassady House (c. 1860)**
9511 Bud Hawkins Road
- **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.

Northeast County Sector: Historic and Related Resources



Proposed Transportation Plan

Transportation recommendations are based on previously adopted plans and studies, including the *Long Range Regional Mobility Plan 2040*. Roadway and sidewalk recommendations from the mobility plan and public input are presented below. The recommendations from the mobility plan include the horizon year (proposed year project would be completed).

Prior to implementation of any proposed projects, there should be opportunities for additional public input to address issues of impacts related to adjacent land use, neighborhood protection, and environmental and cultural resource protection. These are principles that are important in the development of a transportation system. It is vital to develop and maintain a transportation network that is accessible, provides mobility to all residents, and does not adversely impact the environment.

Roadways

The following are currently under construction or proposed roadway projects in the Northeast County by the Tennessee Department of Transportation (TDOT), City of Knoxville, and Knox County. These projects from the *Long Range Regional Mobility Plan 2040*.

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 and bridge along Emory widened	2016
Bridge over Kerns Branch	Emory Road – 200 feet from Beeler Road	0.0	Bridge replacement	2016
Fairview Road and Thompson School Road	Intersection at Fairview Road and Thompson School Road	0.2	Realignment, intersection improvements and signal	2016
Gibbs High School	Tazewell Pike near School Access to Gibbs High School	0.1	Turn lane	2016
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

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

In 2014, Knox County Engineering completed the *Strategic Transportation Plan Needs Assessment Report*, identifying roads in need of improvement based on the number of crashes, road width and average daily traffic. The report identified 60 segments across Knox County, with the top 25 having recommendations and cost estimates provided.

Seven road segments in the Northeast County were identified in the report, with two making the top 25. The first in the top 25 is a recommendation to widen Brown Gap Road to an improved 2-lane section from Crippen Road to Rouse Lane. The second project called for a road safety audit of Old Rutledge Pike from Rutledge Pike just west of Shipe Road to Mascot Road.

Recommendations

In addition to the projects listed in the table and transportation plan above, the following are additional transportation projects to consider based on community input:

- Realignment of Fairview Road at the intersection of Tazewell Pike.
- Realignment of Roberts Road at the intersection of Washington Pike.
- The project to widen Emory Road from Maynardville Highway to Tazewell Pike should incorporate road vertical realignment to improve visibility of eastbound traffic on Emory Road from Majors Road.
- Parking accommodations at House Mountain State Natural Area are inadequate and need to be expanded.
- Wider shoulders should be incorporated with the widening of Emory Road.

Complete Streets

Complete streets are designed and operated to enable safe access for all users. Pedestrians, bicyclists, motorists and transit riders of all ages and abilities are able to safely move along and across a complete street.

The greenway connectors, sidewalks, sidepaths, and bicycle lanes form types of complete streets. Future bicycle and pedestrian systems, as represented in the *Knoxville/Knox County Parks, Greenway and Community Facilities Plan*, could be implemented to bring a more complete street approach to the sector. As roads are improved, those bicycle and pedestrian systems should be constructed.

Considerations for more detailed road designs regarding complete streets should include:

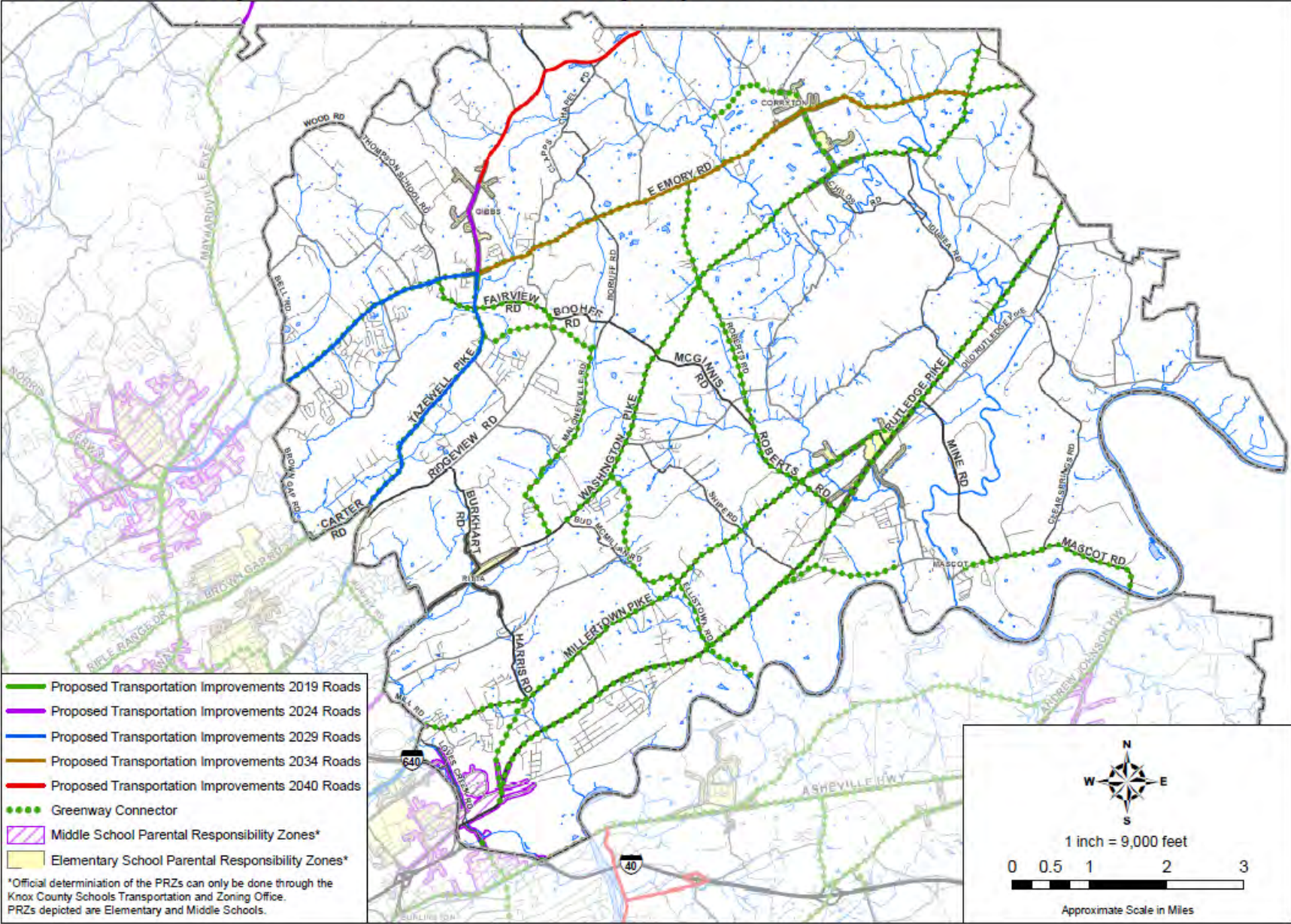
- Washington Pike
- Emory Road
- Tazewell Pike
- Millertown Pike

Sidewalks

Priority areas include Parental Responsibility Zones (PRZ) where students do not have bus service to and from school. In 1993, the Knox County Board of Education established guidelines for PRZ's in Knox County. These guidelines state that for elementary schools, students within an area of one mile from the school by the shortest route will not be provided transportation services by Knox County Schools. For middle and high schools, PRZ's are one and 1.5 miles, respectively.

The rural nature, topographic constraints, and dispersed development patterns in the Northeast County create difficulty when trying to provide sidewalk and pedestrian path connectivity. Residents and citizens voiced concern at public meetings over the lack of sidewalks. Participants in the online survey listed 'more sidewalks and pedestrian paths' as the third highest transportation priority, behind more vehicle capacity on major streets and improved safety near schools. Harbison Crossroads and Washington Pike were the two major road segments identified in the survey with the largest number of respondents believing better sidewalks/crosswalks should be implemented. The sector plan recommends sidewalks and pedestrian paths be made where placement and connectivity are feasible.

Northeast County Sector: Planned Roadway Improvements



Section 3. Five-and Fifteen-Year Improvement Plans

The improvement plans recommend projects and programs to be implemented for the first five and the next ten years following plan adoption. The 5-year plan should be reviewed annually in preparing the capital improvements program (CIP).

<i>Project or Program</i>	<i>5-Year</i>	<i>15-Year</i>	<i>Responsible Agency</i>
LAND USE			
Develop a small area plan for Harbison Crossroads and Gibbs Community to plan for the future addition of a Middle School, Emory Road and Tazewell Pike widening, and future residential growth	X		County/MPC
Develop a scenic corridor overlay district for commercial corridors – Emory Rd., Tazewell Pk., and Washington Pk.	X	X	City/County/MPC
Create new Agricultural zone in county to protect farmland and rural landscapes			
Update the subdivision ordinance to include conservation subdivisions as a development alternative	X		City/County/MPC
Develop the Holston River Conservation Corridor plan		X	County/MPC
Update the Growth Policy Plan	X		City/County/MPC
COMMUNITY FACILITIES			
Work with Knox County Schools on site planning for the proposed Gibbs Middle School	X		Knox County Schools/MPC
Install flashing lights in school zone (particularly around Gibbs Elementary, High, and proposed Middle Schools	X		Knox County Schools
Extend the hours of operation for Corryton Library	X		County
Murphy Creek Greenway		X	City
Tennessee Holston River Greenway Phase II		X	City
Loves Creek Greenway Phase II from Spring Place Park to Holston Middle School/Holston Hills		X	City
Parking lot for House Mountain State Natural Area is inadequate and should be expanded		X	Knox County
GREEN INFRASTRUCTURE			
Adopt conservation subdivision development ordinance for the preservation of farmland and/or open space	X		City/County
HISTORIC PRESERVATION			
Update the inventory of historic resources in the Northeast County Sector	X		County/MPC
Strawberry Plains Fortification: Support of application to the Tennessee Department of Transportation for a historical marker to commemorate the significance of the bridge	X		MPC/Knox Heritage
TRANSPORTATION			
Fairview Road needs to be aligned where it intersects with Tazewell Pike	X		County
Fairview Road and Thompson School Road realignment	X		County
Roberts Road needs to be aligned where it intersects with Washington Pike		X	County
Turn lane added on Tazewell Pike before School Access to Gibbs High	X		County
Widening of Emory Road and Tazewell Pike from two lanes to four lanes		X	County
Tazewell Pike and Emory Road reconstruction of 2-lane sections		X	County
Widening of Washington Pike from I-640 to Murphy Road		X	City
Widening of Millertown Pike from I-640 to Mill Road		X	City