



KNOXVILLE TRANSIT SUPPORTIVE DEVELOPMENT PLANNING



October 2025

Acknowledgments

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Oversight Committee

Knoxville Area Transit

Knoxville Knox County Planning

The consultant team of MKSK, Inc., Development Strategies, and Nelson Nygaard.

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Led By:



Consultant Team:

MKSK

DEVELOPMENTSTRATEGIES®



Contents

1

Project Overview

Background & Context

Process Summary

Intent of this Study

Integration of TSD

Stakeholder Input

2

Existing Conditions Analysis

City-wide Analysis

Corridor Market Analysis

Market Conclusions

3

Example Areas

Selection Methodology

Development Typologies

Site Profiles & Potential

4

Strategies for the Future

Next Steps

Executive Summary

This Transit Supportive Development (TSD) study advances Knoxville's efforts to coordinate land use and mobility around high-frequency transit corridors. Building on KAT Reimagined, which restructured the fixed-route bus network to increase frequency and reliability, and the Priority Investment Areas tool, which identifies locations where socioeconomic opportunity and development readiness intersect, this study establishes a framework for aligning public investment, transit, and market activity. A core aim of this study is to create a corridor-based investment strategy that supports equitable growth and efficient infrastructure use.

This study is considered the second phase of work by Knoxville-Knox County Planning (Planning) and its partners toward harnessing TSD. The approach aligns land use, housing, and mobility planning to drive strategic economic development paired with transit investment that expands access to jobs, housing, education, healthcare, parks, and everyday amenities. TSD is generally defined as development that focuses on creating dense, walkable, mixed-use areas centered around or located near a transit stop. This study

seeks to define what TSD can mean for the City of Knoxville by pairing land use and development planning with public transit planning and investments and how to promote it in ways that are equitable, implementable, and aligned with the city's values.

The study is built around four guiding principles toward achieving Transit Supportive Development and community reinvestment. Each principle is important on its own, but together they are capable of generating shared, upward momentum that

benefits the City of Knoxville, its residents, and its workforce.

This TSD study identified key transit corridors with TSD potential, including Western Avenue, Central Street, Broadway, Magnolia Avenue, Martin Luther King Jr Avenue, Sevier Avenue, Chapman Highway, Kingston Pike, and Sutherland Avenue. These corridors were evaluated on existing conditions and market potential to understand what the unique factors, challenges, and opportunities are on each



Increase KAT ridership



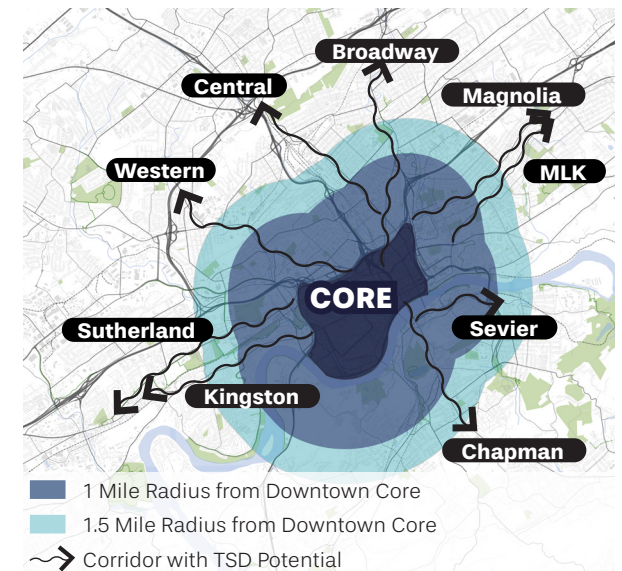
Unlock the potential of transit corridors



Catalyze neighborhood revitalization



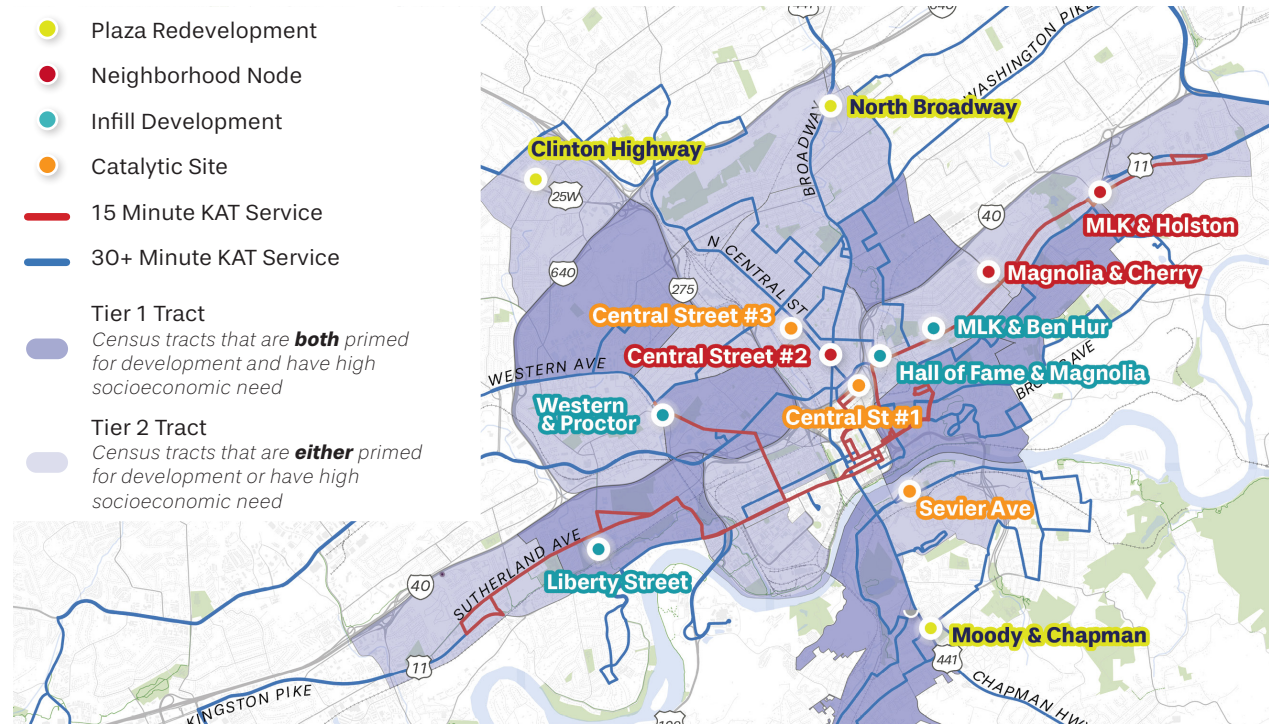
Create more housing opportunities



and how those characteristics can inform future redevelopment possibilities.

To help envision these possible opportunities for TSD around the city, TSD typologies were established with development principles to be applied to sites with certain similar characteristics, scales, and contexts. A set of 13 example areas was identified along these key transit corridors to explore the potential for TSD and associated mobility improvements through conceptual development plans. By applying these TSD typologies to the example areas, this study forms a framework through which future redevelopment, TSD, and mobility improvements can be approached and implemented in various parts of the city, even beyond the scope of this plan.

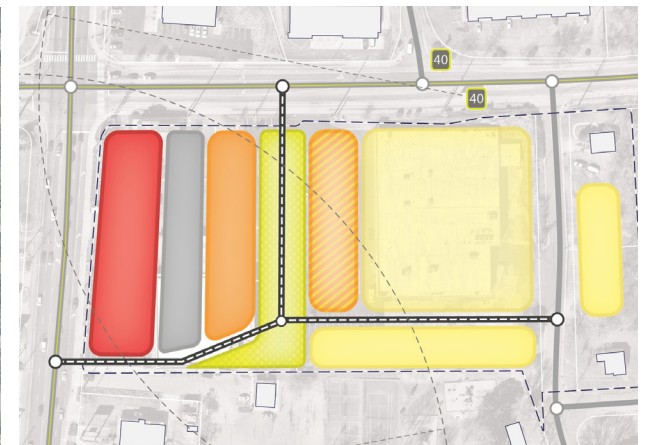
Because this plan is primarily exploratory in nature, its next steps focus on informing and integrating its findings into the forthcoming City of Knoxville Comprehensive Plan process, with particular emphasis on broader community and stakeholder engagement around the idea of TSD. Following the typology approach, considerations and recommendations for policies, partnerships, and further studies or planning were outlined to guide implementation of TSD based on the development principles set forth in this study.



Example Areas and TSD Typologies



Existing Conditions in One of the 13 Example Areas



Redevelopment Concept in One of the 13 Example Areas

CHAPTER 1

PROJECT OVERVIEW



Background & Context

Transit & Development in Knoxville

The City of Knoxville, Knoxville Area Transit (KAT), and Knoxville–Knox County Planning are committed to aligning development with transit investment to increase access to jobs, housing, education, healthcare, parks, and everyday amenities. In 2021, KAT was awarded a grant from the Federal Transit Administration's Areas of Persistent Poverty Planning Program to support this effort and to better connect transit improvements with community reinvestment and equitable growth.

In April 2024, KAT launched KAT Reimagined, a comprehensive overhaul of the fixed-route system that expanded service and increased frequency on key corridors across the city. The redesign

was shaped by extensive public input and aligned with projected growth and demand. Consistent 15-minute KAT service on many corridors makes corridors more attractive to developers by offering reliable mobility, predictable access, and the potential to reduce parking requirements which can lower development costs.

Between 2020 and 2024, the City of Knoxville grew by nearly 10,000 residents. As the need for new housing continues to rise, there is an increasing interest in planning for growth in areas with strong, supportive infrastructure. Transit access enhances mobility and opportunity for both new and existing residents.

Pairing land use with transit also has a strong economic rationale. Transit-served areas typically already have public infrastructure in place, reducing the need for additional investment and offering a fiscal benefit to local governments.

Continuing the Momentum

This study builds on the momentum of KAT Reimagined and the city's ongoing growth, positioning Knoxville for strategic, corridor-based redevelopment. It reflects a shared understanding that transit and land use are mutually reinforcing, and that coordinated planning can expand mobility, housing choice, and economic opportunity. Ultimately, this effort seeks to define what Transit Supportive Development (TSD) can mean in Knoxville and how to promote it in ways that are equitable, implementable, and aligned with the city's values. It lays the groundwork for future conversations with residents, developers, and stakeholders, and provides a policy and investment toolkit that can be carried forward into the new Comprehensive Plan and beyond.

DEFINITION

Transit Supportive Development (TSD):

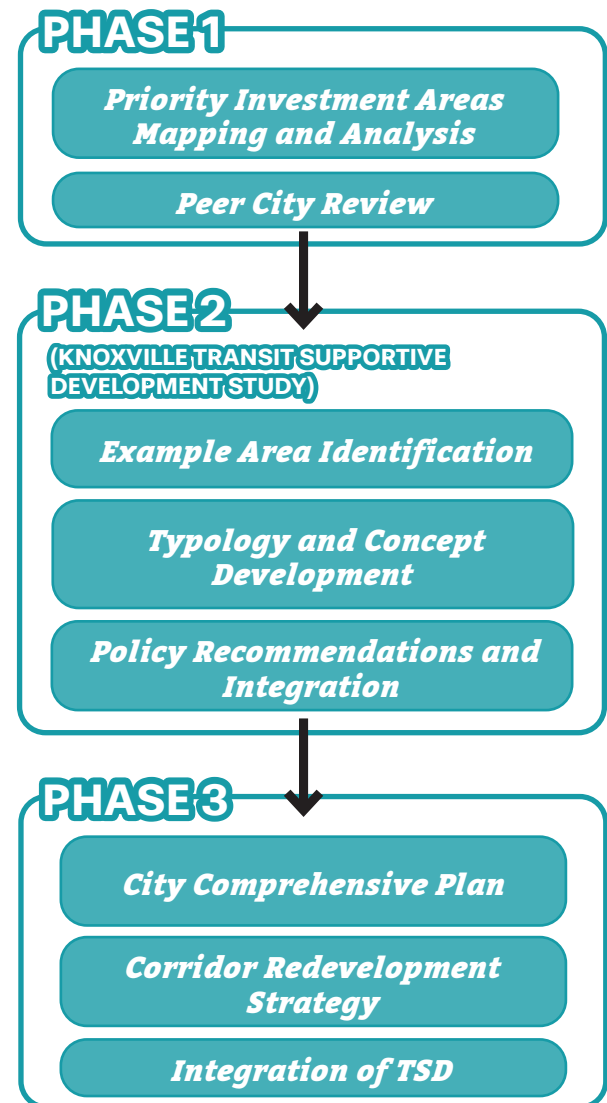
Focuses on creating walkable, mixed-use areas centered around or located near a transit stop.

The work to date has unfolded in two distinct phases:

- Phase 1, led by Planning staff, established a local foundation. The team defined and mapped areas of persistent poverty, identified areas ready for development, and surfaced priority sites across the city with strong potential for public-private reinvestment. This included the development of a GIS-based Priority Investment mapping tool and a Peer City Review of best practices.
- Phase 2 (this study), led by the consultant team, expanded on that foundation through a deeper analysis of corridor conditions, market dynamics, land use, and transit accessibility. The team identified a series of real-world example properties where TSD could begin to take shape: pairing high-frequency transit with infill housing, commercial development, and walkable urban form.

Together, these first two phases provide a roadmap for aligning land use, housing, and mobility around transit. These phases are explained in more detail on the following pages.

Phase 3 of this larger initiative will occur as part of the city's Comprehensive Plan, where the TSD framework will inform the planning process.



Three-phase initiative around guiding transit investments and development in the City of Knoxville.

Process Summary

Phase 1: Priority Investment Area Mapping & Peer City Review

Summary of Priority Investment Area Mapping Process

The first phase of work in the evaluation of Transit Supportive Development (TSD) comprised the construction of a data mapping tool to identify socioeconomic priority communities in Knoxville. These opportunity areas include communities of both high and low socioeconomic, housing, public facility, and education conditions, well-positioned for new private and public investment. This process examined related projects from peer communities across the country and compiled an inventory of best practices.

Mapping Tool Peer Review

Specifically, our team looked at 12 data and mapping tools created by various local, state, and federal agencies. Mapping tools were selected for review if they identified areas primed for transit oriented development, community investment, or public funding allocation. The review assessed variable selection, statistical methodology, and desirable tool functionality.

Characteristics of the reviewed products were evaluated on the basis of feasibility and utility in a Knoxville-focused mapping tool. A matrix was compiled to quantify the frequency with which various metrics were used across all products. In addition, the replicability of core data and calculations was an important factor, as the team decided that tool design should allow for future updates.

Opportunity Areas Mapping Tool

Subsequent to the peer review and additional design input from staff, an opportunity areas mapping tool was built using metrics and methods that were both relevant in evaluating City of Knoxville conditions and supportive of related local data tools used in other projects. In total, 16 variables that were frequently used across the review were combined into two indices, one describing land development opportunity and one assessing social opportunity. These indices were calculated using methodology seen in a product created for the State of California, in which census tracts received a simple score counting the number of metrics that were above the study area's average. If a tract

had an especially high value in a metric (75th percentile or above), then that variable was counted twice.

The final map highlighted areas where both high development opportunity and high social opportunity overlapped as well as areas that had high opportunity in at least one index. This was used as the starting point to identify sample sites for public and private sector reinvestment. The tool can also be used to explore areas primed for community investment going forward or as a data resource open to the public.

TSD Best Practices Peer Review

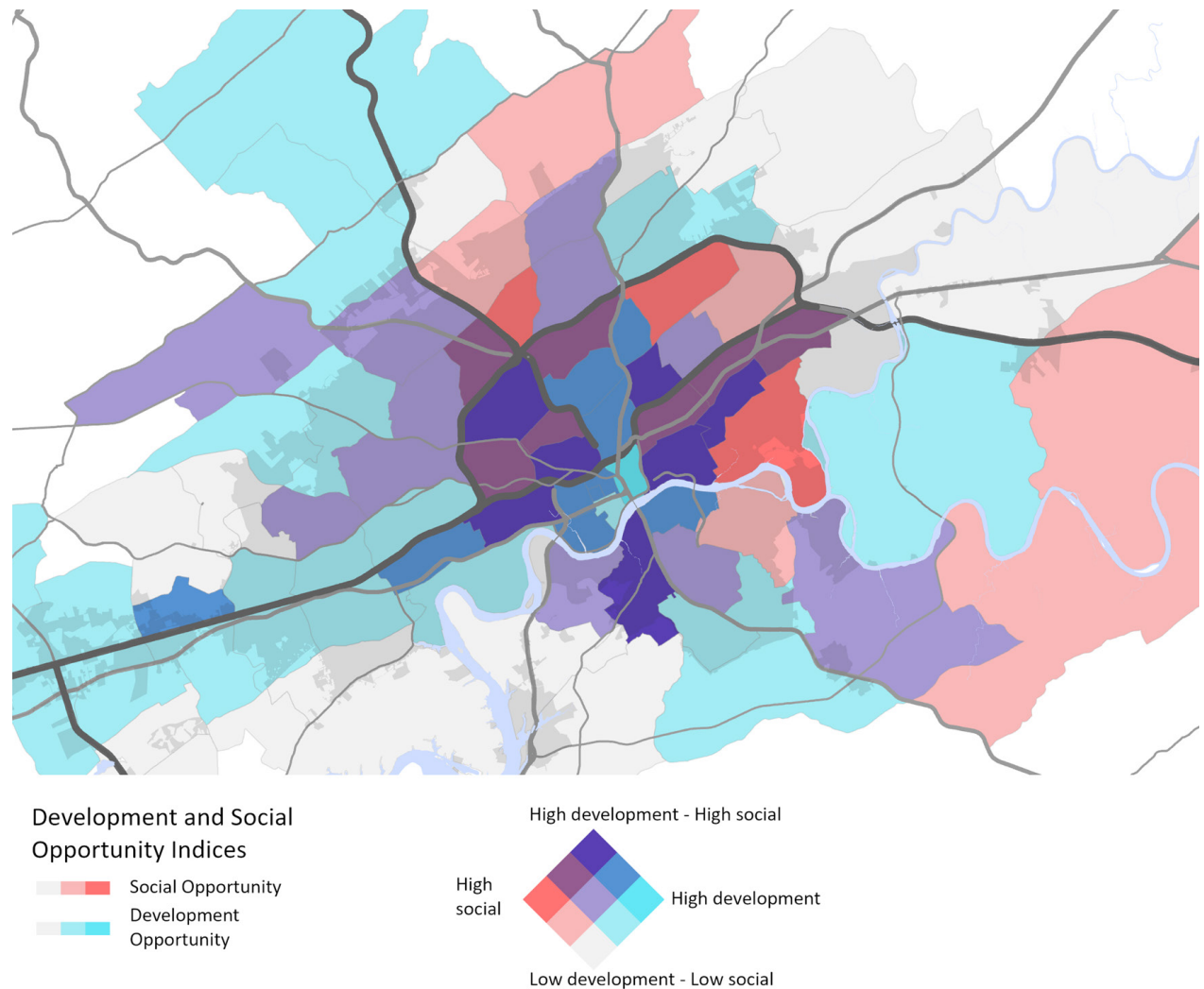
Following the completion of the opportunity areas mapping tool, a peer review of best practices in transit oriented and transit supportive development was conducted. The purpose of this review was to identify successful planning approaches and lessons learned from other communities that have implemented these strategies. Case studies can provide guidance on how to implement similar strategies locally, resulting in positive planning outcomes, such as minimizing displacement in

affordable or historically disadvantaged neighborhoods and maximizing positive economic impact in established communities.

This analysis explored 15 different transit oriented development projects and the policies, tools, and successes for each, culminating in a series of general best practice recommendations as well as considerations specific to Knoxville.

Possible Future Uses Of Opportunity Areas Mapping Tool

- Incorporation into new Comprehensive Plan and zoning code updates
- Promotion of the city's Key Development Priorities
- Outreach to developers and property owners in high priority (Tier 1 & 2) tracts
- Guide for public investment decisions (e.g., infrastructure improvements)



Opportunity Areas Mapping Tool

Process Summary

Phase 2: Transit Supportive Development Study

Process

This Transit Supportive Development (TSD) Study is Phase 2 of a broader two-part initiative launched by Planning. This study began with gathering a thorough understanding of previous planning and aligning the goals of this study with development and mobility goals of Planning and KAT. Analysis of existing conditions (such as land use and zoning) and market conditions was also completed to begin identifying the unique potential of key transit corridors across the city. TSD Typologies were established to help paint a broader picture of the types of opportunity sites and develop a framework around which redevelopment and TSD could be approached in various contexts.

A robust site selection process included input from subject matter experts, which identified and evaluated opportunities along transit corridors based on a set of criteria. These selected Example Areas are used as examples of the TSD Typologies and were studied and tested for redevelopment potential and associated mobility improvements with high-level land use and mobility concept plans. A set of

considerations regarding redevelopment, policy, mobility, and market conditions was compiled to assist with integration and application of TSD into future planning and development efforts.

This document is organized into four primary sections:

- Chapter 1: Project Background outlines the study's purpose, partners, and goals.
- Chapter 2: Existing Conditions Analysis reviews Knoxville's socioeconomic context, real estate market, and land use conditions along high-frequency transit corridors.
- Chapter 3: Example Areas highlights real properties and sites that illustrate how TSD could be implemented, organized by typology and context.
- Chapter 4: Strategies for the Future details next steps that can be taken in TSD implementation.

Key Tools and Deliverables

- TSD Typologies: Framework based on urban form, market conditions, and transit access.

- Example Site Concepts: Visualizations to ground future redevelopment conversations.
- Policy Recommendations: Land use, zoning, housing, mobility, and development incentives.
- Stakeholder Input & Local Calibration:
 - Interviews with developers, housing advocates, staff, and transit partners.
 - Field reconnaissance and market scanning.
 - Regular workshops with Planning and KAT staff to vet and refine ideas.

Application and Alignment

- Demonstrates how city priorities around housing, mobility, and economic development converge in key corridors.
- Bridges Recode Knoxville (2020) and KAT Reimagined (2024) through targeted land use and mobility strategies.
- Creates a roadmap for integrating Transit Supportive Development into Knoxville's growth strategy.

Next Steps and Recommendations

Use TSD typologies and example sites as a foundation for:

- Future Comprehensive Plan
- Corridor-specific zoning and design guidelines
- Guided infrastructure and housing investment

Leverage findings to:

- Inform and engage neighbors and business owners
- Engage property owners and developers
- Support site readiness and alignment with city goals

Process of the Knoxville Transit Supportive Development Study

INPUT & UNDERSTANDING

Priority Investment Areas Mapping and Analysis, KAT Reimagined, Stakeholder Input, Analysis Mapping, Market Conditions Analysis



EXAMPLE AREA IDENTIFICATION

DETERMINE CRITERIA
& METHODOLOGY

IDENTIFY EXAMPLE AREAS

CLASSIFY EXAMPLE AREAS
(by TSD Typology)



CONCEPT PLANNING PROCESS

INITIAL CONCEPT PLANNING
& STRATEGIZING

FEEDBACK LOOPS
(Client & Engagement Round 2)

REFINED & FINALIZED
CONCEPT PLANS



RECOMMENDATIONS

Key Redevelopment Considerations, Mobility Considerations, Integration into Land Use & Zoning, Integration into Future Comprehensive Planning

Intent of this Study

Study Goals

This study seeks to evaluate Knoxville's current market conditions and planning tools, and to identify geographic areas where targeted reinvestment can most effectively improve access to transit, affordable mixed-income housing, jobs, education, healthcare, recreation, and shopping. It builds on recent public investments in Knoxville Area Transit (KAT) and complements ongoing private development activity throughout the city. The outcomes of this study include a clear set of priorities and principles for strategically redeveloping key sites, guiding infrastructure investments that support transit, and integrating these strategies into future city planning initiatives, including the Comprehensive Plan.

Big Moves

The plan is built around four guiding principles toward achieving Transit Supportive Development (TSD) and community reinvestment. Each principle is important on its own, but together they are capable of generating upward momentum that benefits the City of Knoxville, its residents, and its workforce:



Increase KAT Ridership

Supportive development provides higher density uses bringing more people to key locations along transit corridors to bolster ridership.



Unlock the Potential of Transit Corridors

Exploring development potential on these corridors is meant to raise awareness of these opportunities for future investment.



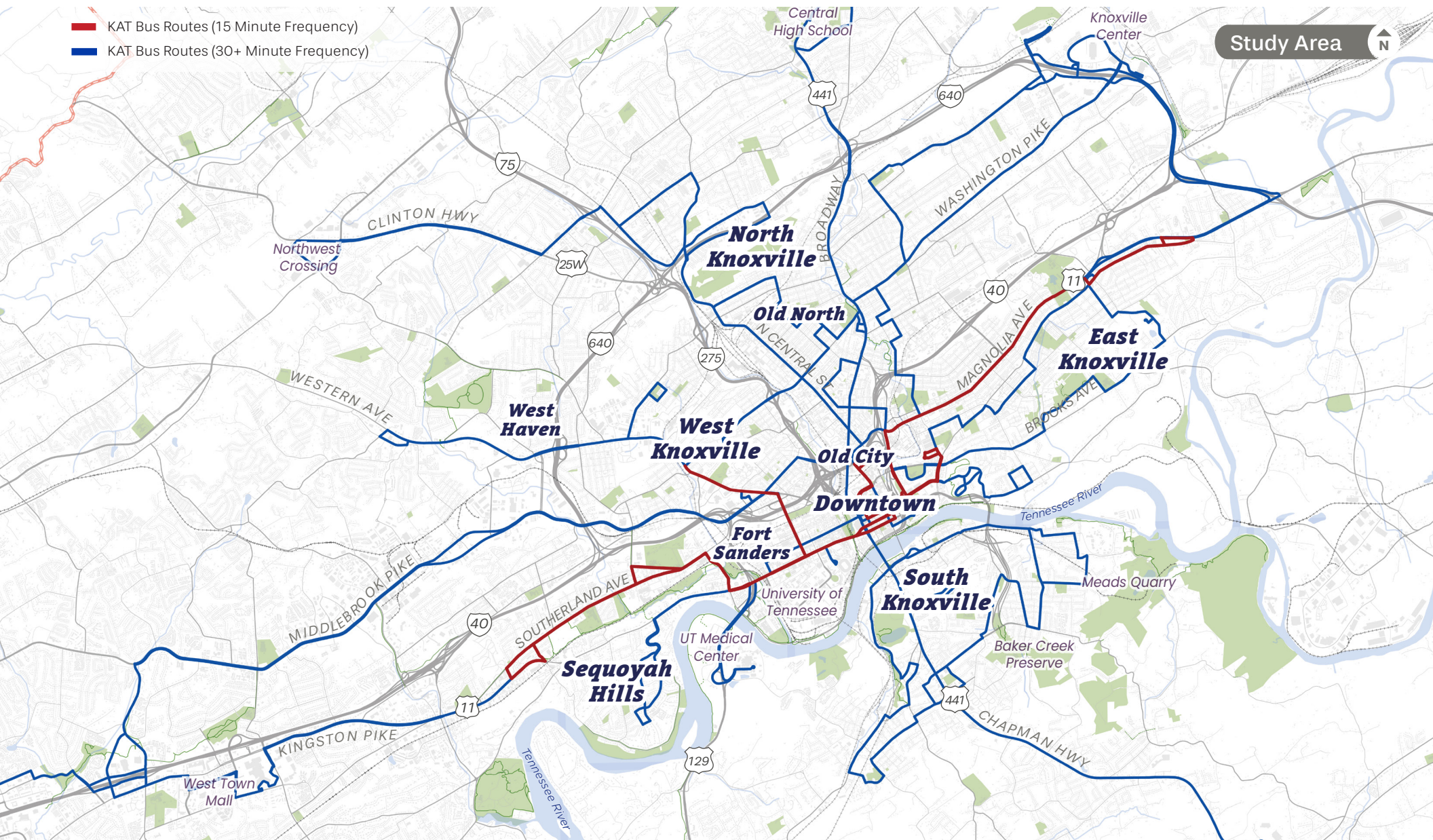
Catalyze Neighborhood Revitalization

Balancing transportation investments and new developments can revitalize and encourage further investment in key neighborhood nodes.



Create More Housing Opportunities

Transit supportive development lowers costs of living for residents and creates opportunities for more affordable and equitable living.



Intent of this Study

What is TSD?

Definition of TSD

Transit Supportive Development (TSD) focuses on creating dense, walkable, mixed-use areas centered around or located near a transit stop.

Benefits of TSD

- Benefits development along key corridors, increasing access to jobs, amenities, businesses, and housing.
- Emphasizes non-motorized infrastructure with less reliance on automobiles, resulting in improved safety, congestion mitigation, environmental resiliency, and better quality of life for all.
- Expands housing choices by including a variety of housing types (such as homes on smaller lots, condominiums, townhomes, apartments, etc.)
- Stimulates the revitalization of economically challenged areas.

What does TSD look like in Knoxville?

TSD along Knoxville's high-frequency local bus corridors offers a powerful opportunity to create walkable, mixed-use environments that connect neighborhoods, strengthen community identity, and provide diverse housing options that support the City's housing strategy. By focusing on quality pedestrian infrastructure, context-sensitive density, and vibrant corridor nodes, TSD can increase transit ridership, encourage revitalization, and deliver inclusive, affordable living choices.

This corridor-based approach helps knit together neighborhoods with safe, accessible connections to transit, while fostering lively, distinctive places that reflect local character and support sustainable growth.

A strong local example of TSD in Knoxville is the First Creek at Austin project, located at the intersection of Summit Hill Drive, Martin Luther King Jr. Avenue, and Harriet Tubman Street. This mixed-income, mixed-product housing development was launched by Knoxville's Community Development

Corporation (KCDC), with the first phase opening in 2024. The site is served by KAT bus service with 15-minute frequency and includes covered bus shelters nearby. Good pedestrian infrastructure such as connected sidewalks and dedicated bike lanes provides safe non-vehicular mobility options. A marked crosswalk connects the new residences to a public park on the east side of Harriet Tubman Street. Upon completion, the project will include 428 housing units, creating a dense residential community with convenient access to frequent KAT bus service and safe, well-connected pedestrian infrastructure.

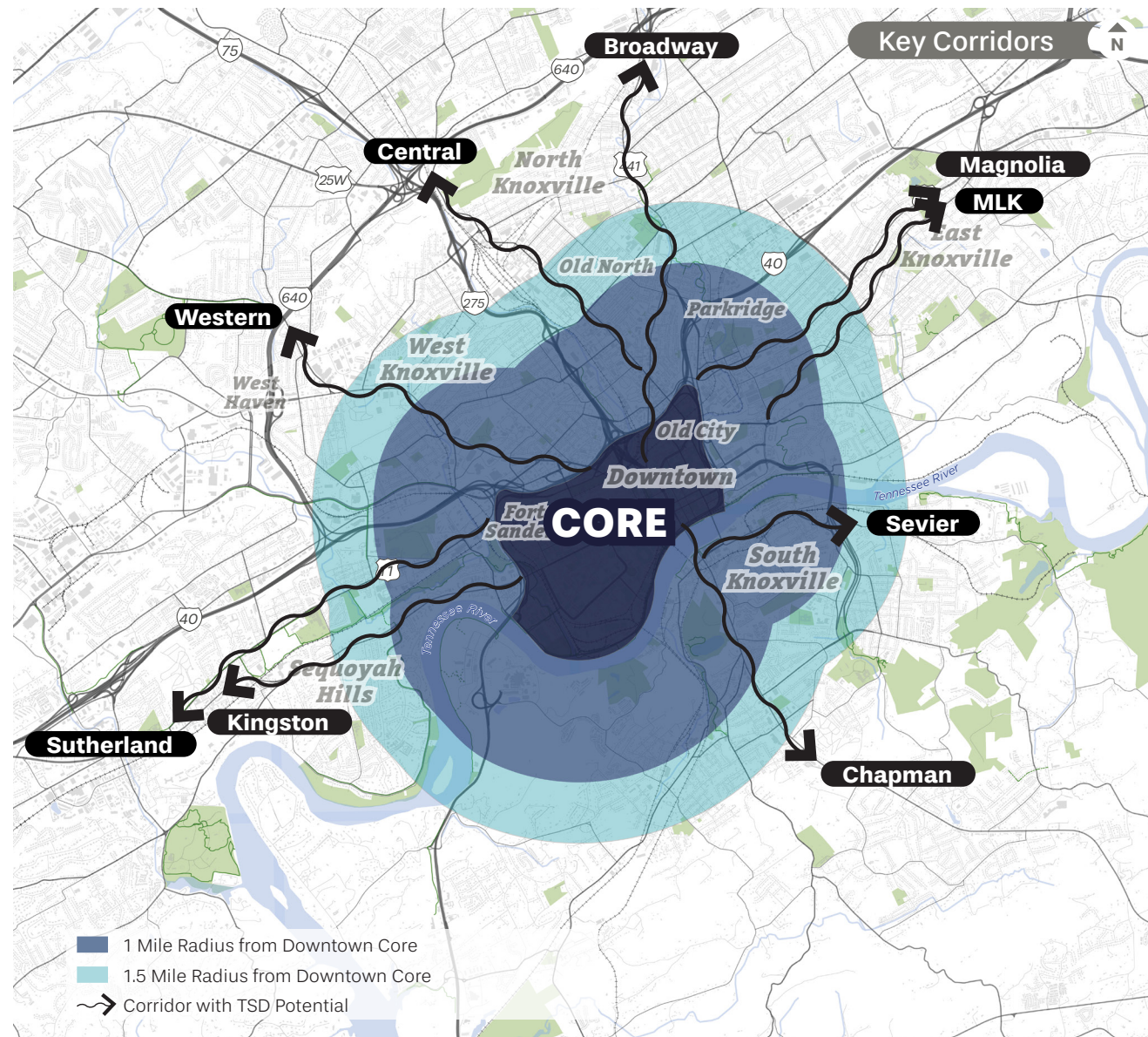
Corridor Planning

TSD Opportunity Corridors

Many of Knoxville's most significant corridors radiate from the Downtown Core, an area primarily bounded by I-40 and the Tennessee River. These corridors connect residents and workers to key destinations across the city while also serving as important areas for economic opportunity. They provide a framework for growth and redevelopment that can support adjacent neighborhoods without disrupting their character. Additionally, these corridors align well with the goals of TSD.

Importance of Corridors

- Major corridors are serviced by KAT routes.
- The City of Knoxville has prioritized corridor-focused growth.
- Corridors present the opportunity for additional density, without disrupting the fabric of existing neighborhoods.
- Corridors are the connective tissue between the urban core and the suburban periphery.



Intent of this Study

Outcomes

A Tool for the Redevelopment Process

This study is also intended to be a practical tool for conversations with property owners, developers, and neighborhood leaders. The example sites provide a common language for discussing what the future could look like, not only on those properties, but also on similar sites throughout Knoxville. This document elevates the profile of underutilized sites – such as aging retail centers, public properties, and partially vacant units – by providing context, data, and a visual framework to make reinvestment more tangible and viable. The Transit Supportive Development (TSD) typologies and Example Areas serve as a starting point to initiate conversations with developers about new opportunities for infill, middle housing, and mixed-use projects, some of which can catalyze investment in neighborhood-wide context that align with the community's goals. By surfacing both visible and “hidden” opportunities, this work opens the door to broader participation and investment along the corridors.

What This Study Enables

Beyond serving as a visioning and investment tool, this study can directly inform policy. The typologies introduced in this document, grounded in transit accessibility, development context, and market potential, provide a clear framework for how Knoxville can guide land use and redevelopment decisions in key corridors. These typologies can be carried forward into the Comprehensive Plan as a foundation for updating the city's future land use map and aligning it with walkable, connected, transit-supportive growth. In addition, this work can help calibrate and expand the use of Knoxville's housing strategy by highlighting scalable, context-sensitive sites where a full range of housing types could deliver greater affordability and choice tied to TSD.

Mobility strategies are a critical part of how this plan defines and supports TSD. The study emphasizes the importance of walkable, connected street networks; safe pedestrian and bicycle infrastructure; and first- and last-mile solutions that make it easier to reach high-frequency

KAT routes. These mobility elements are embedded in the TSD typologies and aligned with broader goals around housing, land use, and redevelopment. By prioritizing accessibility and multimodal connectivity through enhanced sidewalks, protected bike lanes, and micro-mobility hubs, this study outlines practical policy and infrastructure strategies that support reinvestment in key corridors while giving residents more flexible transportation choices. These strategies not only support current KAT riders, but also make transit a viable and attractive choice for more residents over time.

How this Informs Knoxville's Comprehensive Plan

This work will inform the upcoming Comprehensive Plan. This could include informational sessions, public meetings to solicit specific feedback, and opportunities to work with established community groups and organizations to help reach a wider audience and get meaningful feedback. Knoxville's growth is connected, neighborhood-driven, and ready for reinvestment. This study is a step in shaping that future together.

As the City updates its Comprehensive Plan, there is an opportunity to align future land use designations with the goals outlined in this Transit Supportive Development study. The TSD typologies can help inform that process by providing background information about where reinvestment and zoning updates can maximize efficiency, unlock underutilized property, and support job creation.



First Creek at Austin (Knoxville)



Integration of TSD

Mobility Priorities

Mobility and transit access are vital to daily life—shaping how Knoxville residents reach work, school, healthcare, and other key destinations. Expanding safe, connected transportation options can reduce car reliance, improve public health, and cut greenhouse gas emissions. This study supports that approach by aligning land use, housing, and mobility investments to foster walkable, transit-friendly neighborhoods that work better for all. Based on current best practices for better transportation and mobility systems, there are six primary areas of focus for Knoxville to leverage their investments in transportation infrastructure and services:



1. Establish a Modal Hierarchy

Many cities have historically guided investments toward providing more space for vehicles than for other modes of travel. Establishing a modal priority framework that places people walking, rolling, bicycling, and taking transit equal with driving, deliveries, and parking is a key element.



2. Expand the Active Mobility Networks

Walking, rolling, and biking are the most sustainable, accessible, and affordable transportation options available today and play an important role in creating a healthy and welcoming City. Knoxville's scale and land use patterns, with increasing numbers of residents, make walking, rolling, and biking real options for many trips.



3. Prioritize Transit

Buses have the ability to move more people more quickly and in less space than any other motorized form of transportation. To advance Transit Supportive Development, KAT must develop a coordinated approach that prioritizes transit and community need.



4. Integrate Micromobility

As cities promote sustainable travel, shared micromobility (small, fully or partially human-powered vehicles such as bikes, e-bikes and e-scooters) offers a key alternative to driving for short trips under two miles. These services reduce car reliance, ease congestion, and strengthen first/last mile connections to transit.



5. Manage the Curb

The curb serves as a critical interface between vehicular traffic, pedestrian zones, and adjacent land uses. Its regulation, including curb lane use and adjacent treatments, directly influences how a street functions. Land uses such as retail, restaurants, transit stops, and public space generate competing demands on the curb, necessitating integrated curb management strategies.



6. Incentivize Mode Shift

Managing demand from future growth on City streets will include mode shift (when people change how they travel, such as switching from driving to walking, biking, or riding the bus), with a focused and sustained effort to meet new travel demand through modes other than driving alone. This includes shifting vehicle travel to more space-efficient modes such as transit, bicycling, and walking. This can also include shifting vehicle trips to non-peak hours of the day or eliminating some vehicle trips all together.

Integration of TSD

Redevelopment Priorities

The City of Knoxville has outlined a set of Key Development Priorities to guide private investment in ways that deliver broad public benefits—priorities that are strongly aligned with the goals of Transit Supportive Development (TSD). These priorities emphasize walkable, mixed-use, and transit-connected neighborhoods that expand housing options, support economic opportunity, and enhance public space—while reducing reliance on cars.

Aligning development proposals with these priorities can increase eligibility for public-private partnerships, redevelopment incentives, and strategic support through tools such as Payment-in-Lieu-of-Taxes (PILOT) agreements, Tax Increment Financing (TIF), and formal development agreements.

To accelerate TSD, the City can build on this study by using the Priority Investment tool, typologies, and example sites to focus reinvestment along key corridors. Coordinated efforts—through engagement with property owners, partnerships with developers, and creative public-private tools—can help unlock transformative projects citywide.



Project Type – Favor projects that expand permanent housing supply (especially affordable and mixed-income), deliver mixed-use activity, or create jobs aligned with economic opportunity.

Project Location – Focus redevelopment in existing priority areas, on blighted sites, and along primary transit corridors where investments generate the greatest public benefit.

Project Characteristics – Encourage projects with distinctive design that reuse historic structures, demonstrate innovation, and integrate sustainable building practices.

Integration with Public Amenities & Transportation – Prioritize developments that add or enhance public spaces, strengthen multimodal connections, and leverage recent city infrastructure investments

Summary of the Criteria of Knoxville Development Priorities

TSD Redevelopment Priorities

This study approaches the idea of TSD and redevelopment as an extension of the City's existing Key Development Priorities. TSD by nature aligns within the Key Development Priorities, especially Priority #4 (Project Integration with Public Amenities & Transportation). Every site explored within this TSD study inherently supports the following sub-bullets within the Key Development Priority Descriptions:

- Expansion of the permanent housing supply.
- Promote development along Knoxville's primary transit corridors, particularly locations served by KAT.
- Incorporate new or improved public spaces within the project's footprint (and) upgrades to connectivity to existing public amenities.
- Further multimodal and alternative transportation opportunities.

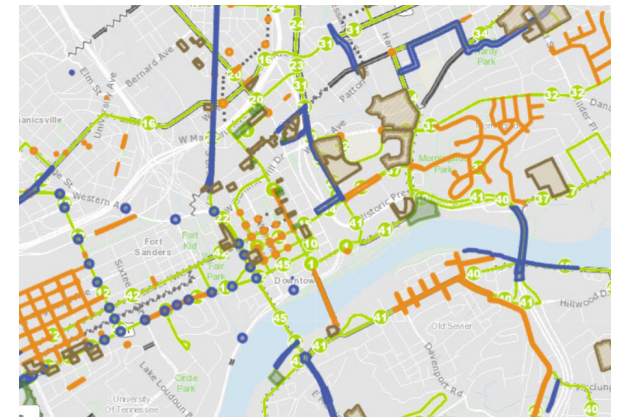
Recommended Updates to Key Development Priorities

While the City's current Key Development Priorities align well with the goals of TSD, several targeted updates could strengthen the City's ability to prioritize and support TSD-related projects in the near term. To further align policy with this approach, the Key Development Priorities matrix could be updated to:

- Identify TSD as a favorable project type under the Project Type category.
- Designate the TSD study area as a Priority Reinvestment Area under the Project Location category.
- Incorporate the Priority Investment Area mapping tool developed by Knoxville-Knox County Planning staff as a resource to identify and prioritize additional reinvestment areas under the Project Location category.

TSD Integration with Key Development Priorities

The City of Knoxville's interactive GIS-based mapping tool helps visualize ongoing and planned redevelopment activity, highlighting infrastructure investments, redevelopment area boundaries, public-private partnerships, and key transit and mobility assets. Integrating TSD sites into this platform would elevate the visibility of strategic reinvestment areas and support more coordinated action among city staff, developers, and community partners.



City of Knoxville Urban Design & Development Viewer

Integration of TSD

Aligning Zoning, Transit, and Future Land Use

In Knoxville, the relationship between zoning, land use, and transit is essential to shaping a more connected, inclusive, and livable city. Over the past five years, the City has undertaken two major initiatives: Recode Knoxville and KAT Reimagined. Although developed independently, both efforts reflect overlapping goals related to mobility, housing, and growth.

Recode Knoxville, adopted in 2020, marked the first major overhaul of the City's zoning code in more than 50 years. It introduced modern zoning tools that support a broader mix of housing types, active ground-floor uses, and mixed-use development in walkable, transit-accessible areas. The intent was to encourage infill, reduce car dependence, and support neighborhood vitality through more flexible and context-sensitive zoning standards.

KAT Reimagined, implemented in 2024, restructured Knoxville Area Transit's bus network to expand high-frequency service and better align transit resources with current and future demand. It reflects a strong public commitment to

improving transit reliability, accessibility, and convenience, particularly in corridors already positioned for reinvestment and growth.

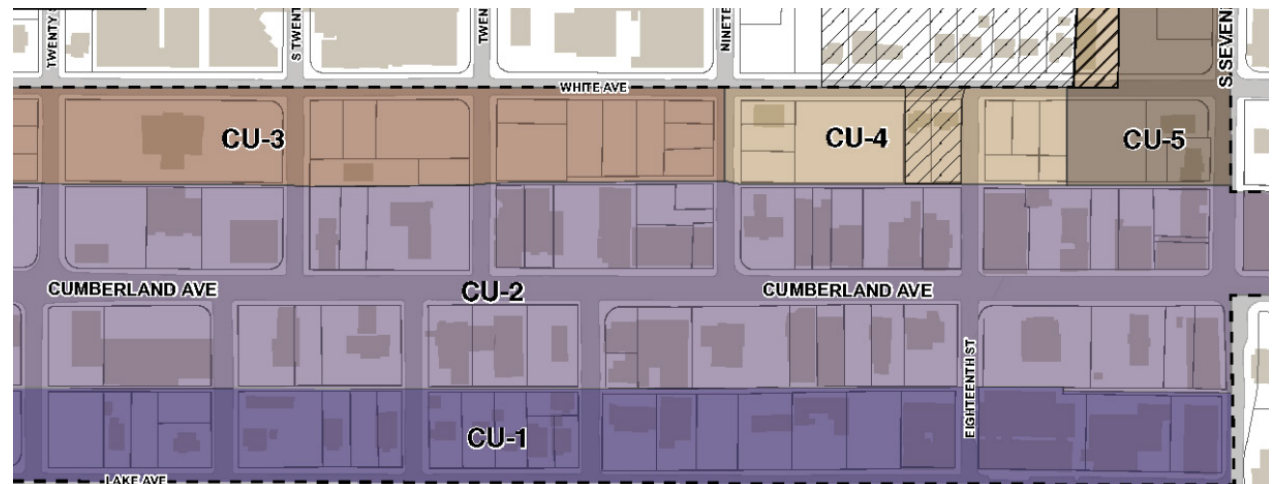
This study brings these two efforts together, using the lens of Transit Supportive Development (TSD) to focus on housing, workforce, neighborhoods, and mobility. It identifies opportunities to calibrate and expand the best elements of both Recode Knoxville and KAT Reimagined through targeted land use updates in the City's forthcoming Comprehensive Plan and future zoning refinements. It also aims to inform Knoxville's One Year Plan, which is a legally required annual development plan that provides the basis for zoning decisions across the City.

By more intentionally aligning land use and zoning with frequent transit service, Knoxville can unlock a new generation of TSD that meets housing needs, supports small businesses, reduces car dependence, and strengthens neighborhood identity and access to opportunity.

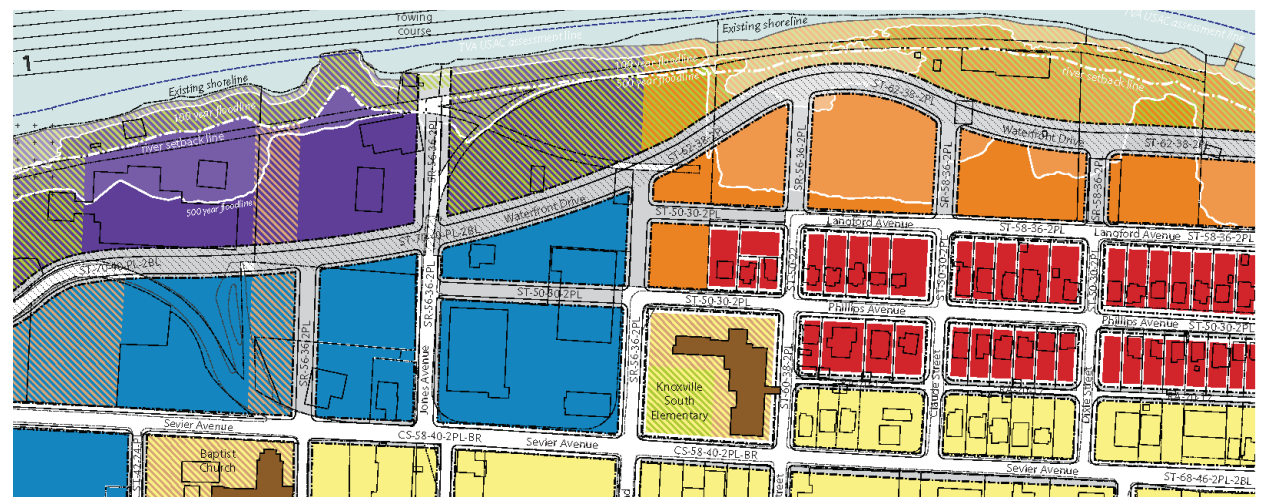


A good example of this mutually reinforcing dynamic is the growth of compact housing and mixed-use development in the City's form-based zoning districts. Cumberland Avenue, which has added several new multifamily residential units in recent years, is served by one of KAT's 15-minute frequency routes. Similarly, the South Waterfront, an area that has seen major recent investment and is poised for more, currently benefits from 30-minute transit service. An example of aligning transit frequency with planned growth is evident along Magnolia Avenue, which is served by a 15-minute frequency KAT bus route. While the corridor already experiences high ridership, there is also significant opportunity for additional housing and infill development. This makes the high-frequency service well-suited to meet both current and future demand.

Knoxville's efforts to modernize its zoning, focus land use toward walkable, connected areas, and improve transit service are deeply interconnected. Continued coordination of these policies will help the city manage growth more efficiently, reduce congestion and emissions, and expand mobility options for residents.



Cumberland Avenue Form-Based Code Zoning District



South Waterfront Form-Based Code Zoning District

Integration of TSD

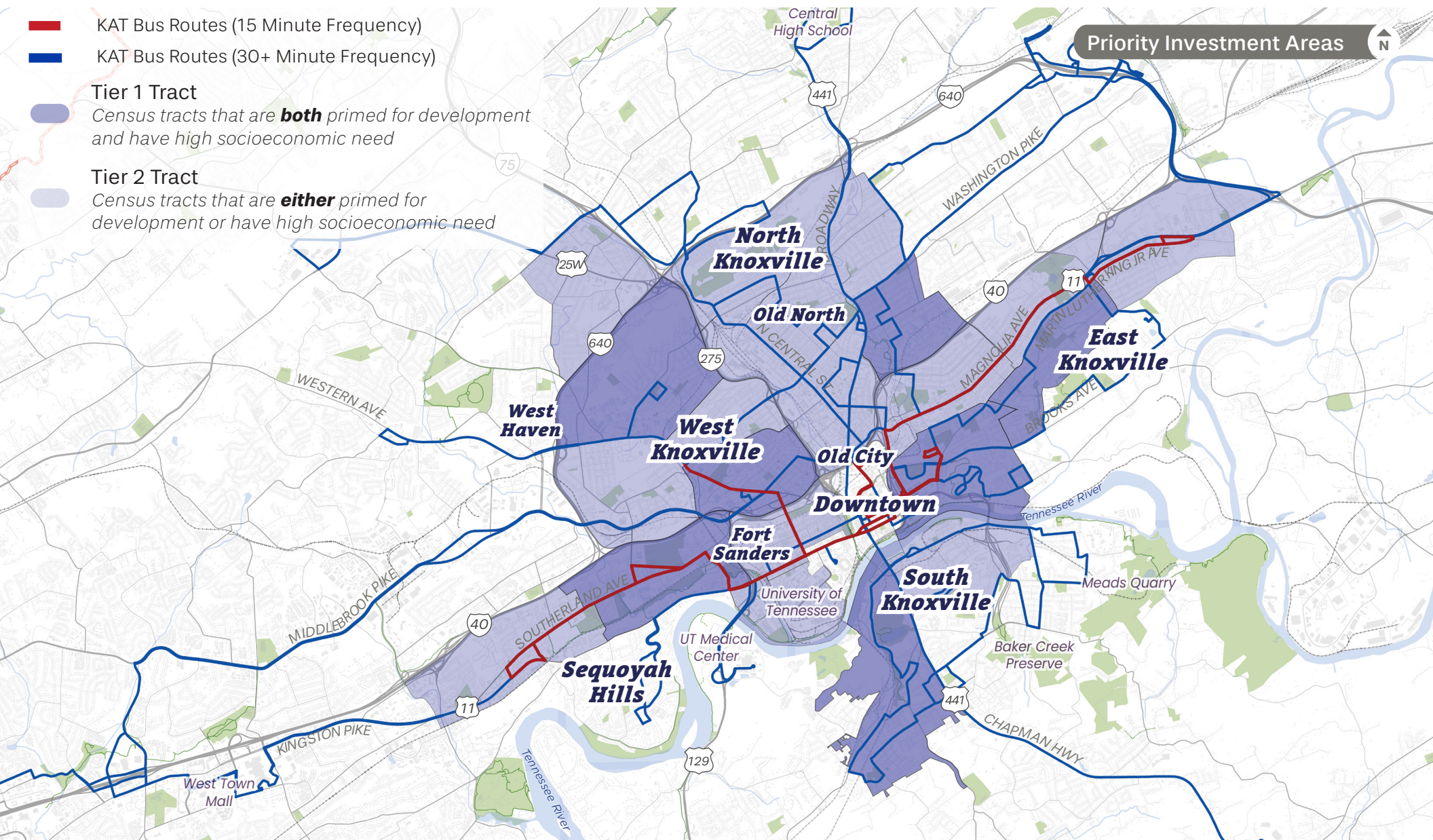
Priority Investment Areas & Relationship to Transit

A key element in identifying areas of focus for this study was the Priority Investment Areas Tool, developed by Planning as part of the Phase 1 effort. The tool provided a data-driven foundation for identifying places across Knoxville where development readiness and social need intersect along key transit corridors. Drawing from peer-reviewed models used in other cities, the tool assessed a variety of metrics to categorize census tracts by investment potential and need, ultimately designating two tiers of priority areas. Tier 1 areas show strong indicators for both reinvestment and equity impact, while Tier 2 areas show strength in one of those categories.

Building on that foundation, the consultant team and stakeholders conducted on-the-ground qualitative analysis to refine these priority areas. That work included market research, site reconnaissance, subject matter interviews, and collaborative discussions with community leaders. Corridors with frequent KAT service under KAT Reimagined were emphasized, along with neighborhoods offering strong multimodal connections, places where walkability, bike access, and local street networks support car-optional living. Many

of these locations are situated within a mile of downtown or near areas already experiencing public or private investment, positioning them to benefit from and contribute to broader citywide momentum.

These areas also offer powerful opportunities to expand access to jobs, support a spectrum of middle housing options, and uplift neighborhoods in a way that's authentic, equitable, and rooted in local context. With underutilized land and infrastructure already in place, these locations can accommodate new housing choices, from duplexes and townhomes to small-scale multifamily, providing more options for working families, first-time buyers, and long-time residents alike. Aligning investment in these areas with the city's transit network helps connect people to opportunity, strengthens neighborhood fabric, and ensures that Knoxville's growth builds on its existing communities, not around them.



Integration of TSD

Housing Strategy

Knoxville's Middle Housing Standards

Middle housing types are residential structures containing more than one unit, with building footprints and overall scales comparable to single-family houses. New zoning standards allow for the building of middle housing within the Traditional Neighborhood Residential (TDR) land use area, which includes the RN-1, RN-2, RN-3, and RN-4 zoning districts. The TDR district is made up of residential areas in the urban core of Knoxville that are generally walkable/bikeable, close to public transit routes, have neighborhood-serving businesses nearby, and have higher density housing in close proximity.

The City of Knoxville released a 2025 Middle Housing Annual Report, which highlighted the program's outcomes for its first year. Key findings include:

- 50 applications were received between March 2024-January 2025
- The 50 applications result in a potential 143 new dwelling units
- Duplexes are the most common type of housing, representing 60% of applications

- Fourplexes made up 26% of the applications
- 44 of 50 applications were for new construction on vacant lots
- 43 of 50 applications were in the RN-2 zoning district

How Middle Housing Aligns with Transit Supportive Development

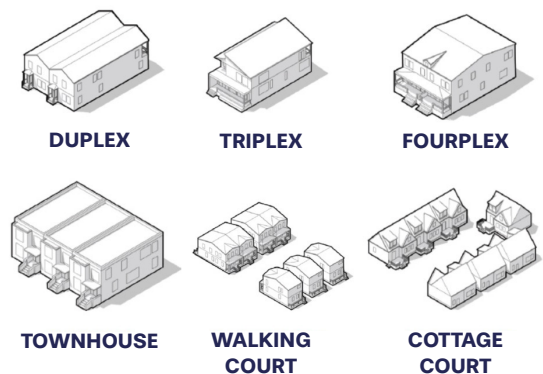
The goals of the new Middle Housing code additions and Transit Supportive Development (TSD) are closely aligned, particularly in promoting walkability, expanding transit access, and integrating new housing within existing neighborhoods, employment areas, and business districts.

Stakeholders emphasized the need to maintain momentum around middle housing and scale projects to attract greater interest from developers. There is growing interest in expanding fourplex and multiplex housing along transit-served commercial corridors, where existing infrastructure and transit access make them ideal for walkable infill.

What is Middle Housing?

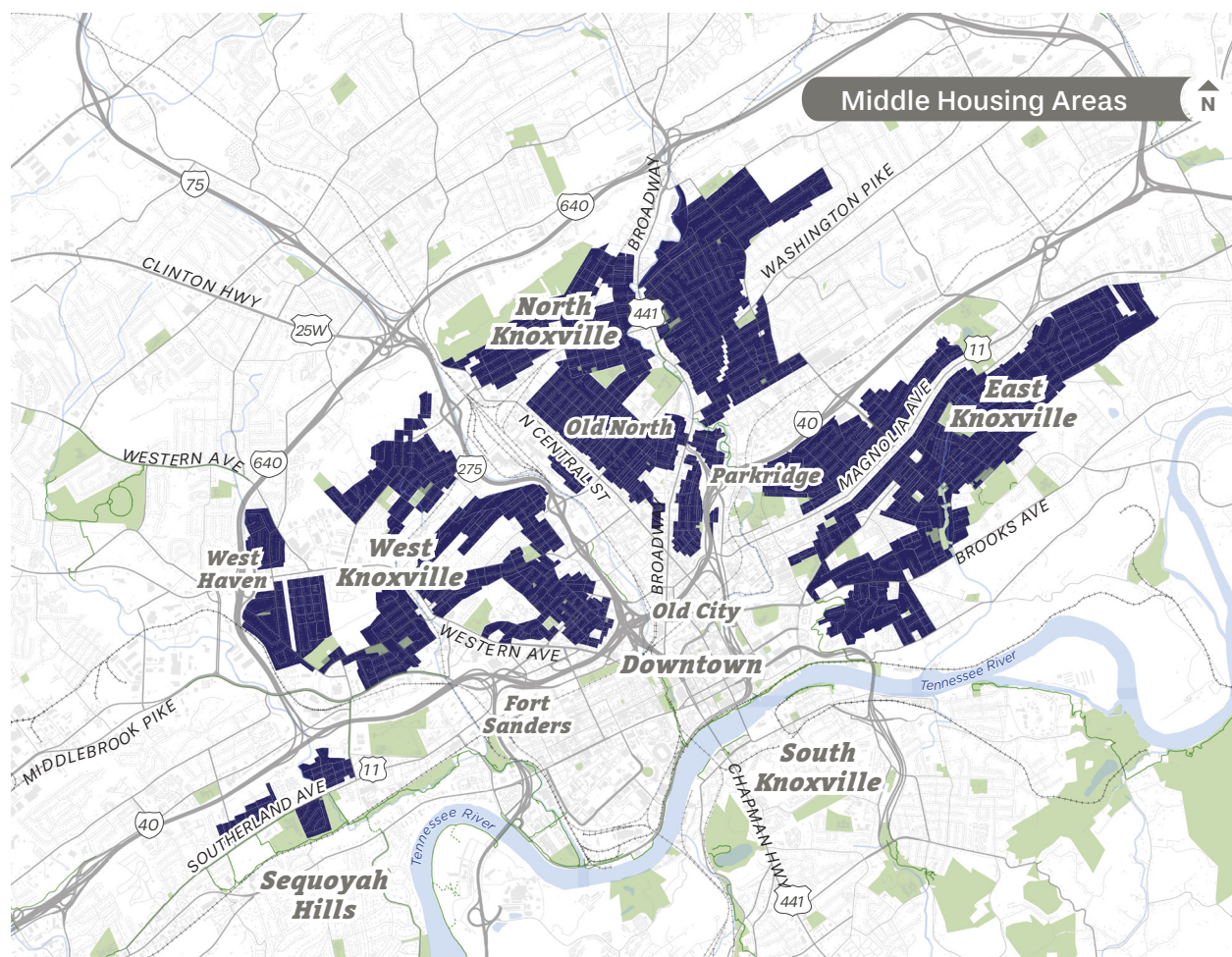
Middle Housing is a term used to describe a range of housing options between single-family homes and larger apartments, which are similar in height and form to the surrounding neighborhoods

Common Middle Housing Types:



Knoxville's zoning code currently permits a range of residential uses within its CG General Commercial districts (CG-1, CG-2, CG-3), which are common along the corridors examined in this study. These zones are intended to promote mixed-use development in walkable neighborhoods. Similarly, the Traditional Neighborhood Residential (TDR) land use category identifies walkable, transit-accessible neighborhoods with strong reinvestment potential.

Building on these foundations, this study recommends considering targeted modifications to CG districts, zoning overlays, or related policies along key TSD corridors. Potential changes could include design standards, increased building heights, higher densities, and reduced parking requirements to enable by-right TSD development and enhance the quality of transit-connected growth. These opportunities are explored in more detail in Section 3 through typology-based recommendations.



■ TDR - Traditional Neighborhood Residential Zone (Where Middle Housing is allowed per Ordinance)

Local Input

What We Heard

To form a robust understanding of the development landscape and opportunities within Knoxville, the planning team conducted in-person and virtual interviews of around 50 people representing various perspectives. This group included developers, government officials, community leaders, Chamber representatives, elected representatives, and the University of Tennessee. The following summary outlines major questions that were asked and the feedback received.

What kind of development is happening in Knoxville today?

Current development in Knoxville consists primarily of multifamily housing, in addition to townhomes. Much of the multifamily housing growth is being driven by demand from University of Tennessee (UT) students. The large apartment buildings being built on the south side of the river are being developed primarily by out-of-town investors. There is an uptick in infill development, with previously "unbuildable" sites now under pressure due to increasing demand. Historic homes are being renovated, often to accommodate student renters by adding multiple bedrooms.

What are the biggest things influencing development right now?

Development in Knoxville is being driven by rising rental income, growing demand for housing (especially from University of Tennessee students) and special zoning districts that encourage mixed-use projects. Areas like the South Waterfront and Cumberland Avenue have flourished thanks to flexible zoning, with those being interviewed expressing interest in expanding these approaches to underdeveloped corridors like Sutherland Avenue and Western Avenue near downtown.

They also mentioned that local government leadership has become more aligned and strategic, and tools like TIFs and PILOTs continue to be invaluable in supporting public-private partnership developments.

Knoxville has experienced higher housing costs in the past few years, the result of growing population and post-Great Recession slowdown in construction activity. Recent metrics indicate new housing supply in the pipeline, while community perspectives on growth remain varied.

Where are the greatest opportunities for quality development in the future?

There was general consensus that the first 1–1.5 miles of major corridors out of downtown—such as Broadway, Western, Sutherland, and Chapman—are underperforming but ripe for redevelopment. Central Street and Happy Holler were noted as already vibrant and growing, while Sevier Avenue has potential to build on existing momentum as a walkable district. Magnolia Avenue also stands out for its redevelopment potential, driven by affordable land, historic character, and recent city investment.

What are the major barriers to quality development in Knoxville?

Barriers to development in Knoxville are multifaceted, involving a mix of physical, regulatory, economic, and cultural challenges. One of the most commonly cited obstacles is that the City of Knoxville is a "city of small parcels." Small, fragmented parcels of land make assembling viable development sites difficult and expensive. Another physical constraint is the city's outdated infrastructure, particularly its stormwater systems. These require costly upgrades and complicate redevelopment, especially in older or underutilized corridors.

Major Drivers of Quality Development

- TIFs & PILOTs
- Flexible zoning districts (Cumberland & South Waterfront)
- Collaborative & forward-thinking leadership
- Market-driven demand

Major Barriers to Quality Development

- Small parcels & aging infrastructure
- TDOT regulations/current zoning along major corridors
- Parking requirements
- Resistance from property owners & neighborhood groups

Another major obstacle to desirable development is the regulatory environment along major corridors, particularly those that are owned by the Tennessee Department of Transportation (TDOT). Zoning classifications like CG-2 and CG-3 (which are prevalent along major corridors in Knoxville) require new buildings be positioned closer to the street, which do not integrate well along the state-controlled roads that consist of narrow sidewalks and car-dominated roadways. It was repeatedly mentioned that the city's relationship with TDOT can and should be improved. The high cost of structured parking was mentioned as something that frequently undermines project feasibility, and minimum parking requirements remain a significant barrier to infill and higher-density development.

Property ownership patterns pose a major challenge, particularly along key corridors like Broadway and Magnolia. Many parcels are held by absentee or long-term owners who are either unwilling to sell or uninterested in reinvestment. These idle properties prevent the kind of catalytic redevelopment needed to transform these areas. It was mentioned that in some cases, tax structures and incentives

inadvertently enable property owners to sit on underutilized land without financial consequences.

Cultural and political resistance also plays a role. A strong NIMBY (Not In My Backyard) sentiment persists in many neighborhoods, often stalling or reshaping projects that seek to introduce density or change. While some community groups are open to redevelopment along major corridors, they remain wary of how new projects might impact neighborhood character.

Finally, there is often a disconnect between what communities and policymakers envision and what the private market can realistically deliver. Design guidelines and development expectations are sometimes misaligned with economic feasibility, making it hard for developers to meet both regulatory requirements and market demand. Together, these barriers create a complex environment where the desire for vibrant, walkable, and inclusive growth is at odds with structural limitations and deeply rooted resistance to change.

CHAPTER 2

EXISTING CONDITIONS ANALYSIS



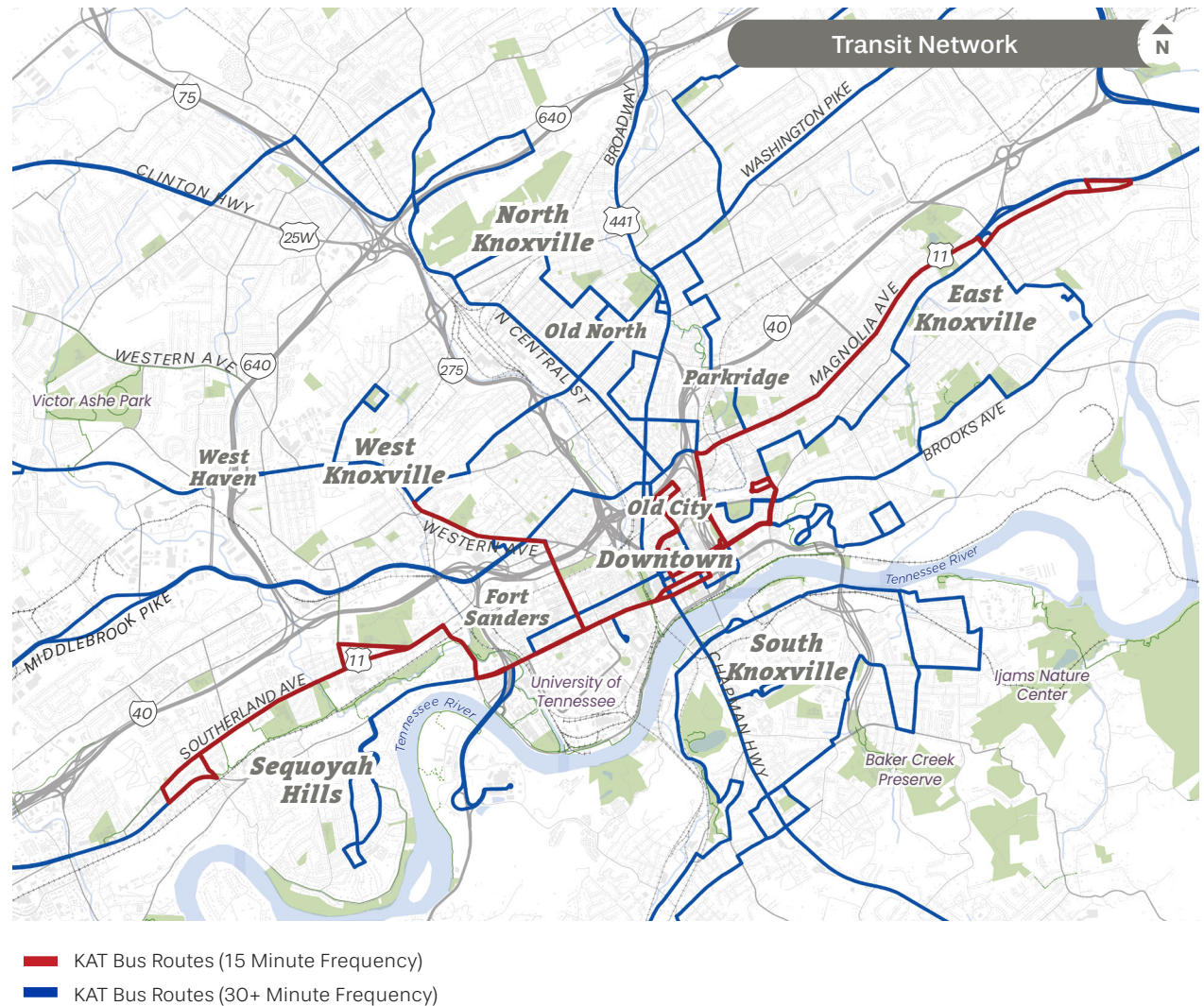
City-wide Analysis

Transit Network

Knoxville Area Transit (KAT) operates a fixed-route bus network of 20 lines. This system was reconfigured through the "KAT Reimagined" effort in 2024, which was a redesign of Knoxville's bus network for greater frequency, expanded weekend service, and improved access to jobs and key destinations, based on extensive community input and transit equity goals.

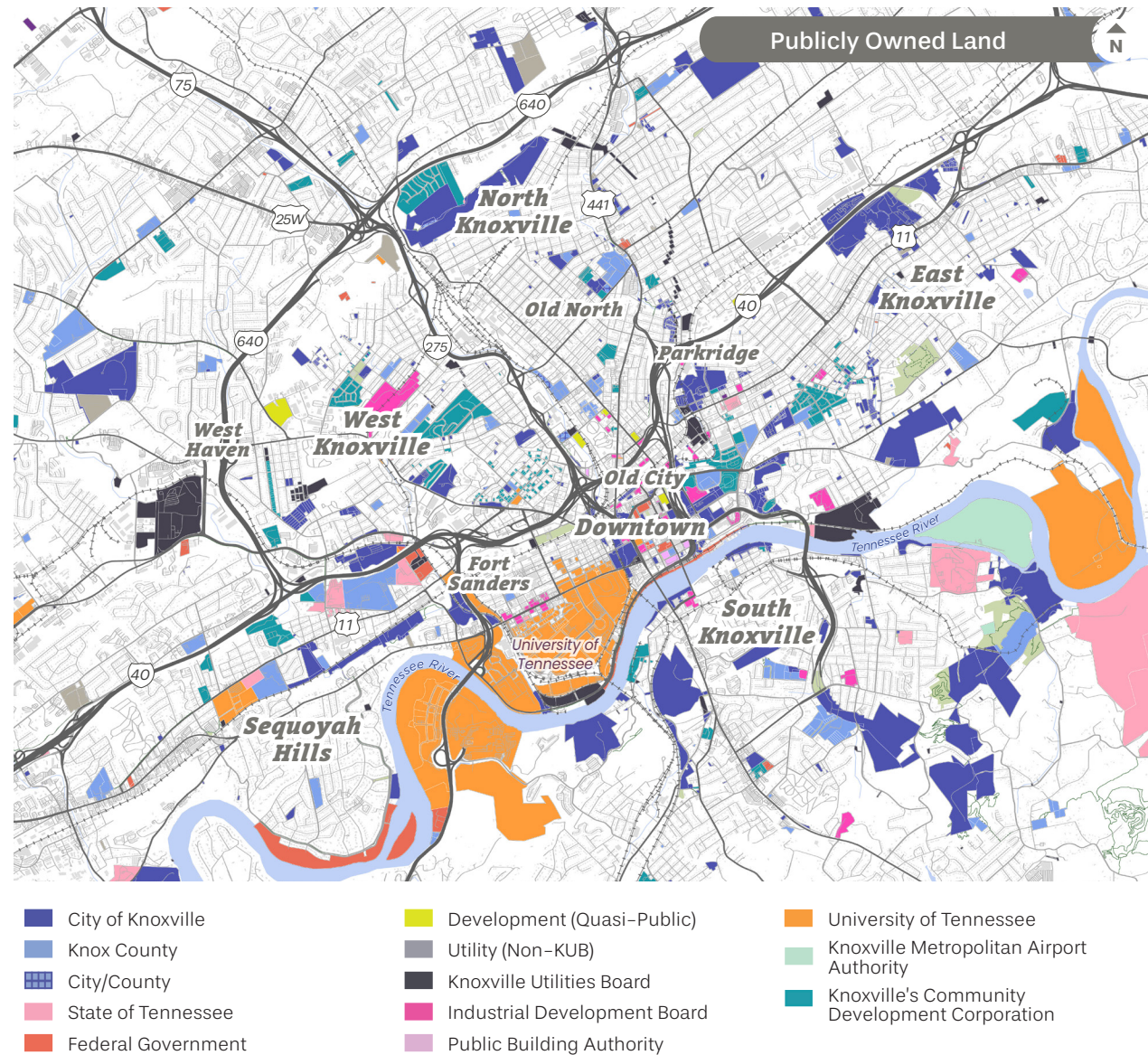
While most bus routes operate every 30 or 60 minutes, several offer service every 15 minutes or less, including:

- Route 1 (Downtown Connector)
- Route 31 (Magnolia Avenue)
- Routes 11/17 (Kingston Pike/Sutherland Avenue)
- Route 15 (Western Avenue)



Publicly Owned Land

More than a dozen different public entities own land within the City of Knoxville. Public land, particularly that which is near existing transit services, can be used strategically to lower development costs, attract private investment, and ensure long-term public benefits. Its location and availability become important factors when considering its role as a tool for shaping inclusive and transit-supportive communities.

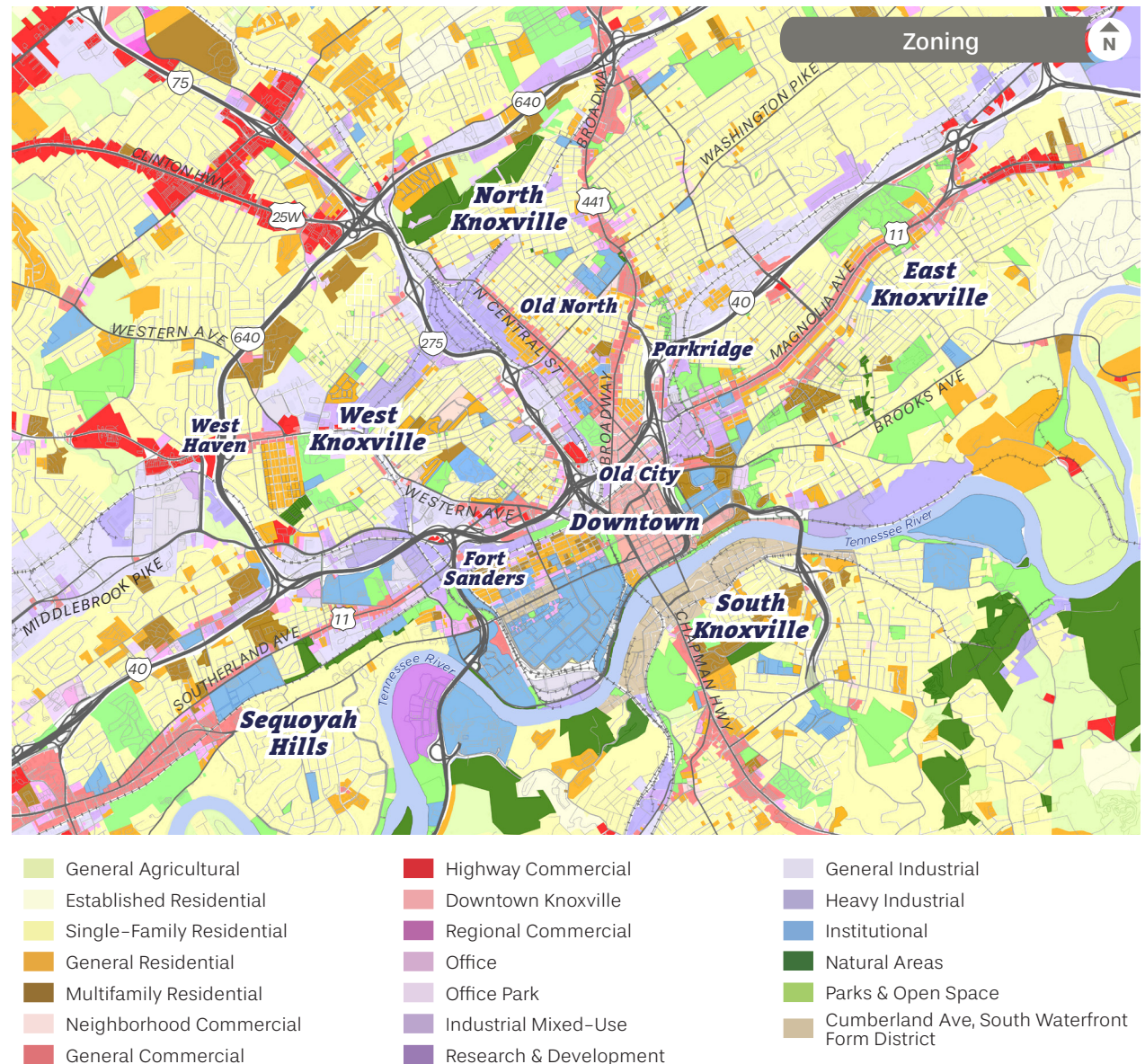


City-wide Analysis

Current Zoning

The most prevalent zoning district along the City's commercial corridors is General Commercial (C-G). The City's zoning code states that the C-G district is intended to promote mixed-use development in a pedestrian-oriented environment that recalls the City's traditional business districts and offers flexibility in the creation of integrated commercial, office, and residential spaces. This zoning class is intended to provide a full range of goods and services at the community or regional scale. The Cumberland Avenue and South Waterfront zoning districts are two form-based zoning districts that have been credited with driving significant development over the last decade.

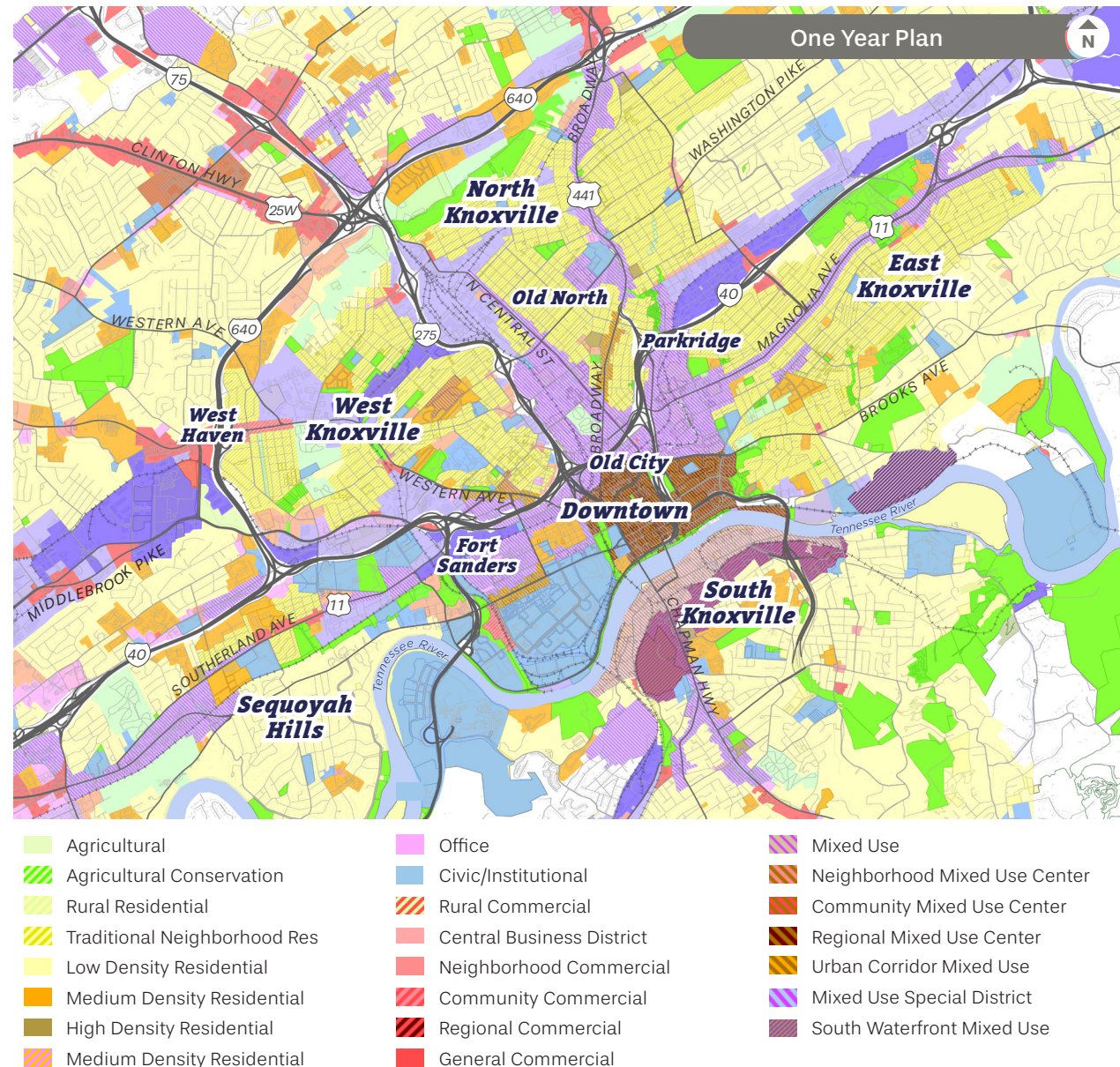
While not mapped as part of this study, Knoxville's Traditional Neighborhood Residential (TDR) land use classification already promotes middle housing in walkable, transit-accessible areas. Building on that foundation, the City could explore extending similar standards to C-G districts—particularly in locations served by frequent transit. This could help unlock more housing opportunities, support mixed-use redevelopment, and further align corridor zoning with the goals of Transit Supportive Development.



Future Land Use (One Year Plan)

The City of Knoxville's One Year Plan is an annually updated land use guide that directs zoning decisions and short-term development based on the City's long-range sector plans. It ensures that growth occurs in a coordinated, strategic manner by aligning land use designations with infrastructure capacity, community input, and economic development goals.

Many of the major transit corridors within Knoxville (Magnolia Avenue, Broadway, Central Street, Sutherland Avenue, Chapman Highway) are lined with properties that fall under the MU-SD (Mixed Use Special District) land use classification. The intent behind this land use category puts a focus on "urban design, pedestrian and transit-oriented development, and vertical mixed-use in designated areas."



Corridor Market Analysis

Introduction

A market scan was conducted to ground the planning process in current demographic, economic, and real estate trends along five high-frequency transit corridors. The scan focused on who lives in these areas, what types of development are available and in demand, and where future investment could occur. While the scan centers on the transit corridors, several transit-supportive opportunities were also identified in key locations across the city—areas where momentum can be leveraged, existing successes expanded, and new development explored.

A foundational step of a market scan is understanding demand, supply, and location—or more simply, who, what, and where. It draws on existing demographic and economic trends to highlight where unmet demand exists, what types of development could be supported by local market conditions, and where development is most feasible.

Rather than prescribing specific strategies, the scan identifies opportunities that align with current conditions and can guide more targeted planning, site selection, and investment decisions in later phases of the study. This data-driven understanding of Knoxville's people, products, and places directly supports the selection of priority opportunity areas and informs the programming of development sites.

This chapter presents the findings of the market scan and sets the stage for identifying strategic locations and development scenarios that can support Knoxville's broader goals for transit, housing, economic development, and equitable growth.

MARKET ANALYSIS

Market Analysis identifies current conditions and quantifies opportunities.



PEOPLE
(WHO)

DEMAND



PRODUCT
(WHAT)

SUPPLY



PLACE
(WHERE)

LOCATION

MARKET SCAN

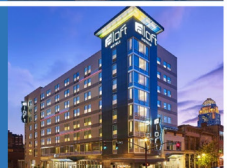
Market Scan focuses on existing trend analysis and identifies potential opportunities.

**WHAT IS THE
NEED?**



**WHAT DEVELOPMENT TYPES ARE
POSSIBLE?**

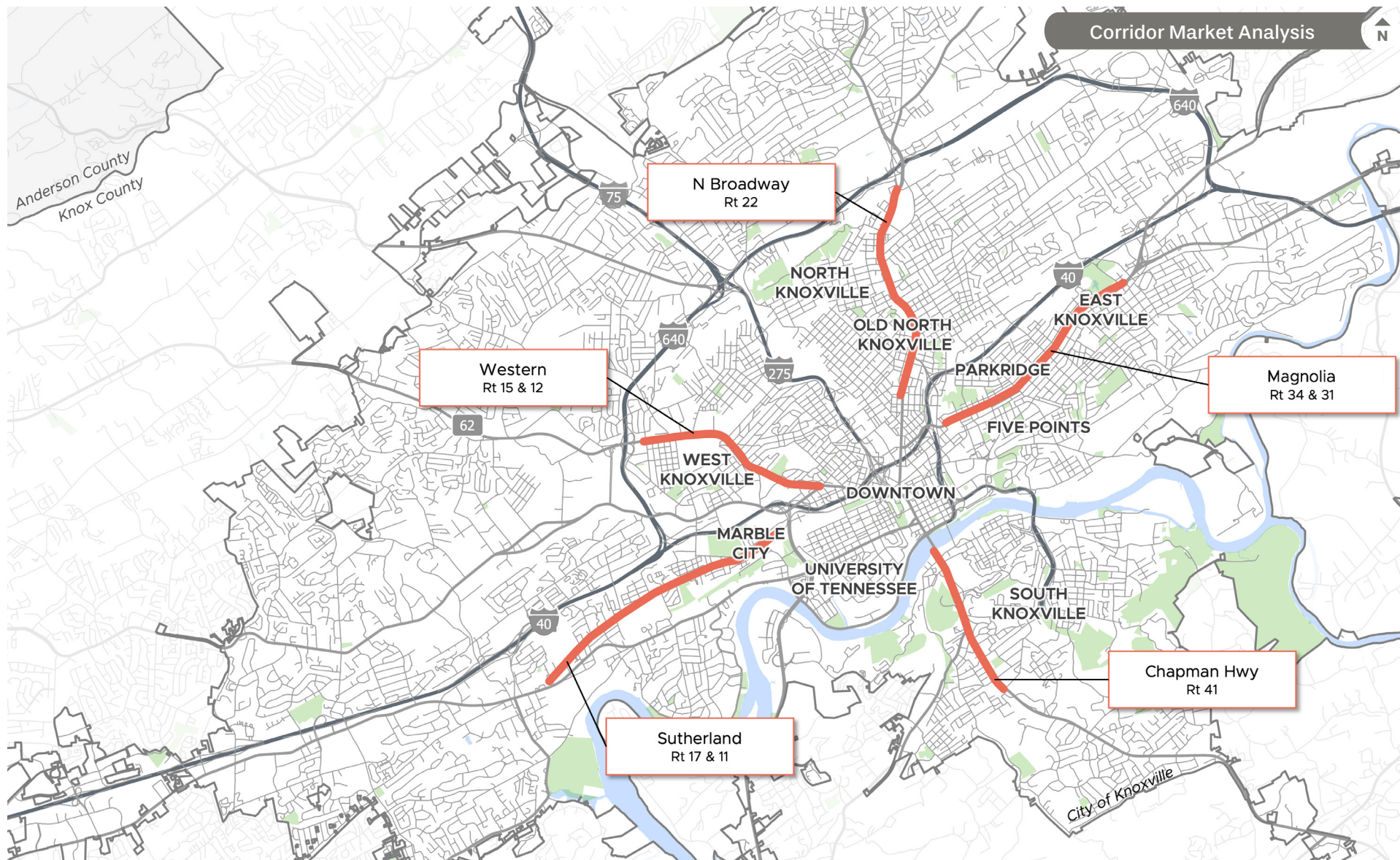
WHAT COULD BE SUPPORTED?



**WHERE COULD
DEVELOPMENT OCCUR?**



© Development Strategies



This map shows five key corridors in Knoxville served by KAT. The submarket trends on the following pages reflect the conditions specific to each segment. The lengths to which these segments have been explored remain within the I-640 area, extending between 1.5–2 miles outside of the downtown core, along high-frequency transit routes.

Corridor Market Analysis

Context

Knoxville is among the fastest-growing cities in Tennessee. From 2010 to 2024, the city gained nearly 19,000 new residents (11 percent growth), giving a present estimated population of 198,000 residents. With that said, the city was not the primary driver of regional growth—in Knox County, the population rose 16 percent, while that of the Knoxville Metropolitan Statistical Area (MSA) increased 13 percent since 2010.

Households

With a large student population, Knoxville's households trend small; the average household size is 2.16 persons compared to 2.37 persons and 2.39 persons in the county and MSA, respectively. Further, 73 percent of the households contain just one or two persons.

City residents have an average age of just 34.4 years and 31 percent are young adults between the ages of 18 and 35. Half of all households rent their housing, the share of which has remained stable over the past decade.

Housing Supply

The region's population swell has strained

the housing supply, contributing to the rapid housing cost increase. According to Zillow, the city's median home value rose from \$148,000 in 2010 to \$351,000 by 2024—a total increase of 137 percent. When adjusted for inflation, home values have risen 64 percent in real appreciation. This spike in home values occurred primarily within the past five years.

Likewise, rents have risen dramatically, from an average of \$830 in 2010 to \$1,390 by early 2025, representing a 67 percent increase in total change (Costar, 2025); a real appreciation of 13 percent when adjusted for inflation. Data from Zillow that captures the single-family rental market indicates an average rent of \$1,760, representing a total increase of 95 percent since 2015. For the single-family rental market, this is a 43 percent increase when adjusted for inflation.

Economy

Knoxville has experienced steady economic growth throughout the last decade, having added approximately 7,900 jobs, or an increase of nine percent, from 2010 to 2024. The city's fastest-growing industry

sectors are management of companies and enterprises, construction, transportation and warehousing, and retail trade.

Knoxville's economy historically was manufacturing-based, which, as in many cities across the country, declined rapidly in the latter decades of the 20th century. Today, its economy is diversified to include strong healthcare, professional services, and retail sectors; yet it retains a significant share of employment in its industrial sectors, particularly logistics. Consequently, the city continues to support a strong industrial real estate market, reflected in its consistent deliveries, rising rent rates, and low levels of vacancy.

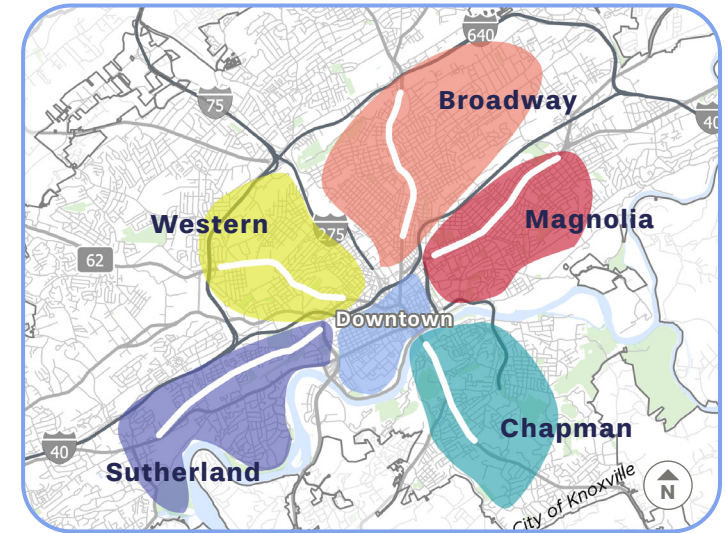
Knoxville's diversified economy supports resiliency, which allowed for quick recovery from the 2020 recession. From 2019 to 2020, the city lost nearly 4,000 jobs; however, by the end of 2021, total employment nearly equaled the 2019 total. The COVID-19 pandemic's relatively limited impact afforded Knoxville's office market remarkable stability: office vacancy never exceeded six percent, while numerous cities across the country saw vacancy rise to as high as 25 percent. Office base rent

rose 23 percent from 2019 to 2024 as other cities saw rates stagnate or even drop.

The city is the region's primary economic center, but it accounts only for 23 percent of employment in the MSA. Of the estimated 174,800 workers in Knoxville, only 39,600 (23 percent) live in the city. The number of persons living and working in Knoxville rose slightly (two percent) from 2010 to 2022, while the population of persons employed in Knoxville living outside the city rose from 121,500 to 135,200 (11 percent increase). These data are consistent with

the higher share of population growth in suburban Knox County and are reflected in retail market trends.

New retail development has primarily concentrated in the city's suburban periphery and along interstates, while high quality (Class A) development over the last decade was near-exclusively concentrated in suburbs. As a result, retail properties within Knoxville's core neighborhoods trend older and have comparatively lower lease rates.



Submarket Key Trends

	Sutherland	Western	Broadway	Magnolia	Chapman	Citywide
Average For-Sale Value (Zillow)	\$460k	\$275k	\$245k	\$215k	\$240k	\$350k
Recent Sales	\$300k-\$1M	\$100k-\$300k	\$200k-\$500k	\$150k-\$400k	\$250k-\$450k	-
Recent Sales - Condos	\$150k-\$350k	-	\$150k-\$250k	-	\$250k-\$750k	-
Average Rent (ZORI)	\$2,070	n.d.	\$1,600	\$1,600	\$1,600	\$1,760
Average Rent (CoStar)	\$1,230	\$1,050	\$1,060	\$1,220	\$1,260	\$1,390
Change in For-Sale Value, 2010-2025 *	+138%	+180%	+179%	+197%	+187%	+137%
Change in Multifamily Rent, 2010-2025 *	+75%	+68%	+47%	+54%	+53%	+67%
Average Multifamily Vacancy	7.9%	3.5%	6%	8.2%	6.9%	6.9%
Change in Retail Rent, 2010-2025 *	+98%	n.d.	0%	n.d.	+20%	+38%

Note: Some data for the submarket and citywide trends may be insufficient or unavailable (no data) as denoted by a blank cell "-" or "n.d."

*These rates reflect nominal total change and are not adjusted for inflation

Corridor Market Analysis

Corridor and Submarket Trends

This section highlights key demographic, economic, and market trends that shape the opportunities for Transit Supportive Development (TSD) along five select corridors. To aid the analysis, submarket areas were identified for each of the five corridors that capture residents and competing properties within 1/4 mile of the corridor. The submarkets feature populations ranging from 10,400 (Sutherland) to 24,900 (North Broadway) and reflect varied market conditions and opportunities throughout the city.

As Knoxville's high housing costs and development pressures are felt unevenly across the city, planning for successful TSD will require different strategies depending on the corridor.

Sutherland Avenue Corridor (KAT Routes 11 & 17)

The Sutherland Submarket has the highest housing costs of all submarkets, with an average home value of \$460,000 and multifamily rent of \$1,230. The area also has the greatest share of households earning above 200 percent of AMI or above \$155,000 (27 percent) and highest median household income (\$61,000).

Due to its proximity to the University of Tennessee campus, 14 percent of submarket residents are between 18 and 24 years old. The area has the smallest average household size (2.01 persons) and relatively low rates of vehicle ownership (84 percent of households). The share of college students likely contributes to the 23 percent of resident households' earning below 30 percent of AMI or below \$23,000.

Educational attainment is high, as 59 percent of residents above age 25 have a bachelor's degree.

The submarket's multifamily market consists of a mix of older properties dating to 1950s through 1980s, a handful of which have been renovated recently. Properties are largely concentrated near Interstate 40, including a small number of recently-built townhome communities. With exceptions, development is low density and the submarket has the lowest population density of all submarkets (1,806 persons per square mile).

The corridor's eastern edge has aging small-scale commercial properties, both retail and industrial, which are well-positioned for redevelopment. These

properties are interspersed by historic single-family homes that have been converted for commercial use, while some active industry remains near downtown.

The corridor's western edge is near a concentration of higher-end retail properties along Kingston Pike, which sustain rents on the higher end of the range for the city (\$20 to \$30 per square foot in Triple Net Lease [tenant pays rent, property taxes, insurance, and maintenance fees]).

The increased bus frequency proposed in the KAT Reimagined plan, especially 15-minute service on major corridors (Sutherland being one), creates a strong foundation for Transit Supportive Development. This level of service delivers many of the accessibility and reliability advantages of Bus Rapid Transit (BRT), while utilizing Knoxville's existing local bus infrastructure.

Key barriers to TSD are low population density and transit ridership, plus the corridor's separation from downtown by the interstate and concentrated industrial activity, though some industrial sites have recently been redeveloped as multifamily and office space.

Sutherland Avenue Corridor (KAT Routes 11 & 17)

Housing Typologies

Inventory (Units)	Avg. Rent
662	\$1,400
Vacancy	Avg. Rent/SF
14.1%	\$1.61

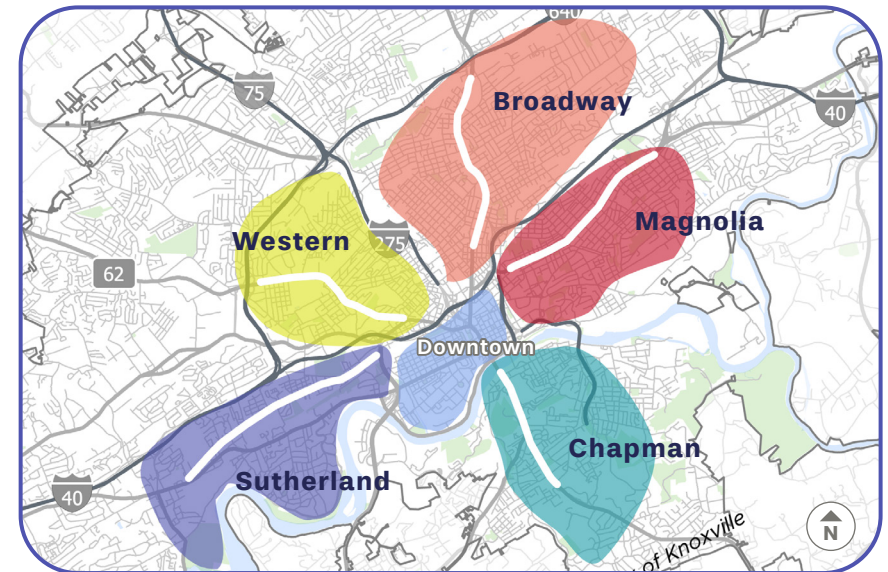


Retail Properties For Lease

Strip Center
Built 1977 | 700 SF
Average Condition
\$16/SF



Strip Center
Built 1955 | 3,300 SF
Good Condition
\$26/SF



Affordability

Eq. Income Limit

\$23k

\$47k

\$62k

\$93k

\$155k

% AMI

30%

60%

80%

120%

200%

City of Knoxville

21%

25%

11%

16%

16%

11%

Sutherland

23%

19%

8%

12%

12%

27%

Corridor Market Analysis

Corridor and Submarket Trends

Western Avenue Corridor (KAT Routes 12 & 15)

Development along the Western Avenue corridor consists primarily of low-density industrial and commercial uses, including both historic and recent development. Excluding industrial, there is little to no new development across all types of commercial real estate.

The submarket has the lowest average rent (\$1,050) of all submarkets; however, the rate of rent growth is similar to that citywide, having increased 68 percent since 2010, despite the dearth of new high-quality development in the area. Multifamily properties consist of mostly garden-style products from the 1960s to 1980s maintained in below-average to fair condition. Few existing and no proposed multifamily properties are situated along or adjacent to Western Avenue.

The majority (66 percent) of households are renters. The median household income is \$35,000 and 64 percent of households earn below 60 percent AMI (\$47,000).

The area has the smallest share of residents in all submarkets that earn above 200 percent AMI or above \$155,000 (two percent).

The Western Submarket has the largest average household size (2.61 persons). It is the only submarket where the majority (56 percent) of households are family households and has the greatest share of residents below age 18 (30 percent).

Resident households have relatively high rates of commuting via carpooling (17 percent) and public transportation (three percent), suggesting greater demand for alternative modes of transportation.

The corridor's concentration of industrial uses presents both an obstacle and opportunity for Transit Supportive Development (TSD). The opportunity lies in connecting denser residential areas and job centers in and near downtown to industry via KAT routes, particularly near downtown.

TSD opportunity is further limited by poor access to amenities and walkability. Western Avenue is a high-speed auto-oriented corridor with few demarcated pedestrian crossings, thereby posing safety concerns for prospective KAT users.

Western Avenue Corridor (KAT Routes 12 & 15)

Housing Typologies

Inventory (Units)	Avg. Rent
15	\$500
Vacancy	Avg. Rent/SF
5.5%	\$0.82

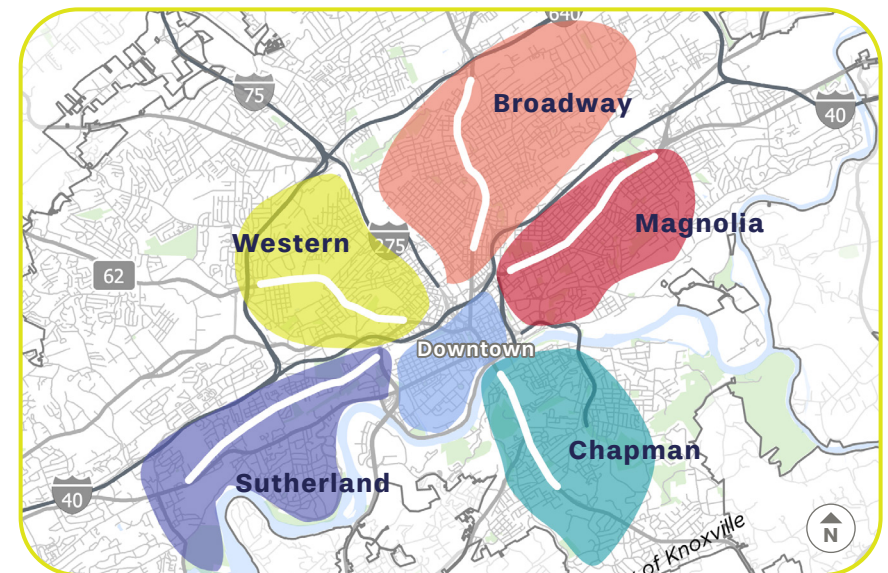


Retail Properties For Lease

Neighborhood Center
Built 1995 | 9,500 SF
Average Condition
\$20/SF



Neighborhood Center
Built 1974 | 13,000 SF
Average Condition
\$16/SF



Affordability



Corridor Market Analysis

Corridor and Submarket Trends

North Broadway Corridor (KAT Route 22)

The moderately-dense corridor has numerous historic multifamily properties and converted single-family homes near its southern edge, which are leased at comparatively high rents. Multifamily properties toward the northern end of the corridor are slightly newer, suburban garden-style and townhome properties.

The median household income (\$47,000) is similar to the citywide figure (\$50,000). Households in the submarket tend to have moderate incomes, with 30 percent of households' earning between 60 and 120 percent AMI (\$47,000 to \$93,000).

The submarket has the highest share of homeowners, accounting for 52 percent of households, and the majority (69 percent) of housing units are detached single-family homes. In addition, the submarket has the highest share of residents who commute via driving alone (77 percent).

The submarket is tied with the Magnolia submarket for the greatest share of senior households; 17 percent of the population is above age 65, and there is a concentrated supply of dedicated senior housing, both market and affordable, within the submarket. As seniors are less likely to drive generally, they could benefit from proximity to KAT routes and stops.

Towards the southern end of the corridor is a collection of dense historic retail properties, many of which were updated within recent years. These are interspersed with auto-oriented commercial development that becomes more prevalent northward toward Interstate 640. At the southern end, converted industrial buildings and single-family homes are commonly used as office space.

The relatively high-density and walkable streetscape at the southern end of the corridor is directly connected to downtown and provides opportunity for infill Transit Supportive Development (TSD). Coupled with the area's high housing costs and low to moderate incomes, this could reflect demand for mixed-income residential TSD. Construction of mixed-use TSD provides the opportunity to improve walkability and added density with existing infrastructure.

North Broadway Corridor (KAT Route 22)

Housing Typologies

Inventory (Units)	Avg. Rent
355	\$1,300
Vacancy	Avg. Rent/SF
1.9%	\$2.21

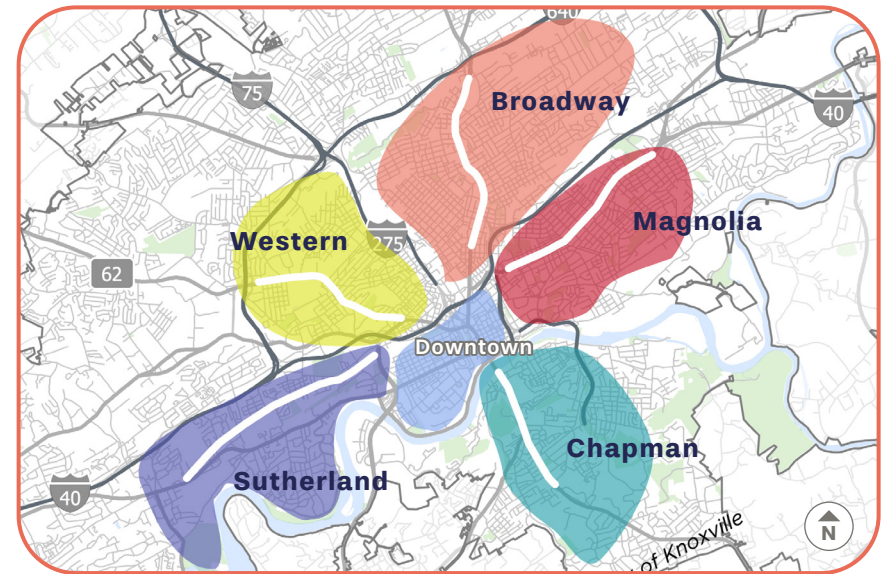


Retail Properties For Lease

Historic Storefronts
Built 1940 | 1,200 SF
Good Condition
\$12/SF



Historic Storefronts
Built 1899 | 1,500 SF
Average Condition
\$15/SF



Affordability

Eq. Income Limit

\$23k

\$47k

\$62k

\$93k

\$155k

% AMI

30%

60%

80%

120%

200%

City of Knoxville

21%

25%

11%

16%

16%

11%

N Broadway

22%

27%

12%

18%

17%

5%

Corridor Market Analysis

Corridor and Submarket Trends

Magnolia Avenue Corridor (KAT Routes 31 & 34)

East Magnolia is the highest density submarket outside of the central core, with a residential density of 2,998 persons per square mile. Housing along the corridor reflects this density and is comprised of mostly historic properties with five to 30 units leased generally at below-market rent. In neighboring areas in the submarket, such as Five Points, there has been a swell of recent large-scale multifamily development including a mix of affordable, market rate, and high-end rental housing.

The submarket has a strong renter majority, accounting for 66 percent of households. From 2010 to 2024, the number of owner-occupied housing units in the submarket declined by one percent—a trend not present in any other submarket. Further, 51 percent of households contain just one person and 77 percent contain two persons or fewer.

The submarket has the highest share of individuals who commute via public transportation (six percent), walking (four

percent), or other means (two percent); additionally, 29 percent of households do not own a vehicle, indicating a potential source of KAT ridership.

Despite the submarket having a relatively low average home value (\$215,000), it experienced the highest proportional increase in for-sale values (197 percent) from 2010 to 2025. When adjusted for inflation, home values have risen 101 percent in real appreciation. Paired with a recent uptick in multifamily development, this suggests a growing risk of displacement of long-term residents.

Demand for affordable housing is very high—41 percent of households earn below 30 percent AMI (\$23,000) and 27 percent earn between 30 and 60 percent AMI (\$23,000 to \$47,000). The median household income is \$30,000.

Retail in the submarket is entirely concentrated along the Magnolia corridor, consisting mostly of low-density aging strip centers, freestanding properties, and auto-repair, with no recent development. These

centers, along with a concentration of old (pre-World War II) industrial structures near the western edge of the corridor, provide opportunities for redevelopment and/or conversion to residential or retail uses within close proximity to downtown.

Opportunity for Transit Supportive Development (TSD) is bolstered by recent investment in bike lanes and pedestrian improvements along Magnolia Avenue. Additionally, Pellissippi State Community College campus is positioned to act as a local destination and source of ridership.

Magnolia Avenue Corridor (KAT Routes 31 & 34)

Housing Typologies

Inventory (Units)	Avg. Rent
271	\$550
Vacancy	Avg. Rent/SF
4.6%	\$0.64

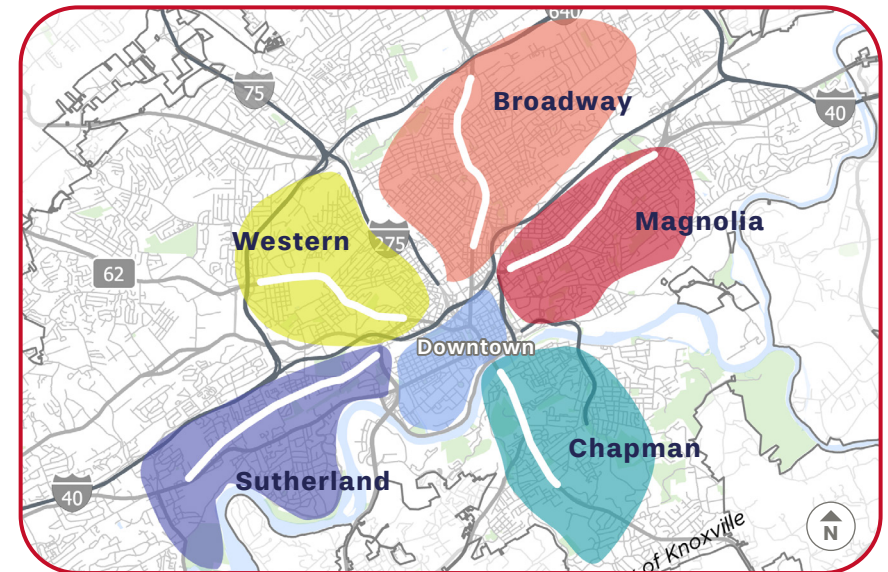


Retail Properties For Lease

Strip Center
Built 1989 | 2,000 SF
Fair Condition
\$13/SF



Strip Center
Built 1950 | 4,000 SF
Fair Condition
\$12/SF



Affordability

Eq. Income Limit

\$23k

\$47k

\$62k

\$93k

\$155k

% AMI

30%

60%

80%

120%

200%

City of Knoxville

21%

25%

11%

16%

16%

11%

Magnolia

41%

27%

10%

10%

9%

3%

Corridor Market Analysis

Corridor and Submarket Trends

Chapman Corridor (KAT Route 41)

The Chapman submarket has the greatest supply of newly-constructed multifamily development, largely near the riverfront and targeting high-income renter households. As a result, the corridor has the greatest number of existing multifamily units (830) of all corridors.

Commercial and residential density diminishes dramatically south of Fort Avenue, as Chapman Highway rapidly becomes suburban and auto-oriented in character. Multifamily properties around this segment of the corridor (near East Moody Avenue) are older garden-style, low-rise, and townhome properties.

Recent retail development is primarily ground-floor retail within mixed-use properties; otherwise, all retail properties are freestanding structures dating to the mid-century or are strip malls constructed in the 1960s through 1980s.

Of the five submarkets, this is the fastest growing. From 2010 to 2024, the population

increased 11 percent to a total of 13,900 residents.

Young adults ages 25 to 34 accounted for 70 percent of this growth and now account for 22 percent of residents.

Incoming residents are mostly renters, as the share of renter households grew from 52 percent in 2010 to 57 percent by 2024. Population growth corresponded with the addition of 1,300 new housing units, or a 20 percent increase in the total supply.

Demand for new housing is disproportionately driven by moderate- to high-income households: 19 percent earn 80 to 120 percent AMI (\$62,000 to \$93,000), and 14 percent earn 120 to 200 percent AMI (\$93,000 to \$155,000). Still, nearly half (47 percent) of households earn below 60 percent AMI (\$47,000).

Transit Supportive Development (TSD) opportunity is limited to sites near the riverfront's existing, higher-density development. Nearby concentrations of

large-scale office space could provide secondary support for TSD and/or KAT ridership. However, TSD on the corridor would target choice ridership and residents who want the convenience of car-free access to downtown.

Chapman Corridor (KAT Route 41)

Housing Typologies

Inventory (Units)	Avg. Rent
830	\$1,550
Vacancy	Avg. Rent/SF
5.5%	\$1.77

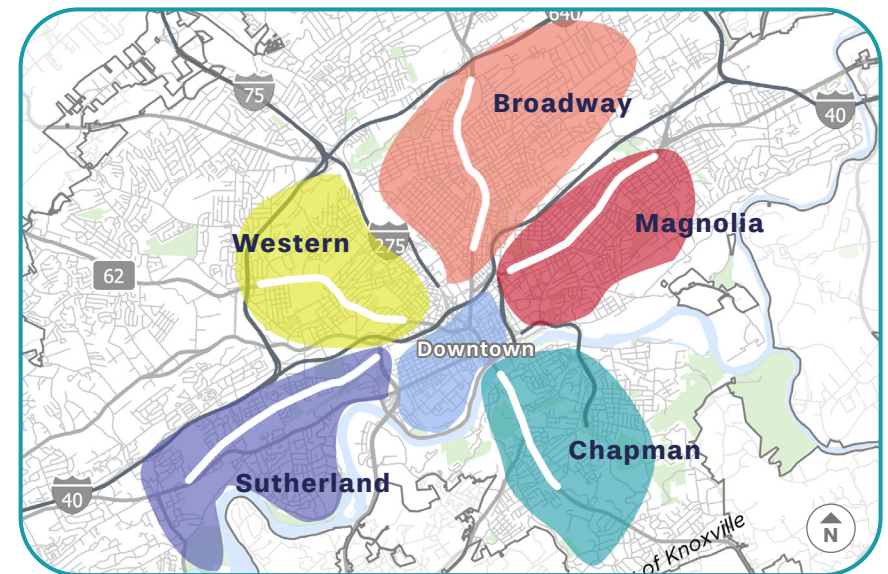


Retail Properties For Lease

Freestanding Drive-Thru
Built 1960 | 3,100 SF
Fair Condition
\$12/SF



Neighborhood Center
Built 1985 | 35,400 SF
Average Condition
\$15/SF



Affordability

Eq. Income Limit

\$23k

\$47k

\$62k

\$93k

\$155k

% AMI

30%

60%

80%

120%

200%

City of Knoxville

21%

25%

11%

16%

16%

11%

Chapman

21%

26%

12%

19%

14%

7%

Market Conclusions

Based on the findings of the market scan, there are notable opportunities for redevelopment across all five corridors.

Sutherland Corridor (KAT Routes 11 & 17)

Concentration of employment—The industrial and commercial presence along the corridor suggests this area could be a hub for employment. The retail conditions are stable throughout the corridor which would allow supportive commercial uses to move into the area. With a variety of businesses and jobs easily accessible off Sutherland, a real opportunity for exploring the development of new housing near the corridor is present.

High accessibility and marketability—The existing transit line helps make Sutherland's businesses and jobs more accessible to people who use KAT. Additionally, due to the stable retail trends, Sutherland can begin attracting new tenants and diversifying businesses.

Small-scale rehabilitation and infill opportunities—Existing vacant buildings and storefronts can be rehabilitated for new uses while other new construction and infill opportunities for offices, dining establishments, and other entertainment-related uses could be supported at key locations.

Limited large-scale redevelopment opportunity—Not many large-scale project opportunities are readily available along the corridor given the current development pattern. There is a possibility of development at the easternmost portion of the corridor near Alcoa Highway (Marble City). This area is most likely to support continued expansion of university uses and multifamily development, which could include student housing options as the University of Tennessee continues to grow.

SUTHERLAND CORRIDOR

Much of the opportunity will be continued spot infill and redevelopment of obsolete structures, re-purposing existing buildings for new uses and tenants, and new construction for large-scale projects off the corridor.

Western Corridor (KAT Routes 12 & 15)

Employment area—This area has developed around industrial and auto-centric businesses, indicating that most users of Western may be using it for commuting purposes. The current lack of transitional spaces between industrial and residential in the area also suggests that this corridor is likely to remain auto-oriented between I-640 and Tennessee Avenue with industrial uses and freestanding commercial continuing to dominate the landscape.

Limited redevelopment opportunity exists—Topographic challenges may prevent development from occurring in some locations along the corridor, and the current development patterns leave limited opportunity for redevelopment in the near term. Several established businesses and neighborhoods are unlikely to see immediate change or market repositioning unless market conditions change west of Tennessee Avenue. Some smaller-scale development opportunities could be explored east of Keith Avenue that will see the reimagining of land uses near existing industrial warehouses and distribution facilities.

Long-term development opportunities—

While short-term opportunities may be harder to find, long-term projects are possible as a result of development plans for transitioning commercial and industrial space that may no longer be the highest and best use. The existing commercial near the 640 interchange may be repositioned to become more neighborhood-serving, with dining and shopping anchors that attract visitors. Higher-density development could be explored to help support new housing opportunities near Food City and Cherokee Health Systems. The increase of housing opportunities in this part of Knoxville may see new businesses and services move into the area with the medical anchor already established along Western Avenue.

Not many opportunities exist today for redeveloping the current building pattern along the corridor without considering land use incompatibilities. Long-term efforts may include the relocation of existing businesses to maximize the land and open new opportunities, but future changes in the economy and increased demand for new development are going to be the significant drivers in reshaping the corridor's development pattern.

WESTERN CORRIDOR

Today's efforts will be focused on supporting the jobs that are currently here and ensuring that employees have access to them, while future development planning efforts can be explored as industrial users leave the market or aging buildings become obsolete.

North Broadway Corridor (KAT Route 22)

New construction and reinvestment are occurring—Knoxville is seeing a lot of recent investment along Central Street. Gay Street has continued to grow in popularity, especially in the central core of downtown. This momentum provides an opportunity to leverage the nearby successes to direct some of the redevelopment potential to Broadway by bringing in new tenants to spaces already for sale or lease. Local businesses along Central Street are growing, suggesting that Broadway could

capture more shopping, dining, and office users in the southern portions of the corridor.

Opportunity to reimagine underutilized strip centers—Northgate Plaza Shopping Center to the far north of the corridor (south of the 640 interchange) provides a unique opportunity in Knoxville to reimagine a strip center as a better neighborhood asset. This area, and some surrounding buildings or businesses, could be redeveloped with a mix of uses that retains current successful businesses and introduces new housing types, retail, and employment into the market.

Small-scale development potential—Smaller projects and infill opportunities exist along the corridor and in the surrounding area, including an opportunity at the corner of Central Street and Broadway where Regions Bank is located and several surface lots could be built up to transform the node. Additional opportunities for infill and building renovations are present along the corridor as many buildings could be renovated with façade improvements to support new tenants.

Market Conclusions

Ultimately, the development pattern and right-of-way characteristics vary along the corridor. The southern portion of the corridor would be best suited for introducing more mixed-use development to the area but would require substantial construction to realize this vision.

Land assembly will be critical to phasing new projects, but development itself should aim to support and balance Knoxville's needs with the existing residents and businesses. Small-scale projects that could support local businesses exist closer to the downtown core, but introducing mixed-use may be difficult without a development plan and interest from property owners.

BROADWAY CORRIDOR

Several opportunities for redevelopment exist along this corridor, but will require working with property and business owners, managing lease lengths, and a creating a master plan that explores the northern part of the corridor to transition the strip centers, starting with the Northgate Plaza Shopping Center.

Magnolia Corridor (KAT Routes 31 & 34)

Neighborhood preservation and affordability needs— There is a significant need for affordable housing to support varying income levels. This part of Knoxville may be one the "last" affordable parts of the community and with recent trends, this could be shifting, leaving longstanding residents at risk of displacement. To prevent gentrification and ensure residents do not lose their homes, future residential development should aim to support mixed-income housing and still maintain affordability for first-time homebuyers.

Larger redevelopment opportunities exist—The new multi-use stadium and momentum near downtown could create

an opportunity to better establish a district area and attract investment for multifamily development and new retail on the western portions of the Magnolia corridor. This could complement current retail that exists further east along the corridor by bringing in new businesses to the market. Similarly, a node-revival approach at the intersection of Cherry Street and Magnolia Avenue could bring new businesses and housing opportunities to the existing residents.

Small-scale opportunities—Investment in smaller infill projects and more streetscape investment could help revitalize the area by building up the street frontage in the long term. New office, retail, and small-scale housing projects could be explored in this effort. Additionally, low-density aging strip centers could be repurposed, and there is an opportunity to potentially reuse existing industrial structures for new housing or retail as marketability improves. Notably, land assembly for larger projects along the corridor may be difficult to realize due to land ownership, and will require working with property owners to see more large-scale project opportunities become possible.

MAGNOLIA CORRIDOR

There are established neighborhoods with longstanding residents who may not have the ability to live elsewhere. Partnerships with the City and other organizations can work to preserve neighborhood affordability while providing increased access to transit and local businesses.

Chapman Corridor (KAT Route 41)

Creating a destination south of the river—Market-rate multifamily development, mixed-use, and reuse of older spaces have been focused directly south of the river along Chapman Highway and Sevier Avenue. This indicates that development is strong, and with the continued investment in this part of Knoxville, could establish a new destination with a mix of uses. Additionally, this new construction and

redevelopment momentum could be used to leverage continued investment in TSD and redevelopment along Chapman.

Land along the corridor may be difficult to assemble or develop—Long-time property owners and recent land sales may make assembling property on a larger scale difficult. Parcel size and location may also hinder development opportunities. There are also topographical challenges that may make development harder. All of this leaves one-off development opportunities moderately easy and more likely compared to larger development plays. Long-term opportunities to explore the acquisition of land are still possible but could take years to realize.

Retail-focused redevelopment opportunity—As noted, much of the development along the corridor is freestanding or older strip centers. While many of these businesses are successful today, exploring opportunities for how these strip centers could evolve to support additional housing development exists. Retaining businesses and diversifying what is currently offered in the market is a strategic approach that could maximize

the use of land while reducing vacant storefronts and replacing aging facilities. These new opportunities could maximize the potential for TSD south of the downtown core and provide new services, shops, and housing opportunities to live nearby.

CHAPMAN CORRIDOR

Development along this corridor competes with the topography of the mountains, creating challenges for some businesses with parcel depth and to create a shovel-ready site. The most prominent consideration here will be changing the auto-oriented character to maximize the land. The main strategy for this corridor will be focused on repositioning the market and retaining existing successful businesses.

CHAPTER 3

EXAMPLE AREAS



Example Areas Selection Methodology

Methodology & Criteria

The following method was used to identify various sites, small areas, and stretches of corridors to explore future development opportunities. Example Areas in this study are considered sites or a grouping of sites that:

- Offer reasonable, worthwhile potential
- Offer comparability to other sites that were not explored (can be an example for other places)
- Cover a variety of contexts, conditions, and potential future use programs

Initially, about 25 example sites were identified through conversations with the client group and stakeholders. To narrow this list to 13 Example Areas for focused study, a set of criteria was developed to prioritize those with the greatest feasibility and potential for positive impact.

Integrating Previous Planning Efforts

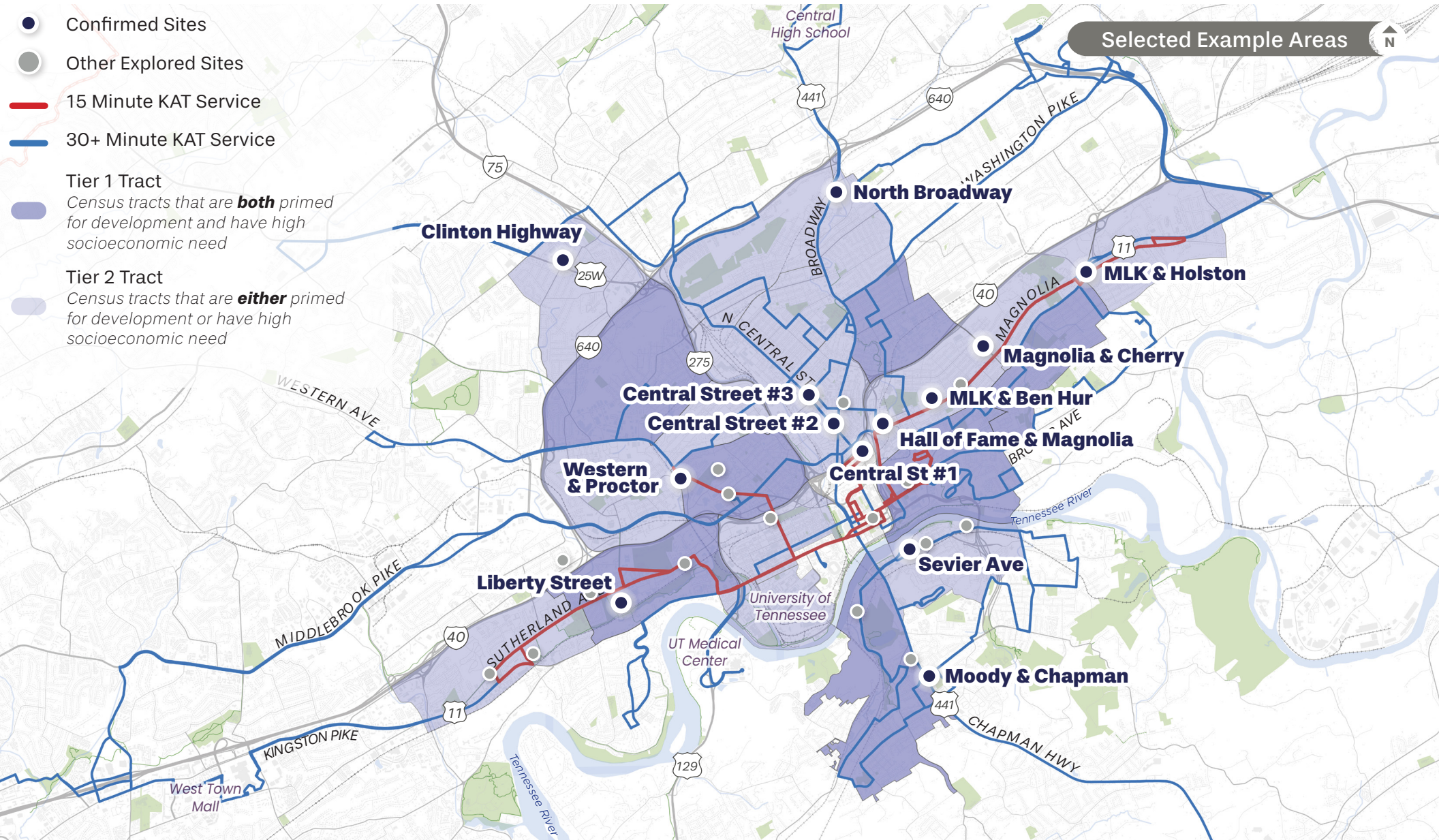
The following plans, initiatives, and priorities detailed in previous pages collectively helped to shape the list of Example Areas:

- Priority Investment Areas
- KAT Reimagined
- Middle Housing Standards
- City Housing Strategy
- One Year Plan
- Zoning Code

Selection Criteria*

- Is this located in a tier 1 or 2 Priority Investment Area?
- Transit access?
- Is this a "quick win?"
- Existing zoning?
- Ownership status/willing seller?
- Corridor status (city/TDOT)
- Does this offer potential to be an example for other areas?
- What are the surrounding uses/context?
- Has this been discussed by stakeholders?
- Alignment with city priorities?
- What high-level issues might this face in redevelopment?
- Identified as a citywide Key Development Priority today?

**Site does not need to meet all criteria to be selected*



*Based on Knoxville-Knox County Planning Priority Investment Area Analysis

Development Typologies

Typology Approach

Four development typologies were formed to categorize Example Areas based on their existing context and future redevelopment potential. The four typologies are defined below and on the following pages. Applying these typologies not only helps illustrate what future redevelopment could look like in these Example Areas, but they also create a template for similar areas or sites throughout the city that are replicated beyond the scope of this study.



Infill Development

An individual lot or collection of small adjacent parcels with redevelopment potential that fits into and complements the surrounding context



Neighborhood Node

A small area with a mix of uses that can serve as an anchor or center of activity for the surrounding neighborhood



Plaza Redevelopment

An existing commercial shopping plaza/center with potential for complete redevelopment or complementary infill development on or adjacent to the property



Catalytic Site

A large-scale site with the unique and substantial economic development opportunity to establish a new mixed-use district, destination, or community for the city

Infill Development

An individual lot or collection of small adjacent parcels with redevelopment potential that fits into and complements the surrounding context

The goal of Infill Development is to provide context-sensitive redevelopment of key sites along corridors or within neighborhoods that may already have a strong identity of their own. Infill Development is likely smaller-scale in nature, and pays attention to matching the details of building form, placement, setbacks, heights, and architecture to blend into surrounding development patterns. The land uses that compose Infill Development can range from a mixture of residential housing types, commercial, office, and mixed-use.

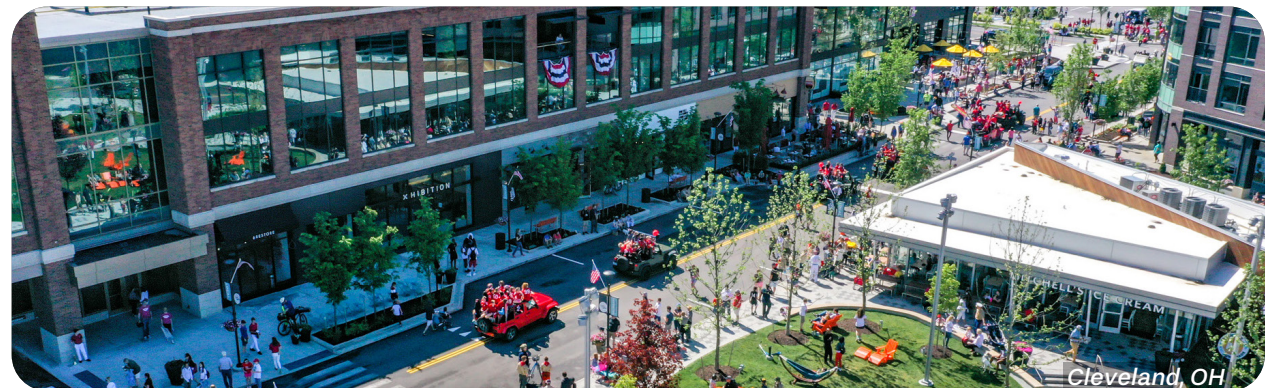


Development Typologies

Neighborhood Node

A small area with a mix of uses that can serve as an anchor or center of activity for the surrounding neighborhood

The goal of the Neighborhood Node typology is to provide redevelopment of sites at key intersections or gateways into neighborhoods. These neighborhood nodes may incorporate transit- and trail-oriented development where there is an opportunity to do so in order to increase their accessibility. Neighborhood nodes may include low- to mid-rise buildings in a walkable urban form. This development typology is typically mixed-use, with internal uses horizontally and vertically integrated, with active commercial ground floors. Neighborhood Nodes act as a destination for entertainment or services meeting the daily needs for nearby residents.



Plaza Redevelopment

An existing commercial shopping plaza/center with potential for complete redevelopment or complementary infill development on or adjacent to the property

The goal of Plaza Redevelopment is to comprehensively redevelop and improve under-invested or underutilized commercial real estate along key corridors with transit access. These shopping centers can take varying forms, such as large footprint anchor buildings with smaller commercial outlot buildings, or strip malls with a variety of smaller businesses. These Plazas typically include large surface parking lots shared among businesses. This development typology utilizes larger parcel sizes of available land to re-introduce a more grid-like block pattern and consistent building form. Plaza Redevelopment incorporates a mixture of land uses and depending on the extent of redevelopment, can create their own identity to inform the sense of place being created within the redevelopment.



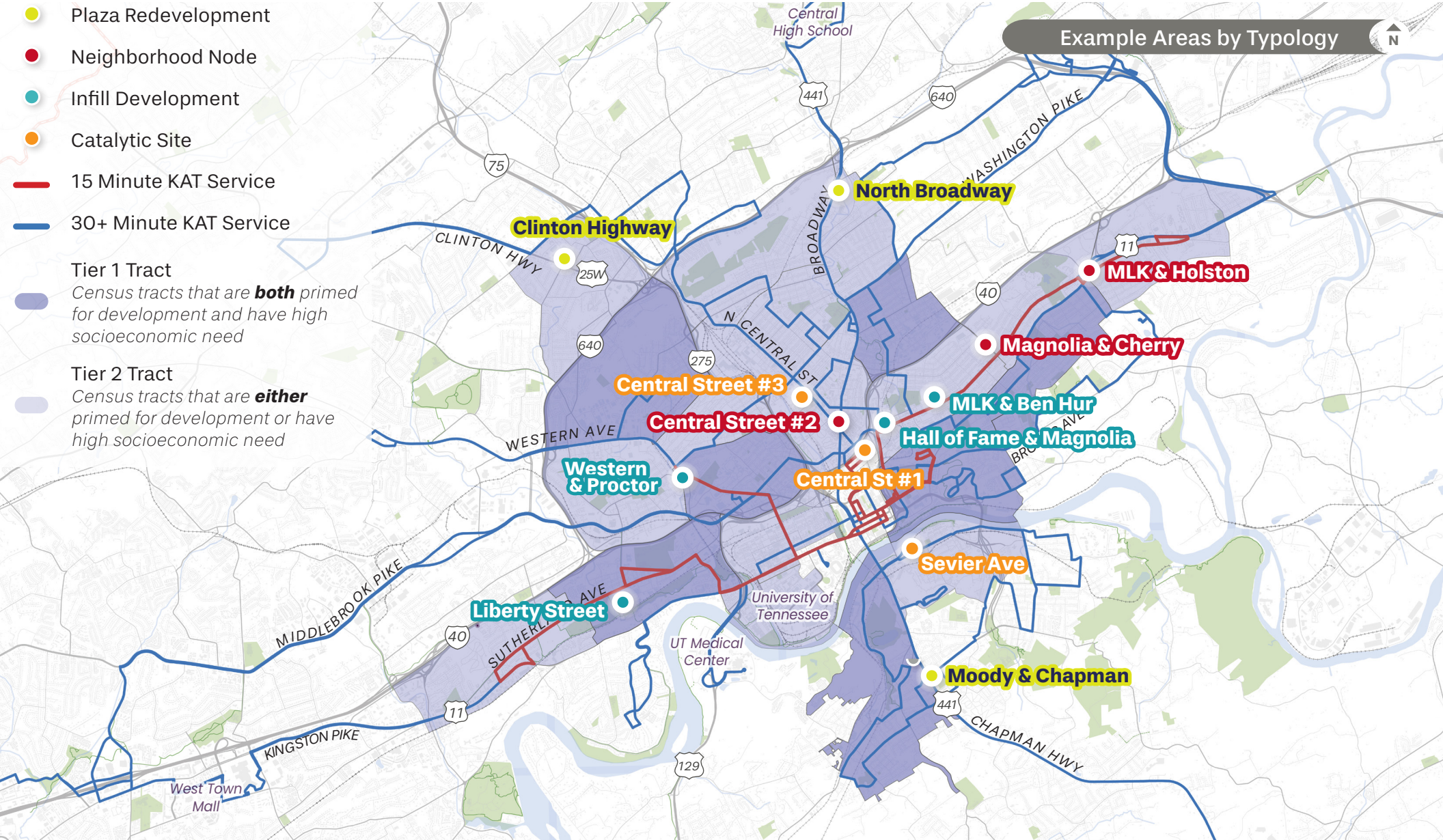
Development Typologies

Catalytic Site

A large-scale site with the unique and substantial economic development opportunity to establish a new mixed-use district, destination, or community for the city

The goal of Catalytic Site redevelopment is to fundamentally change the trajectory of development in a key area of the community. It is intended for a mix of uses (horizontally and vertically integrated): a variety of residential housing types, open spaces for visitors and residents, and retail/services serving the immediate and surrounding community. This development typology often transforms its surroundings by creating a distinct sense of place shaped by its defining features. It typically integrates transit and connectivity both within the site and to the broader area. These developments also tend to generate a ripple effect, attracting further investment in nearby areas.





*Based on Knoxville-Knox County Planning Priority Investment Area Analysis

Example Areas

Existing Conditions

Selected Example Areas included in this study were grouped into four Development Typologies. These typologies provide a framework for evaluating development and connectivity potential and are intended to serve as a starting point for conversations about how Transit Supportive Development (TSD) can take shape across a variety of sites and neighborhood contexts. Example sites included in this study are highlighted to bring the concepts to life and illustrate how these typologies can be applied. Similar opportunities exist across the city and are not limited to the sites shown here. This study does not change existing property rights or limit what current owners can do with their land. Rather, it offers a tool to guide future investment and decision-making along KAT corridors, where the combination of transit access and reinvestment potential makes TSD a compelling strategy for growth, housing choice, and economic development.



Infill Development

Liberty Street
Western & Proctor
MLK & Ben Hur
Hall of Fame & Magnolia



Liberty Street



Western & Proctor



MLK & Ben Hur



Hall of Fame & Magnolia



Plaza Redevelopment

North Broadway
Clinton Highway
Moody & Chapman



North Broadway



Clinton Highway



Moody & Chapman

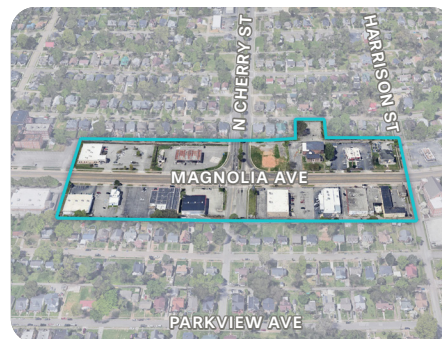


Neighborhood Node

Central Street #2
Magnolia & Cherry
MLK & Holston



Central Street #2



Magnolia & Cherry



MLK & Holston



Catalytic Site

Central Street #1
Central Street #3
Sevier Avenue



Central Street #1



Central Street #3



Sevier Avenue

Liberty Street

Site Profile



Typology: **Infill Development**

Existing Context

The property is immediately adjacent to a food manufacturing supplier to its east, a railroad to the south, a greenway/floodplain to the west and south, and mixed-residential and a daycare to its north. The site is off Sutherland Avenue, in a Tier 1 Priority Investment tract. The site is also in close proximity to West High School and can access it without the need to use a roadway, supporting safe routes to schools.

Existing Access & Connectivity

This site is currently accessed by Liberty Street, which has a right-of-way of 30 feet and no current sidewalks. Power lines also run along both sides of the road. There is a signalized intersection at Liberty and Sutherland, with Liberty Street extending north across I-40.

Property Conditions

The site is flat and currently vacant, although an overgrown paved area indicates it has been used for staging industrial equipment and what appears to be storage purposes in the past. Aerial imagery shows industrial buildings on the site before 2013. Due to the previous industrial use, a Phase 1 and 2 Environmental Study is recommended before redevelopment occurs. More than half of the 7.5 acre site is forested, particularly around its edges with adjoining properties. The adjacent areas within the 100-year floodplain are not anticipated to impact the ability to develop the site.

Advancing Transit Supportive Development in Knoxville

Housing at this location would offer residents integral access to both transit and trail infrastructure, making it an ideal site for Transit Supportive Development. The area is served by a bus route with 15-minute frequency and is directly adjacent to the Third Creek Greenway, providing seamless connectivity to Downtown Knoxville and the University of Tennessee.

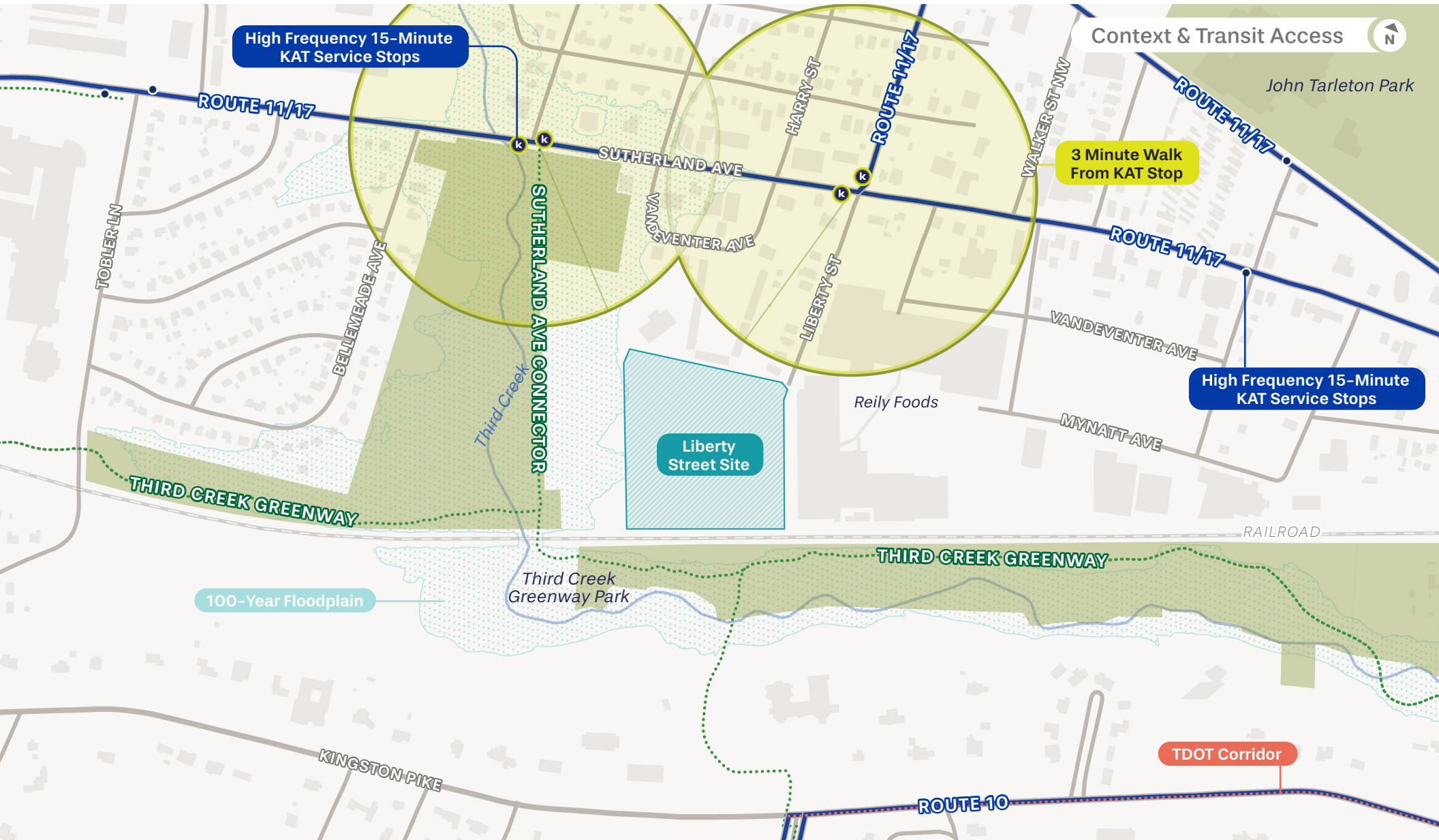
Additionally, several parks and childcare facilities are located nearby, further enhancing the site's suitability for family-oriented housing. By providing affordable, well-connected housing near jobs, education, and essential services, this site can also help reduce persistent poverty and increase access to opportunity.

Parcels

Site Area / Parcels	7.5 acres/1 parcel
Parcel Ownership	Praxair Inc.

Multi-Modal Access

KAT Transit Routes	11, 17
Bike & Pedestrian Infrastructure	Greenway connectivity east to University of Tennessee, west to Bearden, and south to Sequoyah Hills. Liberty Street has no pedestrian infrastructure, the south side of Sutherland Avenue has a 5-foot sidewalk.



Liberty Street

Development Potential

Site Understanding & Approach

The area around this site contains a diverse offering of uses. This portion of Sutherland Avenue is adjacent to both some of the wealthiest and some of the poorest areas in the city, and one of the best high schools (West High School). Sutherland is a major connector into downtown and UT. The presence of multiple outdoor sports outfitters along Sutherland Avenue offers additional destinations and lifestyle amenities within reach. Importantly, the scale of the site presents a unique opportunity to deliver a range of middle housing types at an efficient scale, contributing to the surrounding neighborhood while expanding housing options in an area that has historically been overlooked for residential development.

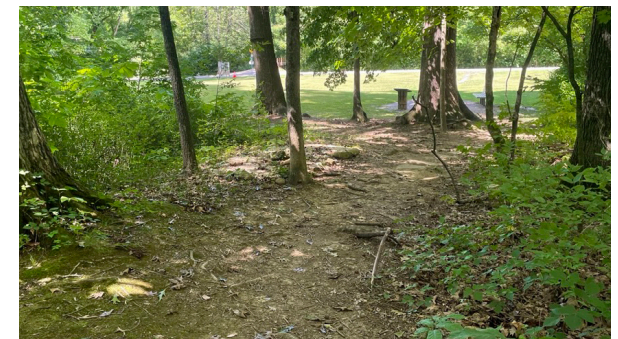
X-Factors & Opportunities

- Potential to connect new development to the Third Creek Greenway for trail-oriented and transit supportive development. The City of Knoxville owns the land that would facilitate this trail connection
- Access to the site from the Sutherland Avenue corridor is currently limited and lacking in pedestrian infrastructure

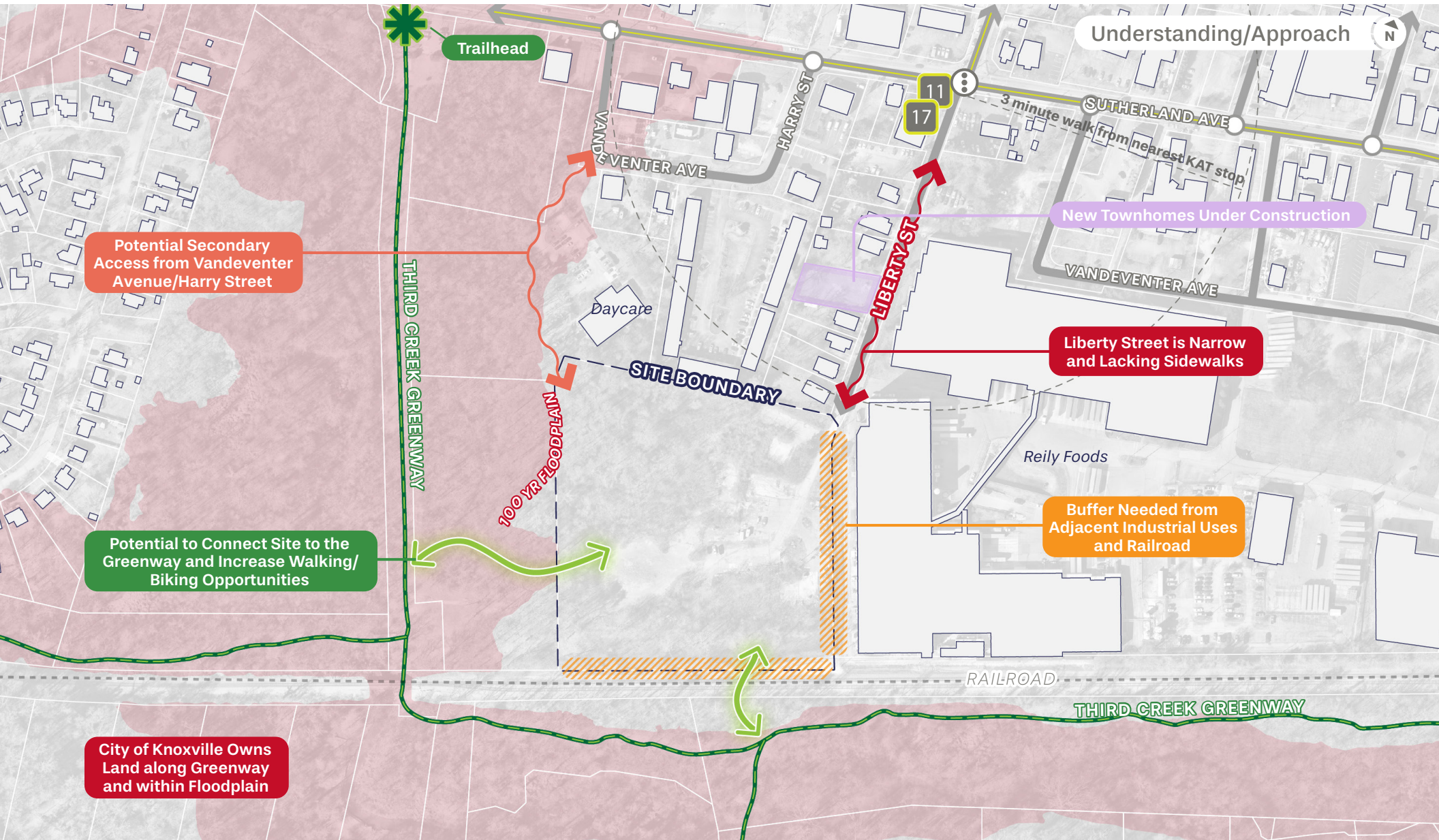


Infill Development Redevelopment Principles

- Fills in a gap within existing neighborhood fabric or built environment.
- Should generally reflect surrounding context for scale and form of new buildings.
- Some degree of increased density and desire for mixed use to align with Transit Supportive Development goals.
- Redevelopment is unique to each site and its surrounding context.
- Is a part of a larger reinvestment and revitalization strategy for a larger area.
- Works to cover key gaps within an area by utilizing a specific, strategic development program.
- Can occur across multiple sites over time with strategic, surgical application across an area or neighborhood.



Existing Conditions



Liberty Street

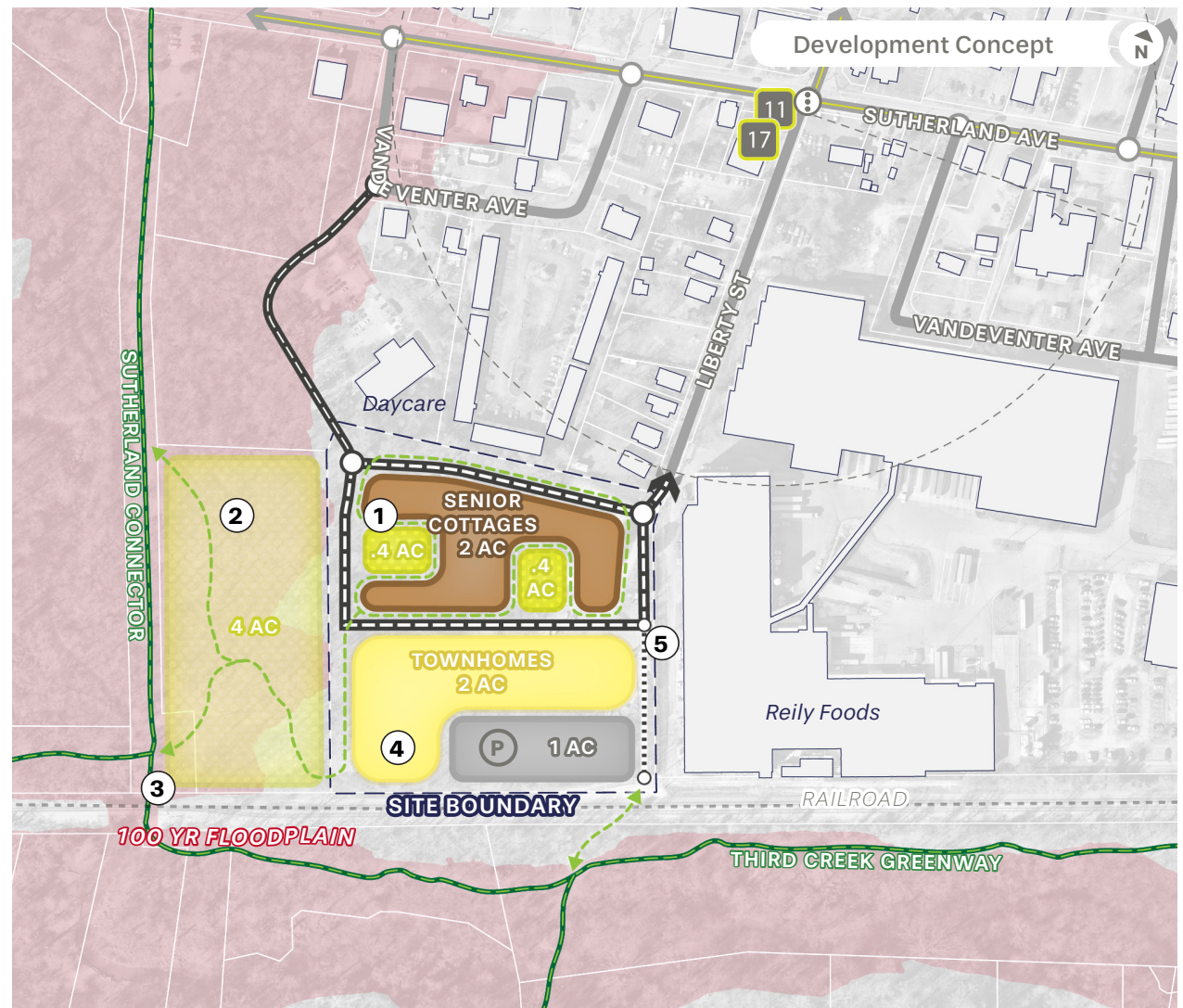
Development Potential

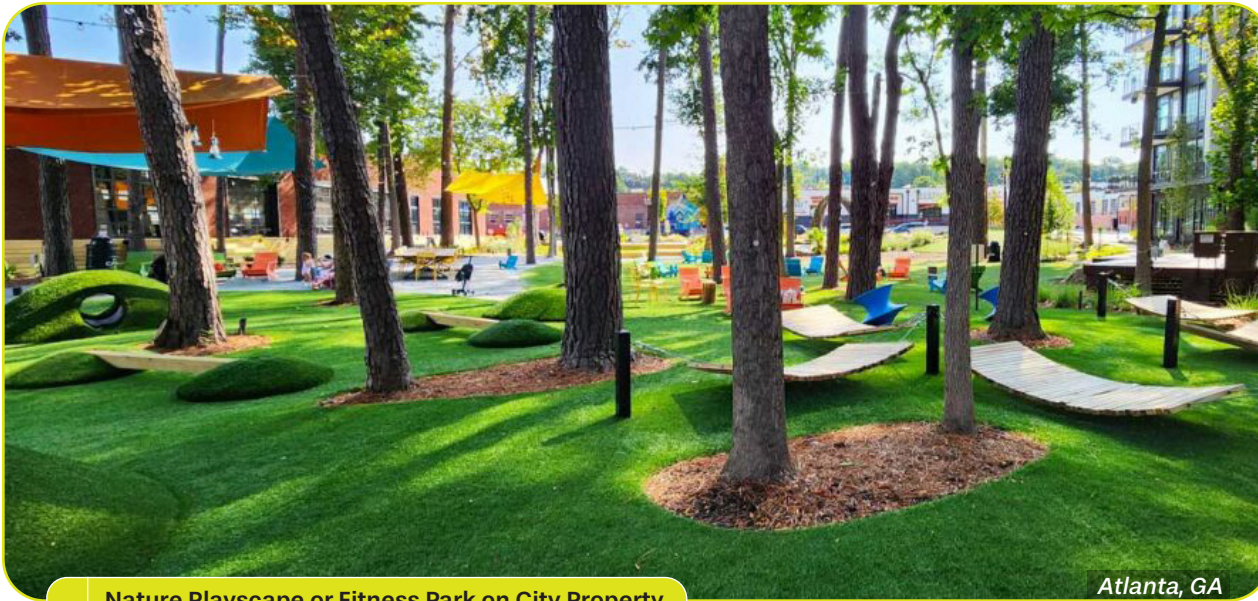
Development Concept Overview

The site's secluded yet accessible location supports a mix of housing types, such as market-rate townhomes and senior cottages designed for aging in place, with direct access to trails and greenspace. A new access road and parking will buffer residences from adjacent industrial and rail uses. An internal trail can connect to the Third Creek Greenway, while also activating a four-acre city-owned site as passive public greenspace for both residents and the broader community to enjoy.

Development Highlights

- 1 Senior cottage-style residences clustered around shared green spaces
- 2 Public park space on city-owned property allows greenway access and creates an additional amenity
- 3 Public art potential on existing railroad tunnel along the Third Creek Greenway
- 4 Townhomes facing neighborhood street and the new greenway connection
- 5 Create landscape buffer between site and adjacent light industrial uses





Nature Playscape or Fitness Park on City Property

Atlanta, GA



Charlotte, NC



Seattle, WA



Alpharetta, GA

Age-In-Place / Senior Cottages around Greens



Eugene, OR



Middle River, MD

Townhomes with Greenway Connection

Liberty Street

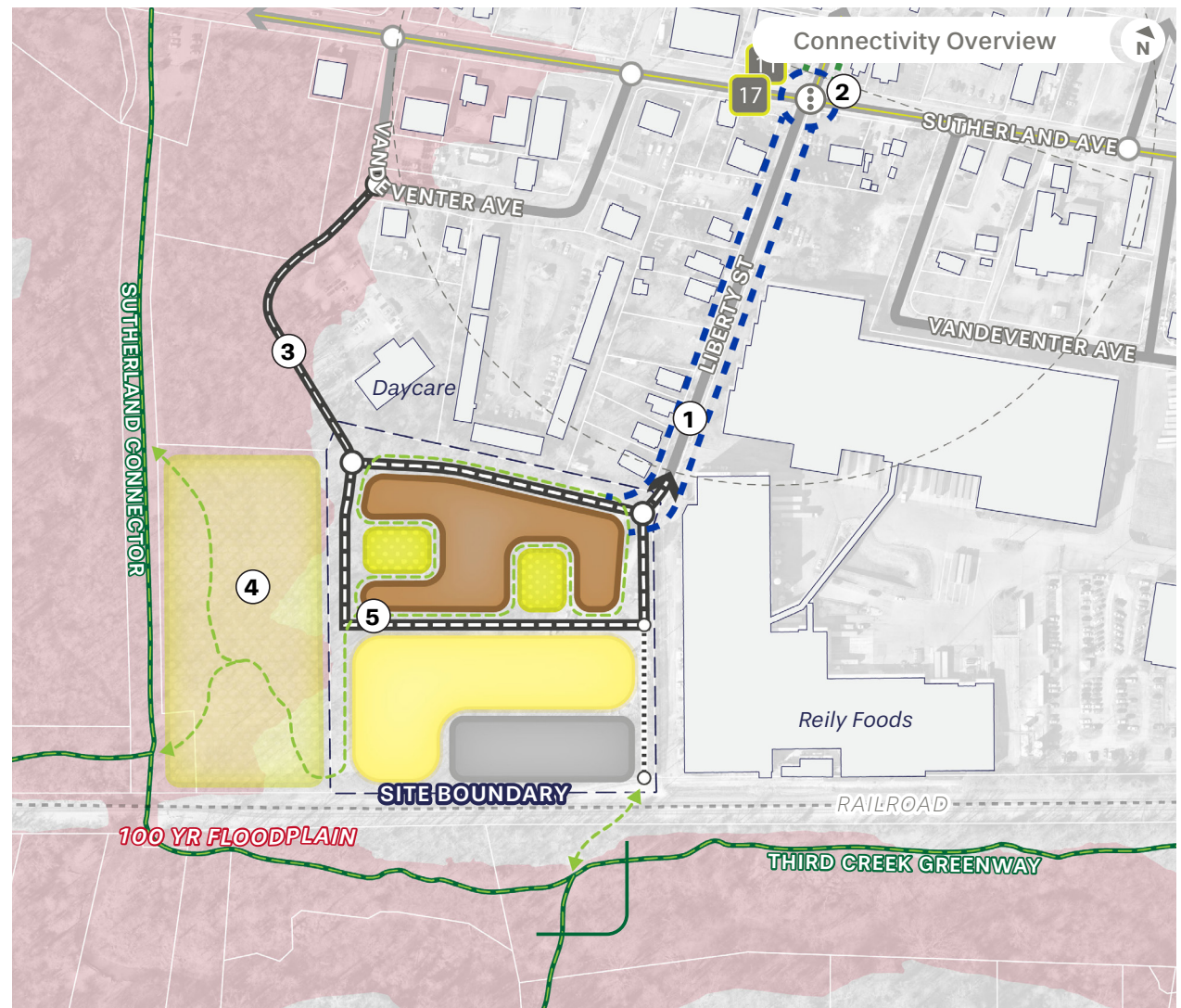
Development Potential

Connectivity Overview

Sutherland Avenue is conveniently located between downtown/UT and Bearden, offering a human-scale environment with lighter traffic than nearby TDOT corridors. Development at this site can leverage both high-frequency KAT bus service and off-road greenways.

Connectivity Highlights

- 1 Improvements to Liberty Street to increase walkability to transit stop and Sutherland Avenue, including sidewalks
- 2 Pedestrian crossings at intersection of Sutherland Avenue and Liberty Street
- 3 Potential secondary vehicular access with new road from Vandeventer Avenue
- 4 Incorporate greenway connection through a public park space on City-owned property
- 5 Create a trail loop around development that ties into the Third Creek Greenway



Key Considerations for Redevelopment

- At 7.5 acres, this is the largest vacant site within a Tier 1 Priority Investment Area and along a bus route with 15-minute service.
- Redevelopment potential is limited by Liberty Street's infrastructure unless improved upon or supplemented by a new roadway connection from Vandeventer Avenue.
- The entire Sutherland Avenue corridor is human-scale and holds strong potential for future investment.
- Current Zoning: The site is zoned General Industrial (I-G). The One Year Plan designates the area as Light Industrial (LI), which supports rezoning to Industrial Mixed-Use (I-MU), which is a district that allows residential uses within an industrial context. The single-family homes along Liberty Street adjacent to the site fall under this designation. Therefore, while a One Year Plan amendment may not be necessary, the site would require rezoning from I-G to I-MU.

Key Transit & Mobility Considerations

- Liberty Street is a key north-south connection over I-40 in this area of West Knoxville. Just north of Sutherland Avenue, the Liberty Greenway begins, extending across I-40 to Middlebrook Pike and continuing through industrial and employment areas.
- Enhancing the sections of Liberty Street near Sutherland Avenue strengthens Liberty Street's role as a multimodal corridor that connects to other areas of interest within Knoxville.
- There is a strong bike/pedestrian connection to Greenways (Sutherland Connection and Third Creek).

Key Market Considerations

- Sutherland's stable submarket area allows for more opportunities to diversify housing typologies in this part of Knoxville. This includes aging-in-place senior housing and workforce housing.
- Nearby industrial uses, including Reily Foods, may create marketability challenges in the near-term for lower-density housing options on this site. Higher-density housing developments would help maximize the land, but parking requirements will increase development costs.
- To help increase site marketability, the city should explore investment in parks, open space, and trail connectivity to the Third Creek Greenway.

Western & Proctor

Site Profile



Typology: **Infill Development**

Existing Context

The site is located along Western Avenue within a Tier 1 Priority Investment Area, approximately 1/2 a mile from the downtown core. It is surrounded to the south and east by a mix of manufacturing, office, and light industrial uses. Directly across the street is the Knoxville–Knox County Community Action Committee (CAC) building, which houses the Murphy Branch Library along with various community programs and services. Malcolm Martin Park and the Ed Cothren Pool are also located within a 1/4 mile of the site, across Western Avenue.

Property Conditions

The site consists of a mix of vacant land and several single-family homes. Its topography varies, with the elevation along Western Avenue approximately 25 feet higher than that along Proctor Street.

Existing Access & Connectivity

The site can be accessed from both Western Avenue and Proctor Street. Western Avenue provides a direct connection to the downtown core and extends northwest to the city limits. KAT Routes 12 and 15 serve Western Avenue, offering 15-minute frequency service with bus stops located directly at the site. Heading east from the site, Western Avenue includes an in-road bike lane and sidewalks, supporting multi-modal connectivity. A grocery store is located 1/2 a mile to the east and is accessible via sidewalk. A signalized intersection with a pedestrian crosswalk is located at Western Avenue and Keith Avenue.

Advancing Transit Supportive Development in Knoxville

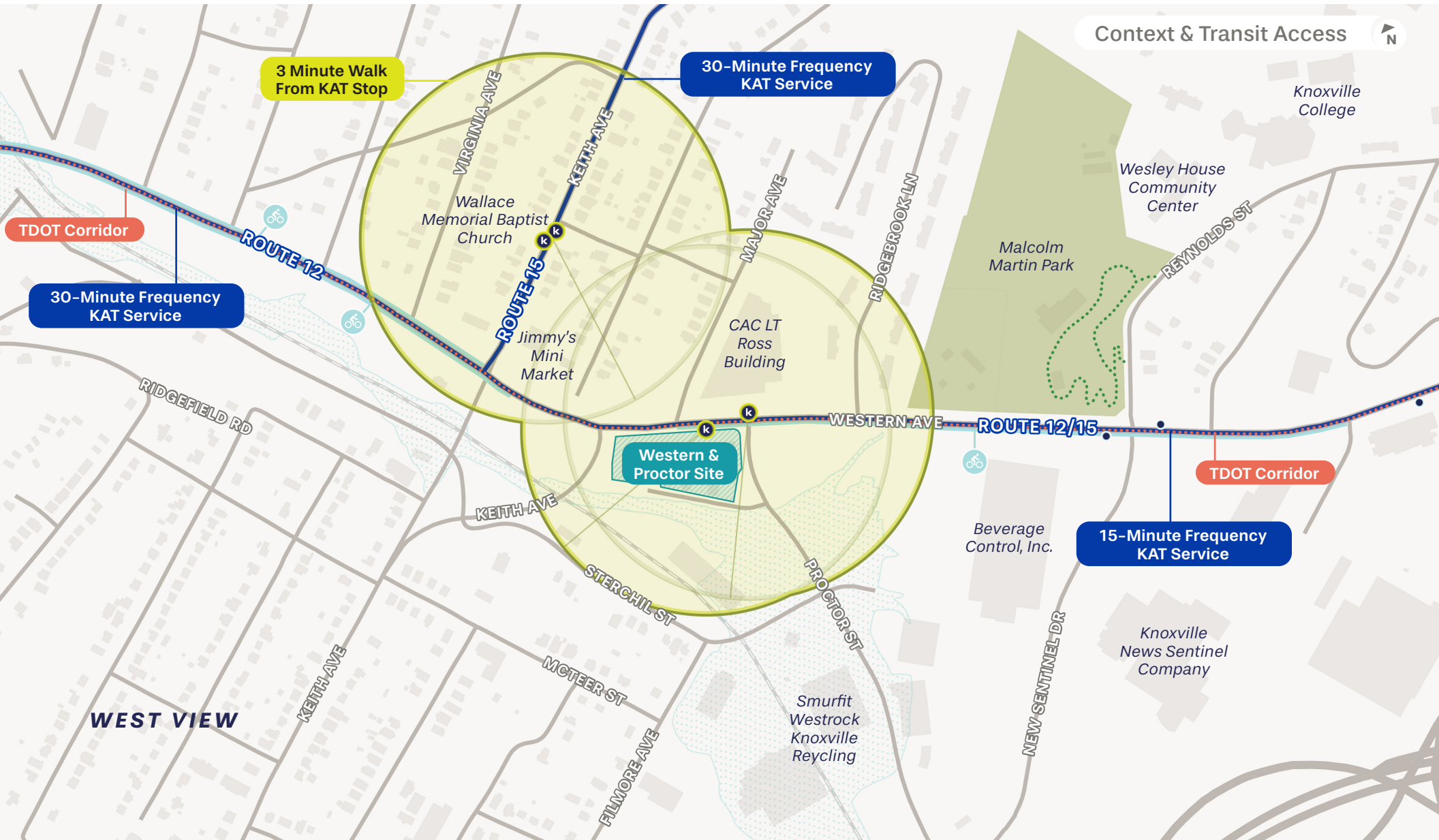
This location presents a strong opportunity to partner with CAC and other community service providers to support a blended approach to housing—potentially including market-rate, subsidized, senior, and disability-accessible units. By combining affordable housing with frequent transit access, this site can help reduce persistent poverty by connecting residents to nearby jobs, services, and educational opportunities along the Western Avenue corridor and beyond.

Parcels

Site Area / Parcels	8.2 acres/14 parcels
Parcel Ownership	1504 Proctor St LLC (1 parcel, 6.4 ac) Anthony Shearer Clayton (6 parcels, 0.9 ac)

Multi-Modal Access

KAT Transit Routes	12, 15
Bike & Pedestrian Infrastructure	On-street bike lane along Western Avenue corridor. Consistent sidewalks along Western Avenue and Proctor Street.



Western & Proctor

Development Potential

Site Understanding & Approach

The site's proximity to public amenities and community services north of Western Avenue, as well as its location along a high-frequency bus corridor, make it a strong candidate for new housing. A new K–8 school is currently under construction at the former Rule High School site, just 1/2 a mile northeast, further enhancing the area's appeal for families and positioning the site as a potential feeder area.

X-Factors & Opportunities

- Context is mostly industrial in use with freight storage and railroad lines to the west and south
- Topography of the site promotes frontage along Western and access to tuck under parking from Proctor Street
- Opportunity for affordable/workforce/family housing units that integrate the services of CAC for residents

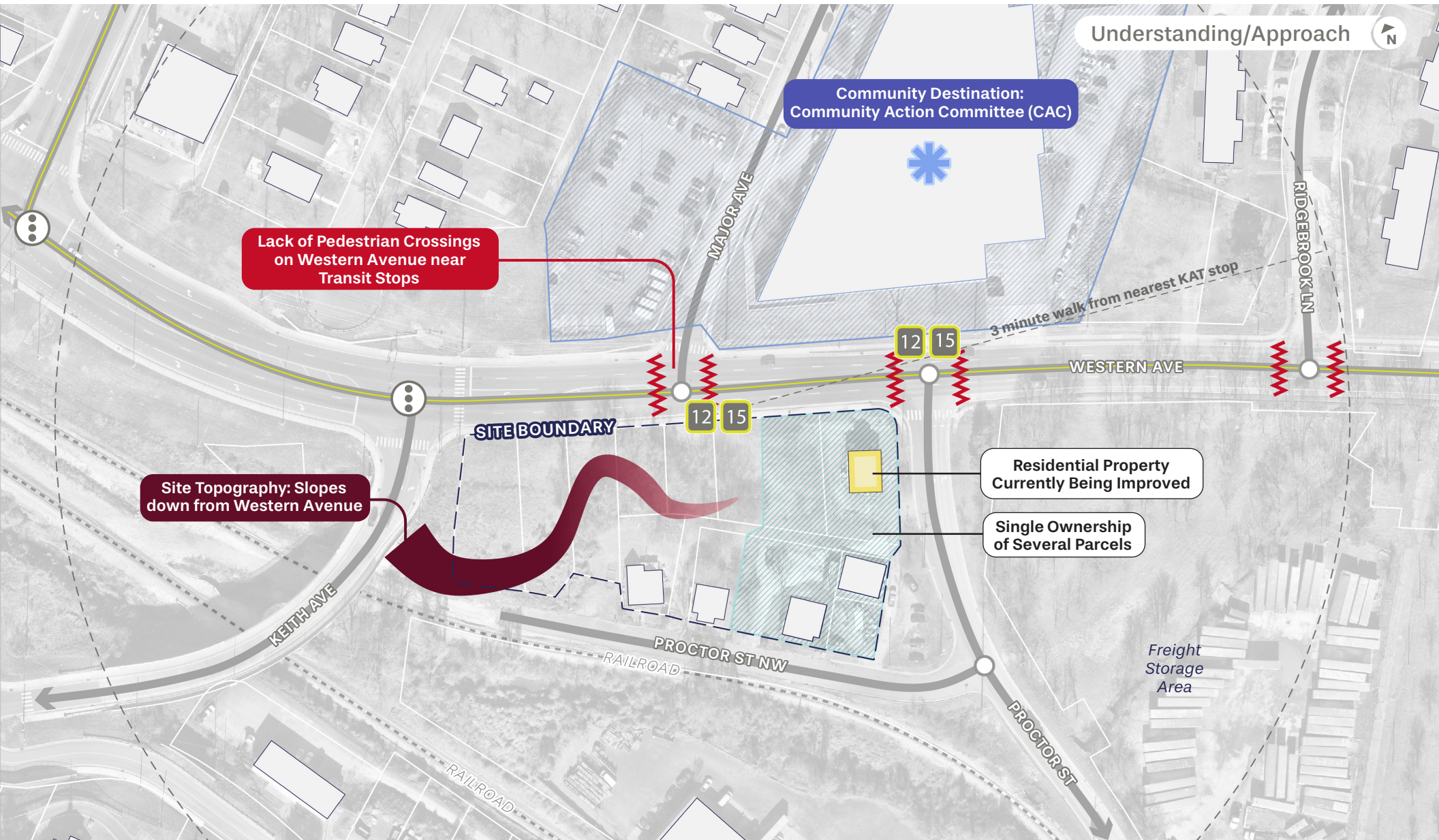


Infill Development Principles

- Fills in a gap within existing neighborhood fabric or built environment.
- Should generally reflect surrounding context for scale and form of new buildings.
- Some degree of increased density and desire for mixed use to align with Transit Supportive Development goals.
- Redevelopment is unique to each site and its surrounding context.
- Is a part of a larger reinvestment and revitalization strategy for a larger area.
- Works to cover key gaps within an area by utilizing a specific, strategic development program.
- Can occur across multiple sites over time with strategic, surgical application across an area or neighborhood.



Existing Conditions



Western & Proctor

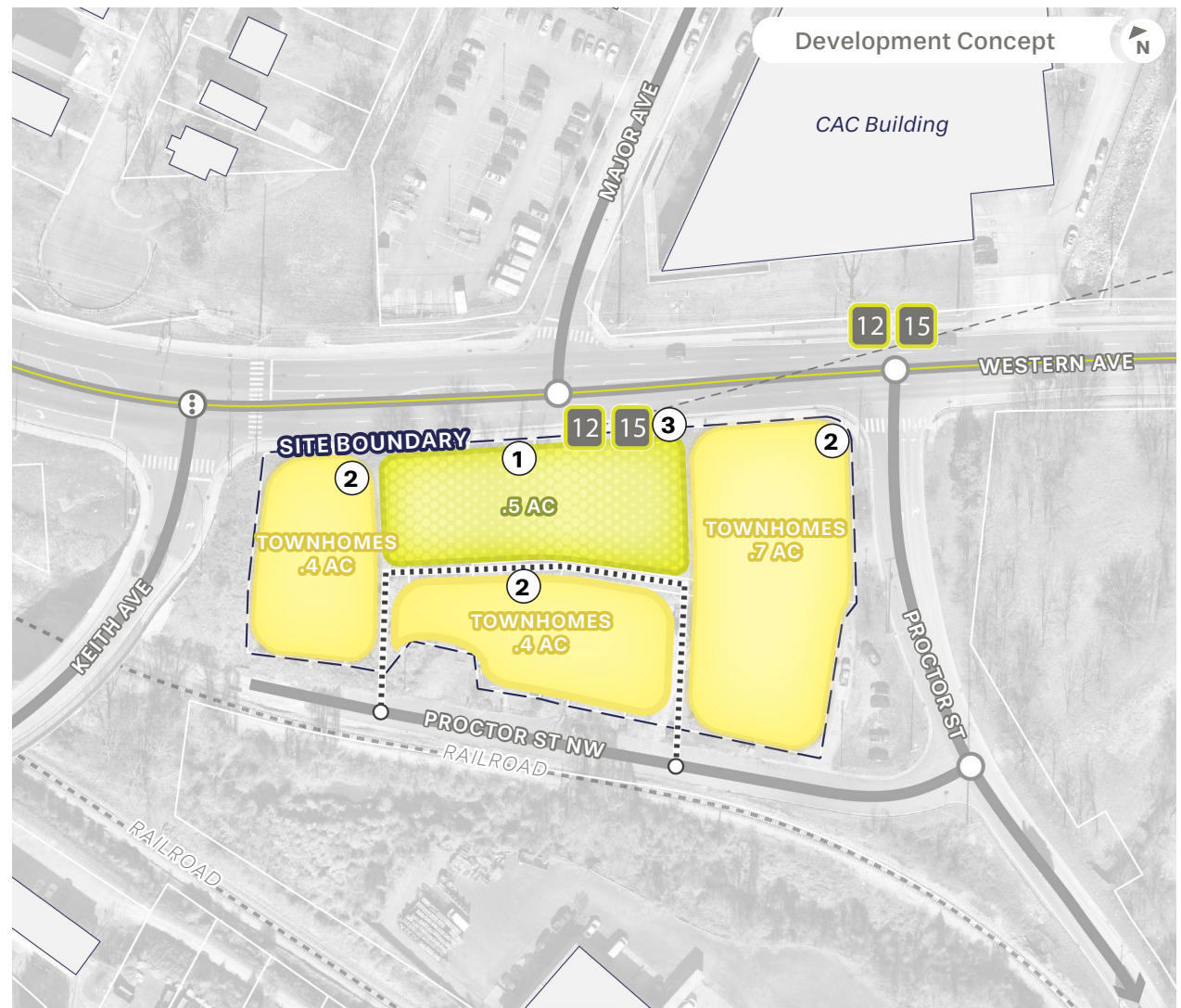
Development Potential

Development Concept Overview

While the site is small, there is opportunity for infill townhome housing along a corridor well-served by transit and proximate to both downtown and many nearby amenities. A central green can allow the townhomes to orient around a shared, neighborhood greenspace.

Development Highlights

- 1 Central public green space serving residents and as an amenity to the transit stop
- 2 Rear-loaded townhomes facing the central green space
- 3 Screen greenspace from Western Avenue for quality and safety purposes

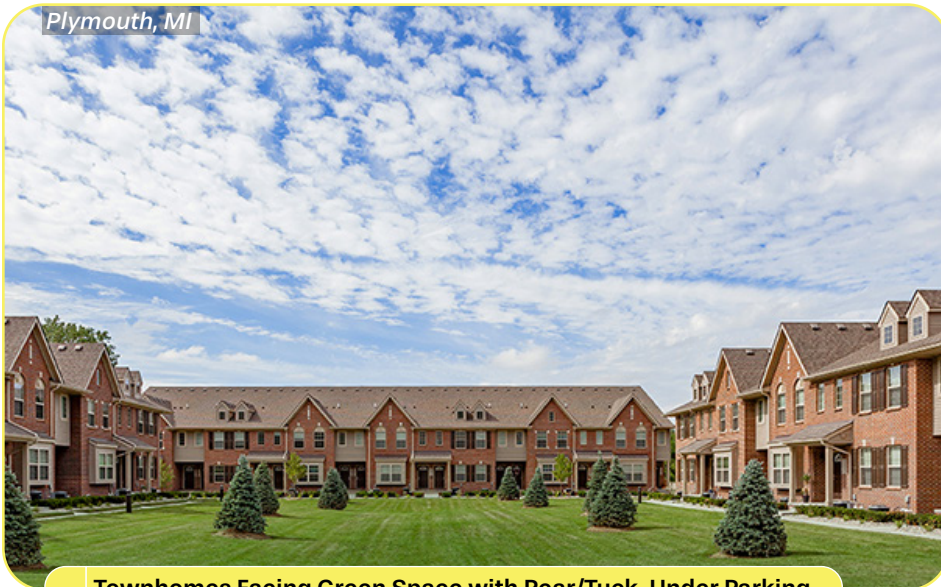




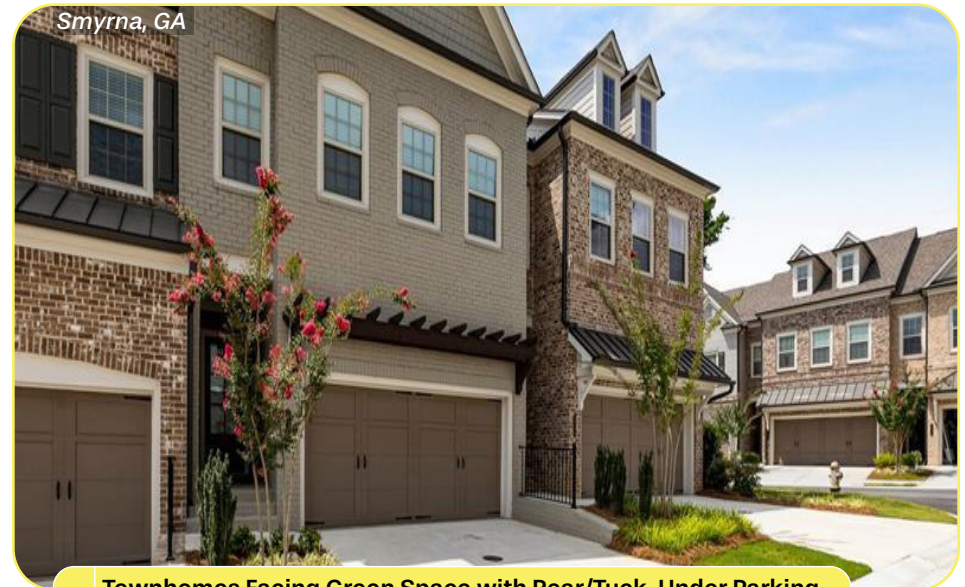
Central Green Space



Pedestrian Crossings across Western Avenue



Townhomes Facing Green Space with Rear/Tuck-Under Parking



Townhomes Facing Green Space with Rear/Tuck-Under Parking

Western & Proctor

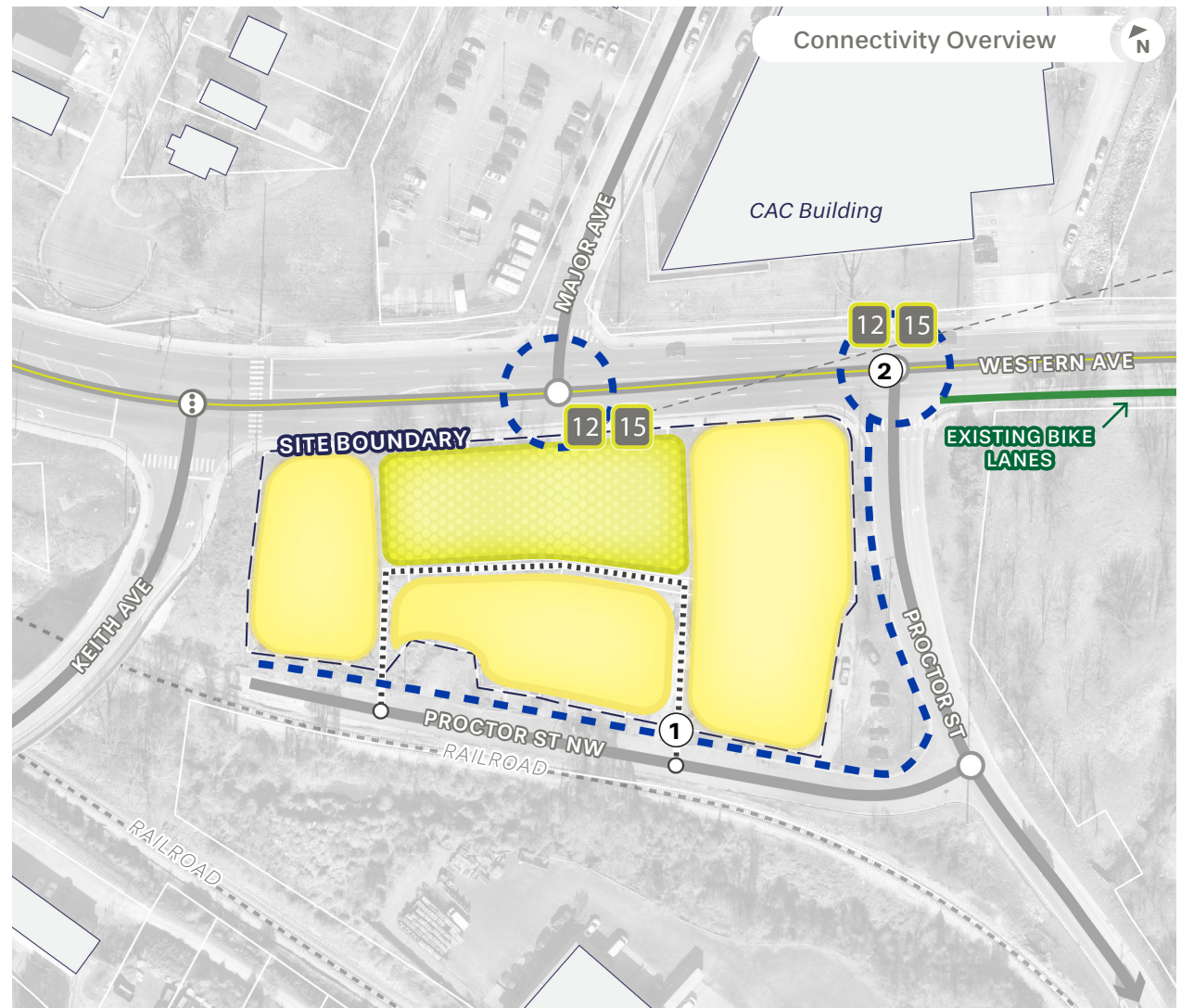
Development Potential

Connectivity Overview

Western and Proctor offers strong potential for walkable, Transit Supportive Development near CAC and key greenway connections. The site benefits from high-frequency KAT service along Western Avenue and access to the Middlebrook Pike Greenway just 1,500 feet south. Improvements such as a High-Intensity Activated Crosswalk (HAWK) signal at Western and Proctor, new sidewalks, and bike route signage could enhance safety and connectivity, linking the site to CAC and surrounding neighborhoods.

Connectivity Highlights

- 1 Residential access to the site in the rear from Proctor Street NW, taking advantage of the site's slope
- 2 Potential for a HAWK signal at Western/Proctor Intersection to promote walkability around the transit stops and the CAC building



Key Considerations for Redevelopment

- The site's topography allows the grade change to be used to help maximize site area and provide parking beneath some of the townhomes.
- The townhouse product type does not exist in the immediate vicinity of the site.
- Current Zoning: The site is a mix of General Commercial and General Industrial Zones. The One Year Plan designates the site as General Commercial. An amendment to the One Year Plan will be necessary for this site to be rezoned and developed as a residential project as depicted by the proposed development concept.

Key Transit & Mobility Considerations

- The Middlebrook Pike Greenway is at the southern terminus of Proctor Street, 1,500 feet from the site.
- Consideration of traffic control improvements at the intersection including pedestrian crossings needed.
- Roadway improvements such as sidewalks are needed on Proctor Street.
- Bike route signage would facilitate connection to the north to the Beardsley Community Farm Trail.

Key Market Considerations

- Due to service providers adjacent to the site, affordable housing development may be a great development opportunity in this location, per submarket trends.
- Alternatively, the site could support workforce and market-rate rents as Western is a major corridor that commuters use, increasing available housing along a commercial-dominated roadway.
- Housing marketability for the site may be challenged due to the surrounding industrial users.

MLK & Ben Hur

Site Profile



Existing Context

The area around MLK Jr Avenue and Ben Hur Avenue in East Knoxville is a neighborhood undergoing active transformation, shaped by its historic legacy and ongoing revitalization. The site is less than 1/4 of a mile south of Magnolia Avenue, which is much more commercial in nature than MLK Jr Avenue. Immediately west of the site, Knoxville's Community Development Corporation (KCDC) has undertaken a four-phase revitalization of outdated affordable housing into high quality mixed-income homes that blend into the established neighborhood fabric.

Property Conditions

The site's main property includes the East Eternal Life Harvest Center Church in addition to a separate stand-alone building. There are also several undeveloped parcels along Ben Hur Avenue. The properties north of MLK Jr Avenue are a mixture of commercial and industrial properties on smaller lots, several of which are in decline or vacant.

Existing Access & Connectivity

This area is close to Downtown Knoxville via MLK Jr Avenue and Summit Hill Drive, including the emerging Covenant Health Park district, located just a mile east of the stadium itself. The site is located less than 1/4 mile south of Magnolia Avenue and is directly served by KAT Route 34, which provides 30-minute frequency service and sees approximately 33 daily boardings at the nearest stop—indicating strong existing transit use. Route 31, running along Magnolia, offers 15-minute frequency service and further enhances regional connectivity. Its proximity and walkability to the Magnolia Avenue corridor makes this an area that has access to many commercial services.

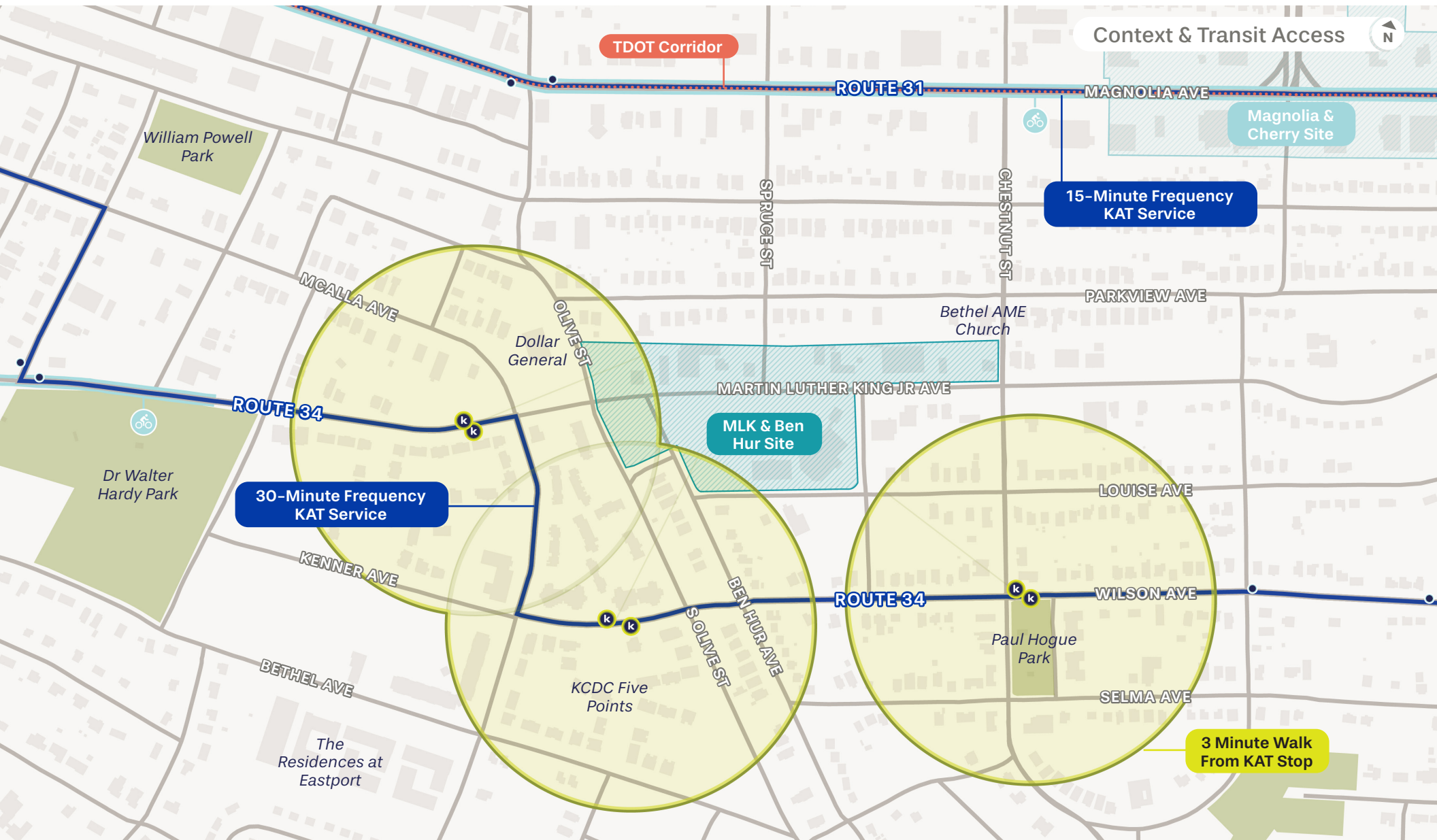
Advancing Transit Supportive Development in Knoxville

MLK Jr Avenue and Ben Hur Avenue is a key opportunity area for advancing Transit Supportive Development in East Knoxville. This is a place where community-led conversations—alongside the City and major stakeholders such as local churches—can shape future investment in ways that are authentic, inclusive, and

reflective of the neighborhood's history. The proximity to KCDC's revitalization efforts just west of the site further underscores the momentum for high-quality, mixed-income development that aligns with East Knoxville's vision for equitable growth.

Parcels	
Site Area / Parcels	11 acres/24 parcels
Parcel Ownership	Industrial Development Board of Knoxville (4 parcels, 3.5 ac), Pavis Blakely Dance (4 parcels, 1.2 ac), Eternal Lives Restoration Outreach (1 parcel, 1 ac), Crawford Doris Scott (2 parcels, 0.9 ac), Mark Deathridge (1 parcel, 0.9 ac), KCDC (3 parcels, 0.5 ac)

Multi-Modal Access	
KAT Transit Routes	34, 31
Bike & Pedestrian Infrastructure	Bike lanes along Magnolia Avenue corridor. A well-connected network of low-stress residential streets nearby make it easy to walk or bike (even without designated bike lanes).



MLK & Ben Hur

Development Potential

Site Understanding & Approach

The site is situated within a primarily residential neighborhood, with a strong concentration of housing to the south and west. North of MLK Jr Avenue, however, the character shifts, with aging commercial and industrial uses offering a contrasting environment, and an opportunity to establish a new urban edge.

X-Factors & Opportunities

- Multiple KCDC housing developments and existing single-family neighborhoods nearby
- MLK Jr Avenue consists of multiple vacant properties, auto/storage businesses, and residential buildings that have been converted to commercial. Opportunity for strategic infill along the corridor
- Existing commercial is active
- Building for the church was a former convenience store/gas station with potential environmental concerns



Infill Development Principles

- Fills in a gap within existing neighborhood fabric or built environment.
- Should generally reflect surrounding context for scale and form of new buildings.
- Some degree of increased density and desire for mixed use to align with Transit Supportive Development goals.
- Redevelopment is unique to each site and its surrounding context.
- Is a part of a larger reinvestment and revitalization strategy for a larger area.
- Works to cover key gaps within an area by utilizing a specific, strategic development program.
- Can occur across multiple sites over time with strategic, surgical application across an area or neighborhood.



Existing Conditions

MLK & Ben Hur

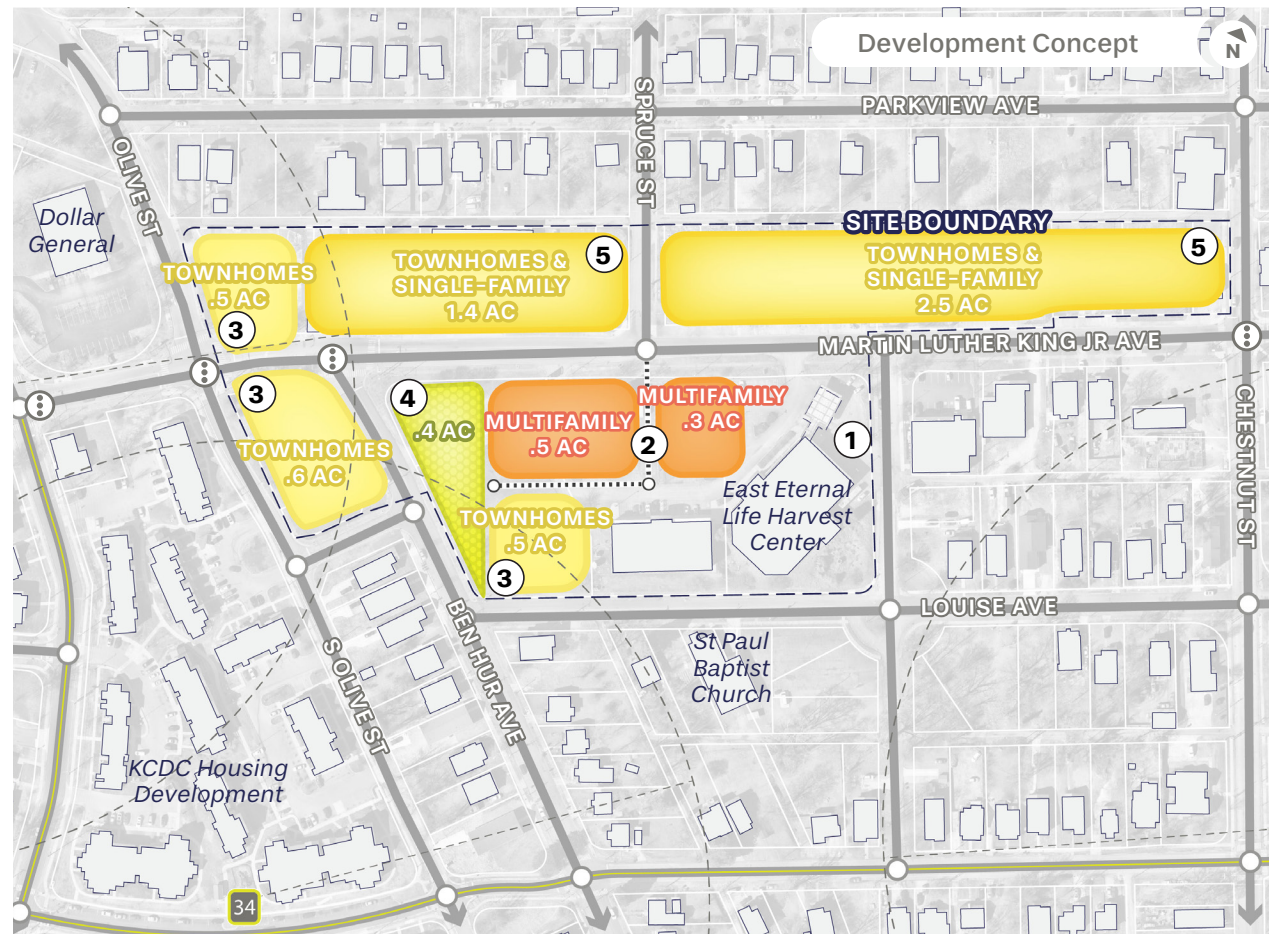
Development Potential

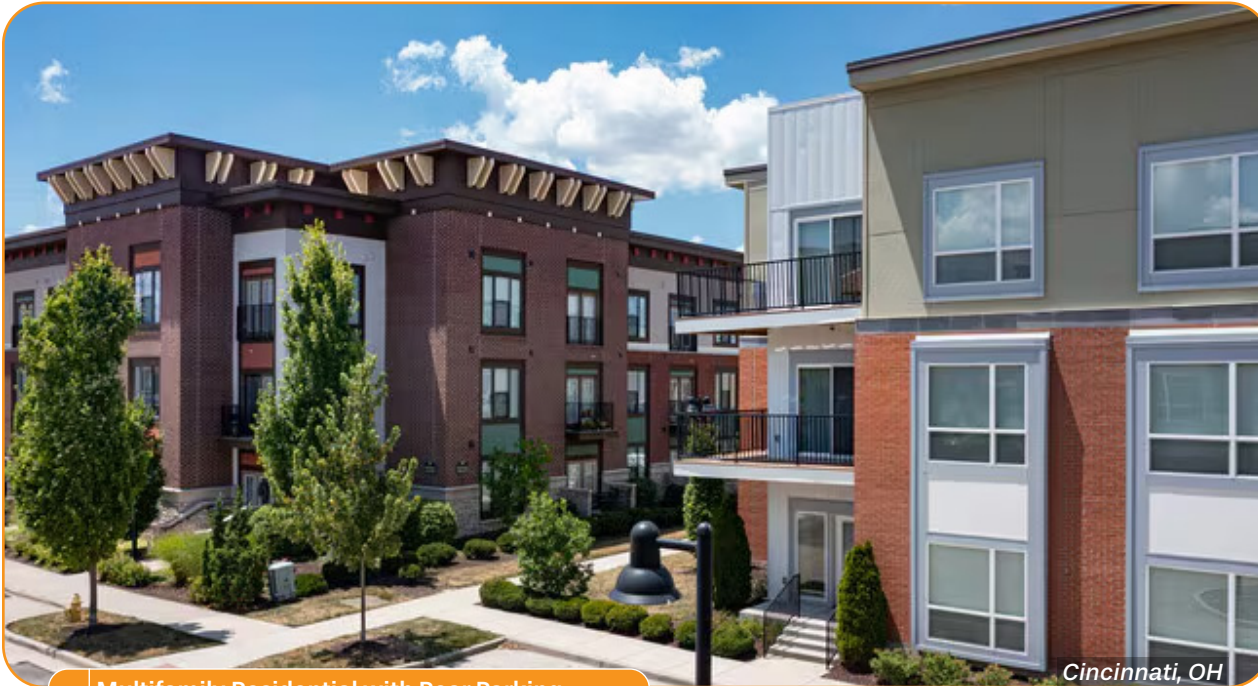
Development Concept Overview

The development concept is grounded in the idea of continuing to knit together a strong residential neighborhood with a variety of housing types. A nearly half-acre triangular green space at the center can serve as a highly visible and accessible open space for the thousands of existing and future residents within walking distance.

Development Highlights

- 1 Existing buildings and uses to remain on the site. Demolition of the unused gas station pump awning
- 2 Small-scale multifamily residential fronting MLK Jr Avenue with extension of Spruce Street into the site for rear parking access
- 3 Townhomes on the edges of the site to blend into the scale of surrounding neighborhoods
- 4 Corner public green space to serve the surrounding neighborhood
- 5 Strategic infill along MLK Jr Avenue with townhomes and single-family homes to match the corridor's existing scale





Multifamily Residential with Rear Parking

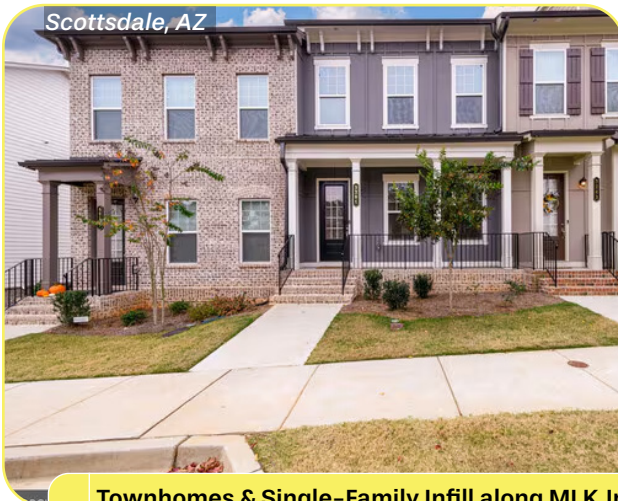
Cincinnati, OH



Townhomes with Rear/Tuck-Under Parking



Corner Greenspace



Scottsdale, AZ

Townhomes & Single-Family Infill along MLK Jr Avenue



Union City, GA



Grandview Heights, OH

Development Potential

A robust and well-connected street network with short block lengths gives this area a strong foundation for walkability. Extending Spruce Street would further enhance connectivity into the heart of the development. Streetscape improvements along MLK Jr. Avenue can accompany redevelopment efforts, taking advantage of the ample right-of-way relative to the roadway width.

- 1** Extend Spruce Street into site for internal site access
- 2** Streetscape and sidewalk improvements to improve walkability and provide shade
- 3** Retain and improve alley access to the rear of new development for townhome and single-family residences along MLK Jr Avenue



Key Considerations for Redevelopment

- Although the total 11-acre area consists of many property owners, the development concept lends itself well to phased implementation. The vision can be realized incrementally, with early "first wins" helping to demonstrate the potential of redevelopment to neighboring properties.
- Existing momentum, bolstered by KCDC's recent efforts around the site, should further support interest in advancing development as property owners become willing to engage.
- Current Zoning: The entirety of the site is zoned C-G-2, which is a flexible commercial zoning district which allows a variety of housing products, including multifamily. The One Year Plan designates this site as a Mixed-Use Special District. The development concept is 100% residential, and while residential can be built within the C-G-2 zoning district, it is not an intuitive place for residential builders to look for potential projects.

Key Transit & Mobility Considerations

- The closest transit service is KAT 34 stop 5 minutes away on MLK Jr Avenue.
- The addition of bike route signage is recommended for the bike lanes north on Magnolia Avenue.
- Add traffic control (all-way or two-way stop) and pedestrian crossings along MLK and site boundary intersections.

Key Market Considerations

- Given submarket trends and recent development, this part of Knoxville would be a prime location for additional affordable housing.
- A variety of housing typologies could be developed for future renters and homeowners to "build back" the neighborhood and offer an ownership option. Additional programs could be created for first-time homebuyers.
- Given market conditions, a small amount of commercial development could be explored.

Hall of Fame Dr & Magnolia Ave

Site Profile



Typology: **Infill Development**

Existing Context

This area is located at the intersection of two prominent corridors, Magnolia Avenue and Hall of Fame Drive, northeast of Downtown Knoxville. West of the site across Hall of Fame Drive is the James White Parkway and its Interchange with I-40. Beyond this highway interchange is Old City and Old North Knoxville. Surrounding uses in nearly every direction include a mix of commercial and light industrial uses. However this site is located at the beginning of the Magnolia Avenue corridor as it heads east and is within walking distance of Covenant Health Park.

Property Conditions

On the site today are a mix of parkings lots, light industrial, and commercial service users. Additionally, Knox County Schools administration has several buildings located within this site. Topography is

notable across the site with changing elevation falling from Magnolia Avenue to Fifth Avenue. There is a rail line along the east side of this site which limits connectivity eastwards.

Existing Access & Connectivity

The major corridors provide efficient access to other neighborhoods and areas of the city, but on a micro scale this site has several access and connectivity concerns. These notable corridors are auto-oriented and could be improved for pedestrian walkability. Both Georgia Avenue and Frazier Street run through the site providing a redundant connection.

Advancing Transit Supportive Development in Knoxville

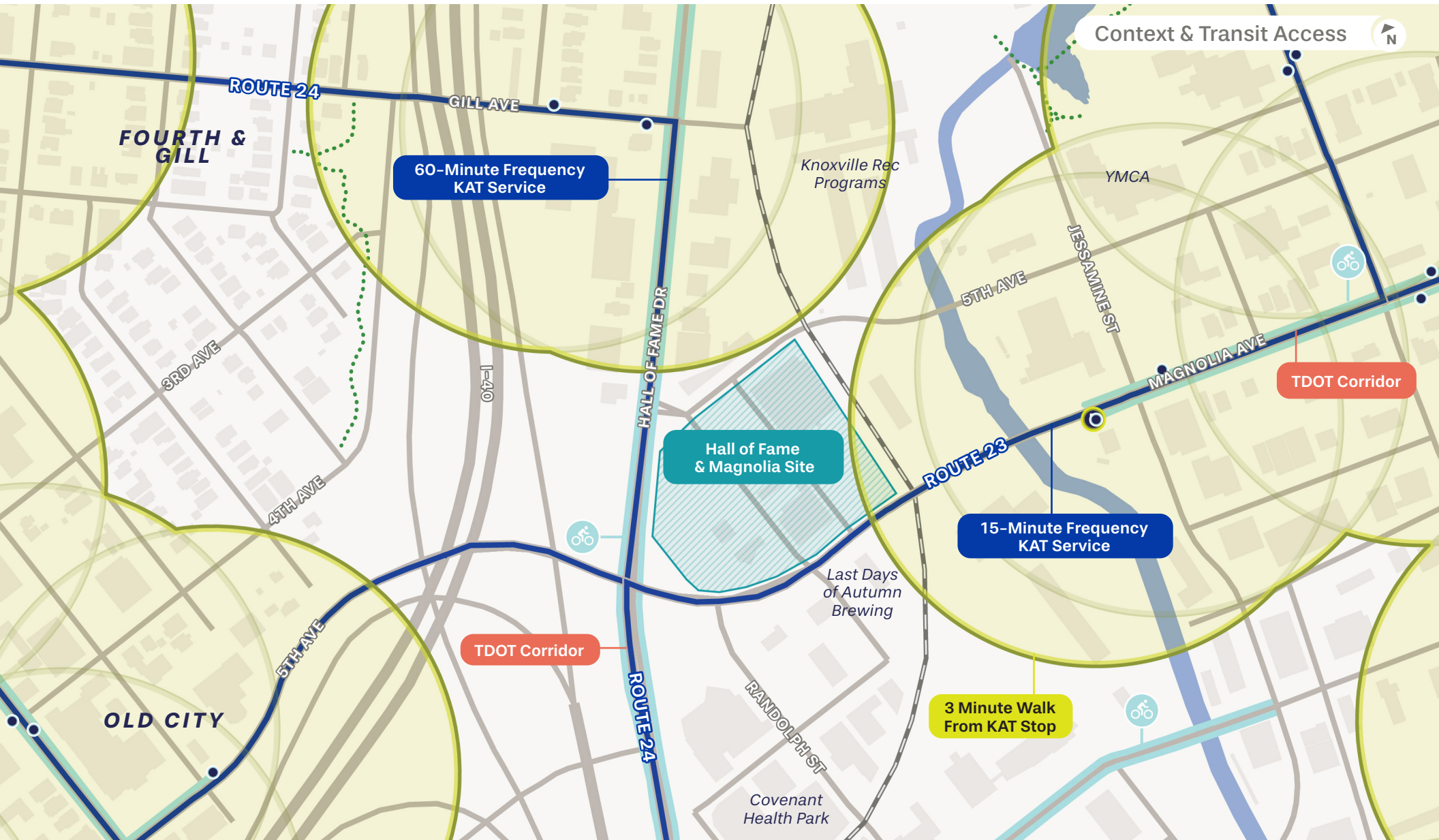
This site sits at the intersection of major corridors served by KAT routes and is close enough to downtown and other destinations to offer value for TSD on the site with an emphasis on residential use taking advantage of nearby KAT access.

Parcels

Site Area / Parcels	5.5 Acres / 27 Parcels
Parcel Ownership	Knox County (14 Parcels, 3.5 Acres) Robert Craton (13 parcels, 2 Acres)

Multi-Modal Access

KAT Transit Routes	23 (15-minute frequency); 24 (60-minute frequency)
Bike & Pedestrian Infrastructure	There are existing bike lanes along Hall of Fame Drive and along E. Magnolia Avenue, east of Frazier Street. There are existing sidewalks along all fronting streets.



Hall of Fame Dr & Magnolia Ave

Development Potential

Site Understanding & Approach

The site's proximity to energetic downtown spaces, such as Covenant Health Park multi-use stadium, and proximity to the KAT Central Station, make it a strong candidate for redevelopment. A new K–8 school is currently under construction at the former Rule High School site, just a 1/2 mile northeast, further enhancing the area's appeal for families and positioning the site as a potential feeder area.

X-Factors & Opportunities

- Context is mostly light industrial in use with freight storage and railroad lines to the east
- Topography of the site presents a challenge to non-motorized site access
- Historic structures present an opportunity for adaptive reuse
- Site sits uphill with prominent visibility, yet pedestrian experience may be hindered by high volume traffic

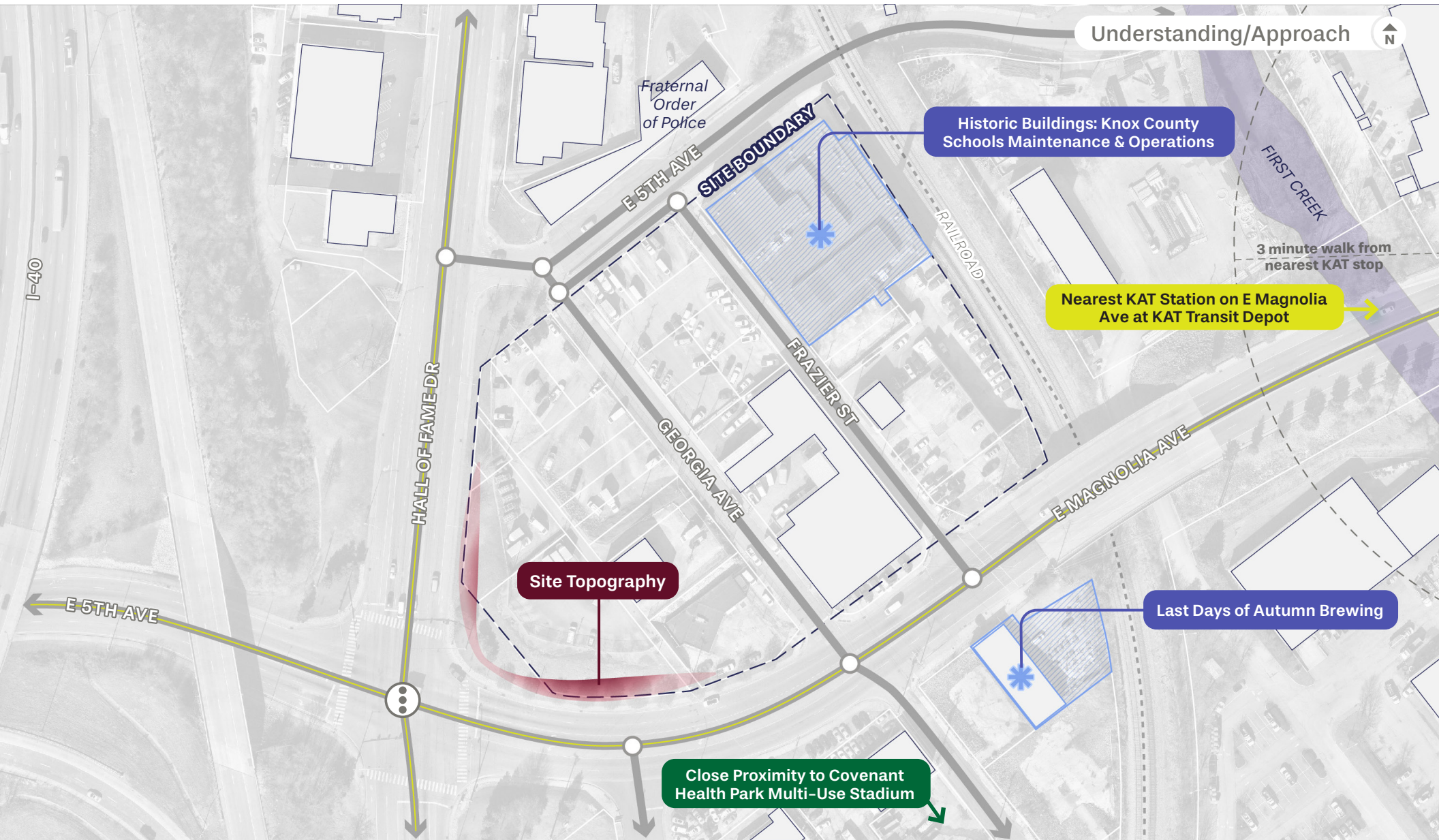


Infill Development Principles

- Fills in a gap within existing neighborhood fabric or built environment.
- Should generally reflect surrounding context for scale and form of new buildings.
- Some degree of increased density and desire for mixed use to align with TSD goals.
- Redevelopment is unique to each site and its surrounding context.
- Is a part of a larger reinvestment and revitalization strategy for a larger area.
- Works to cover key gaps within an area by utilizing a specific, strategic development program.
- Can occur across multiple sites over time with strategic, surgical application across an area or neighborhood.



Existing Conditions



Hall of Fame Dr & Magnolia Ave

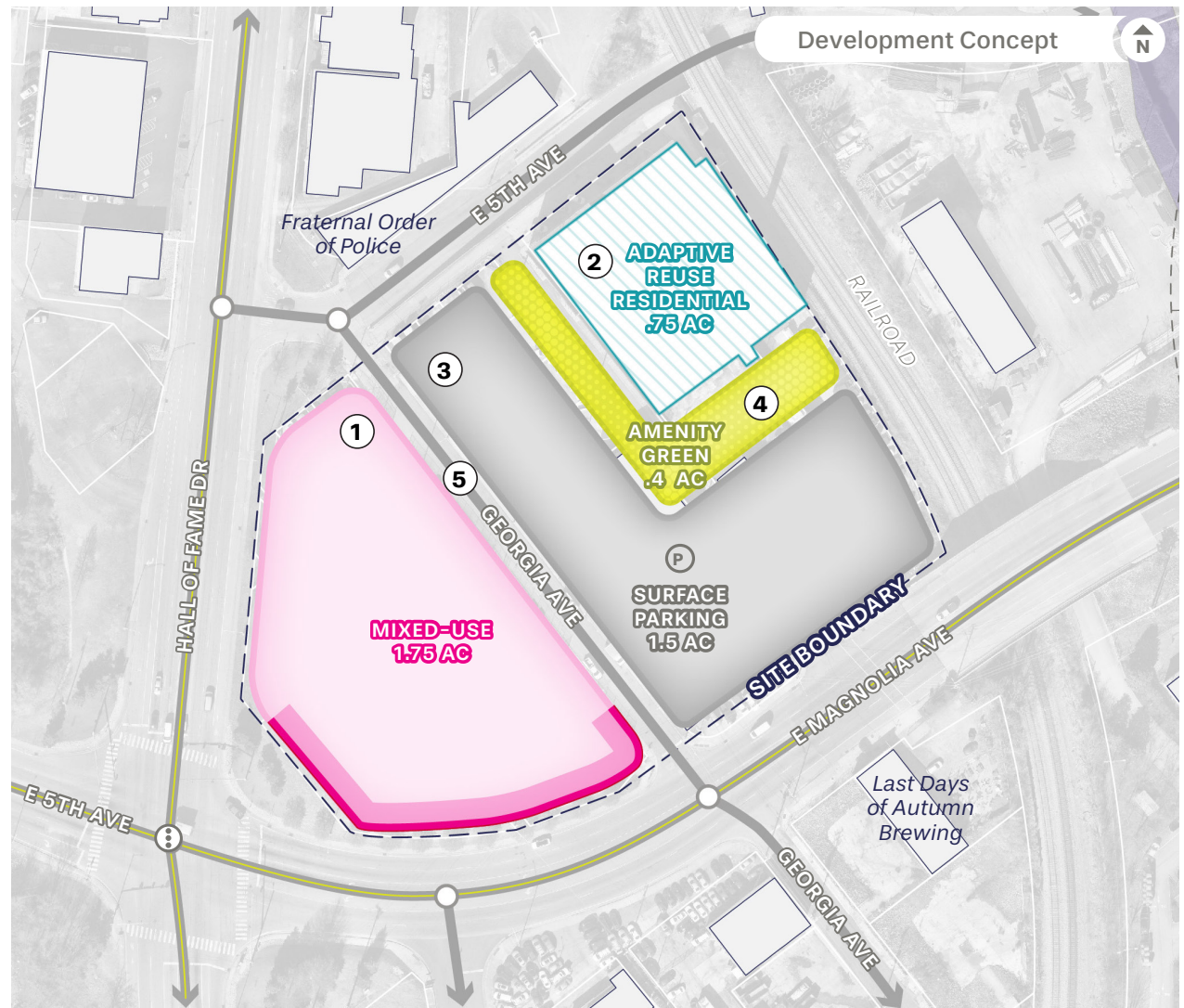
Development Potential

Development Concept Overview

The development concept focuses primarily on residential development with a small opportunity for ground floor retail within a multifamily building. The site has frontage along Hall of Fame Drive and Magnolia Avenue, with a mixed-use building that benefits from high visibility from both corridors due to the site's topography. The Knox County Schools building is identified as a residential reuse opportunity in the north corner of the site.

Development Highlights

- 1 Mixed-use residential building with active ground floor; restaurant or other commercial use to complement nearby brewery
- 2 Adaptive reuse of existing historical building into residential lofts
- 3 Surface parking lot accessed by Georgia Avenue intended to serve the adaptive reuse residential users, but can also offer overflow spaces for active ground floor of mixed-use building
- 4 Private amenity space for residents
- 5 Site access consolidated to Georgia Avenue to create safer intersections and clearer connectivity



Columbus, OH



Mixed-Use Building with Active Ground Floor Uses

New Rochelle, NY



Private Amenity Greenspace for Residential Tenants

Washington, DC



Mixed-Use Building with Active Ground Floor Uses

Cincinnati, OH



Adaptive Reuse into Residential Lofts

Hall of Fame Dr & Magnolia Ave

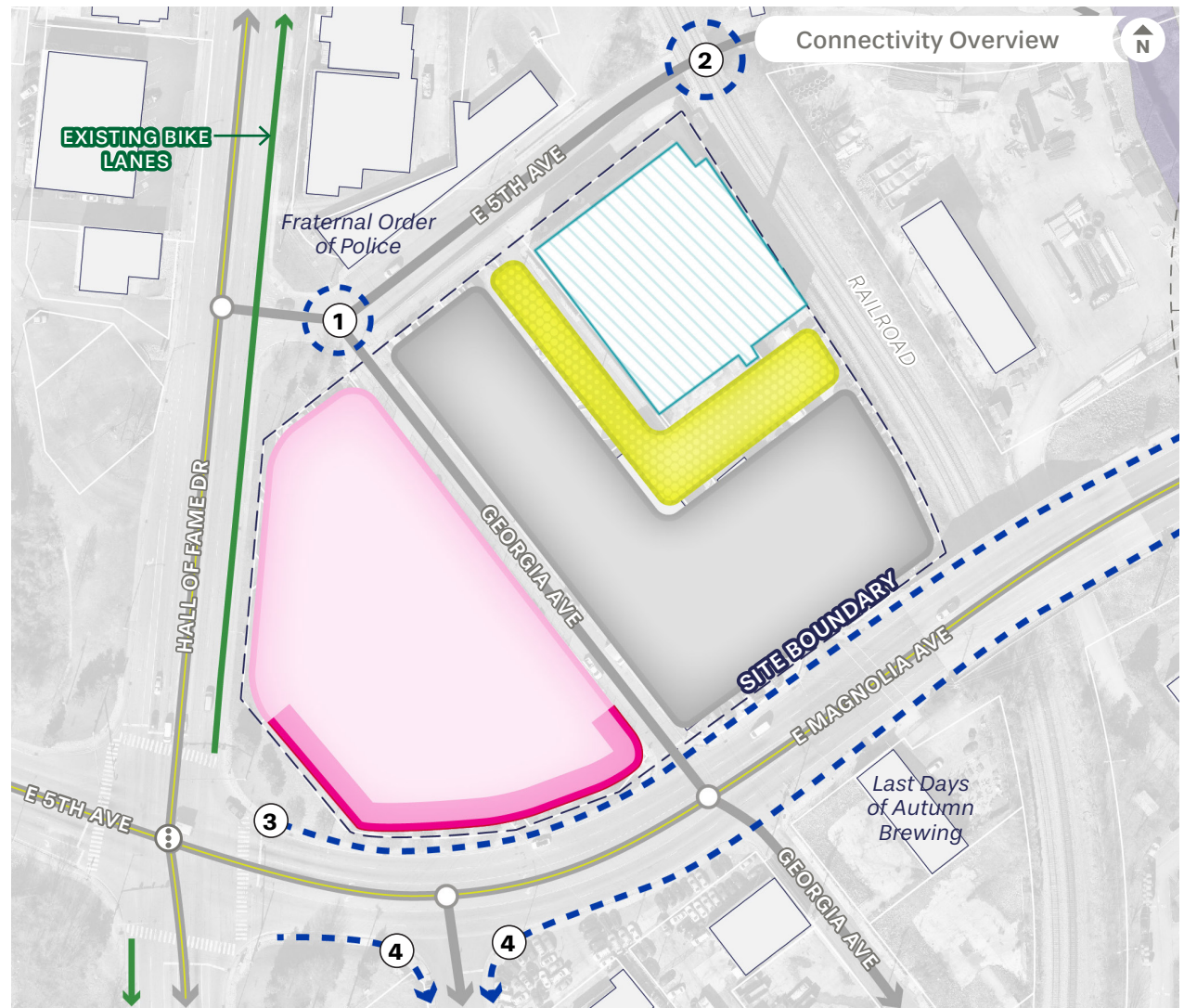
Development Potential

Connectivity Overview

Connectivity enhancements for this area should focus on improved pedestrian connectivity from this site to the east towards neighborhoods and the KAT stop located along Magnolia Avenue. Pedestrian connectivity from this site to the Covenant Health Park multi-use stadium to the south will be important. There are some existing bike lanes along Hall of Fame Drive.

Connectivity Highlights

- 1 Site access consolidated to a single intersection for improved safety
- 2 Lighting and improvements to rail underpass for increased walkability from site
- 3 Streetscape improvements to enhance walkability to nearest KAT stop along Magnolia Avenue
- 4 Streetscape improvements to enhance walkability to Covenant Health Park multi-use stadium



Key Considerations for Redevelopment

- This site is somewhat isolated and adjacent properties likely will not provide much synergy to the redevelopment of this site.
- A primarily residential program of this site makes sense due to the proximity to KAT access, downtown, and Covenant Health Park.
- This site can act as a gateway development for the beginning of the Magnolia Avenue Corridor.
- The opportunity for reuse of the Knox County Schools building into residential lofts would add a unique character to the overall development of this site.
- The concept plan includes shared surface parking between the two buildings.

Key Transit & Mobility Considerations

- Internal site layout and connectivity focuses on minimizing redundancies of the street network to maximize development site sizes.

- External connectivity should focus on pedestrian realm and connectivity along Magnolia Avenue which would better connect this site to neighborhoods, businesses, and the KAT stop along the corridor.

Key Market Considerations

- This is a standalone infill development site.
- The site has high visibility from multiple prominent corridors and the highway to the west.
- Its proximity to Covenant Health Park and downtown would make residential development viable for this site.
- Adaptive reuse is a unique form of development that would require certain investors interested and familiar with the complexities of that type of project. However, the reuse opportunity identified could add unique historic character to the overall site program.

North Broadway

Site Profile



Typology: **Plaza Redevelopment**

Existing Context

The site is bounded to the east by First Creek, with a large portion of the 30-acre site falling within the 100-year floodplain of First Creek. Established neighborhoods exist to the east of First Creek. Industrial uses and aging, stand-alone retailers border the site to the south and along the western side of the North Broadway Corridor. This portion of North Broadway, which is a TDOT roadway, is 4–6 lanes wide and has an average daily traffic count of nearly 20,000 vehicles.

Property Conditions

Built in 1963, Northgate Plaza now has over 123,000 square feet of vacant space, more than 1/2 its total leasable area. A second building, also over 50% vacant, houses an active Office Depot. About 37% of the 30-acre site is surface parking. The site sits 15–20 feet below North Broadway, with steep topography at access points, especially on the northern end.

Existing Access & Connectivity

There are multiple access points into the site, granting it good connectivity from all directions. There are two different bridge crossings over First Creek connecting the site to the residential area east of it, not including Mineral Springs Avenue. KAT Route 22 runs along Broadway with 30-minute service and two high-ridership stops directly in front of the site, averaging 60 daily boardings and departures. Route 15, also with 30-minute service, runs 0.2 miles east along Whittle Springs Road. The site is less than ½ mile from interstate 640, providing strong connectivity to the regional transportation network.

Advancing Transit Supportive Development in Knoxville

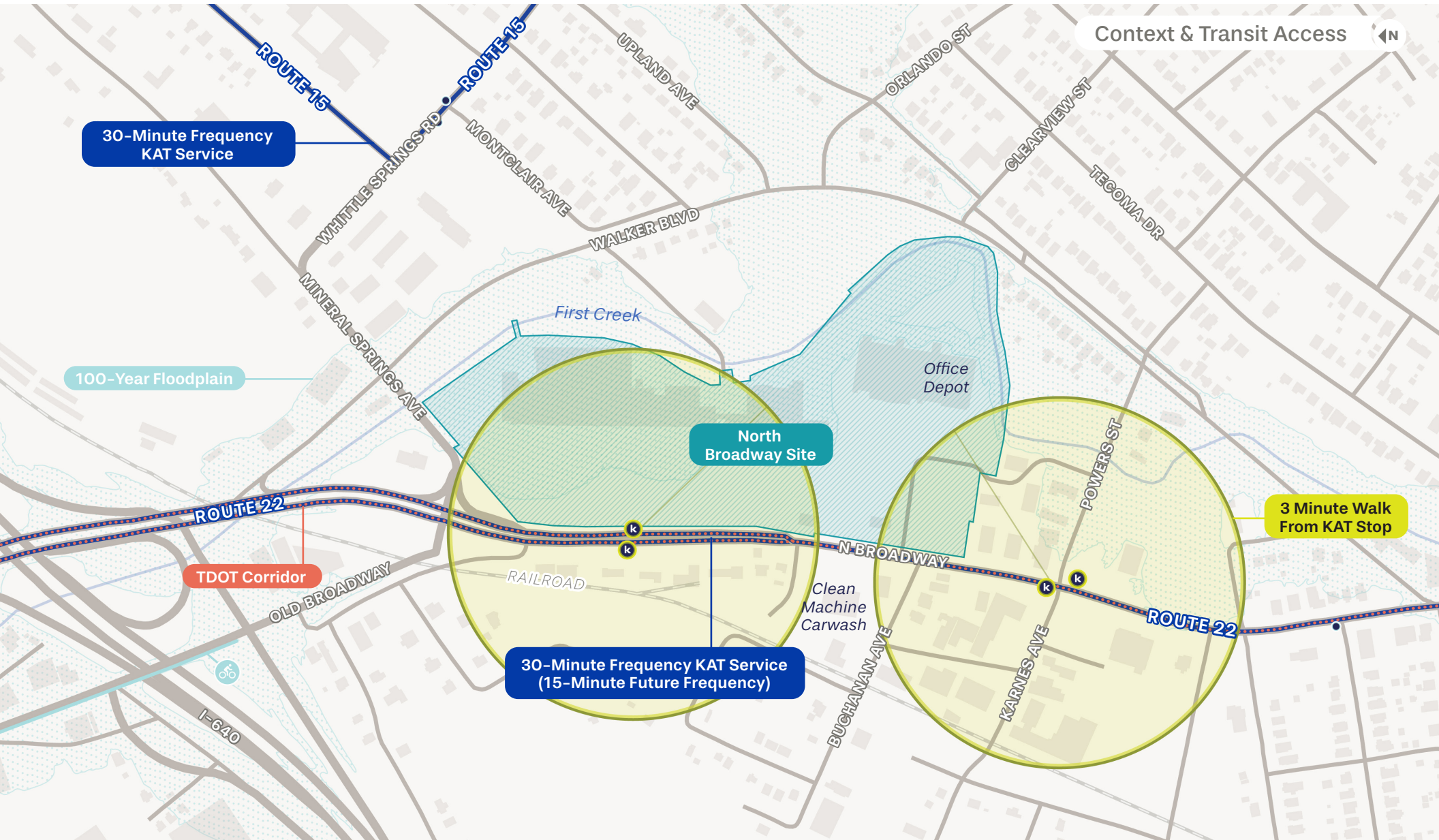
This high-impact, high-visibility site offers a unique opportunity to deliver new housing, jobs, and a public park in a resilient, transit-supportive setting. The future of this site should be focused on walkable pedestrian scaled development and less on the auto-oriented design of its past and current layout.

Parcels

Site Area / Parcels	31 acres / 10 Parcels
Parcel Ownership	United Way of Greater Knox Inc (2 parcels, 13.9 ac), Robert Monday (3 parcels – 10.1 ac), Northgate Associates LLC (2 parcels, 4 ac), K-VA-T Food Stores Inc (1 parcel, 0.6 ac), Pardon Enterprises Inc (1 parcel, 0.2 ac)

Multi-Modal Access

KAT Transit Routes	15, 22
Bike & Pedestrian Infrastructure	Consistent sidewalks along North Broadway and in abutting neighborhoods, but no connections through site. No bike infrastructure present in or around site.



North Broadway

Development Potential

Site Understanding & Approach

The site's redevelopment depends largely on owner willingness and floodplain constraints. With a single owner controlling most of the property, their involvement is critical. Although the floodplain restricts buildable areas, it also offers an opportunity to incorporate features such as a stormwater park or surface parking. A thoughtfully designed park could serve both current residents and future users, with internal streets helping to create smaller blocks and a clearly defined public realm.

X-Factors & Opportunities

- Multiple vacancies in the shopping center, ripening the redevelopment argument
- A significant amount of the site (including location of existing shopping center) is within the 100-year floodplain
- Majority of the site under single ownership
- Interstate Access (I-640)
- Opportunity to redevelop a high-profile site as a proof of concept for Transit Supportive Development.



Plaza Redevelopment Principles

- New development should recognize that surrounding infrastructure was built to support higher volumes of daily users and activity on the site.
- Size of these sites offers considerable potential for multiple buildings, phases, and use types.
- Introduce a new mix of uses in addition to retail/commercial, typically including a residential component.
- Future program on the site should become a center for the community as it was originally intended.
- Shift the focus of these sites' past lives away from car-oriented to people-oriented in layout, scale, and character.



Existing Conditions



North Broadway

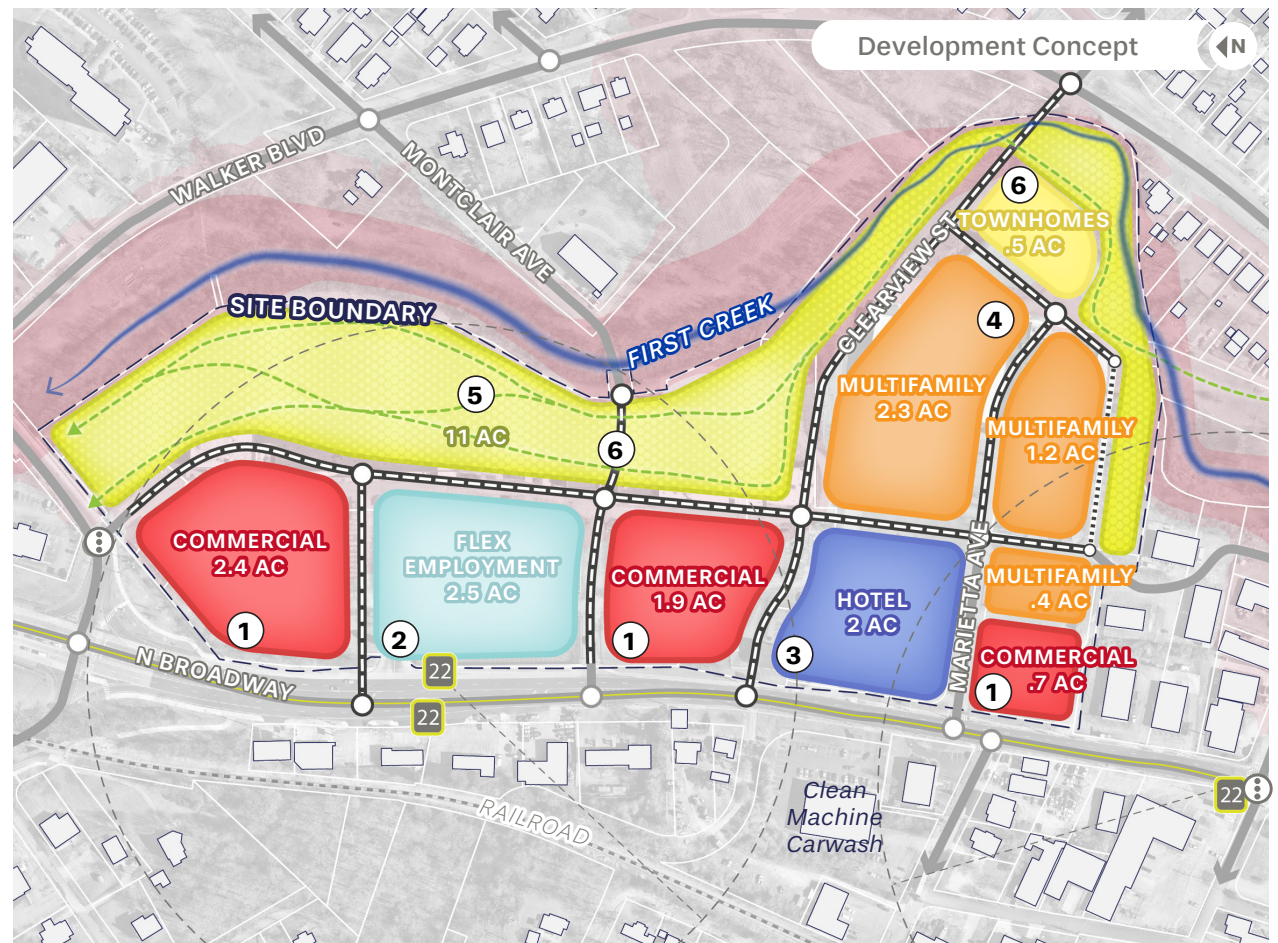
Development Potential

Development Concept Overview

The proposed internal roadway bisects the site, establishing a network of blocks, each supporting different redevelopment opportunities. These include commercial and employment uses, a hotel, and multifamily housing. Redevelopment can reposition buildings outside the 100-year floodplain and create a signature stormwater park that improves flood storage, water quality, and community resilience while also serving as a recreation asset of over 10 acres that would provide substantial green space for the community.

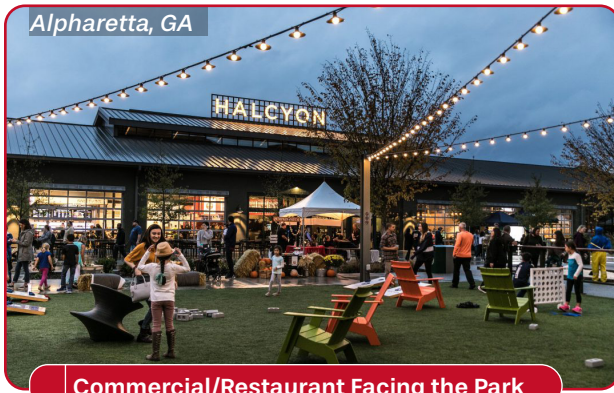
Development Highlights

- 1 Commercial outlot buildings along North Broadway
- 2 Opportunity for employment uses (i.e. office, institutions, workforce development) taking advantage of proximity to the interstate
- 3 Opportunity for a hotel due to proximity to the interstate
- 4 Mix of housing types closer to the existing neighborhood
- 5 Stormwater park within the floodplain along First Creek as a new amenity for the development and existing nearby residents
- 6 Townhomes fronting the park and First Creek





Outlot Commercial along Broadway



Commercial/Restaurant Facing the Park



Flex Employment Uses



Multifamily Residential



Stormwater Park along First Creek



Multifamily Residential



Townhomes

North Broadway

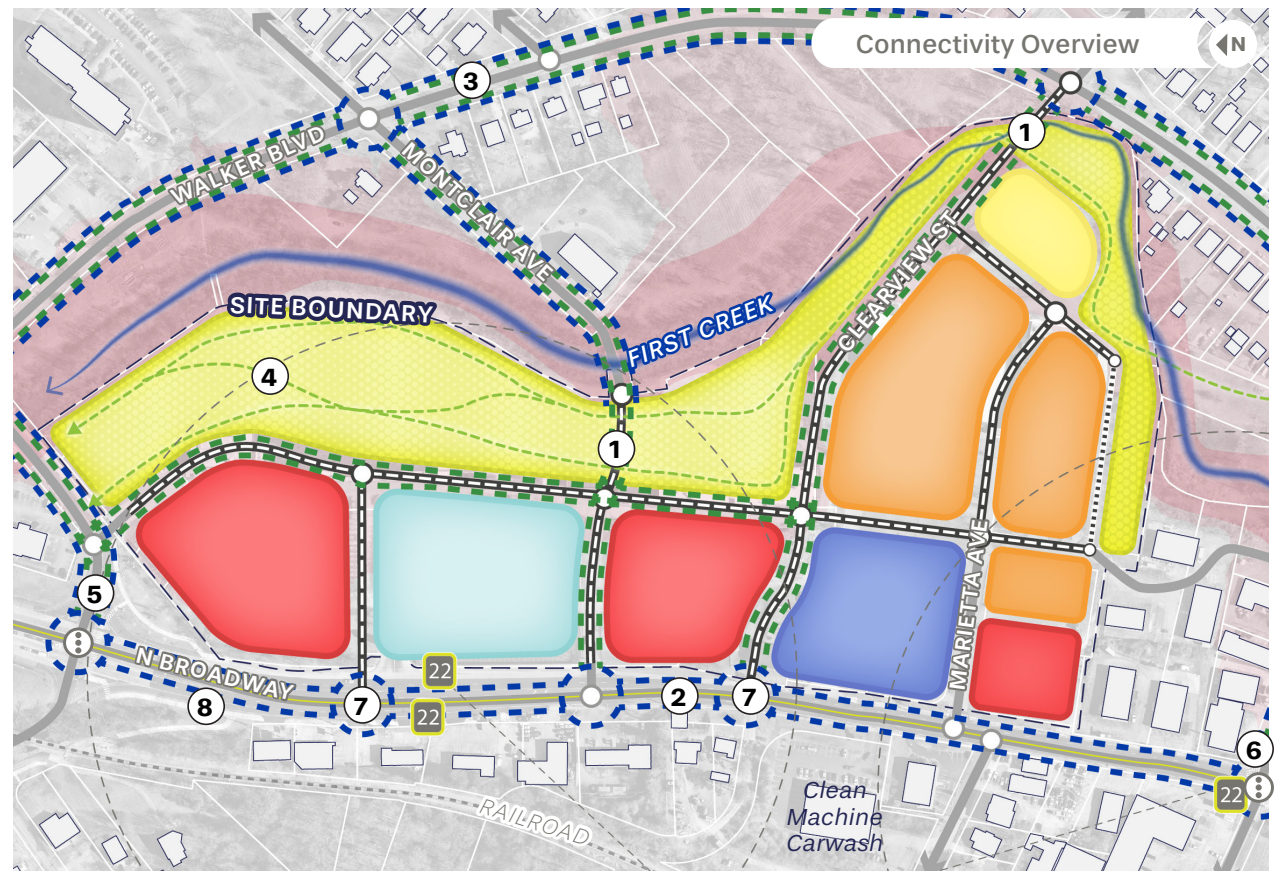
Development Potential

Connectivity Overview

The site's redevelopment potential to create a walkable neighborhood will require roadway infrastructure within the site as well as improvements to surrounding street network for walkability and bikeability. A greenway connection through the potential stormwater park would strengthen walkability and eventually link to the First Creek Greenway, reinforcing multimodal access and long-term livability.

Connectivity Highlights

- 1** Continue existing access points as internal roads through the development and connecting to North Broadway, including bike and pedestrian infrastructure
- 2** Utilize appropriate access management techniques at intersections to ensure safe entry/exit from North Broadway
- 3** Bike/pedestrian facilities needed along Walker Boulevard
- 4** Include paths/trails along First Creek and throughout the proposed park
- 5** Consider Bike/pedestrian infrastructure improvements at Broadway & Mineral Springs Avenue
- 6** Bike/pedestrian connections from North Broadway to Walker Boulevard via Powers Street
- 7** Intersection enhancements such as formalized entrances, roads into site, including traffic control, and pedestrian crossings
- 8** New sidewalks on western side of Broadway are needed



Key Considerations for Redevelopment

- A key consideration for redevelopment is repositioning building pads outside the 100-year floodplain. Best practices should be applied, including locating parking or other non-habitable uses at ground level, elevating living spaces to the second floor or higher, and ensuring all structures are built above the base flood elevation (BFE). Incorporating stormwater best management practices (BMPs) —such as bioretention areas, permeable paving, and green infrastructure—is critical to manage runoff and protect adjacent properties.
- The site may also benefit from a balanced cut-and-fill strategy to increase stormwater storage capacity while raising targeted development areas above the BFE, potentially removing them from the regulatory floodplain. This approach can improve both the feasibility and resilience of redevelopment.
- The signature park, located in the floodplain, could bridge the new development and the existing

neighborhood, serving as both a buffer and a shared gathering space.

- Current Zoning: The site is primarily zoned C-G-3, with a portion zoned C-G-2. C-G-3 allows for large-scale, mixed-use development with no height limits or residential density caps. Intended for major commercial corridors, this zoning aligns with the proposed development vision.

Key Transit & Mobility Considerations

- Connecting Montclair Avenue through the site, connecting to Broadway, with bike and pedestrian enhancements along the existing and new portion of Montclair Avenue.
- Bike/pedestrian facilities needed along Walker Boulevard and Powers Street, better connecting the residential area into the site.
- Improve transit stop on Broadway by providing shade and seating.
- Intersection enhancements to provide traffic control (traffic signal) and pedestrian crossing across Broadway to adjacent businesses and transit services.

Key Market Considerations

- This is a large site to explore a master planning effort that requires very little land assembly. A phased development plan is most likely to be explored given environmental considerations. Coordination with the current property owners prior to further exploration of this development potential will be necessary.
- The access to Interchange 640 allows the site to become an employment center and could offer a hotel to serve visitors. Neighborhood supportive retail, office, and other local businesses, including a specialty restaurant, could transform this site into a vibrant area.
- Increased housing density, given proximity to the interchange, makes this site an ideal location for apartment development that complements the surrounding single-family neighborhood and could support workforce rents. Current parking requirements for apartment development may increase development costs.

Clinton Highway

Site Profile



Typology: **Plaza Redevelopment**

Existing Context

The largest of the 13 sites, this consolidated area is located along the auto-oriented suburban commercial corridor of Clinton Highway. It lies four miles from Downtown Knoxville, about one mile north of I-640, and 1/2 a mile west of I-75.

Property Conditions

A substantial portion of the site consists of existing commercial buildings, including a Food City grocery store, a big-box retail space, and a collision center. A newly constructed Firestone Complete Auto Care center (built in 2025) sits at the signalized intersection along Clinton Highway. Several standalone commercial businesses line Merchant Drive, with an office and industrial building located directly behind them.

Existing Access & Connectivity

In 2024, daily traffic volumes along Clinton Highway near the site exceeded 25,000 vehicles, while Merchant Drive, which provides direct access to I-75, recorded over 15,000 vehicles daily. These high counts reflect the site's excellent access and visibility within the community. Wallace Memorial Baptist Church, a large institutional facility, is located west of Merchant Drive. While a mid-block pedestrian crossing connects the church to the site, pedestrian access is limited by a lack of sidewalks on the east side of Merchant Drive and the auto-centric design of the five-lane road. However, existing internal access drives within the site suggest potential for a new public street network.

Advancing Transit Supportive Development in Knoxville

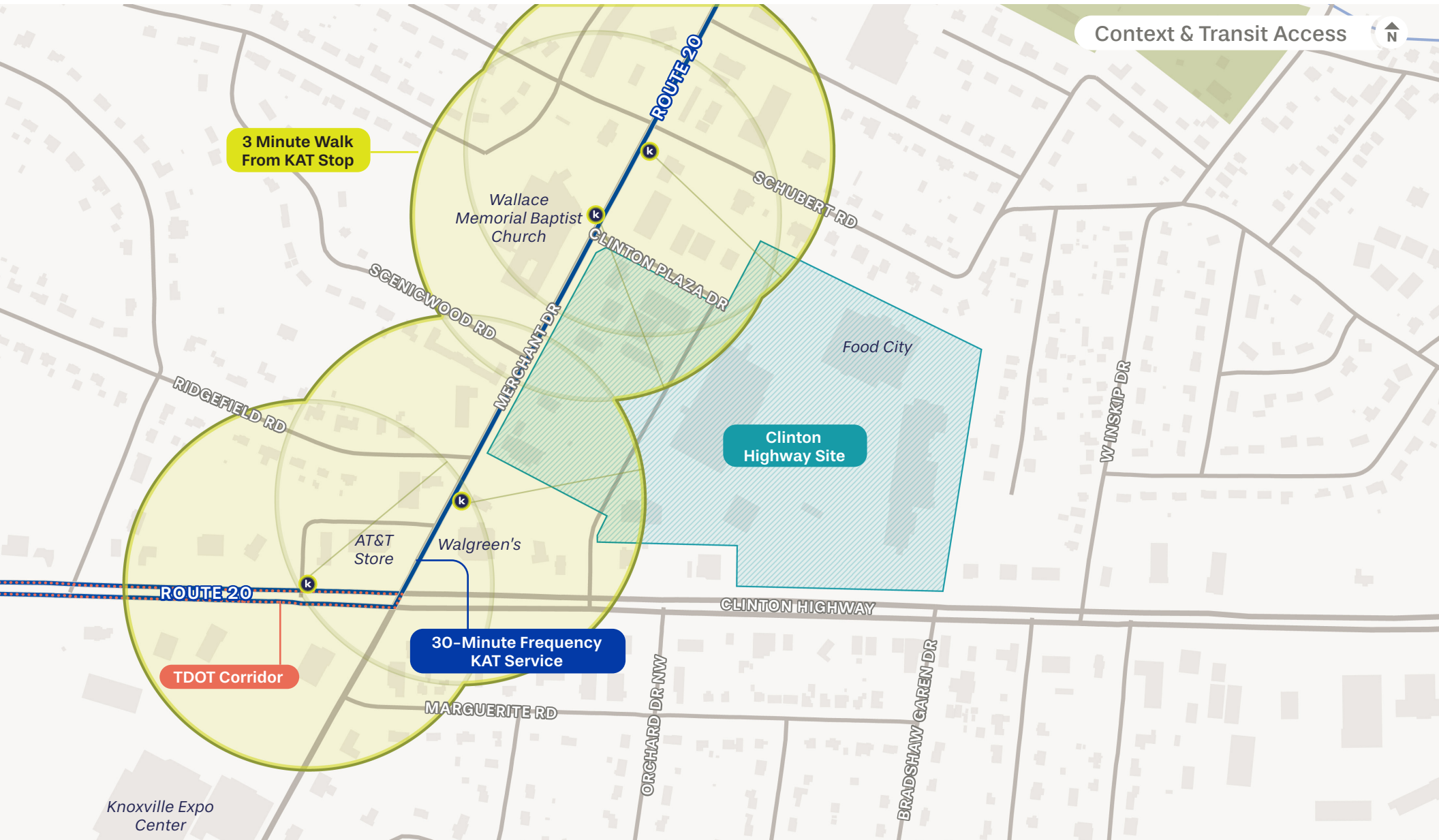
KAT Route 20 runs along Merchant Drive and provides 30-minute frequency service. Two bus stops located within 0.2 miles of the site each average more than 45 daily boardings and departures, reflecting strong transit ridership in the area and supporting the case for more transit supportive development.

Parcels

Site Area / Parcels	35 acres / 19 Parcels
Parcel Ownership	Clinton TN LLC (2 parcels, 17 ac), William Monday (5 parcels, 9 ac), Scenic Wood GP (6 parcels, 4 ac), Whitehead Properties LLC (2 parcels, 12 ac)

Multi-Modal Access

KAT Transit Routes	20
Bike & Pedestrian Infrastructure	No safe pedestrian routes along Clinton Highway. Inconsistent sidewalks along Merchant Drive. Excessive curb cuts cuts may create difficult bike or pedestrian navigation around site.



Clinton Highway

Development Potential



Typology: **Plaza Redevelopment**

Site Understanding & Approach

A fundamental understanding to this site is the apparent success of existing large commercial buildings on the site's east side (Food City and the commercial strip center next to it). These both appear to be doing well, with little vacancy, and therefore should be supportively planned around, not replaced. The depth of Food City in particular from both Clinton Hwy and Merchant Drive, invites creative reuse of underutilized surface parking.

X-Factors & Opportunities

- Site size and configuration present opportunity for phased redevelopment
- New blocks and road extensions can create a more pedestrian-friendly feel and scale
- Multifamily oriented around a central green can be complemented by existing nearby uses, such as the grocery store

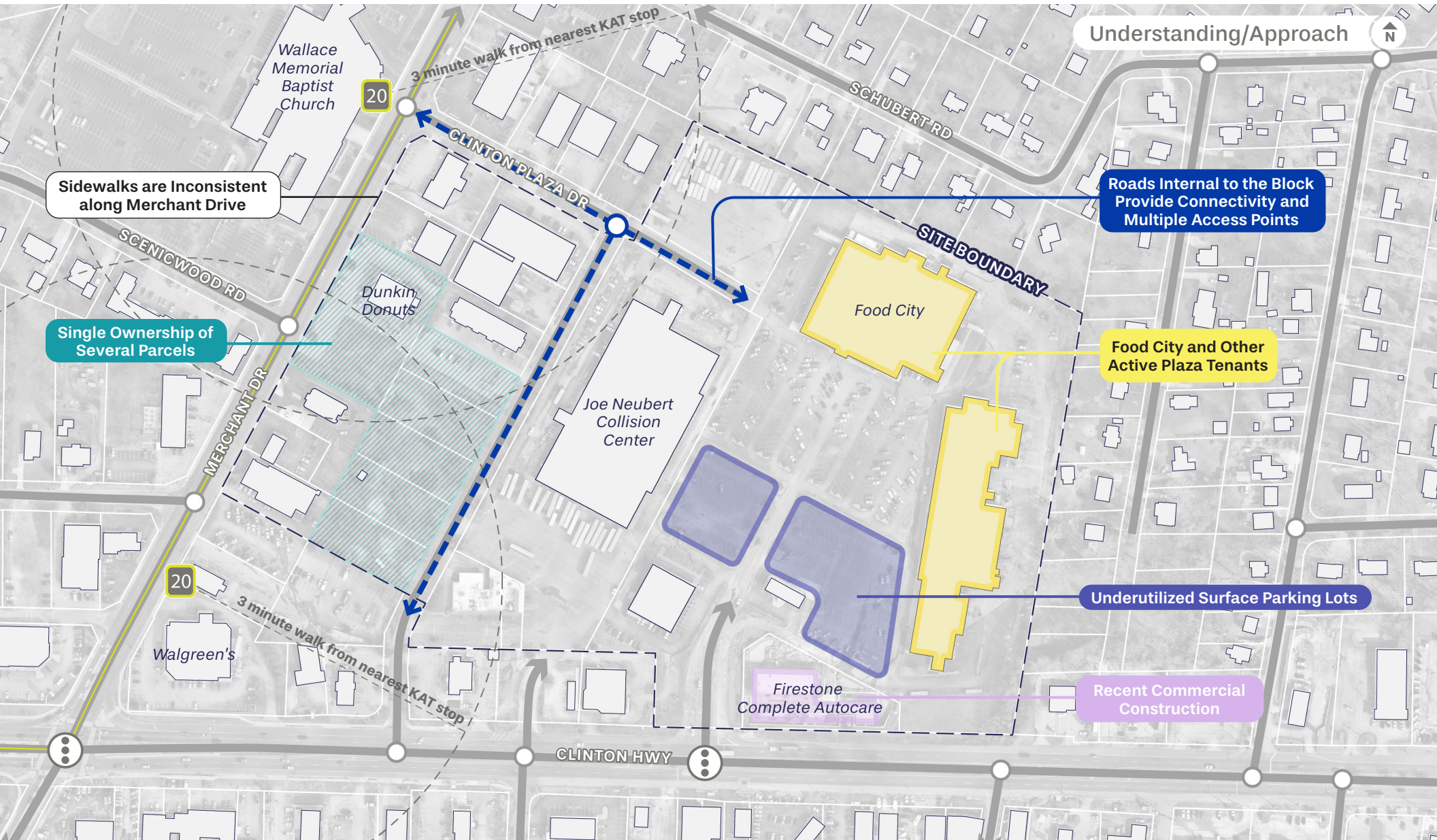


Plaza Redevelopment Principles

- New development should recognize that surrounding infrastructure was built to support higher volumes of daily users and activity on the site.
- Size of these sites offers considerable potential for multiple buildings, phases, and use types.
- Introduce a new mix of uses in addition to retail/commercial, typically including a residential component.
- Future program on the site should become a center for the community as it was originally intended.
- Shift the focus of these sites' past lives away from car-oriented to people-oriented in layout, scale, and character.



Existing Conditions



Clinton Highway

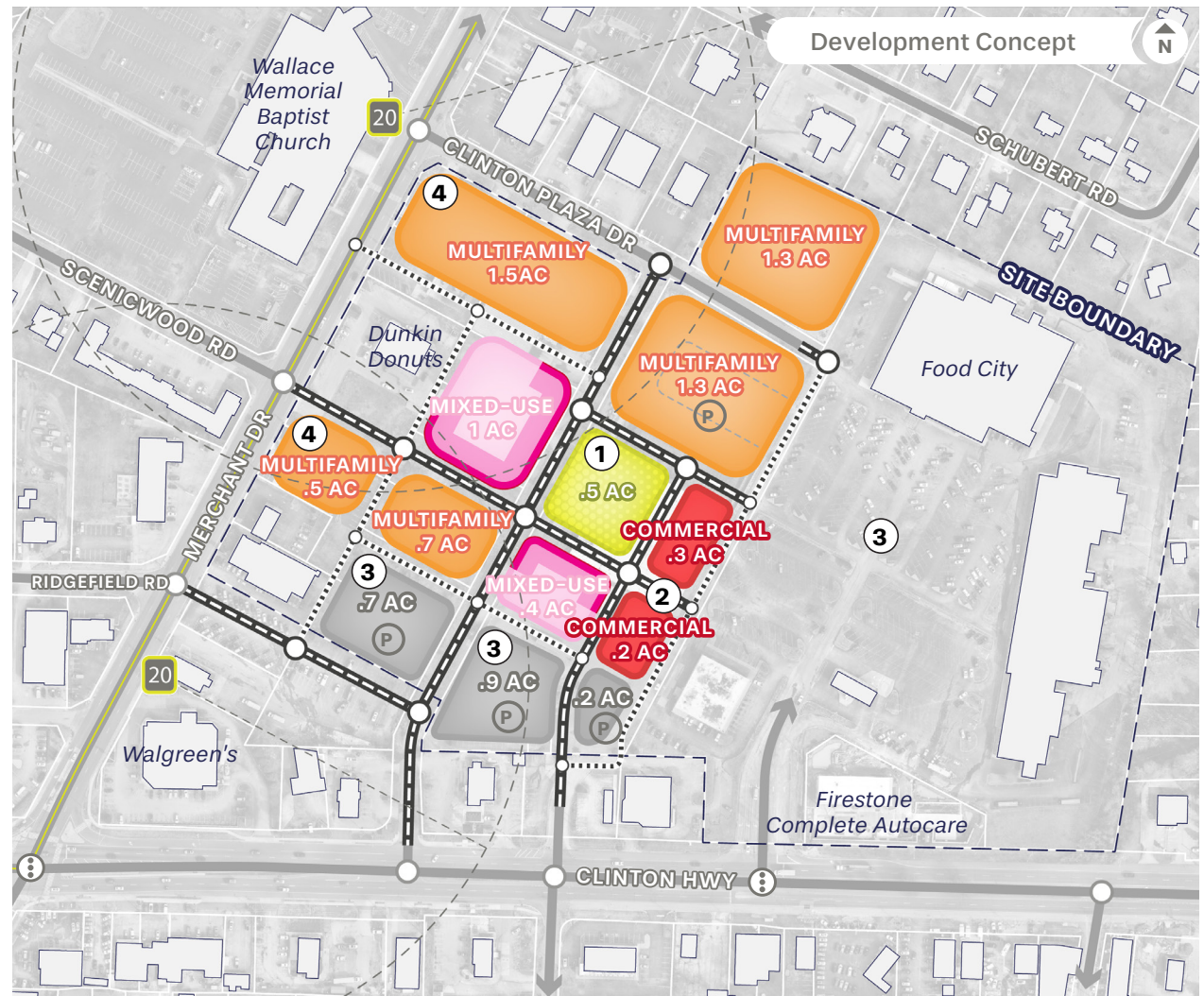
Development Potential

Development Concept Overview

A central green serves as the anchor for new development, with commercial, mixed-use, and multifamily buildings oriented around it. New internal roadways align with existing streets, complemented by improved crosswalks and intersections. Several large, rectangular building pads provide flexibility to accommodate a wide range of development concepts and site designs.

Development Highlights

- 1 New central public green space lined by signature commercial buildings and mixed-use with commercial groundfloor
- 2 Smaller-scale commercial buildings transition between the existing shopping plaza and new development
- 3 New and existing shared surface parking for all uses on the site
- 4 Residential development closer to Merchant Drive



King of Prussia, PA



Cincinnati, OH



Multifamily Residential with Amenity Spaces

Flemington, NJ



Multifamily Residential with Amenity Spaces

Ronkonkoma, NY



Central Green Space

Woburn, MA



Commercial Uses Transition to New Development

Woburn, MA



Commercial Uses Transition to New Development

Clinton Highway

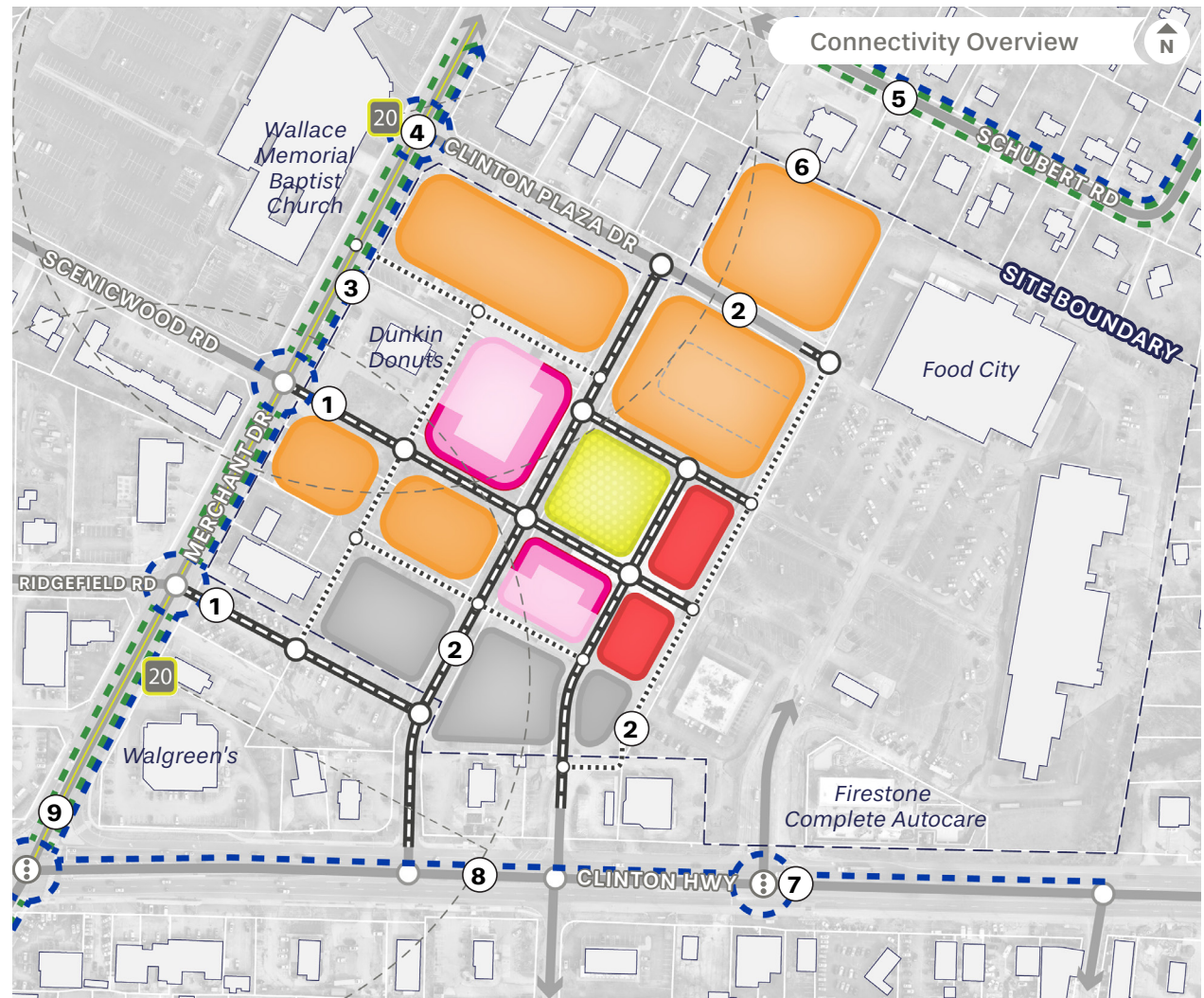
Development Potential

Connectivity Overview

A new street network radiates from the central green, linking to major roads and nearby neighborhoods with improved pedestrian access.

Connectivity Highlights

- 1 Extend Scenicwood Road and Ridgefield Road across Merchant Drive to establish blocks and street grid for the site
- 2 Formalize existing driveways into streets with sidewalks as part of the street grid
- 3 Complete sidewalk gaps along Merchant Drive to improve access to transit stops
- 4 Intersection enhancements, including traffic control and pedestrian crossings, to replace existing mid-block crossing to the church
- 5 Bike/pedestrian infrastructure along Schubert Road to Inskip Ballfields
- 6 Bike/pedestrian connection between the site and Schubert Road
- 7 Intersection enhancements, including crossings and sidewalks, at signalized intersection and into the site
- 8 Sidewalks needed on Clinton Highway along the site
- 9 Bike/pedestrian connection along Merchant Drive to the Pleasant Ridge Greenway



Key Considerations for Redevelopment

- There is opportunity for phased redevelopment, guided by existing property ownership patterns and current land uses.
- Potential to introduce new blocks and better integrate the internal roadway network with surrounding streets, improving access and circulation.
- Commercial outlots and vacant buildings along Clinton Highway are likely to be redeveloped independently over time.
- The Food City and other existing uses provide a solid foundation for meeting daily needs for future residents of the site and additional residential should focus on other gaps in meeting daily needs or providing unique services and experiences.
- Current Zoning: The site is zoned C-H-1 and C-H-2, both of which are Highway Commercial districts intended to accommodate retail and service-oriented uses. The One Year Plan designates this site as a Mixed-Use Community Center (MU-CC), which supports higher-density development,

including multifamily housing, along major corridors with existing or planned transit service. This designation aligns with the proposed development concept for the site. Future rezoning of the site will likely need to occur to enable a true mixed-use center to emerge.

Key Transit & Mobility Considerations

- Relocate the Wallace Memorial Baptist Church crosswalk to the Merchant Drive and Clinton Plaza Drive intersection and enhance the intersection for pedestrian safety.
- Add sidewalks along southern portion of the site (Clinton Highway).
- Provide a bike/pedestrian connection to Schubert Road from the site. This connects current residents to the site and connects the site to the Inskip Recreation Center and ballfields.
- Pedestrian facilities to be included at plaza access intersection – crossings, sidewalk.
- Southern bike/pedestrian connection enhancements needed along Merchant Drive to the Pleasant Ridge Greenway.

Key Market Considerations

- The existing shopping center provides a unique opportunity to reimagine the site with new development and retain existing businesses. This creates the opportunity to maximize the development potential of the shopping center to support additional uses, including housing.
- Phased development will allow existing businesses around the plaza to remain open while construction is underway.
- Reimagine the connectivity around the site to promote multimodal usage (walking and biking).

Moody & Chapman

Site Profile



Typology: **Plaza Redevelopment**

Existing Context

This site is located adjacent to a Tier 1 Priority Investment tract approximately 1.5 miles south of the downtown core along Chapman Highway (US 441). It is positioned at a major intersection with Moody Avenue, one of the main east-west thoroughfares in South Knoxville. Its surroundings reflect the development pattern of an auto-oriented suburban commercial corridor. Next to the site is Sam Duff Memorial Park, which includes an athletic field and walking track, playground, tennis and pickleball courts, restrooms, and facilities for the Knoxville Hurling Club.

Property Conditions

Three commercial buildings sit on the large rectangularly shaped site. The site is relatively flat, with a change of grade and presence of power lines at its boundary with Sam Duff Memorial Park.

Existing Access & Connectivity

The site is located along Chapman Highway, South Knoxville's most significant thoroughfare. This major corridor connects directly to Downtown Knoxville and extends south to Gatlinburg and Pigeon Forge, making it highly visible to both locals and tourists. The Urban Wilderness Gateway Park is just 0.7 miles away via Moody Avenue. KAT Route 41 runs along Chapman Highway with 30-minute frequency, while Route 40 operates along Moody Avenue with 60-minute frequency. Hedgeapple Lane connects the site to established neighborhoods that, while lacking sidewalks, experience relatively low traffic volumes.

Advancing Transit Supportive Development in Knoxville

This is a high-profile site at a key intersection with consolidated ownership, positioning it well for Transit Supportive Development at a significant scale. With several large parks nearby and a grocery store and pharmacy both within 0.4 miles, the site offers strong potential for non-vehicular living and a walkable, connected community.

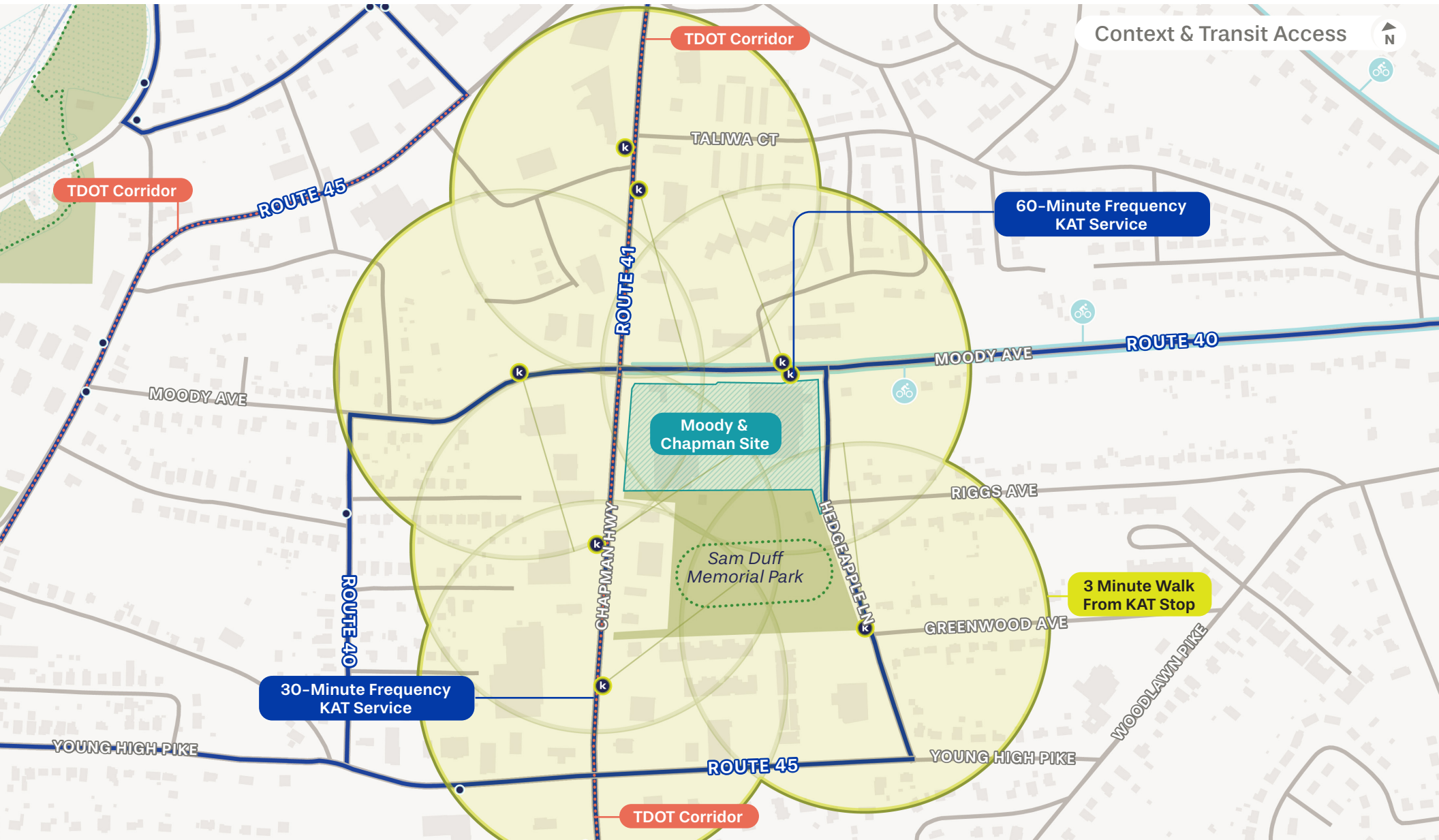
Redevelopment here could further activate and be activated by nearby Sam Duff Park, enhancing neighborhood vibrancy and access to recreation.

Parcels

Site Area / Parcels	5.8 acres/5 parcels
Parcel Ownership	James Stephenson Monday (4 parcels, 5 ac), William Monday (1 parcel, 0.8 ac)

Multi-Modal Access

KAT Transit Routes	40, 41, 45
Bike & Pedestrian Infrastructure	Bike lanes in both directions along Moody Avenue. The Urban Wilderness Gateway Park is less than 1 mile away and can be accessed going east on Moody. Adequate sidewalks featured on western (Chapman) and northern (Moody) edge, none on the eastern edge (Hedgeapple). Walking track at Sam Duff Memorial Park.



Moody & Chapman

Development Potential

Site Understanding & Approach

Nearly 3,000 people live within a 1/2 mile of the site, presenting a strong opportunity for neighborhood-focused redevelopment along two active roadways. In an area already characterized by diverse housing types, the site is well-suited for continued momentum with multifamily, townhome, and middle housing options, taking advantage of the site's adjacency to a 12-acre city park.

X-Factors & Opportunities

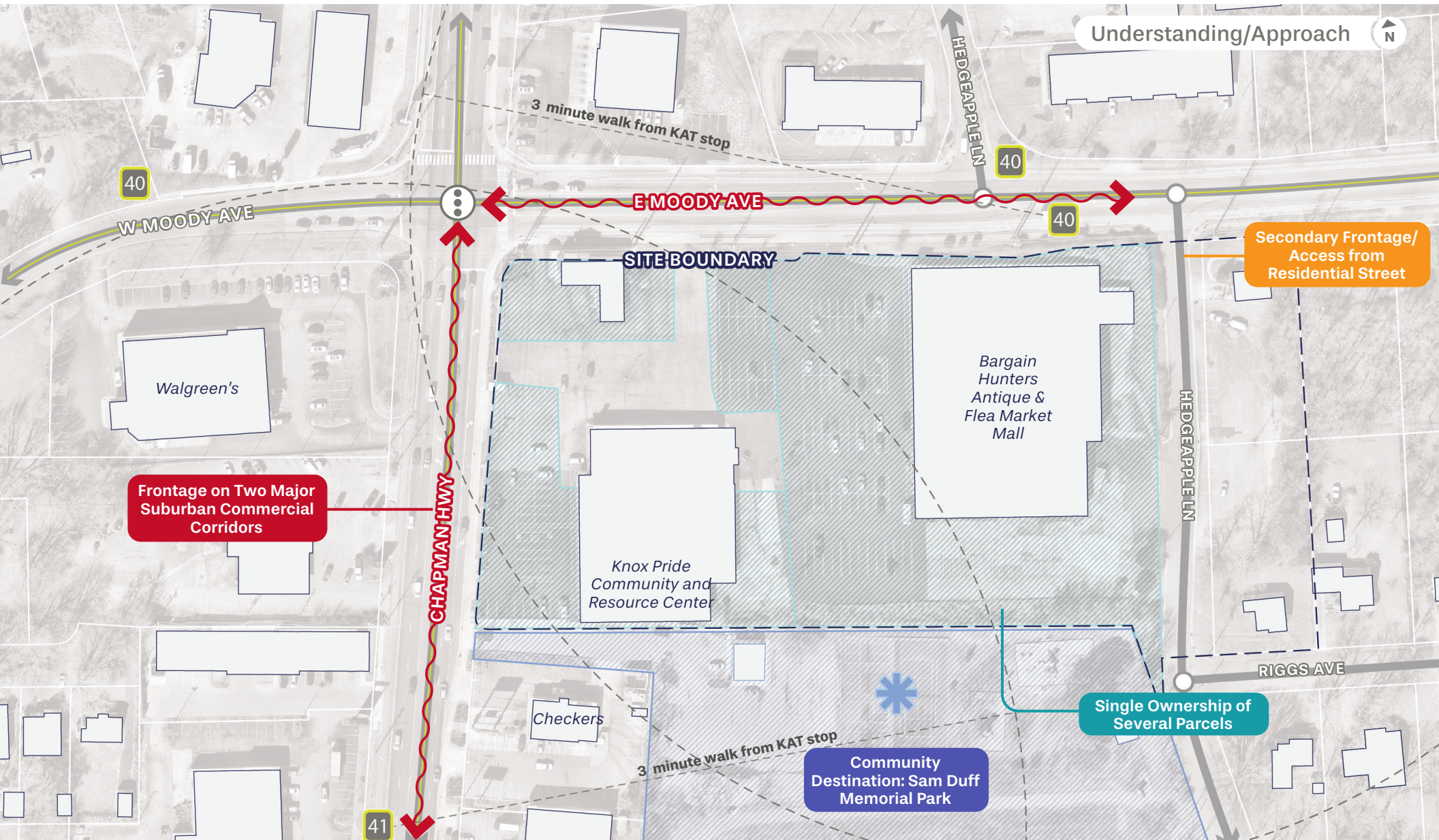
- The site presents opportunity for redevelopment in a phased approach, not all at once
- Adjacency and connection to a 12-acre public park enhances the value and potential of the site
- There is a clear opportunity for a mix of housing product types, including middle housing typologies
- Opportunity to redevelop a high-profile site as a proof of concept for Transit Supportive Development.



Plaza Redevelopment Principles

- New development should recognize that surrounding infrastructure was built to support higher volumes of daily users and activity on the site.
- Size of these sites offers considerable potential for multiple buildings, phases, and use types.
- Introduce a new mix of uses in addition to retail/commercial, typically including a residential component
- Future program on the site should become a center for the community as it was originally intended.
- Shift the focus of these sites' past lives away from car-oriented to people-oriented in layout, scale, and character.





Moody & Chapman

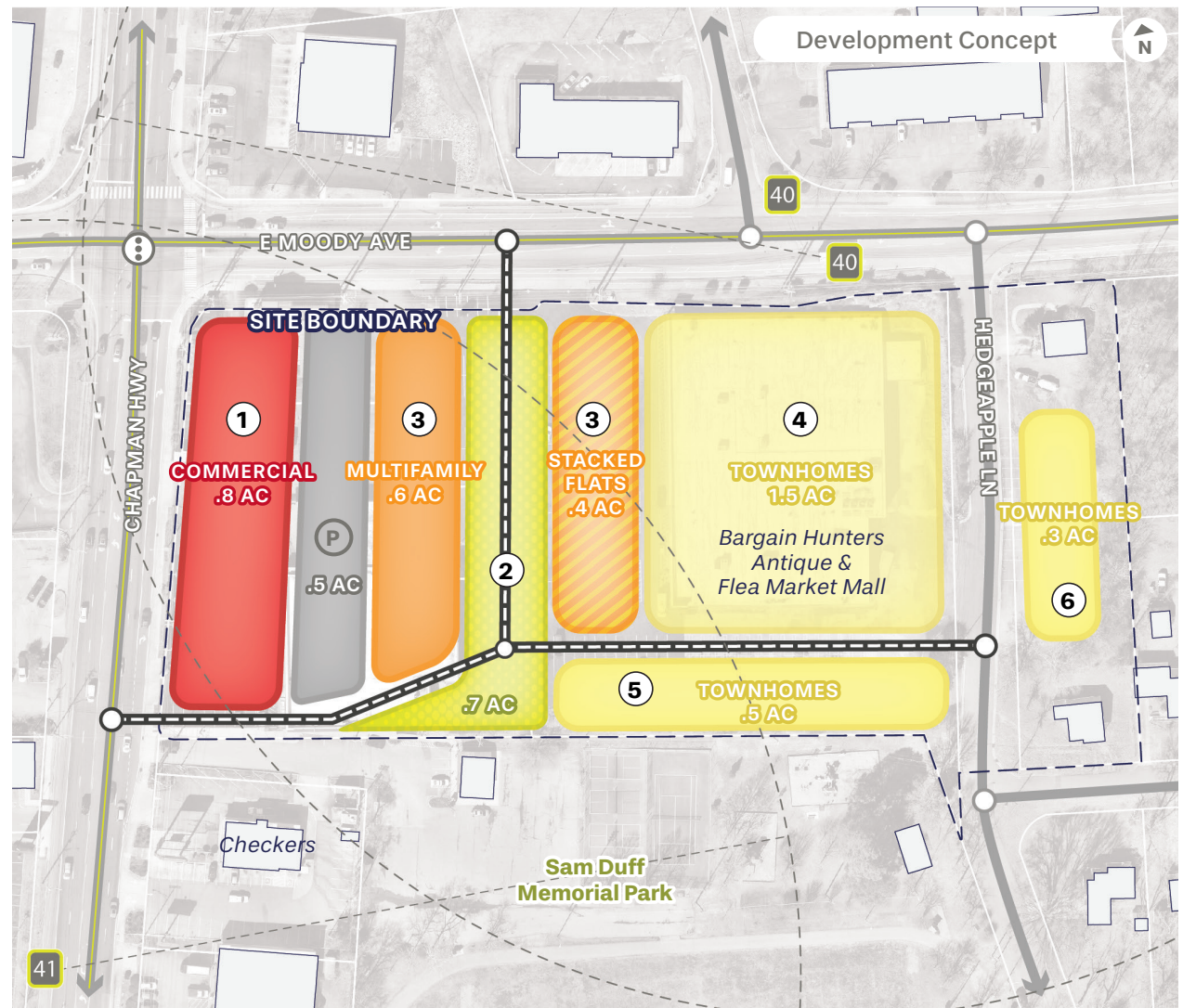
Development Potential

Development Concept Overview

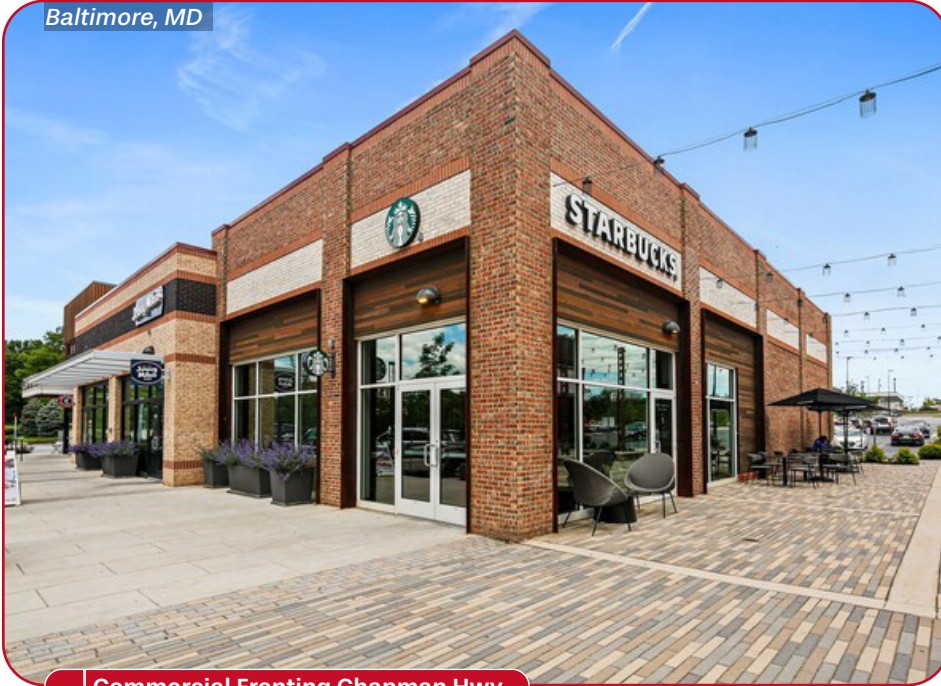
New retail along Chapman Highway can capitalize on both the site's high visibility along a U.S. Route and the dense nearby residential population. Mixed residential product types can orient around a new internal drive, in addition to fronting Sam Duff Memorial Park, with improved access between the site and the park through the development of a central linear green.

Development Highlights

- 1 Commercial uses along Chapman Highway to maintain consistent development pattern along the corridor
- 2 Central linear green that connects to the park and with residential fronting the green space
- 3 Multifamily residential and stacked flats facing the linear green
- 4 Existing tenant to remain, but redevelopment of this portion of the site as a future potential phase
- 5 Townhomes fronting the Sam Duff Memorial Park with green enhancements to tie into park
- 6 Front-loading townhomes along Headgeapple Lane as residential infill



Baltimore, MD



Commercial Fronting Chapman Hwy



Central Linear Green Space

Cincinnati, OH



Multifamily Residential Facing Linear Green

Louisville, KY



Stacked Flats Facing Linear Green

Venetia, PA



Townhomes along Hedgeapple Lane

Moody & Chapman

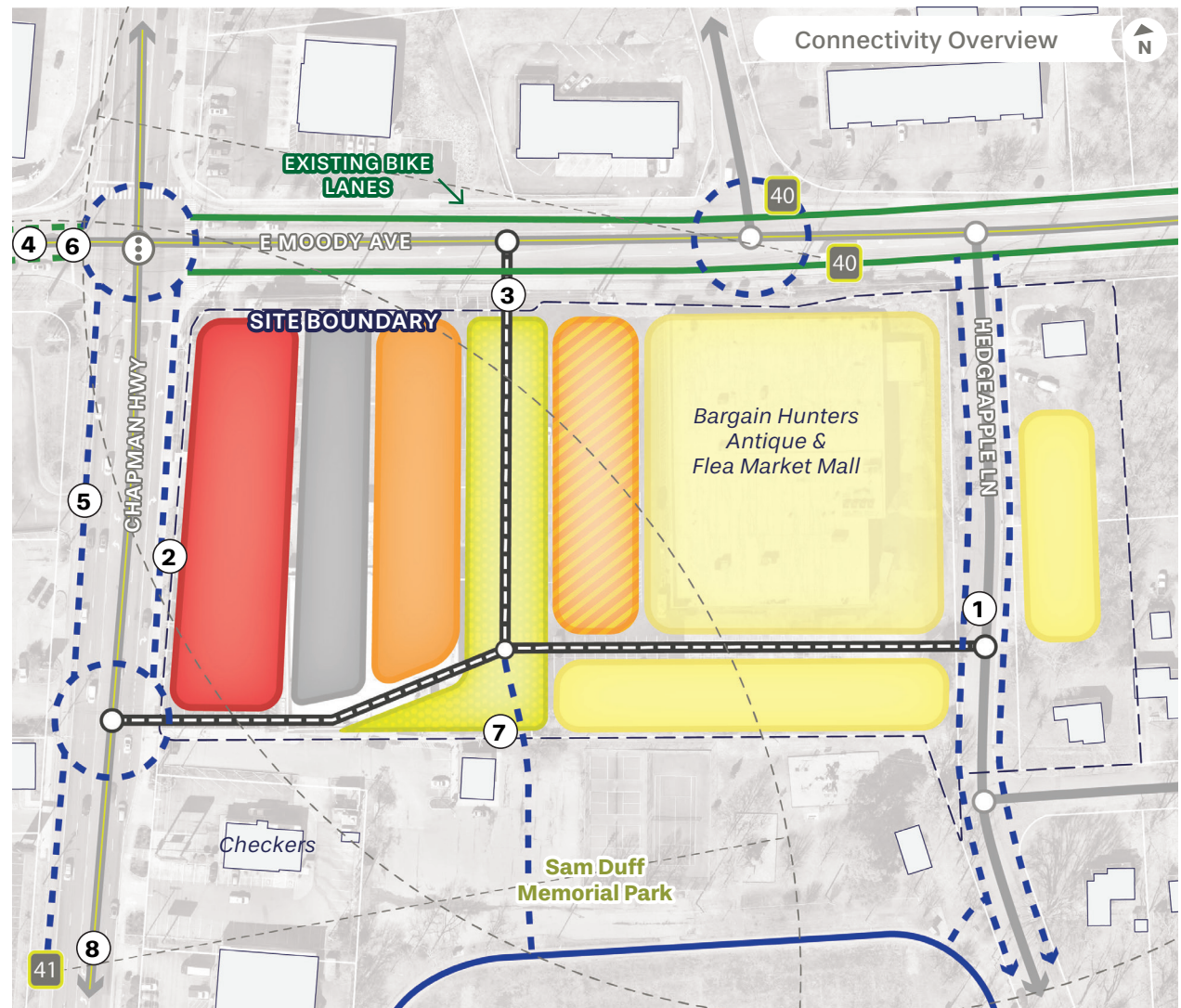
Development Potential

Connectivity Overview

Located along two busy corridors, the site offers potential to improve pedestrian access from east of Hedgeapple Lane and leverage existing bike infrastructure connecting to the Urban Wilderness Gateway Park less than a mile away.

Connectivity Highlights

- 1 Add sidewalk along Hedgeapple Lane to serve new and existing residents
- 2 Consolidate commercial driveways along Chapman Highway
- 3 New roadway intersection designed as right-in/right-out
- 4 Extend bike lane along Moody Avenue to Martin Mill Pike
- 5 Sidewalks are needed on the west side of Chapman Highway
- 6 Pedestrian crossings are missing on Moody and Chapman on the northwest portion of the intersection
- 7 Create a pedestrian connection through the site and to Sam Duff Memorial Park and the walking loop
- 8 Enhanced pedestrian crossing at the transit stop on Chapman Highway



Key Considerations for Redevelopment

- This prominent site offers a key opportunity to transform an auto-centric plaza into a neighborhood focal point along a major corridor.
- The site connects naturally to the adjacent neighborhood via Hedgeapple Lane and nearby residential streets.
- Given traffic speed and volume on Chapman Highway and Moody Avenue, the Hedgeapple/Moody intersection may require a signal for safe left turns out of the future redevelopment.
- Continued coordination and understanding about goals for growth of UT will be key to redevelopment. UT's increasing student body has driven considerable growth in South Knoxville and this site could contribute to that in the future.
- Current Zoning: The site is zoned C-G-3, which is a commercial zoning district, with the most flexibility and allowances for intensive mixed-use

type development. No height restriction exists within this zoning class and the proposed uses in the development concept are allowed by-right.

Key Transit & Mobility Considerations

- Painted bus and bike shared lane on Moody Avenue can help reduce conflicts when bus pulls over to pick up passengers. Bus stop amenities at this location can improve rider experience and make location of transit stop clearer.
- No sidewalks exist along Hedgeapple Lane. Add buffering/landscaping along Chapman Highway.
- Moody Avenue has an existing bike lane – Extend Moody Avenue bike lane to connect to Martin Mill Pike to provide a bike friendly connection north/south (avoids Chapman Hwy)
- Facilitation of east-west crossing of Chapman Highway needed. West side does not have existing sidewalk and no crossings at Moody/Chapman intersection

Key Market Considerations

- This part of Knoxville can be considered a transitional area for moderate-density development, creating an opportunity site to introduce townhome-style housing typologies and complement nearby housing development.
- A phased development approach is likely to be explored, which will help preserve Bargain Hunters in the short term and allow for the development along Chapman Highway to take place. The second phase may involve identifying a new location for Bargain Hunters. Coordination with the property owner will be key for this development program.
- Workforce supportive rents should be explored for this site.

Central Street #2

Site Profile



Typology: **Neighborhood Node**

Existing Context

The site is situated as a gateway into the Old North Historic District, at a highly visible corner within a human-scaled development pattern. The site is surrounded by small businesses, restaurants, Yee-Haw Brewing, and office space for Axle Logistics. District identity and character is well established, yet this site could add more to it. Residential communities, like the Historic 4th and Gill neighborhood, are within walking distance of the site.

Existing Access & Connectivity

Positioned at the intersection of North Central Street and North Broadway, the site can be accessed from both streets. Five different local roadways feed into the site, providing multiple access points from all directions and connecting it to both nearby neighborhoods and other businesses. Fulton Place is a public roadway that provides rear access to the site from

Central Street. The enhanced streetscape along Central Street provides strong bike infrastructure connecting the site to surrounding areas.

Property Conditions

A single-story (Class C) former bank building occupies the front parcel of the site. The remainder of the 3.3-acre property consists of a parking lot and a vacant lot.

Advancing Transit Supportive Development in Knoxville

The site is served by KAT routes along both Central Street (Route 20) and Broadway (Route 22), with bus stops for both routes located adjacent to the site. Future plans call for increased frequency along Broadway (Route 22), where a Bus Rapid Transit (BRT) model will provide 15-minute frequency service.

Parcels

Site Area / Parcels	2.2 acres/5 parcels
Parcel Ownership	707 Broadway LLC (1 parcel, 0.9 ac), Stone Group LLC (1 parcel, 0.9 ac), 846 North Central LLC (3 parcels, 0.4 ac)

Multi-Modal Access

KAT Transit Routes	20, 22, 24
Bike & Pedestrian Infrastructure	Wide sidewalks are present all around the site and Central St/ Broadway intersection features 4 clearly painted pedestrian crosswalks. Bikes lanes in both directions along Central St. Bike lanes on N. Broadway south of Central Street to Worlds Fair Park Drive.



Central Street #2

Development Potential

Site Understanding & Approach

A walkable, lively neighborhood context creates a viable setting for multiple uses. The historic nature of this intersection in the Old North Knoxville Historic District presents opportunities for infill that establishes a stronger street edge to match the buildings on the opposite corners, while creating new public space and opportunities for housing.

The former bank building, which is not currently operational, was acquired by new ownership in 2024 and appears ripe for redevelopment, in keeping with the momentum of recent investments nearby.

X-Factors & Opportunities

- Walkable, historic character and scale of the Old North Knoxville Historic District, commercial node at the intersection, and surrounding neighborhoods
- Several established community destinations and new development under construction nearby
- Corner site has high visibility and accessibility by two high frequency 15-minute KAT routes

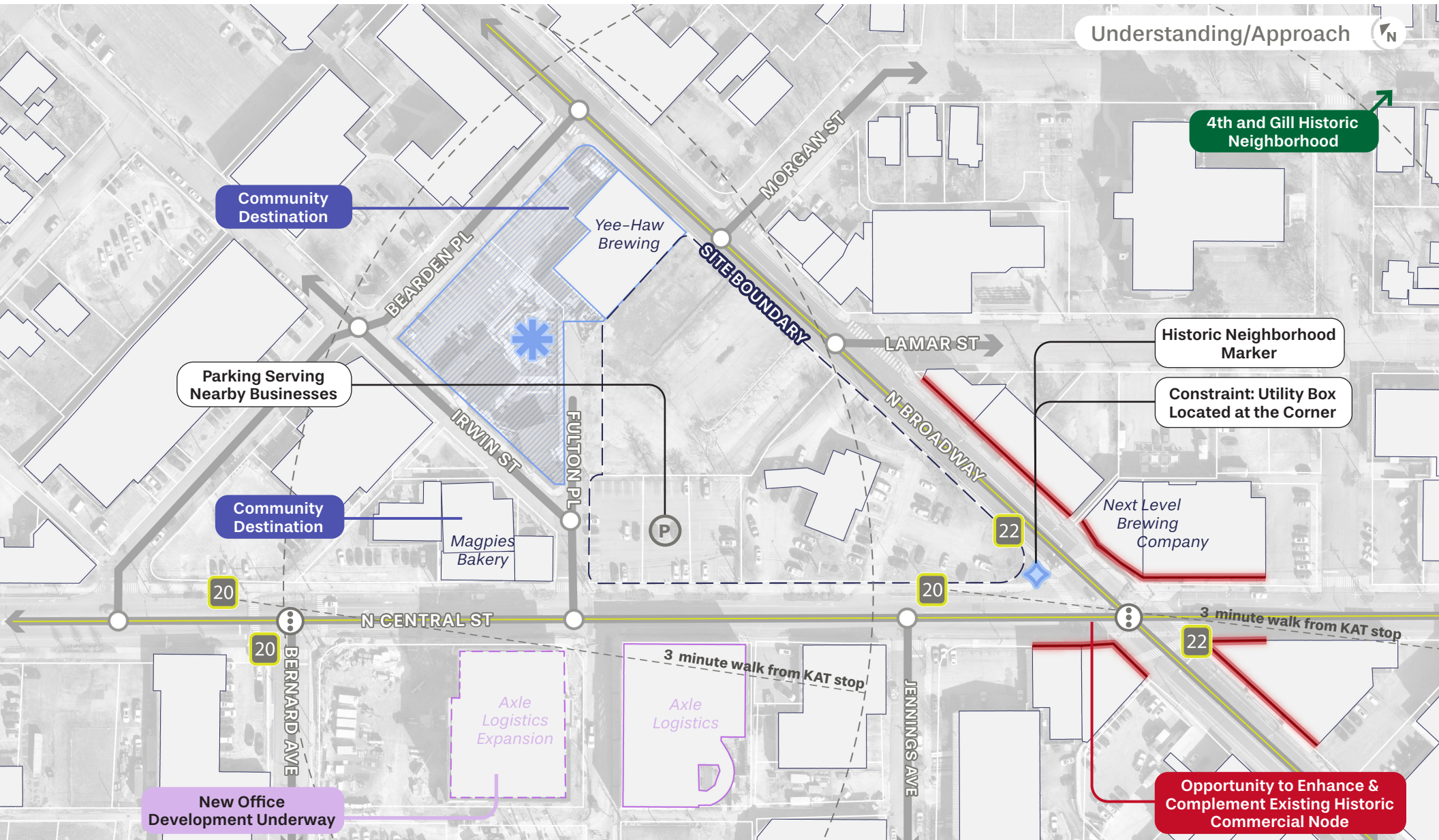


Neighborhood Node Redevelopment Principles

- Helps to establish, or reestablish, a central hub within a neighborhood for a mixture of activities and housing options.
- Can comprise single site developments or a larger multi-site strategy in order to meet the needs of that neighborhood.
- Buildings are compatible with surrounding residential in scale and architectural character.
- Should focus on creating a walkable center for a surrounding neighborhood.
- Includes a mix of uses with a particular focus on meeting daily needs of residents with commercial and service uses.
- Should celebrate and build off neighborhood character and history as it defines a new phase for daily life in the community.



Existing Conditions



Central Street #2

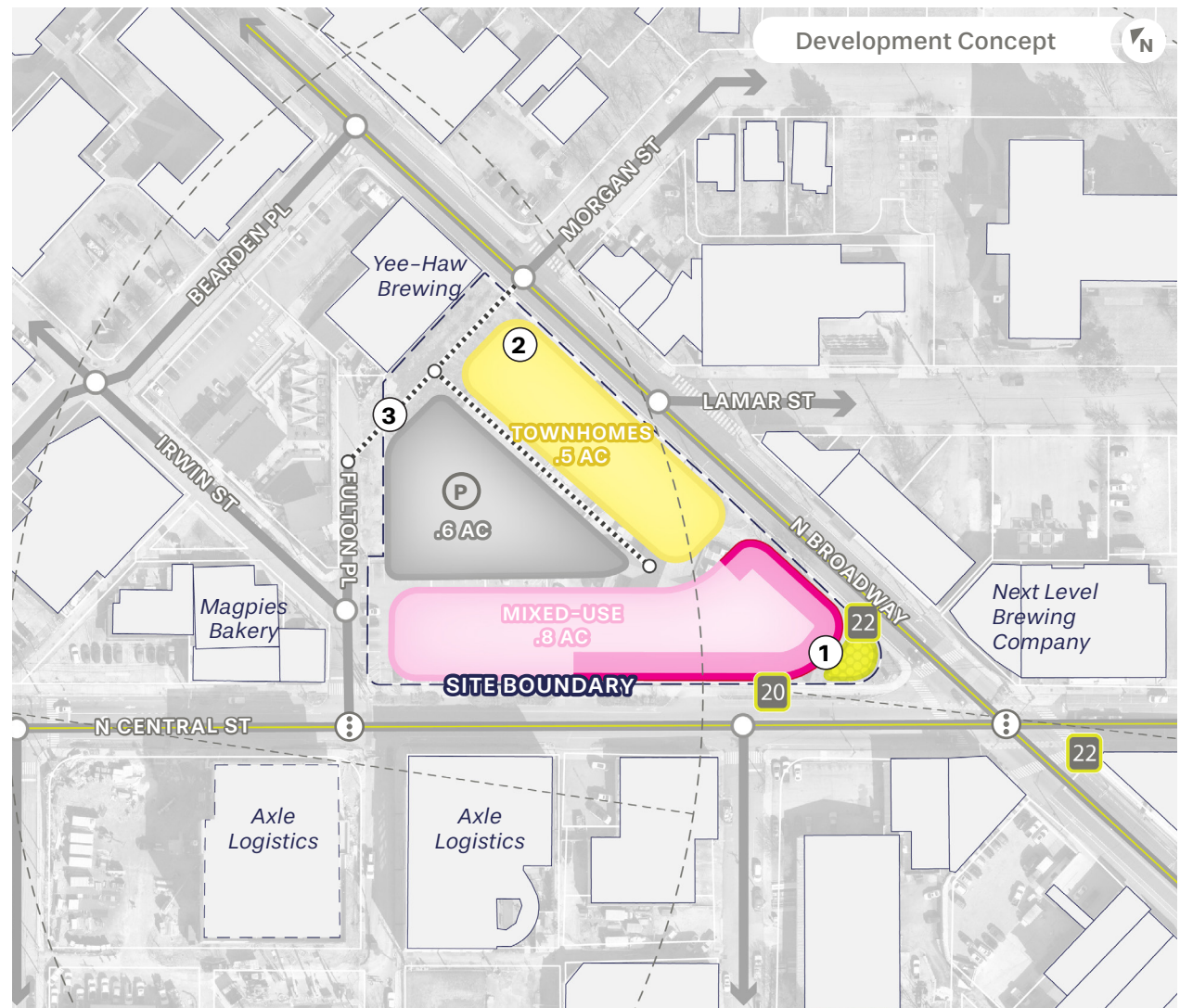
Development Potential

Development Concept Overview

Development concepts for this site should honor the active frontages that exist on both Central Street and Broadway (SR 441). Concepts should also make the most of the historic nature of this intersection, possibly mimicking some of the architectural style of building that used to be on this site back in the streetcar era. The shape of the parcel and strong market interest in this neighborhood invite unique architectural design.

Development Highlights

- 1** Mixed-use building complements the scale of existing buildings and activates the corner with commercial frontage and green space
- 2** Rear-loading townhomes along North Broadway begin to blend in with the scale of the existing neighborhood
- 3** Explore connection between development and Yee-Haw Brewing through alley activation, public art, or programming



Cedar Falls, IA

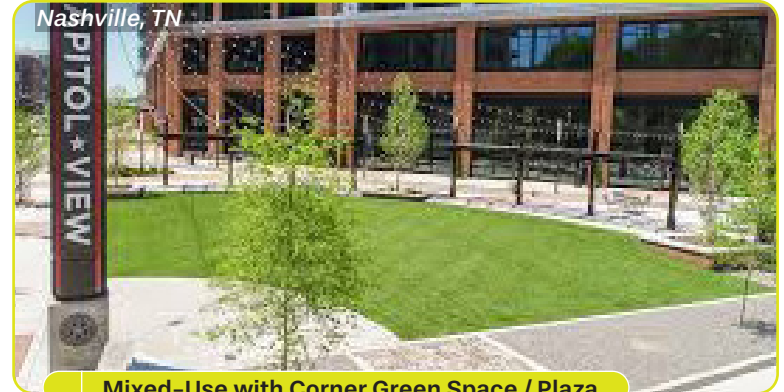


Mixed-Use with Commercial Frontage Focused on Intersection

Darien, CT



Nashville, TN



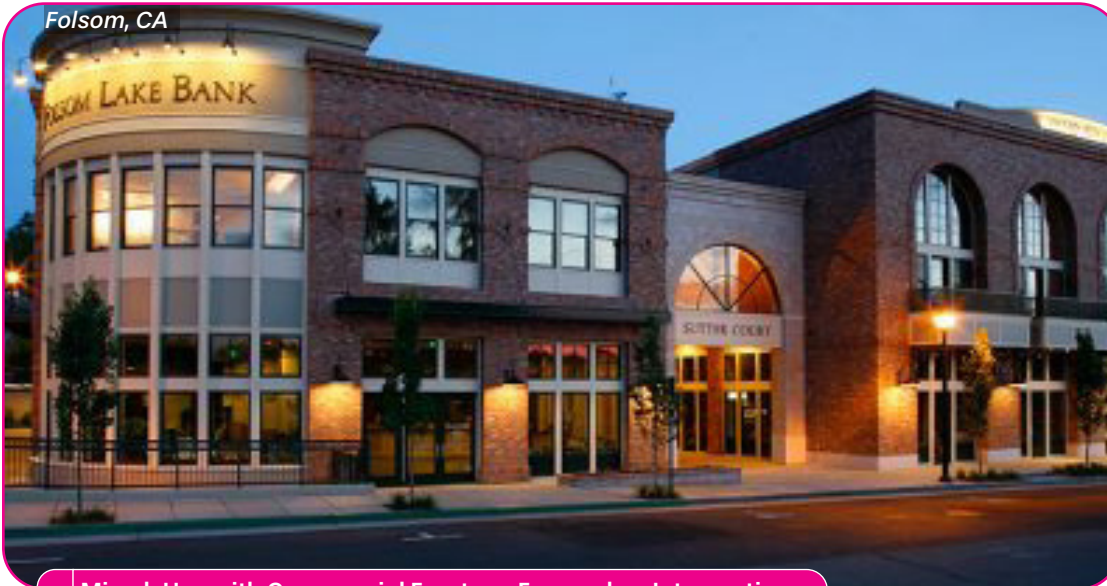
Mixed-Use with Corner Green Space / Plaza

Baltimore, MD



Townhomes with Rear/Tuck-Under Parking

Folsom, CA



Mixed-Use with Commercial Frontage Focused on Intersection

Portland, OR



Townhomes with Rear/Tuck-Under Parking

Central Street #2

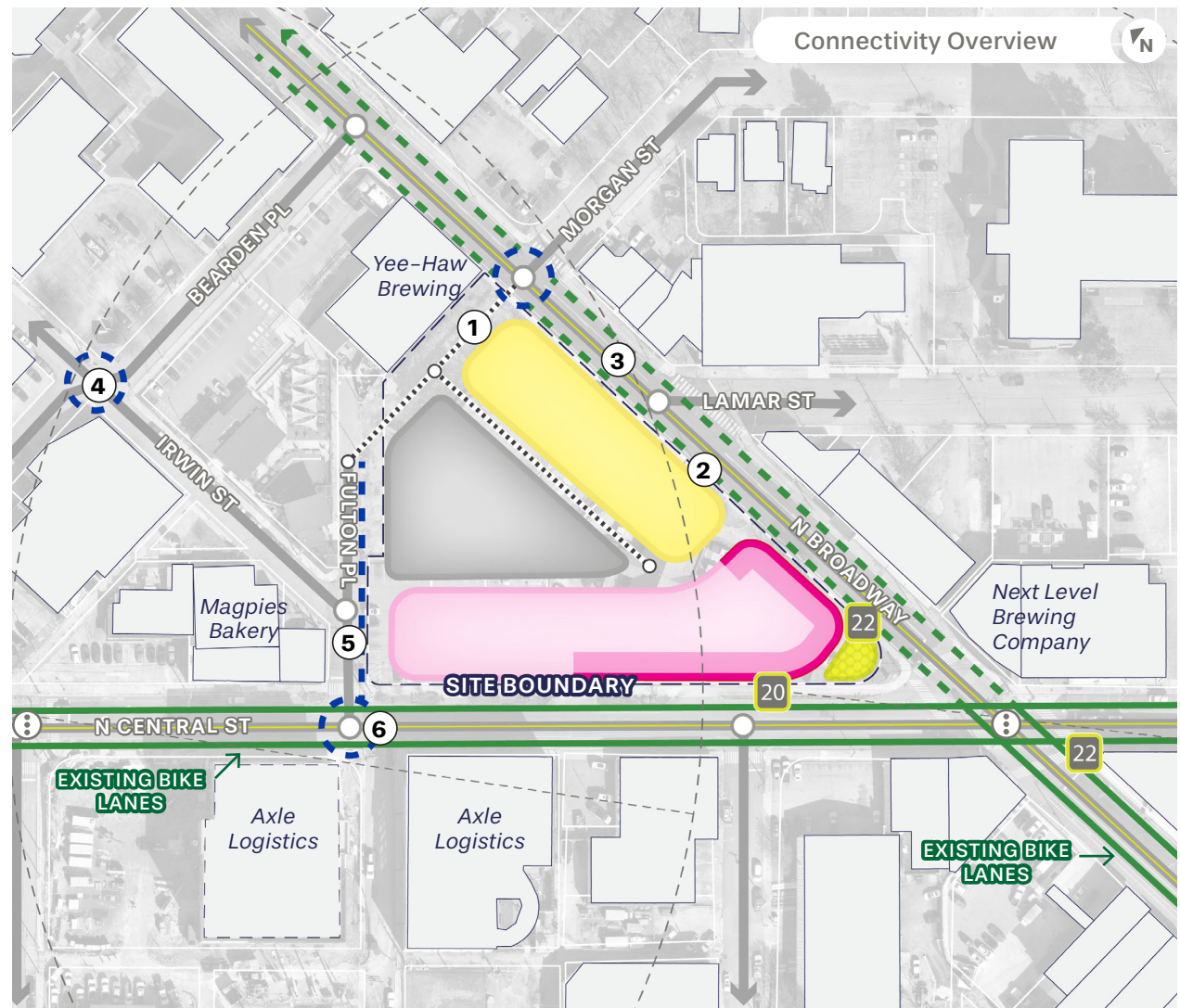
Development Potential

Connectivity Overview

The intersection of N Central Street and N Broadway represents a convergence of two important corridors that, at this location, maintain a very human-friendly scale. Strengthening or creating connections at this site is important, as it lies within a part of Knoxville that supports and encourages non-vehicular movement.

Connectivity Highlights

- 1** Extend existing alley to connect Fulton Place to Morgan Street and provide access to the site behind development
- 2** Incorporate a landscape strip/buffer with street trees between the sidewalk and North Broadway townhomes
- 3** Consider intersection improvements at either Lamar Street or Morgan Street to include traffic control and pedestrian crossings
- 4** Formalize the intersection of Irwin Street and Bearden Place using traffic control and pedestrian facilities
- 5** Add sidewalks on the east side of Fulton Place
- 6** Consider a mid-block pedestrian crossing across N Central Street at Fulton Place



Key Considerations for Redevelopment

- This area is experiencing a second wave of revitalization. The first occurred 10–15 years ago, driven by historic preservation efforts. Infill development began in earnest during the current development cycle.
- Its close proximity to the Old City, downtown, and numerous local businesses makes the area both interesting and market-friendly.
- This site is located in an area with one of the strongest examples of urban built-environment fabric in Knoxville outside of the downtown core. Any redevelopment should be thoughtfully integrated into this existing context.
- Goal of this development is to add more housing types to area and provide more ground level retail and service uses to a neighborhood business district seeing considerable recent investment.
- Current Zoning: The site is zoned DK-E (Downtown Edge), a district designed to manage the transition between higher-

intensity downtown development and adjacent smaller mixed-use areas. With an 85-foot maximum building height and a 70% minimum build-to percentage, the DK-E district promotes mixed-use development while emphasizing compatibility with neighboring properties. This aligns well with the proposed redevelopment vision.

Key Transit & Mobility Considerations

- The Central Street/Broadway intersection features four clearly painted pedestrian crosswalks.
- This site is served by existing KAT routes 20 and 22. Bus stop amenities on Central Street and Broadway are needed.
- Existing bike lane on Central Street.
- Extension of bike lane north on Broadway from existing bike lane that ends at Central Street would connect with Gill Avenue to the north.

Key Market Considerations

- A developer and/or the city may explore a public-private partnership to enhance the public realm and streetscape.
- The increased activity and development momentum in the Happy Holler Historic District make this area ripe for the attraction of young professionals.
- The site represents an opportunity for market-rate, mixed-use development, which could include additional housing typologies such as townhomes or small apartments.
- Height, density, and architectural design should complement the neighborhood's existing development patterns to maintain and extend the character of the Happy Holler Historic District.

Magnolia & Cherry

Site Profile



Typology: **Neighborhood Node**

Existing Context

The area follows a linear, auto-oriented commercial pattern along Magnolia Avenue, with buildings primarily consisting of one-story commercial structures. Off the main corridor, there is a well-defined residential block pattern. Cherry Street is one of the few connections along the entire Magnolia Avenue corridor that provides access to Interstate 40.

Property Conditions

Buildings within the site vary in size and scale. As of spring 2025, the building at the southwest corner of Magnolia Avenue and Cherry Street is vacant. This structure, along with several others in the immediate area, is set back approximately 80 feet from the roadway. The Sterchi–Audiger House, a historic home built in 1925 (located at 2651 Magnolia Avenue), was purchased in 2025 by the River and Rail Theatre Company. The home sits on a large lot that includes the northeast corner of the Magnolia Avenue and Cherry Street intersection, which is currently vacant.

Existing Access & Connectivity

The site serves as a midpoint along Magnolia Avenue, linking the Covenant Health Stadium district to the east with the Chilhowee Park/Burlington area to the west. Cherry Street's access to I-40 positions this location as a key gateway for vehicular traffic. Historically, this area was part of a streetcar line, making it a significant transportation corridor that once connected much of East Knoxville.

Advancing Transit Supportive Development in Knoxville

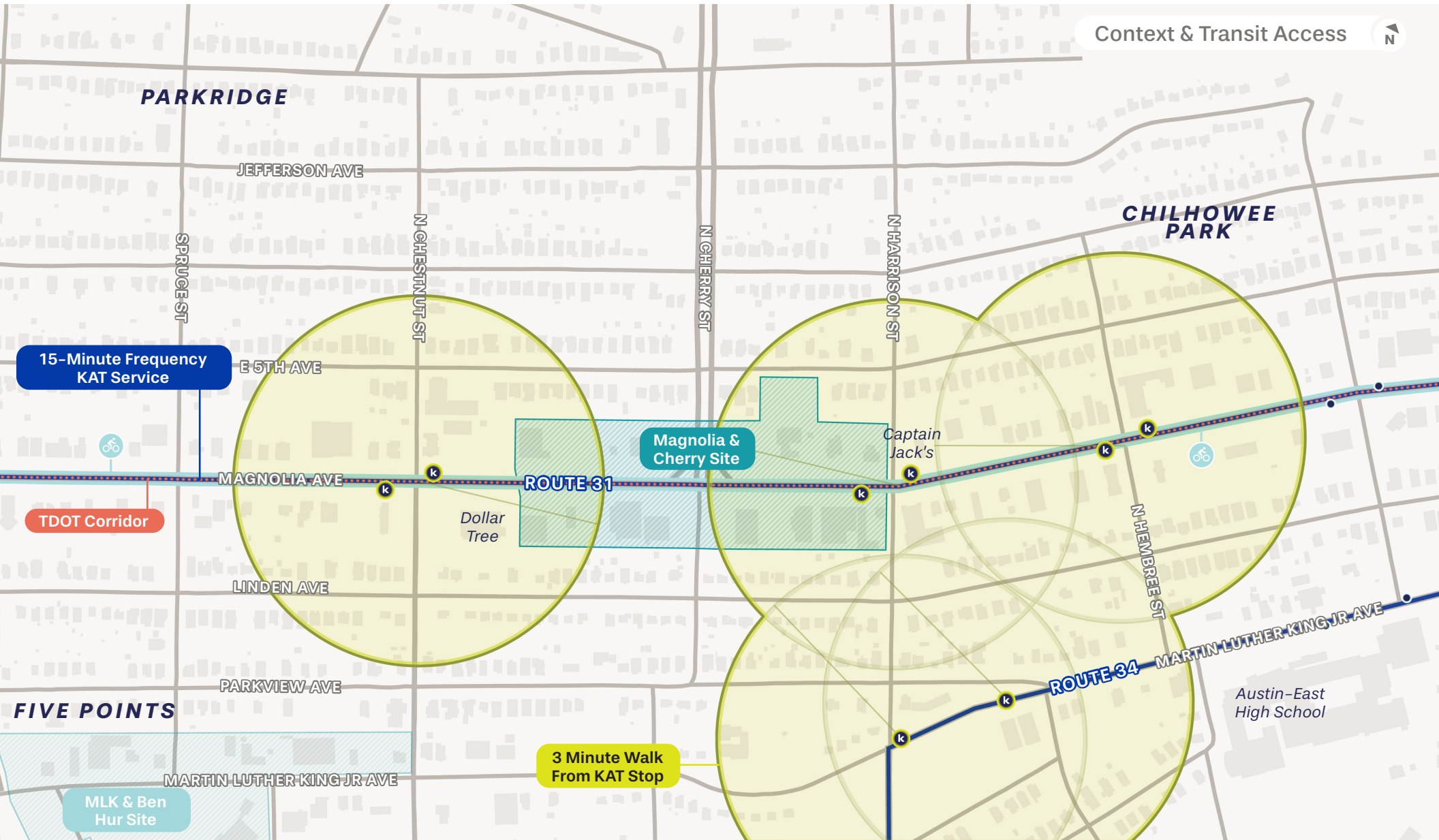
KAT Route 31, which runs along Magnolia Avenue, provides 15-minute frequency service. The four bus stops nearest to the Magnolia Avenue/Cherry Street intersection average a combined 51 boardings and departures per day, indicating strong transit ridership in the area.

Parcels

Site Area / Parcels	11.6 acres/21 parcels
Parcel Ownership	Teachers Retirement System of State of Kentucky (1 parcel, 1.4 ac), AFN ABSPROP001 LLC (1 parcel, 1.3 ac), John Davenport (1 parcel, 1.2 ac), AR Market LLC (5 parcels, 1.1 ac)

Multi-Modal Access

KAT Transit Routes	31, 34
Bike & Pedestrian Infrastructure	10+ foot bike lanes exist in both directions along Magnolia Avenue. The gridded street networks branching off both Magnolia Avenue and Cherry Street create a low-stress environment that offers strong opportunities for pedestrian movement.



Magnolia & Cherry

Development Potential

Site Understanding & Approach

Ongoing investment along Magnolia Avenue, particularly the Magnolia Streetscape Project, is helping transform the corridor into a more walkable and visually appealing area. However, the nearly 100-foot right-of-way, combined with deep setbacks and extensive surface parking, can make the area feel vacant and underutilized for such a prominent corridor.

X-Factors & Opportunities

- This intersection of Magnolia Avenue and Cherry Street is very large to accommodate interstate access
- The River & Rail Theatre Company recently purchased several parcels near the intersection. Potential for a partnership with the theatre on the corner property to activate the intersection with infill development
- Surrounding neighborhoods are stable and experiencing some private reinvestment

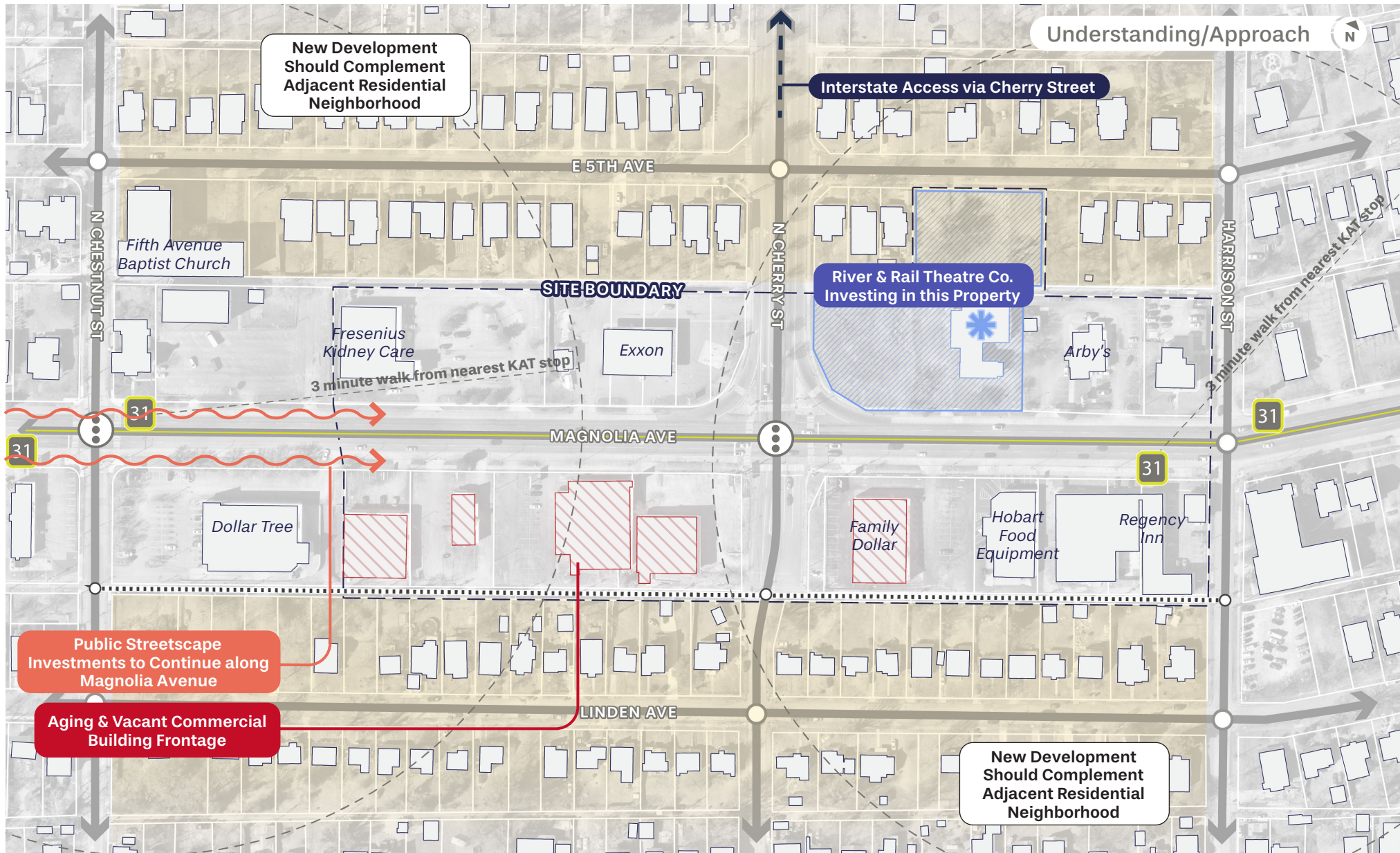


Neighborhood Node Redevelopment Principles

- Helps to establish, or reestablish, a central hub within a neighborhood for a mixture of activities and housing options.
- Can comprise single site developments or a larger multi-site strategy in order to meet the needs of that neighborhood.
- Buildings are compatible with surrounding residential in scale and architectural character.
- Should focus on creating a walkable center for a surrounding neighborhood.
- Includes a mix of uses with a particular focus on meeting daily needs of residents with commercial and service uses.
- Should celebrate and build off neighborhood character and history as it defines a new phase for daily life in the community.



Existing Conditions



Magnolia & Cherry

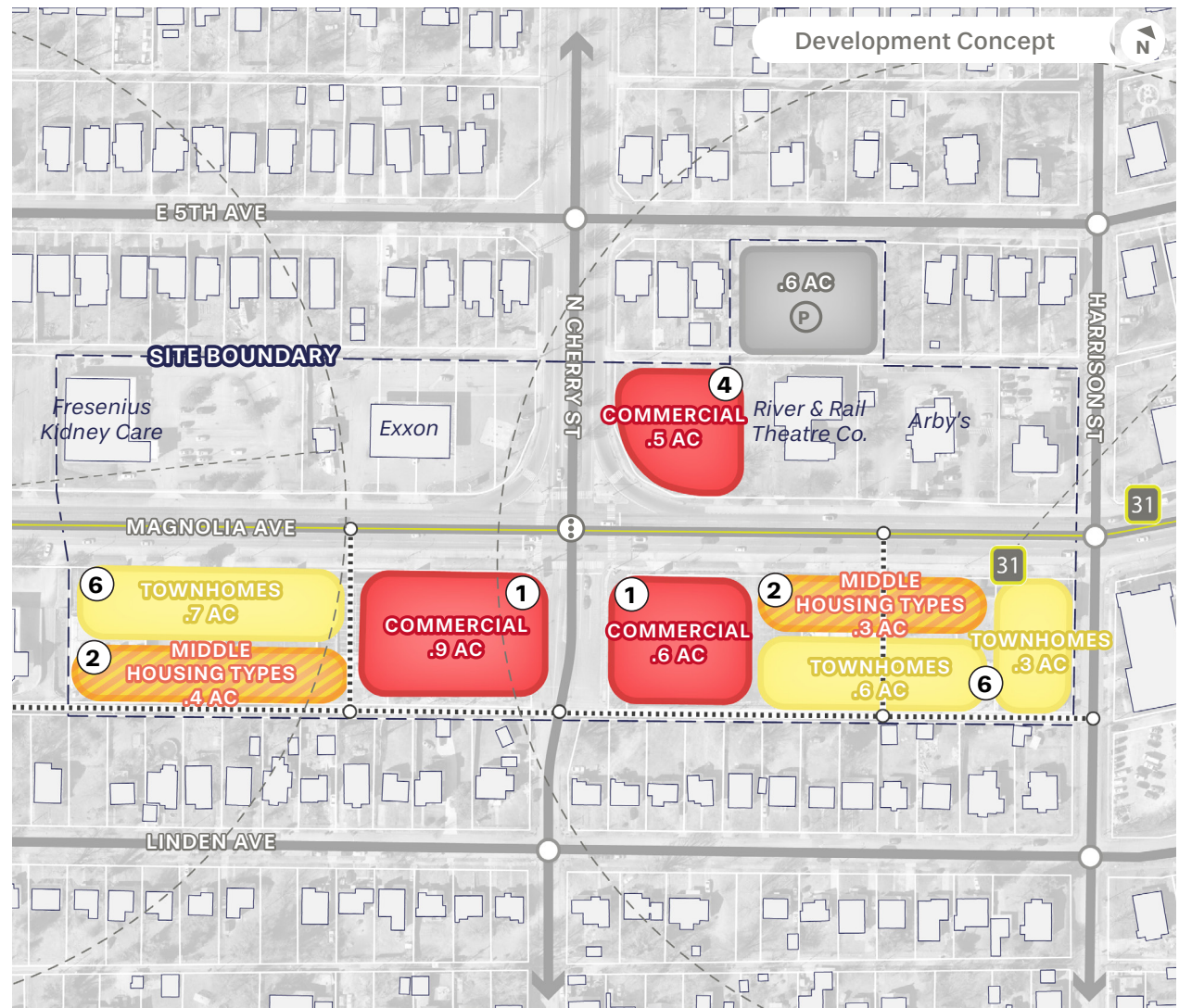
Development Potential

Development Concept Overview

The site is surrounded by established neighborhoods and presents a strong opportunity to replace underutilized space with a more human-scaled, mixed-use district. This could include new retail buildings with minimal setbacks and rear parking, middle housing, and infill development supportive of the theater's presence at the highly visible northeast corner of Magnolia Avenue and Cherry Street.

Development Highlights

- 1** Urban format commercial anchoring the Magnolia Avenue/Cherry Street intersection with parking behind the buildings
- 2** Middle housing types, such as triplexes, maintain the scale of existing residential buildings on the corridor
- 4** Collaborate with River & Rail Theatre Co. to position theater parking to the rear of the property and commercial use at the corner
- 6** Townhomes offer another housing option on the site



Castle Rock, CO



Commercial Fronting
along Magnolia Avenue

Cincinnati, OH



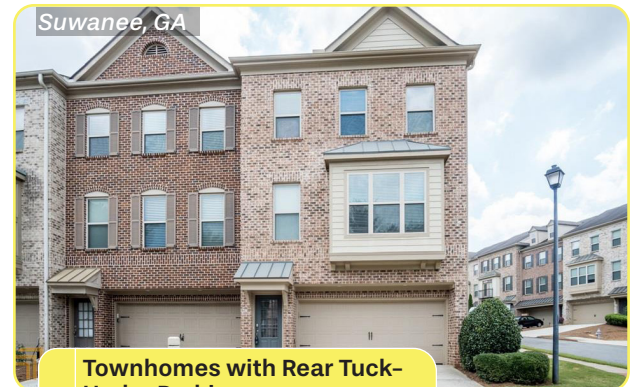
Suwanee, GA



Seattle, WA



Suwanee, GA



Townhomes with Rear Tuck-
Under Parking

Grandview Heights, OH



Middle Housing Types

Magnolia & Cherry

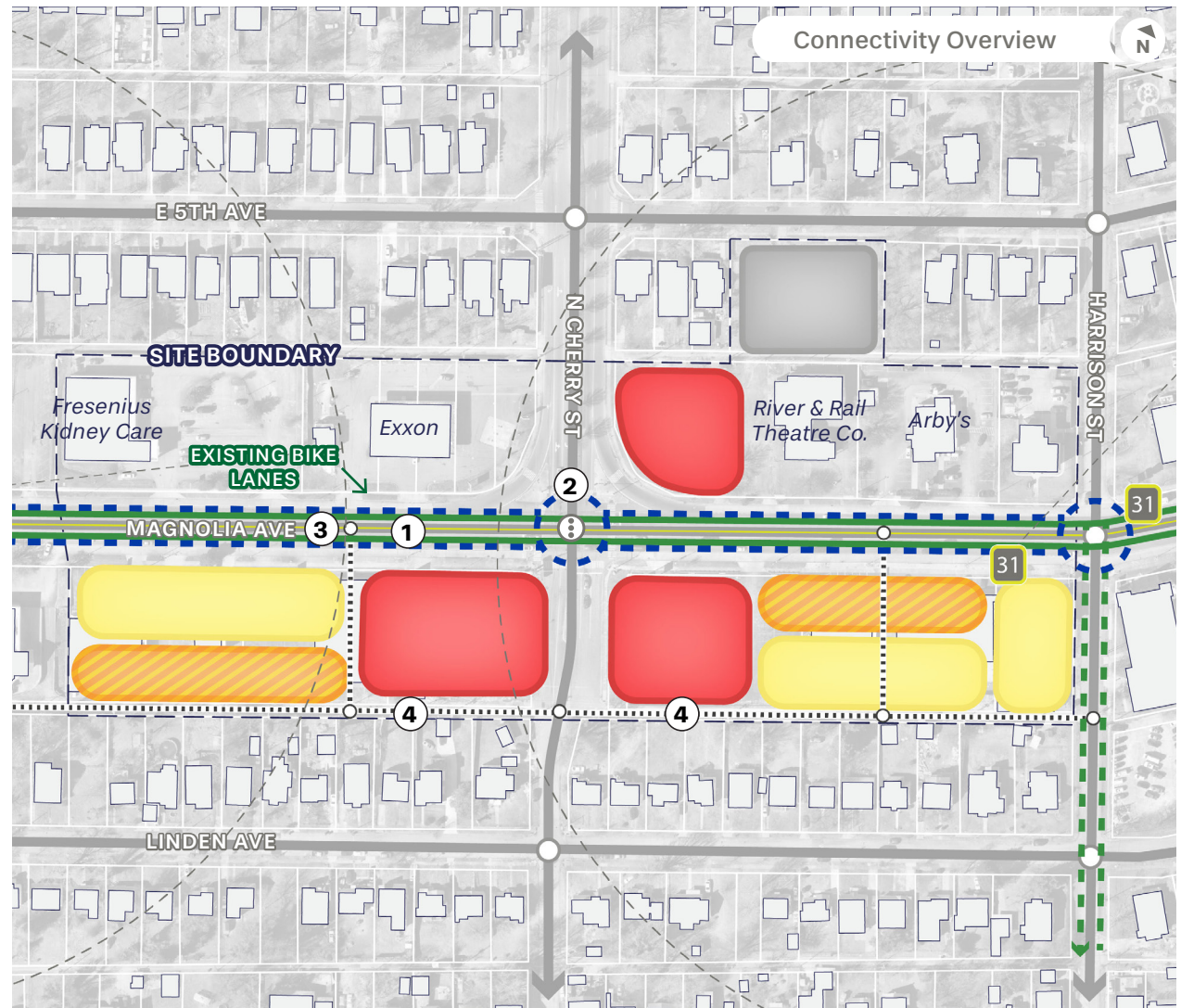
Development Potential

Connectivity Overview

The intersection of Cherry Street and Magnolia Avenue, central to this site, serves as a key point of connectivity between one of East Knoxville's most significant east-west corridors and access to Interstate 40. As such, the site functions as both a visual gateway and a critical pass-through for local and regional travelers.

Connectivity Highlights

- 1 Continue streetscape enhancements to this portion of the corridor, including on-street parking, bike lanes, and traffic calming
- 2 Explore improvements to make the intersection more pedestrian friendly, such as removing slip lanes
- 3 Consider mid-block crossings between intersections to break up long blocks along Magnolia Avenue
- 4 Maintain and enhance the existing alley to provide access to residential units and reduce the number of curb cuts on Magnolia Avenue



Key Considerations for Redevelopment

- Perhaps the greatest opportunity here is to demonstrate the potential for middle housing within underutilized space along a major corridor. This type of housing would be located adjacent to, but not within, lower-density established neighborhoods, providing a transition in scale while helping to support urban-format retail and reinvestment in aging commercial properties.
- New buildings should be positioned closer to both Magnolia Avenue and Cherry Street to create a stronger urban edge and foster a more inviting pedestrian environment.
- Current Zoning: With the exception of one property (the River & Rail Theatre Co. parking lot), the entire site falls within the C-G-2 zoning district. This zoning offers significant flexibility, permitting a range of uses including multifamily residential. However, building height limits and parking requirements in C-G-2 may affect the feasibility of the proposed vision, warranting further analysis.

Key Transit & Mobility Considerations

- Bike lanes are located west of the site, and extension of the bike lanes should be continued along the frontage of the site along Magnolia Avenue.
- Reimagination of the intersection of Cherry Street and Magnolia Avenue should consider the removal of the southbound Cherry Street free turn lanes and include pedestrian friendly infrastructure.
- Improve sidewalks along Magnolia Avenue and Cherry Street to include shade and landscape buffer. Pocket parks and other small greenspaces are needed.
- The existing block is large, and the creation of mid-block crossings to break up super blocks for pedestrians would be beneficial.

Key Market Considerations

- This site presents a unique opportunity to strengthen the surrounding neighborhoods and diversify housing options for residents.
- Affordable commercial space could be explored at this location to help small business owners get into a brick-and-mortar space.
- As the streetscape is improved and built up, improved walking and biking access via neighborhood roads and Cherry Street may further establish this area as a district, incentivizing continued investment.

MLK & Holston

Site Profile



Typology: **Neighborhood Node**

Existing Context

The MLK Jr Avenue & Holston Drive area, also known as Burlington, has long held cultural and historical significance, particularly as a cultural and commercial hub for the African American community in East Knoxville. The storefronts on the south side of MLK Jr Avenue, between Fern Street and Holston Drive, form a key spine of this commercial area. A grocery store sits at the center of the site, and a KAT superstop, where multiple high-frequency bus routes converge, is located on Kirkwood Street. This area also currently serves as the drop-off point for Greyhound bus riders.

Property Conditions

The site retains the layout of a historic main street, though several storefronts along MLK Jr Avenue are currently vacant. Holston Drive bisects the site, creating several irregularly shaped blocks. A gravel lot on the eastern side is the future location of a new fire station being constructed by the City of Knoxville.

Existing Access & Connectivity

The site's primary frontage is along MLK Jr Avenue, with Magnolia Avenue located just to the north. Interstate 40 is less than 3/4 miles away, providing strong regional access.

Advancing Transit Supportive Development in Knoxville

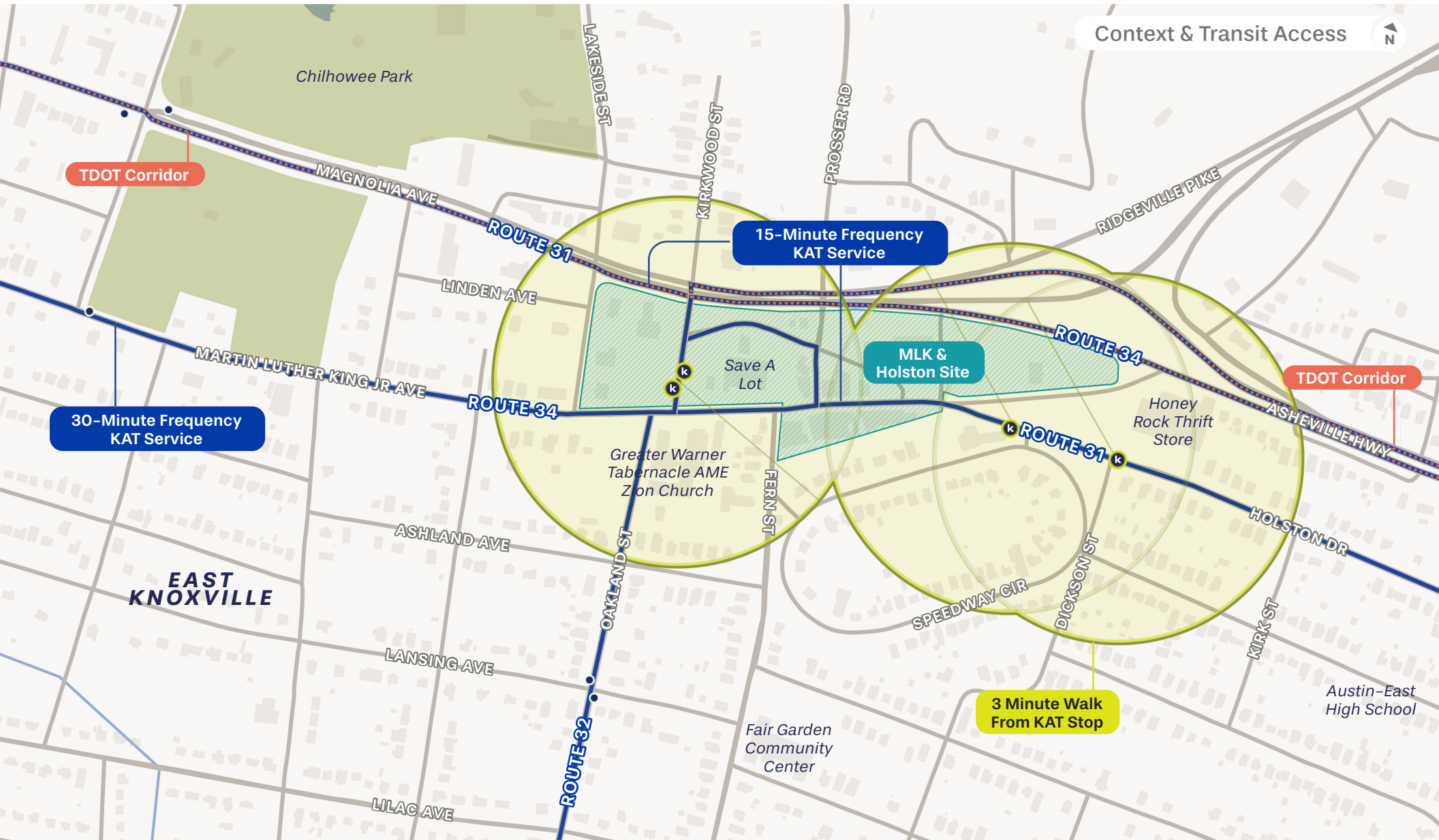
The site is served by three KAT routes: Route 31 (15-minute frequency) along Magnolia/Kirkwood, Route 34 (30-minute frequency), and Route 32 (60-minute frequency). All three routes feed into the Kirkwood Street superstop, which sees an average of 348 boardings and departures per day across two stops, indicating strong transit activity in the area.

Parcels

Site Area / Parcels	10 acres, 37 parcels
Parcel Ownership	Skapa Properties LLC (4 parcels, 2.7 ac), Fovero Holdings LLC (1 parcel, 1.4 ac), YDP Real Estate LLC (1 parcel, 1.3 ac), First Tennessee Burlington Branch (1 parcel, 1.1 ac), Ignite Solutions LLC (4 parcels, 0.7 ac)

Multi-Modal Access

KAT Transit Routes	31, 32, 34
Bike & Pedestrian Infrastructure	Consistent sidewalks along Holston Drive, Martin Luther King Jr. Avenue, and Magnolia Avenue, however little to no buffer from roadways. Broken sidewalk networks through site on north to south streets.



MLK & Holston

Development Potential

Site Understanding & Approach

Future development should aim to respect the historic commercial character of the area while exploring options to reconfigure or remove portions of Holston Drive. Such changes could allow for a more coherent block structure north of MLK Jr Avenue and unlock greater potential for context-sensitive redevelopment.

X-Factors & Opportunities

- Existing historic commercial buildings along MLK Jr Avenue provide a unique character and pedestrian scale that would create a walkable neighborhood center, focusing on the MLK Jr Avenue corridor
- Fire Department is relocating to MLK Jr Avenue from its current facility on Holston Drive
- This site is an important transit node with KAT and Greyhound service
- Walkable proximity to Chilhowee Park and Muse Knoxville

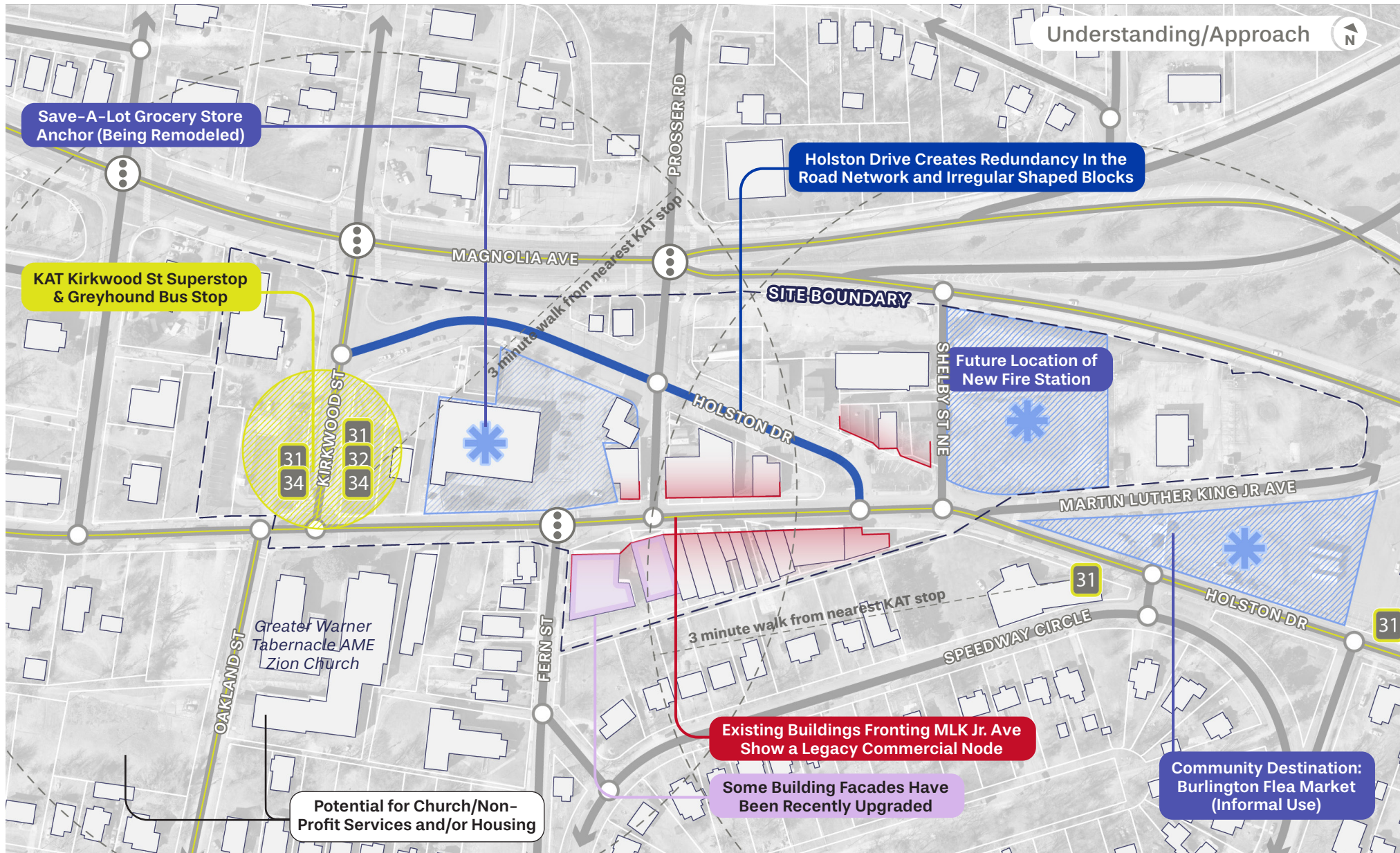


Neighborhood Node Redevelopment Principles

- Helps to establish, or reestablish, a central hub within a neighborhood for a mixture of activities and housing options.
- Can comprise single site developments or a larger multi-site strategy in order to meet the needs of that neighborhood.
- Buildings are compatible with surrounding residential in scale and architectural character.
- Should focus on creating a walkable center for a surrounding neighborhood.
- Includes a mix of uses with a particular focus on meeting daily needs of residents with commercial and service uses.
- Should celebrate and build off neighborhood character and history as it defines a new phase for daily life in the community.



Existing Conditions



MLK & Holston

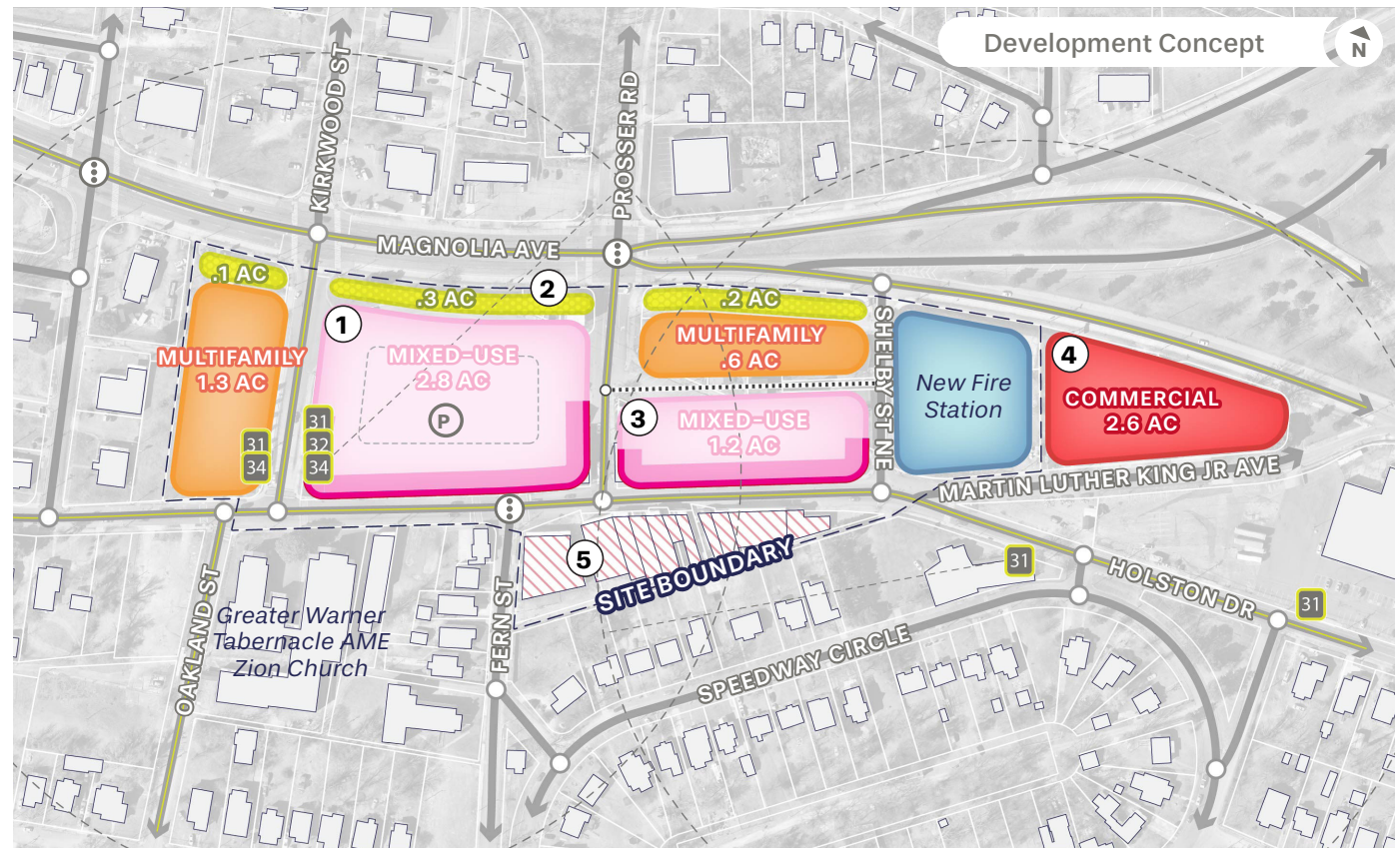
Development Potential

Development Concept Overview

The new Knoxville Fire Department station can help set the tone for renewed development investment, especially in response to a reconfigured Holston Drive. Historic commercial buildings along the south side of MLK Jr Avenue can be complemented by mixed-use buildings on the north side, featuring active ground-floor retail with housing above.

Development Highlights

- 1** Mixed-use development along MLK Jr Avenue that incorporates existing grocery store anchor into new building
- 2** Linear greens buffer residential uses from busy Magnolia Avenue
- 3** Mixed-use along MLK Jr Avenue that complements the existing historic buildings across the street
- 4** Commercial infill where Magnolia Avenue transitions into Asheville Highway
- 5** Existing historic commercial buildings continue to be rehabbed and reused



Alexandria, VA



Mixed-Use Development along MLK Jr Avenue Incorporating Grocery Store

Minneapolis, MN



Darien, CT



Mixed-Use Development along MLK Jr Avenue

Mooreville, NC



Multifamily Residential with Linear Green Connections to Chilhowee Park

Charlotte, NC



Cuyahoga Falls, OH



Commercial Infill

MLK & Holston

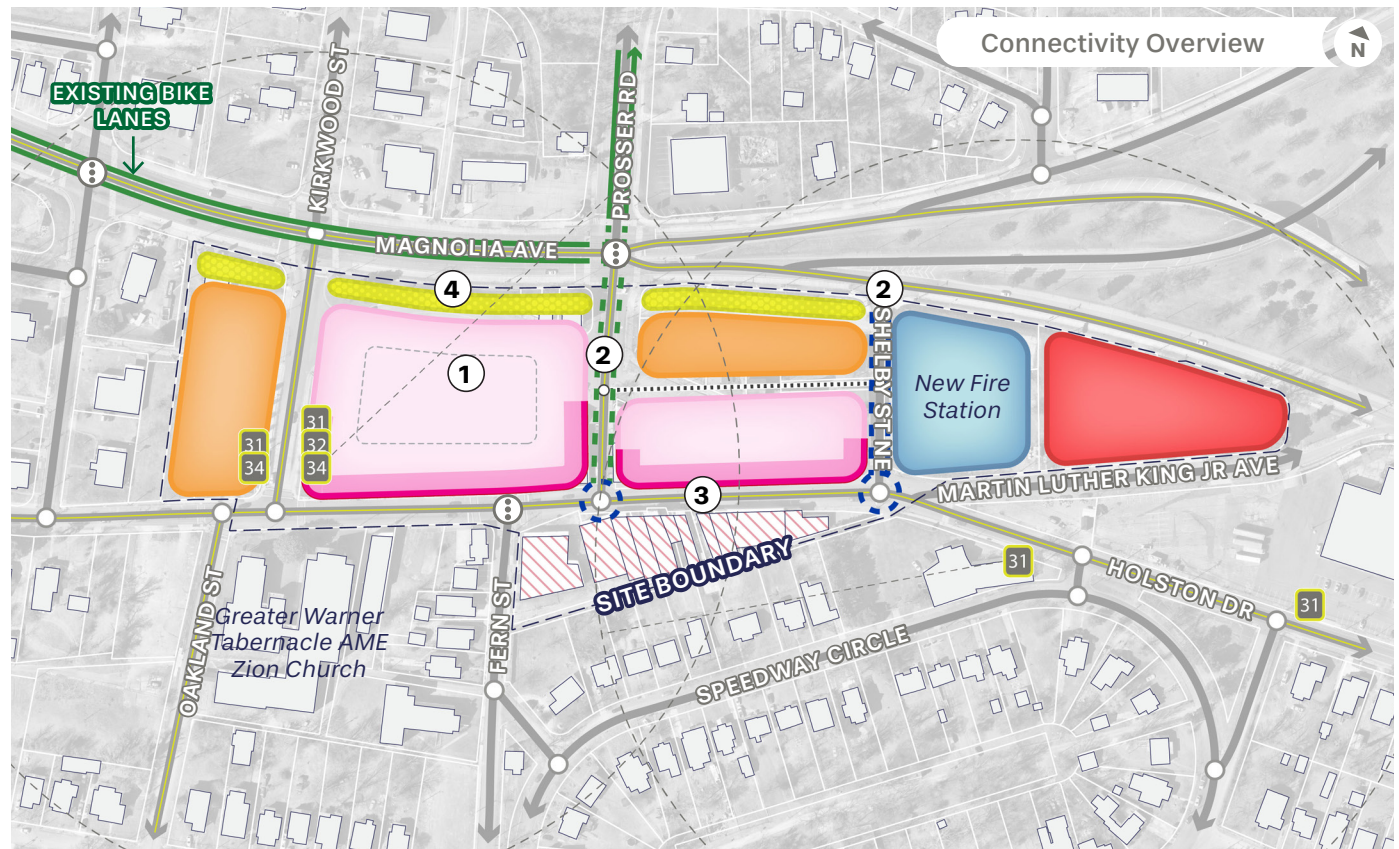
Development Potential

Connectivity Overview

With the KAT Superstop on Kirkwood Street and frontage along both Magnolia Avenue and MLK Jr Avenue, this site is among the most transit-connected areas in Knoxville.

Connectivity Highlights

- 1 Vacate Holston Drive to create regular shaped development blocks
- 2 Improve Prosser Road and Shelby Street to include sidewalks and streetscape
- 3 Create a signature streetscape along MLK Jr Avenue to highlight the character of the corridor and redevelopment
- 4 Linear green connections along Magnolia Avenue to Chilhowee Park



Key Considerations for Redevelopment

- Context sensitivity is essential when considering redevelopment opportunities.
- The proposed reconfiguration or abandonment of Holston Drive north of MLK Jr Avenue is a key step toward creating larger, more redevelopment-friendly blocks.
- New mixed-use and multifamily development can offer convenient access to high-frequency transit.
- Engaging the development community is a key component to this area as it has seen numerous plans over the years without much implementation.
- Current Zoning: A mix of C-G-2 and O. The One Year Plan designates the entire site as Mixed-Use Special District (MU-SD) under the East City Sector Plan, promoting a mix of Medium Density Residential (6-24 dwelling units/acre), Office, and General Commercial uses to support mixed-use development.

Key Transit & Mobility Considerations

- The nearest bus stop is to the south of the site at the Kirkwood Street superstop which services KAT routes 31, 32, and 34 and hosts a Greyhound bus stop.
- A signed bike route to bike lanes on Magnolia Avenue (E-W) and Prosser Road north of Magnolia Avenue should be implemented.
- With Zoo Knoxville and Chilhowee Park to the west of the site, pedestrian and bike facilities along Lakeside Street should be considered.

Key Market Considerations

- A unique opportunity to leverage existing rehabilitation efforts that are ongoing, further investment can revitalize the commercial frontage along MLK Jr Avenue.
- Roadway realignment would create a more easily developable area.
- Several bus routes are accessible at this location, making affordable and workforce housing a consideration for this site. Additionally, a mixed-income housing development project that targets deeply affordable, workforce, and market-rate units could be explored as a part of a larger housing project with local partners to support community goals.

Central Street #1

Site Profile



Typology: **Catalytic Site**

Existing Context

This site is located within the downtown along Central Street, less than ¼ mile north of the commercial core of the Old City, and less than ½ mile south of the Happy Holler Historic District. The site is ¼ mile west of the new Covenant Health Park, and recent investments have been made west along Depot Avenue and south along Jackson Avenue. One block south (207 Jackson Ave), plans have been approved for a seven-story mixed-use building which includes apartments over retail and a parking garage with 450 public parking spaces.

The site is adjacent to multiple Tier 2 Priority Investment Area tracts.

Property Conditions

The site is primarily industrial, with a salvage yard, former Greyhound Bus Station, and the old Peabody School building (most recently known as Democratic Party of Knox County Building).

Multiple uses and ownership, the mixture of active and former businesses, and tight setbacks create a site with many considerations and potential challenges for redevelopment.

Existing Access & Connectivity

Main frontage and access is from Central Street and Magnolia Avenue. The interstate bounds the site immediately to the north, and James White Parkway bounds the site to the east, but roadway connections along Central Street, Magnolia Avenue, and Jackson Avenue all provide access that bypasses those major thoroughfares. Sidewalks are present on all four sides of the site, with dedicated bike lanes running north along Central Street.

Advancing Transit Supportive Development in Knoxville

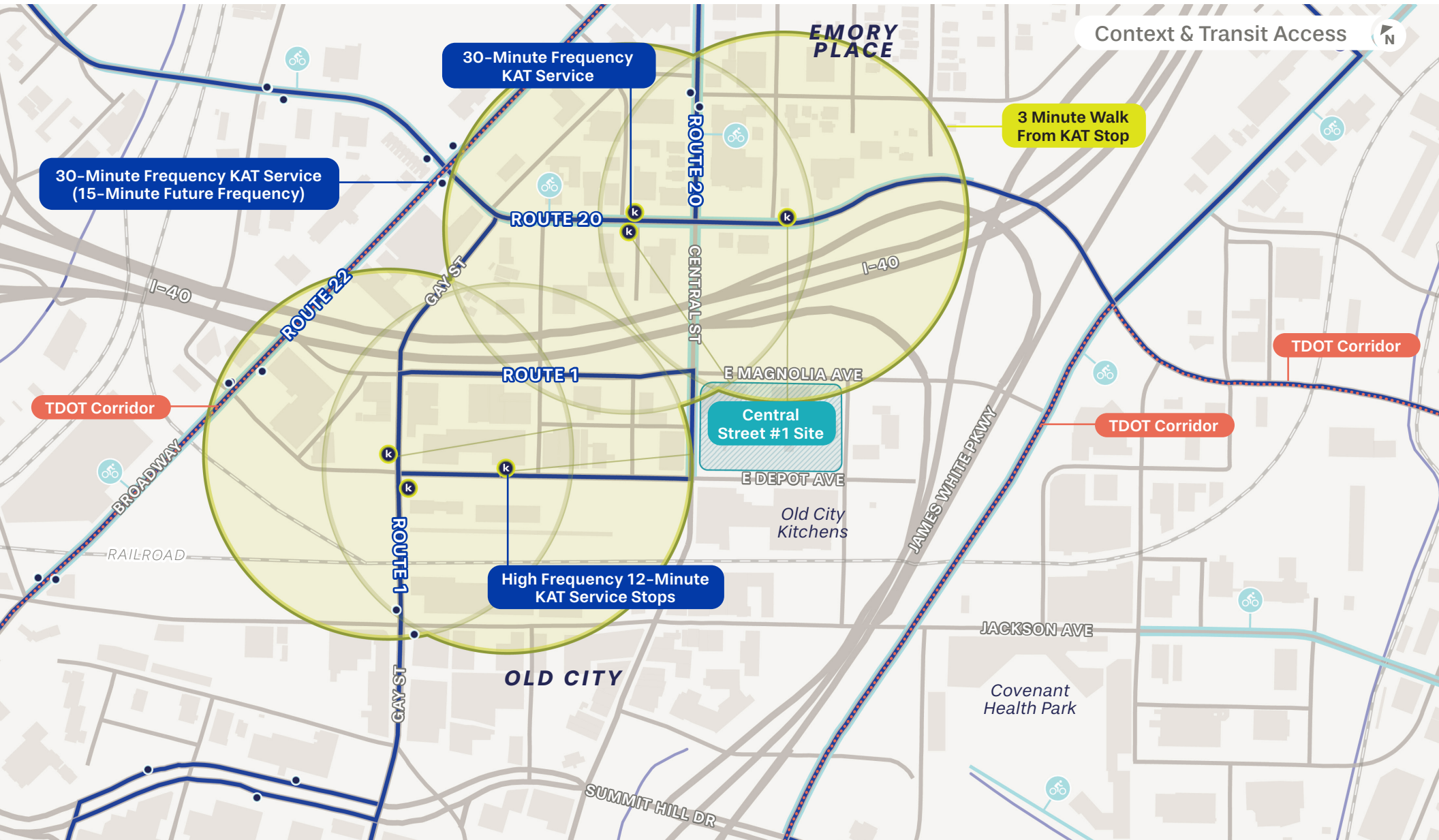
The site is located in a walkable and pedestrian-friendly area within the downtown core and serviced by KAT Route 1 (Downtown Connector), with the nearest bus stop 0.1 miles away. KAT Route 1 provides 15-minute service. KAT Route 22 along Broadway (30 minutes), is 1/3 mile from the site, and the bus stops at Broadway and Depot Avenue average 88 boardings per day.

Parcels

Site Area / Parcels	3.3 acres/10 parcels
Parcel Ownership	Knoxville Southern Station LLC (2 parcels, 0.64 ac), Frazier Revocable Living Trust (3 parcels, 1 ac), Knoxville Rail Salvage (2 parcels, 1.2 ac), 846 North Central LLC (3 parcels, 0.4 ac)

Multi-Modal Access

KAT Transit Routes	1, 20, 22
Bike & Pedestrian Infrastructure	Sidewalks exist around the entire block of the site. Painted bike lanes in both directions begin north of the site along Central Street.



Central Street #1

Development Potential

Site Understanding & Approach

The historic nature of both the Knox Rail Salvage and Old Peabody School buildings presents an opportunity for character-rich adaptive reuse. Repurposing these structures could add significant value when paired with new uses such as public spaces, supporting retail, and housing.

X-Factors & Opportunities

- Walkable character of Old City and Happy Holler neighborhoods/districts
- Proximity to Covenant Health Park (home to the Knoxville Smokies and One Knoxville Sporting Club)
- Recent residential development in Old City
- Historic buildings with unique architectural character

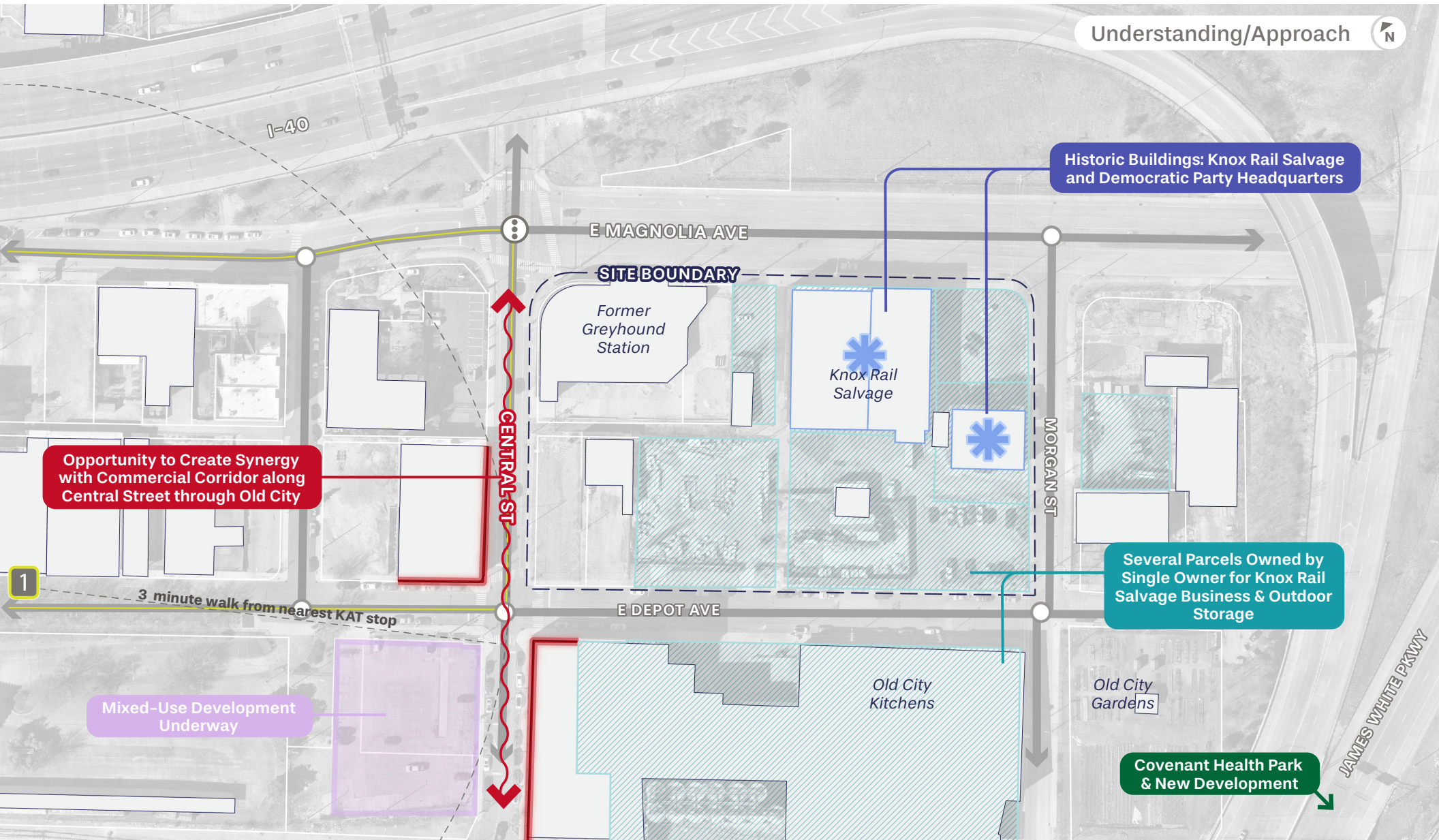


Catalytic Site Redevelopment Principles

- Provide a transformative investment in each area that will dramatically improve the quality of place, vibrancy, and level of activity.
- A multi building, phase, or block development that is significant in density and scale, and provides a mixture of uses previously not seen at that site.
- Aid in defining the character and quality of a surrounding district or establishing a new node within the community.
- Reinvigorate the surrounding area and encourage future phases of investment in the surrounding blocks.



Existing Conditions



Central Street #1

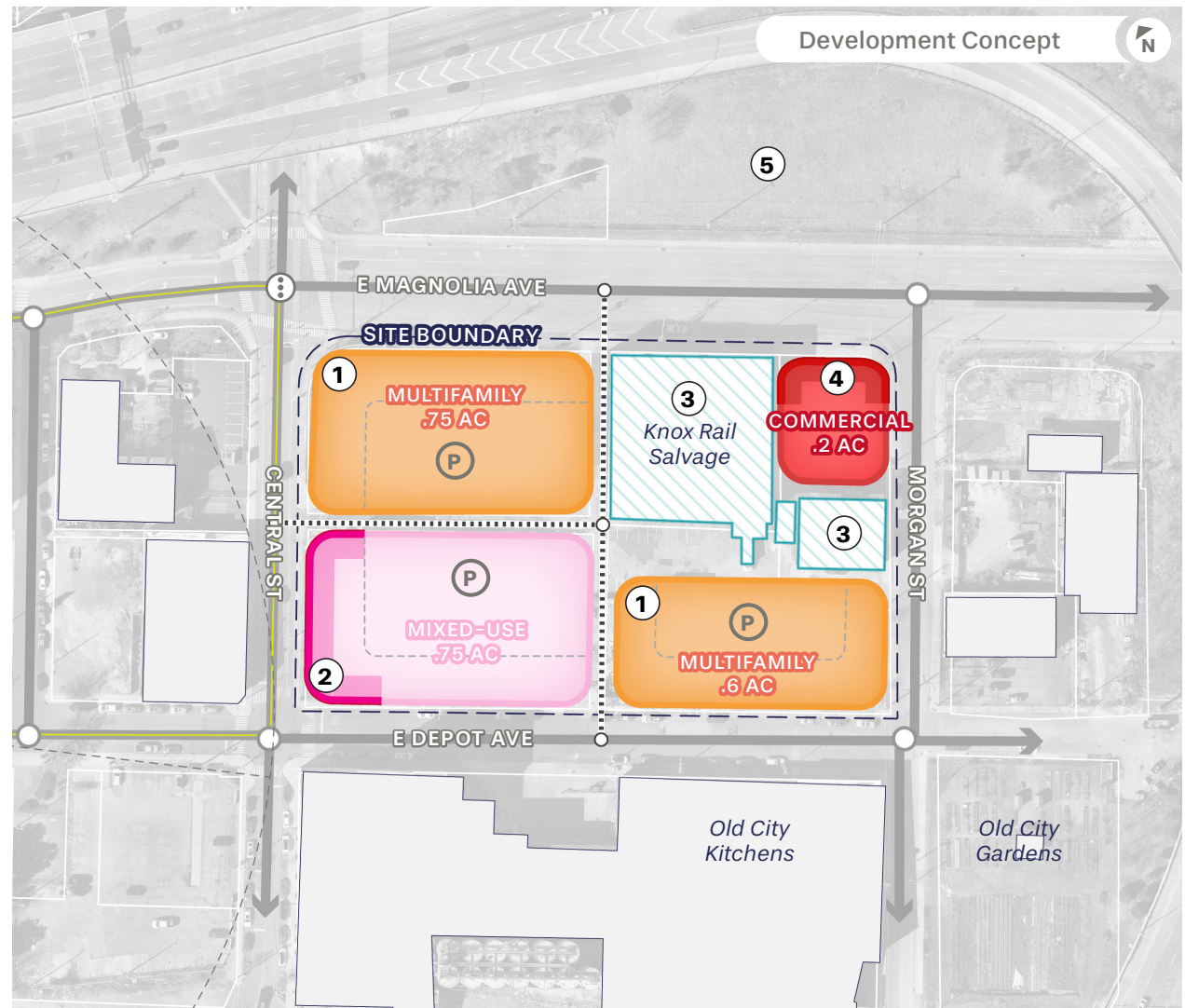
Development Potential

Development Concept Overview

Any development concept for this site should embrace the energy and active frontages already present along Central Street, building on that momentum and extending it throughout the site. The southwest corner (at Depot Avenue and Central Street) offers a strong opportunity for ground-level retail that can activate that block edge. The quaint yet well-connected character of this portion of the Old City makes it especially suitable for multifamily housing.

Development Highlights

- 1 New multifamily residential buildings to offer more residential units near downtown
- 2 Mixed-use building with commercial frontage at Central Street and Depot Avenue to complement activity along Central Street
- 3 Opportunity for adaptive reuse of historic buildings with potential for office uses
- 4 Small-scale commercial infill along Magnolia Avenue to serve residents/tenants of the development
- 5 Buffer the site from highway noise using landscaping





Central Street #1

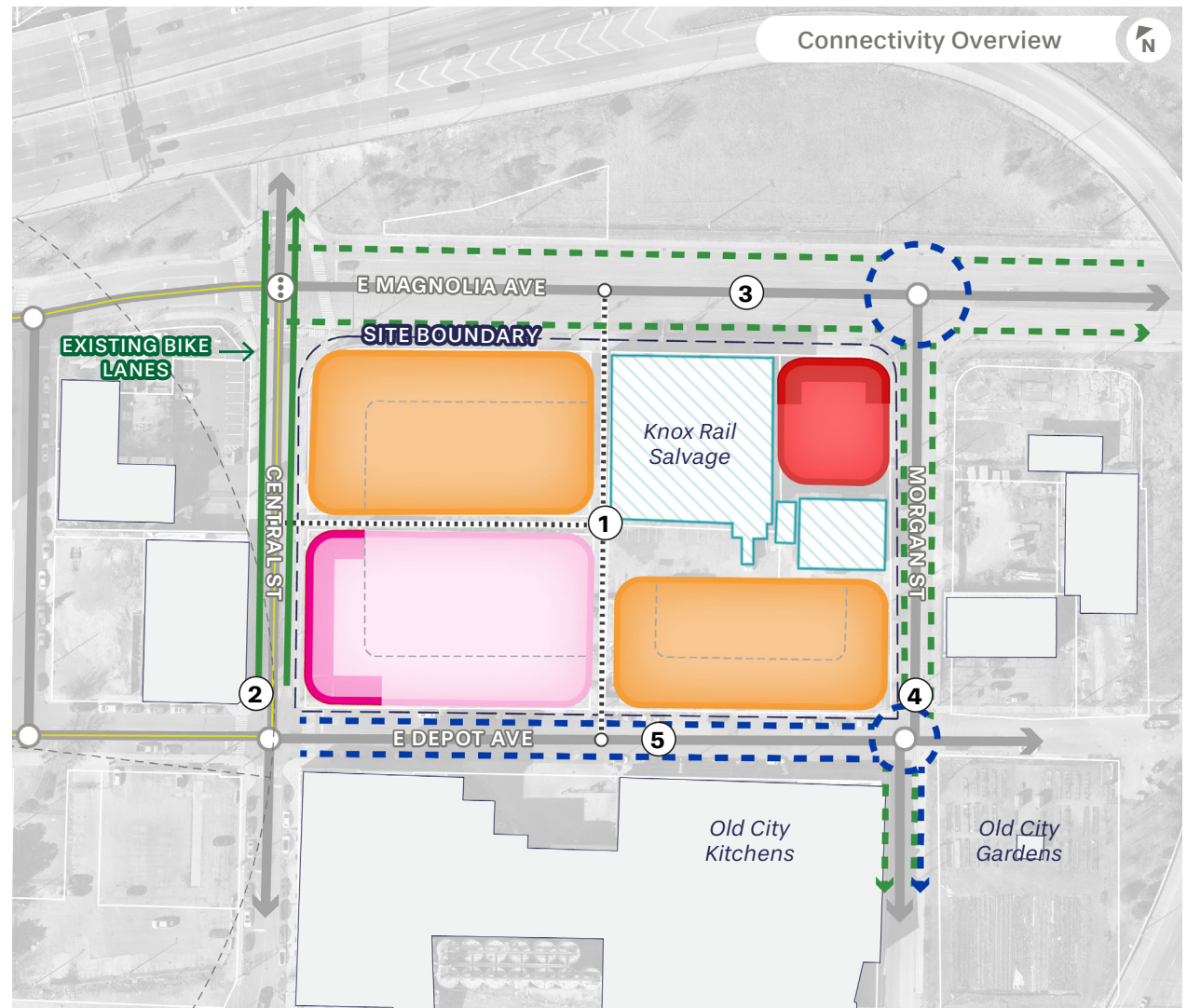
Development Potential

Connectivity Overview

The site sits between several activity centers within the core of Knoxville, yet its immediately adjacent roadways do not experience high traffic volumes. Streetscape improvements should include street trees and shading. Any connectivity considerations must acknowledge the site's close proximity to the Covenant Health Park district and anticipate an ebb and flow of people between this site and the emerging district.

Connectivity Highlights

- 1 Preserve and restore existing alleys for site access/circulation to internal parking
- 2 Add stop for the KAT Route 1 Downtown Connector which could serve this site/future residents
- 3 New bike lane to be added on Magnolia Avenue to connect Central Street to Hall of Fame Drive
- 4 New bike lanes along Morgan Street connecting Magnolia Avenue to Covenant Health Park to the south
- 5 Sidewalk improvements along Depot Avenue



Key Considerations for Redevelopment

- The feasibility of converting the Knox Rail Salvage and Peabody School buildings is a major determinant of the site's redevelopment potential, particularly regarding opportunities for adaptive reuse.
- Establish preference for phasing strategy and identify first uses most critical to drive longer term continued investment.
- Consider shared parking central to whole block and all users as a means for increasing density of development and efficiency of parking.
- Street parking is available in the area but limited during peak evening hours. However, shared parking under the nearby highway overpass has proven effective and could be explored further.
- Current Zoning: The site includes a mix of three zoning districts (DK-W, I-MU, and I-G). The One Year Plan designates the entire site as Mixed-Use Special District (MU-SD), except for one parcel classified as General Commercial (GC).

It is recommended that this parcel be updated to match the MU-SD designation, which allows greater flexibility, particularly for mixed-use development.

Key Transit & Mobility Considerations

- With no transit stops directly adjacent to site, enhance bike/pedestrian access westbound to KAT Route 1 transit stop on Depot Avenue and Williams Street.
- An additional stop for the KAT Route 1 Downtown Connector could potentially be sited along the western edge of the site to better serve future residents and visitors.
- There is an existing bike lane on Central Street.
- A new bike lane should be added on Magnolia Avenue to connect Central Street to Hall of Fame Drive.

Key Market Considerations

- Leverage the momentum of existing development in the area to the west and south, and embrace height and density to achieve a cohesive neighborhood feel in this part of downtown. If the zoning code does not currently permit height and density, developers may need to seek additional variances, permits, or create a Planned Unit Development (PUD).
- This site offers an opportunity for market-rate residential and commercial development.
- A developer may explore using tools, such as historic tax credits, to support the adaptive reuse of the Knox Rail Salvage and Knox County Democratic Party buildings to reduce overall development costs.
- Proactive investment in the streetscape from the city, or using city funds to take on the cost of infrastructure improvements at the time of construction, can enhance the overall marketability of the site and reduce developer costs to support project feasibility.

Central Street #3

Site Profile



Typology: **Catalytic Site**

Existing Context

Positioned within a Tier 2 Priority Investment Tract in an area with high development readiness, the multi-block site is surrounded by a mix of civic, commercial, residential, and industrial uses. Central Street and Baxter Avenue, both of which have recently improved streetscapes, flank the site on two sides. Three Rivers Market is located directly adjacent to the site across Baxter Avenue. Stewart Street bounds the site to the north and east. Civic uses exist on Central Street (Holy Ghost Catholic Church), as well as off Baxter Avenue (fire station and park) and Stewart Street (Boys & Girls Club). Single-family housing is also adjacent to the site along Stewart Street.

Existing Access & Connectivity

The site is between North Knoxville and the city core of downtown. It is also less than 1/2 mile from I-275 via Baxter Avenue.

Bike lanes exist on this segment of Baxter Avenue, feeding into the site at the intersection of Baxter Avenue and Central Street.

Property Conditions

The roughly eight-acre site, owned almost entirely by Knox County, consists of more than 50% surface parking (approximately 4.5 acres). A principal building at 1000 Central Street, known as Knox County Central, was formerly a Sears Roebuck store. The multi-story building has a footprint of nearly 1.5 acres and is over 75 years old. Three smaller buildings also exist on the site, primarily used for storage.

Advancing Transit Supportive Development in Knoxville

Three KAT routes (20, 22, and 24) serve the area within 0.3 miles of the site, with eight bus stops located within a few hundred yards. Four of these stops have bus shelters. Painted bike lanes, new sidewalks, and landscaping along Central Street (which is a pedestrian-friendly, two- to three-lane corridor) contribute to a safe and attractive environment for walking and biking.

Parcels

Site Area / Parcels	7.5 acres/5 parcels
Parcel Ownership	Knox County (4 parcels, 7.5 ac) Skapa Properties LLC (1 parcel, 0.2 ac)

Multi-Modal Access

KAT Transit Routes	20, 24
Bike & Pedestrian Infrastructure	Sidewalks exist around the entire block of the site. Painted bike lanes in both directions begin north of the site along Central Street. Bike lanes exist on Baxter Avenue, west of Central Street, extending to I-275.



Central Street #3

Development Potential

Site Understanding & Approach

The site occupies a prominent, well-connected stretch of Central Street, with the 1000 Central Street property spanning nearly 600 feet between Baxter Avenue and Pearl Place. A strong development concept would break up this long block to create smaller, more walkable segments with active street edges. New development should build on the area's existing pedestrian-friendly scale and character.

X-Factors & Opportunities

- Recent streetscape improvements along Central Street and Baxter Avenue create an appealing frontage for the site
- The former Sears building boasts unique architectural features
- Consolidated parcel ownership by the County could increase redevelopment feasibility
- Located within Old North Knoxville Historic District and down the street from the Happy Holler Historic District commercial node
- Opportunity to redevelop a high-profile site as a proof of concept for Transit Supportive Development.

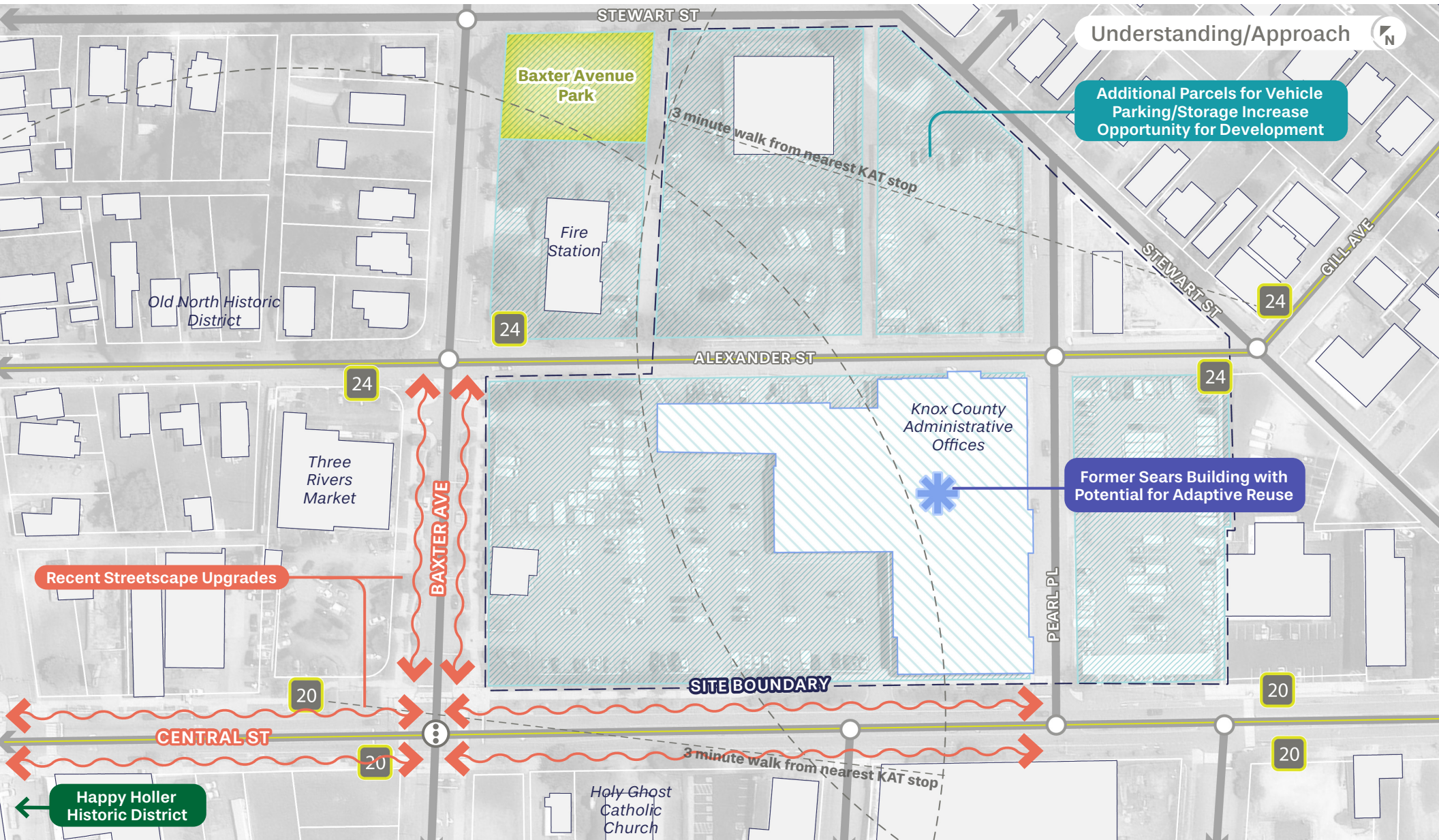


Catalytic Site Redevelopment Principles

- Provide a transformative investment in each area that will dramatically improve the quality of place, vibrancy, and level of activity.
- A multi building, phase, or block development that is significant in density and scale, and provides a mixture of uses previously not seen at that site.
- Aid in defining the character and quality of a surrounding district or establishing a new node within the community.
- Reinvigorate the surrounding area and encourage future phases of investment in the surrounding blocks.



Existing Conditions



Central Street #3

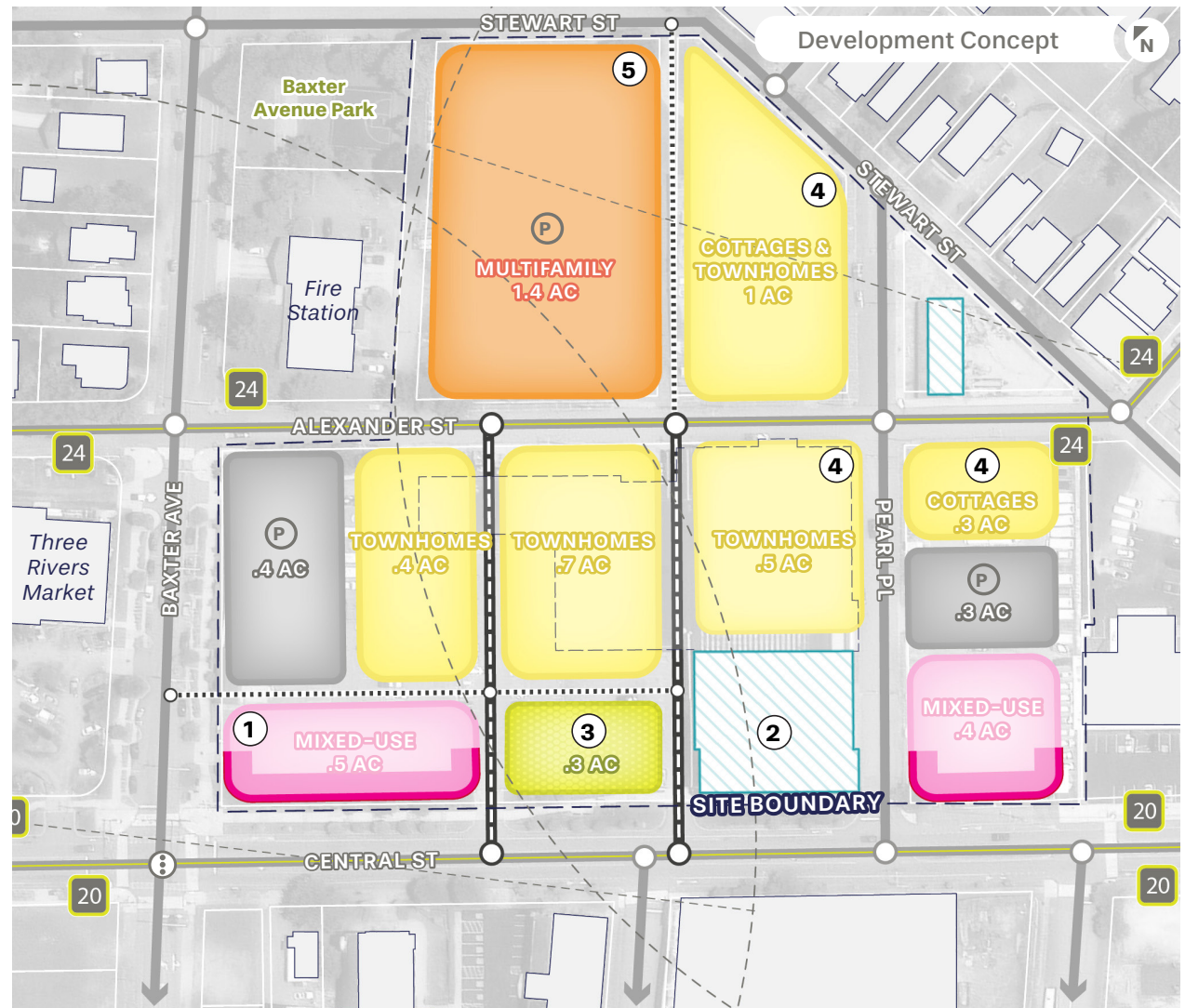
Development Potential

Development Concept Overview

With a variety of land uses nearby, the site is well-positioned to become a neighborhood-serving anchor. Streetscape improvements along Central Street have created an inviting public realm, encouraging further investment. Extending this momentum north to Stewart Street could enhance the area around Baxter Avenue Park and the Boys & Girls Club, while replacing parking and storage with new housing. A central green space around a repurposed 1000 Central Street building could serve as a vibrant hub for residents, workers, and visitors.

Development Highlights

- 1 Mixed-use buildings (commercial with residential above)
- 2 Adaptive reuse with partial demolition of the former Sears building
- 3 Public green space along Central Street acts as an inviting "front door" to development
- 4 Townhomes, cottages, and single-family housing types closer to Stewart Street to taper scale of new development to blend with existing homes
- 5 Multifamily residential with connections to Baxter Avenue Park



Fayetteville, GA



Mixed-Use Buildings Fronting Central Street

Prospect, KY



Cottages & Single Family Infill

Crozet, VA



Townhomes

Liberty Township, OH



Public Green Space

Arlington, VA



Public Green Space

Charlotte, NC



Multifamily Residential

Central Street #3

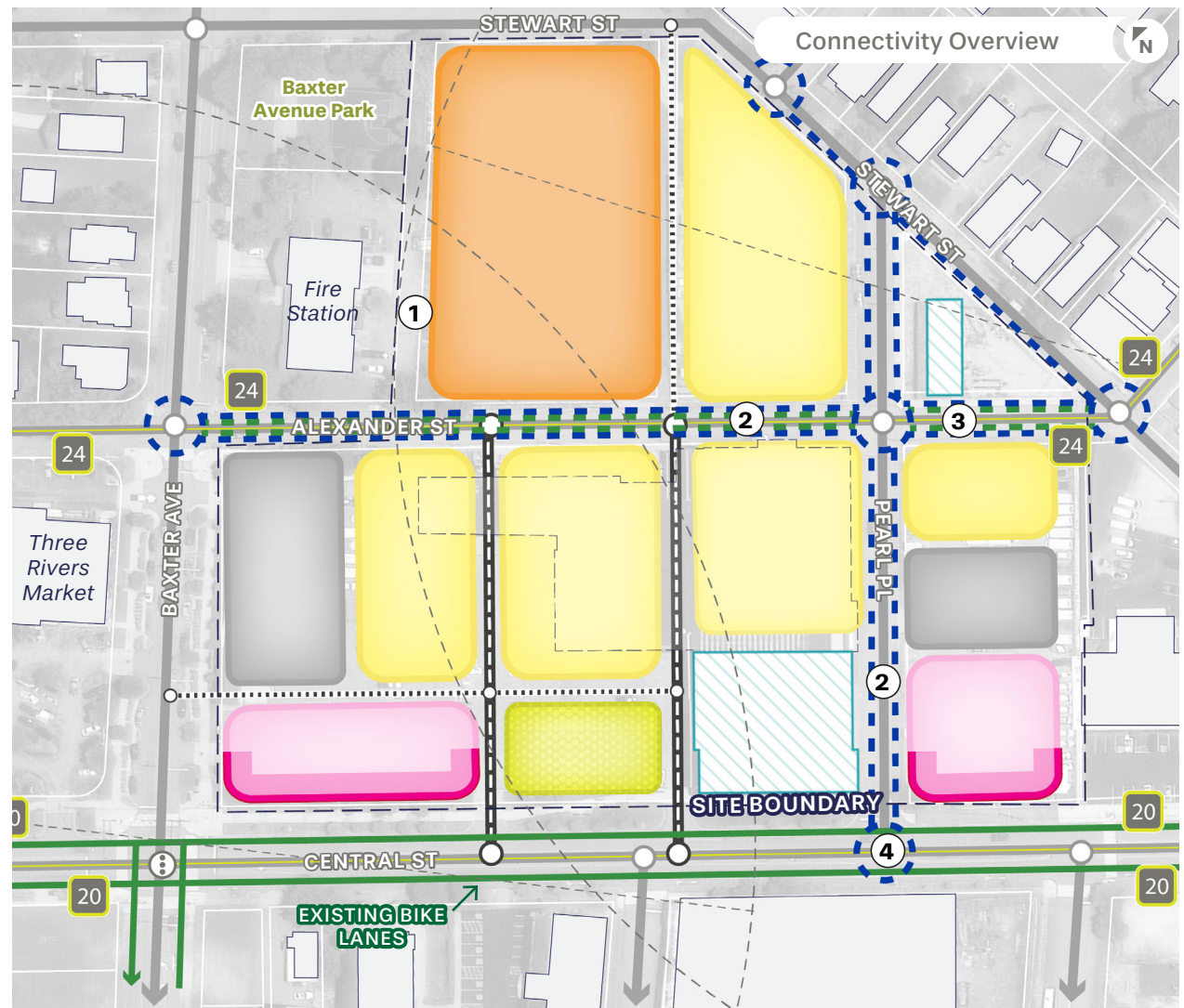
Development Potential

Connectivity Overview

An area currently dominated by large blocks and extensive surface parking has the potential to be redeveloped into a multi-block urban district along a historic corridor served by multiple KAT routes and a newly redesigned streetscape.

Connectivity Highlights

- 1** Pedestrian connection or alley to Baxter Avenue Park and Stewart Street
- 2** Improve sidewalks and add pedestrian crossings along Alexander Street and Pearl Place, including streetscaping and street trees
- 3** Add bike lane to Alexander Street
- 4** Intersection enhancements at Pearl Place and Central Street, including pedestrian crossings and either all-way stop or traffic signal



Key Considerations for Redevelopment

- The future of the Knox County Central building (1000 Central Street) is a major determinant of redevelopment at this site. The building footprint itself is nearly 65,000 square feet (1.5 acres). If any of the existing building were to be repurposed in a future development scheme, it would serve as a de facto anchor, adding historic and architectural character into the re-imagined site.
- The site includes 4 or more acres of surface parking, all owned by Knox County, presenting prime redevelopment pads for a number of potential future uses.
- There is an opportunity to explore larger site assembly and master planning to link existing assets and surrounding neighborhoods to the site.
- Work with community members and future development team to establish priorities for phasing development. Focus should likely start along Central Street and work north towards Alexander Street and Stewart Street.

- Current Zoning: C-G-2. This commercial zoning district offers flexibility with a wide range of uses, including multi-family residential. However, building height limits and parking requirements in C-G-2 may affect the feasibility of the proposed vision. The One Year Plan designates the entire site as MU-SD, signaling a desire for mixed-use where building heights, setbacks, and density can be flexibly tailored.

Key Transit & Mobility Considerations

- Sidewalks along Pearl Place and Alexander Street should be improved and should incorporate street trees where possible.
- Look for an opportunity for a pocket park or plaza near the corner of Alexander Street and Stewart Street where the KAT Route 24 bus stop is located. This can support an enhanced quality of transit stop.
- Pedestrian and bike infrastructure needed along Alexander Street/ Pearl Street/Gill Avenue in the form of sidewalks and pedestrian crossings.

Key Market Considerations

- The 1000 Central Street site is a large, publicly-owned property that is an opportunity for the city to explore creating a unique destination near the Happy Holler Historic District with a developer.
- Adaptive reuse of the County building on site could be explored, but retrofit of the building is likely to result in increased project costs due to the expected work necessary to adapt the building to a new use. A public-private partnership paired with a creative use of incentives, such as Tax Increment Financing, may be necessary to help improve feasibility, but it is unknown if these tools are sufficient to satisfy a financing gap.
- Additional opportunity to diversify housing typologies offered in this part of Knoxville, including exploring strategies to create a stronger mixed-income neighborhood for moderate to high-income earners.

Sevier Avenue

Site Profile



Typology: **Catalytic Site**

Existing Context

Several multifamily developments have been completed west of the site along Blount Avenue. As of 2025, the Sevier Avenue streetscape project is underway, aiming to enhance the corridor's infrastructure and aesthetics through the addition of bike lanes, improved on-street parking, burial of overhead utilities, and the construction of wider sidewalks. The site is just east of the Gay Street Bridge, which was closed to vehicular traffic indefinitely in 2024 and is planned to reopen for cyclists and pedestrians in 2026.

Property Conditions

Most of the 30-acre site is occupied by a propane supplier and a petroleum terminal. There are also a few smaller industrial users on the property, along with vacant land between Sevier Avenue and Council Place, where a building and parking lot were demolished in the early 2000s.

Existing Access & Connectivity

The site serves as a key node along Sevier Avenue, linking commercial establishments and residences to the east with denser developments to the west along Blount Avenue and Chapman Highway. It also functions as the gateway to and from the Gay Street Bridge, which, though currently closed to vehicles, is expected to provide seamless connections for cyclists and pedestrians between Downtown Knoxville and the South Waterfront.

Advancing Transit Supportive Development in Knoxville

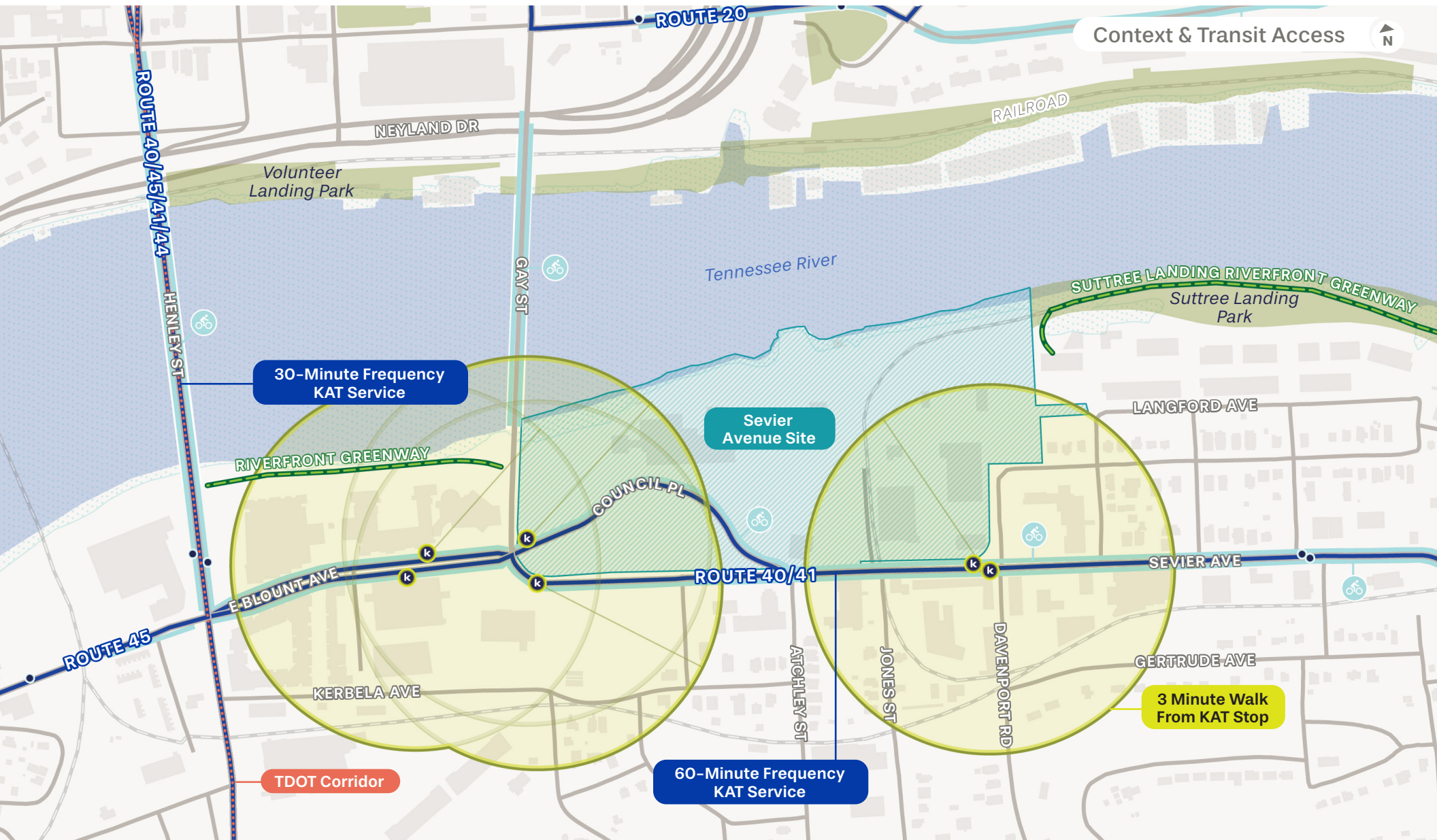
The site has strong potential to support both transit and trail-oriented development. It is served by KAT Routes 40 and 41, which run along Sevier Avenue and Chapman Highway. Route 41, which runs along Chapman Highway (about 0.2 miles from the site) offers 30-minute frequency service and provides a direct connection to Downtown Knoxville.

Parcels

Site Area / Parcels	30.5 acres/14 parcels
Parcel Ownership	Baxter Properties LP (10 parcels, 13.6 ac), Marathon Petroleum LLC (1 parcels, 10.8 ac), Trimble WM Co Inc (1 parcels, 3.3 ac), Knoxville Utilities Board (1 parcel, 0.1 ac)

Multi-Modal Access

KAT Transit Routes	40, 41
Bike & Pedestrian Infrastructure	The South Waterfront Greenway is just west of the site. The Suttree Landing River Walk is just east of the site. The Gay Street Bridge (a future pedestrian/cyclist only facility) ties directly into the site. The Sevier Avenue Streetscape Project (underway) will provide wide sidewalks and bike lanes on the southern edge of the site.



Sevier Avenue

Development Potential

Site Understanding & Approach

The major unknown factor is the willingness of Holston Gases and the Marathon Petroleum Corporation to relocate their operations or sell portions of their property. As the two primary landowners of this roughly 30-acre riverfront site, much depends on their future business decisions as well as the environmental conditions of a site that has been dedicated to heavy industry for many decades.

X-Factors & Opportunities

- Significant residential development has been recently built to the east and west of the site
- Opportunity to transform heavy industry into a signature riverfront park
- Can connect the missing link between two existing riverfront greenways immediately to the east and west of the site
- Existing market momentum can be leveraged to create a new riverfront activity center
- Opportunity to redevelop a high-profile site as a transformative opportunity across the river from downtown, establishing further Transit Supportive and Trail-Oriented Development



Catalytic Site Redevelopment Principles

- Provide a transformative investment in each area that will dramatically improve the quality of place, vibrancy, and level of activity.
- A multi building, phase, or block development that is significant in density and scale, and provides a mixture of uses previously not seen at that site.
- Aid in defining the character and quality of a surrounding district or establishing a new node within the community.
- Reinvigorate the surrounding area and encourage future phases of investment in the surrounding blocks.



Existing Conditions

Sevier Avenue

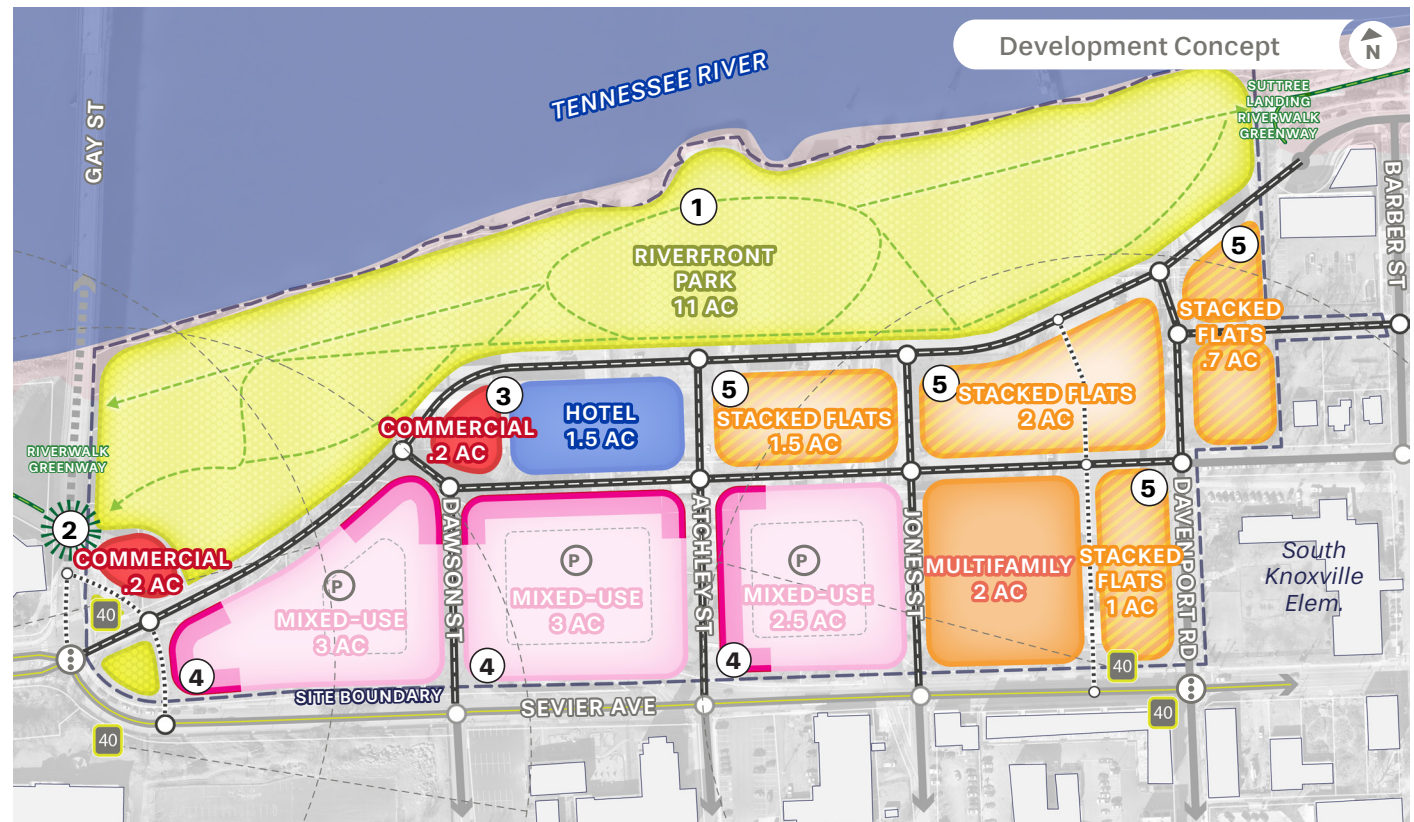
Development Potential

Development Concept Overview

There is potential to create several new city blocks featuring housing, retail, and a destination hotel. These additions would all be anchored by a new 11-acre signature riverfront park. This area could transform into a vibrant mixed-use district, connecting the two existing sections of the Riverwalk while also linking new developments on Blount Avenue with the more established commercial core of Sevier Avenue to the east.

Development Highlights

- 1** Signature park anchoring the site and activating the riverfront, including greenway/paths, amphitheater, boardwalk, and flexible gathering areas
- 2** Use the planned Gay Street bridge conversion to establish a greenway connection and vacate part of the street for a plaza, and create an iconic river overlook
- 3** Hotel and destination retail or dining space with direct park access and sweeping river views
- 4** Line Sevier Avenue with walkable, mixed-use buildings with structured parking and support active street life
- 5** Stacked flats along site edges provide gentle density that fit seamlessly into surrounding residential areas



Boston, MA



Dynamic Riverfront Park

Columbus, OH



Arlington, VA



Vancouver, WA



Hotel & Signature Riverfront Retail /Restaurants

Somerville, MA



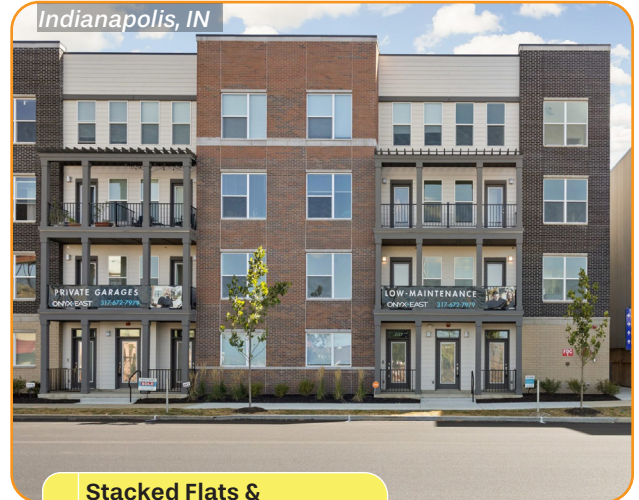
Mixed-Use with Active Ground Floors

Vancouver, WA



Mixed-Use with Active Ground Floors

Indianapolis, IN



Stacked Flats & Townhome Residential

Sevier Avenue

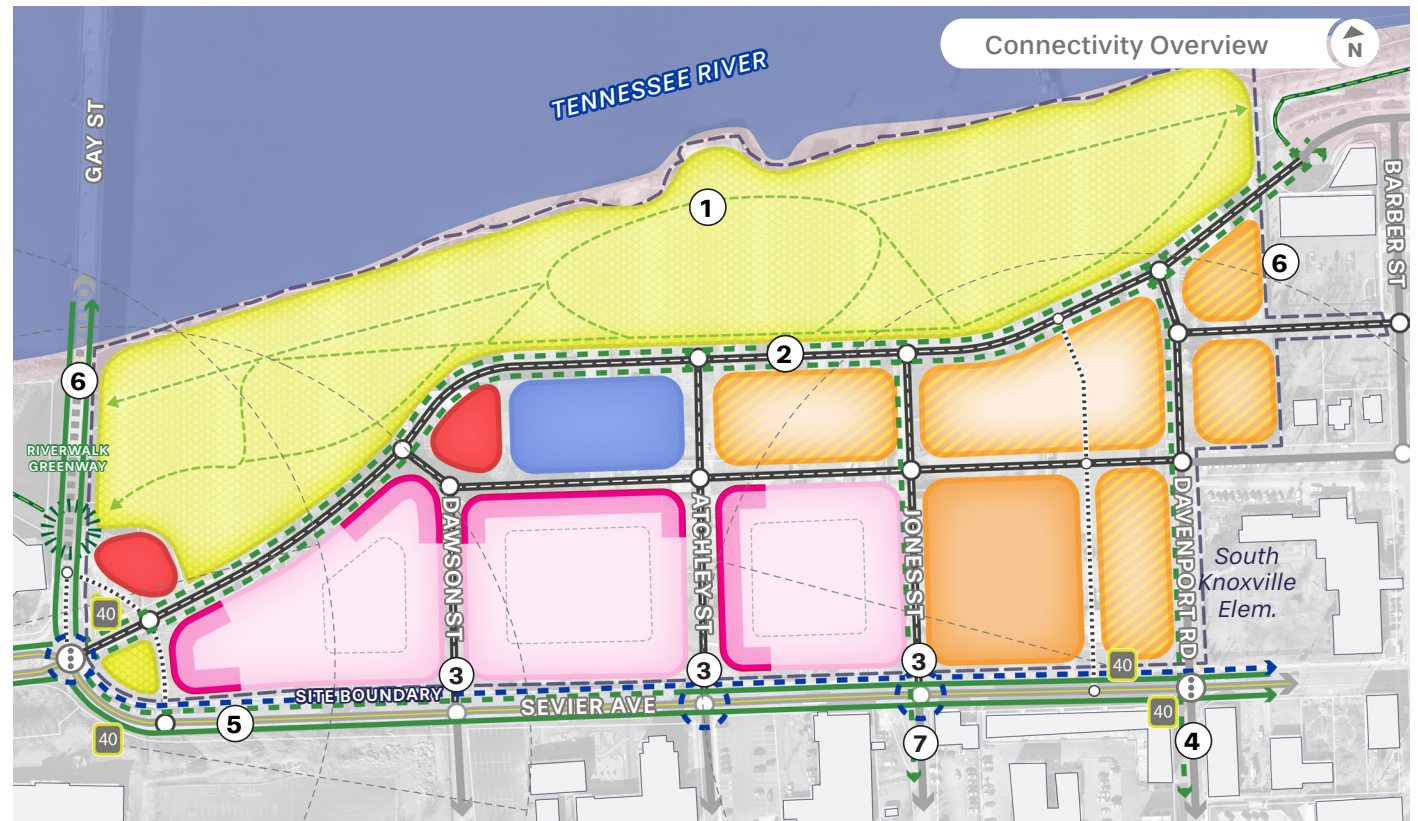
Development Potential

Connectivity Overview

As a key link between the established Sevier Avenue commercial district and the emerging mixed-use area near Chapman Highway, this site can connect the South Waterfront through pedestrian-friendly streets and a large public park featuring low-stress trails.

Connectivity Highlights

- 1** Complete the riverfront greenway system, connecting Riverwalk Greenway and Sutton Landing Riverwalk Greenway, including rail-to-trail conversion of former railroad rights-of-way
- 2** New riverfront boulevard with on-street parking supporting commercial activity and convenient park access
- 3** Extend existing street grid (Dawson, Atchley, and Jones Streets) into the site to create regular developable blocks
- 4** Bike lane along Davenport Road to access Lippencott Park to the south
- 5** Convert Sevier Avenue to two-way between Blount Avenue and Atchley Street with closure/removal of Council Place. Include bike lane eastbound to complement existing westbound bike lane
- 6** Use the planned Gay Street bridge conversion to facilitate greenway connection and make necessary upgrades and enhancements to bridge
- 7** Extend trail connectivity along the riverfront and explore rail-to-trail conversion following Jones Street to link the site to nearby neighborhoods and destinations uphill



Key Considerations for Redevelopment

- A major consideration for redevelopment is the extension of Waterfront Drive through the site, connecting to Blount Avenue. This proposed roadway would serve as the spine of the redevelopment, creating a vibrant edge between the public park and several new urban blocks, while also improving connectivity between currently disconnected roadways in the district.
- The abandonment of Council Place right-of-way can free up prime development land and create opportunity for more intuitive roadway network.
- This site's size, at over 30 acres, has potential to be its own district with a distinct center of activity.
- This development would have to be phased over a decade-plus to realize fully. Understanding priorities for first phases is a key initial step.
- Current Zoning: SW-5 and SW-7. Both SW 5 and SW 7 are part of the South Waterfront Mixed Use District Type

I (SWMUD I) under Knoxville's form-based code, which prescribes tailored development standards to encourage walkable, mixed-use environments along the South Waterfront.

Key Transit & Mobility Considerations

- One-way portion of Sevier Avenue converted to two-way with enhanced streetscape.
- [While Council Place exists]: Bike lane enhancements needed at Council Place approach to Blount Avenue (currently bike lane ends ahead of intersection).
- Bike lane on Sevier Avenue connects to the east with signed route to Ijams Nature Center.
- Connecting to the Riverwalk via Barber Street bike/pedestrian connection from Sevier Avenue should be prioritized.
- Incorporating on-street parking into new roadways within the development.

Key Market Considerations

- Opportunity for market-rate riverfront destination development with a hospitality component that complements recent development.
- City may consider partnering with a developer to create a signature riverfront park with dedicated funds for improvements and ongoing maintenance.
- City can solicit proposals that explore a diverse mixed-use area plan that targets hospitality, commercial, and residential uses.
- Given the history of the site, a Phase I Environmental Site Assessment should be performed. Should additional environmental analysis or remediation be necessary, the city and developers should seek additional funding sources and partnerships to support the costs.

CHAPTER 4

STRATEGIES FOR THE FUTURE



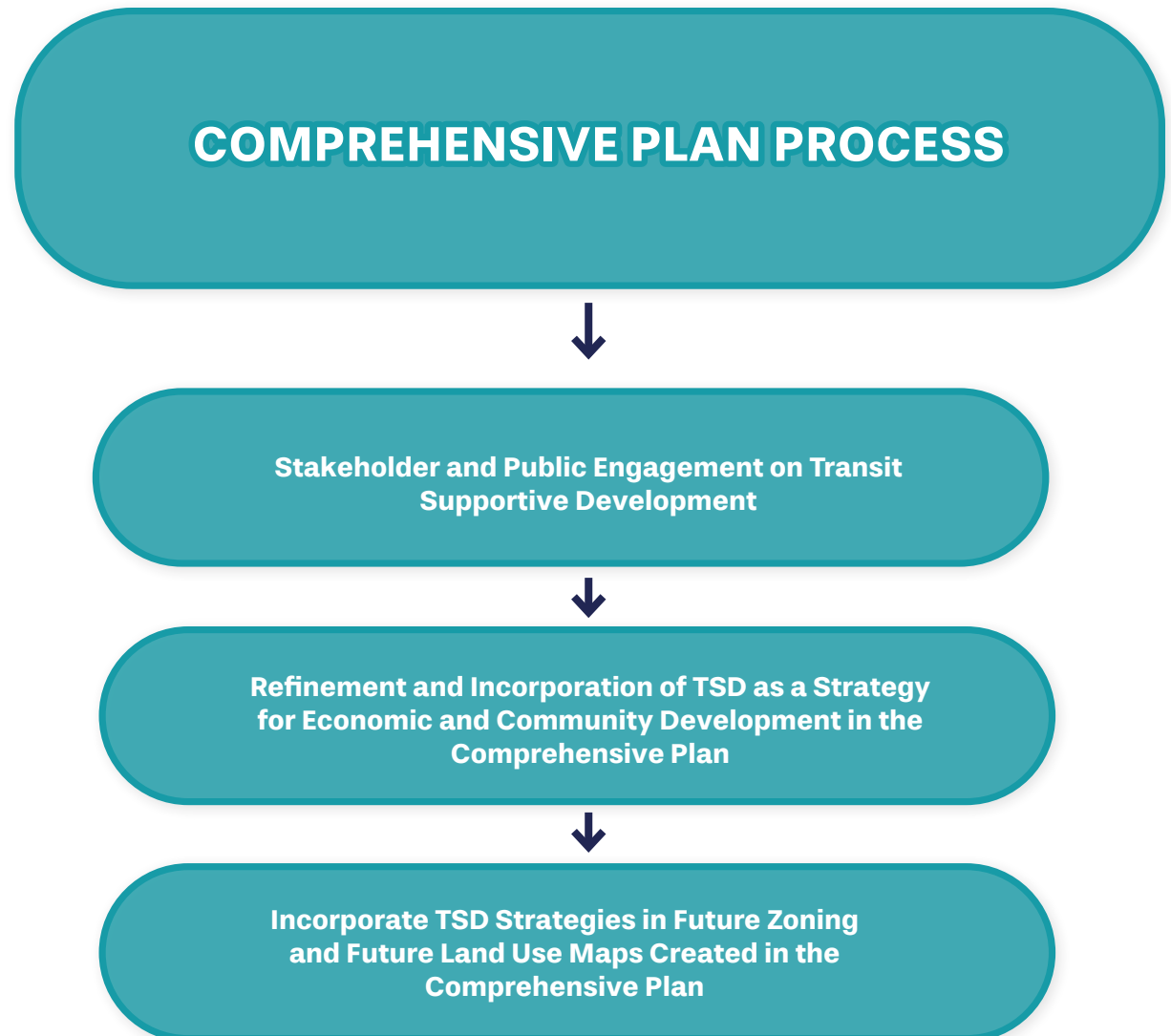
Next Steps

How to Use this Plan in the Future

This planning effort was preceded by a data-driven research initiative led by Knoxville–Knox County Planning, which focused on identifying the city's priority investment areas. Building on that foundational work, this plan explores strategies and opportunities to support high-quality development in areas served by transit.

Because this plan is primarily exploratory in nature, its next steps focus on informing and integrating its findings into the forthcoming Comprehensive Plan. That broader planning process will serve as a platform to engage the community on the benefits and potential of Transit Supportive Development (TSD). It will also create opportunities for public feedback, while refining and embedding TSD principles into the city's future land use policies and recommendations.

The following process chart outlines key thematic areas that can guide the next steps and actions emerging from this plan.



TRANSIT SUPPORTIVE DEVELOPMENT IMPLEMENTATION STRATEGIES



TASK FORCE ON TSD IMPLEMENTATION

*Engage with necessary
property owners & identify
short- & long-term TSD
opportunities*

*Establish
metrics & tracking
system to monitor TSD
progress*

*Engage with
development
community to build
support & interest*

*Coordinate with KAT to
understand future route
changes and increases in
frequency of service*



ZONING & POLICY

*Review zoning code for TSD
accommodation*

*Update zoning along
corridors as needed*

*Adjust TIF districts & Opportunity Zones
to align with TSD Example Areas*



FUNDING & INCENTIVES

*Pursue funding
opportunities with local, state, &
federal sources for infrastructure
& development*

*Establish a partnership between city
and a private sector developer to identify
and implement a pilot/demonstration
project*

*Update capital improvement
program (CIP) to prioritize
infrastructure improvements to
support TSD*

Next Steps

Strategies

Next Steps: Transit Supportive Development (TSD) in Knoxville

The following actions represent recommended next steps the City of Knoxville can undertake to advance the implementation of Transit Supportive Development.

Create a working group of City staff and key stakeholders to review recommendations from the TSD study and evaluate integrating this plan as one element in the redevelopment section in the forthcoming Comprehensive Plan.

Convene the working group to evaluate land use and zoning recommendations, including potential zoning code amendments that may better enable or support TSD.

Engage the development community by hosting recurring “industry days” and/or bus tours showcasing redevelopment opportunities, using study renderings to communicate the TSD vision.

Identify and prioritize catalytic sites for public-private partnerships, focusing on locations near high-ridership routes with immediate redevelopment potential.

Review TSD sites and identify next steps for redevelopment, including property acquisition, rezoning, infrastructure analysis, financial analysis, and advancing properties to RFQ. This includes a potential pilot project between the city and a private developer.

Host community conversations as part of the Comprehensive Plan to engage the public on TSD (including bus tours of TSD corridors, pop-up events at bus stops, engaging university students and employees, interactive mapping exercises, design workshops, and visioning sessions focused on affordable housing, streetscapes, corridor character, economic development, and transit).

Meet with KAT to adjust route planning and determine optimal locations for future bus stops aligned with the Transit Supportive Development Study.

Coordinate with City Engineering, Public Works, and TDOT to evaluate TSD corridors and identify opportunities for future streetscape improvements (wider sidewalks, street trees, pedestrian lighting, curb extensions, crosswalks, street furniture, transit shelters, bike lanes, wayfinding, green infrastructure).

Integrate the Transit Supportive Development Study into the Comprehensive Plan as one element of the redevelopment section, using its recommendations to guide future land use, housing, economic development, and corridor strategies, and to identify priority sites and infrastructure needs for targeted reinvestment.

Pursue funding opportunities (federal, state, local) to support infrastructure, affordable housing, job-growth incentives, business incubators, and streetscape improvements in TSD areas.

Adjust City TIF districts and Opportunity Zones to include TSD areas and align them with targeted redevelopment goals.

Update capital improvement plans (CIP)

by explicitly identifying and prioritizing infrastructure upgrades that enable TSD. This includes targeted investments in utilities, stormwater systems, sidewalks, bike facilities, and streetscapes within designated TSD areas. By sequencing these improvements ahead of or alongside new development, the City can reduce barriers to private investment and create the physical framework necessary for higher-density, mixed-use, and walkable communities.

Refine affordable housing strategies

specific to TSD areas to ensure mixed-income housing and prevent displacement. This could include incentives for affordable and middle housing in TSD corridors, land banking for future affordable development, inclusionary zoning mechanisms, and tenant protections to stabilize existing residents.

Establish metrics and tracking systems

to monitor TSD progress, including new housing units, business establishments, jobs, ridership gains, and infrastructure

enhancements. Regular reporting will provide accountability, allow for mid-course adjustments, and help demonstrate the tangible benefits of TSD to community members, decision-makers, and funding partners.

Coordinate with regional partners to align TSD efforts with regional economic growth, housing, and transportation initiatives. Certain initiatives might include:

- A regional storytelling and outreach Initiative that shares stories from residents and businesses about the value of walkable, transit supportive neighborhoods. Branded as "Living Along the Corridor," the initiative would showcase how TSD benefits not only Knoxville but also surrounding counties, emphasizing the everyday experiences of people who commute, shop, and connect across the region.
- Explore a regional mobility hubs strategy. Partner with ETHRA, CAC Transit, and surrounding counties to establish multimodal "mobility hubs"

at key gateways into Knoxville. These hubs could include park-and-ride, on-demand microtransit, bike-share, and space for regional shuttles, linking outlying residents with Knoxville's high-frequency transit corridors.

- University and anchor institution partnerships that engage major regional employers such as the University of Tennessee, Tennessee Valley Authority (TVA), and UT Medical Center. As some of the region's largest employers and landholders, they have potential to be pivotal partners in advancing TSD. Partnerships could explore joint development projects, including the transformation of surface parking lots into mixed-use housing with direct transit access, or the creation of multimodal hubs at key university and hospital entry points.

Next Steps

Strategies for Typologies

While each of the four development typologies represents a distinct redevelopment context, they share many common strategies for enabling Transit Supportive Growth. Core recommendations around mobility, parking reform, and land ownership consolidation apply broadly across all typologies, ensuring consistency in how Knoxville approaches Transit Supportive Development (TSD). At the same time, each typology also carries unique enabling strategies tailored to its scale, context, and role within the city. This consolidated summary highlights both the shared foundation and the distinct considerations needed to implement each typology effectively.



Infill Development



Neighborhood Node



Plaza Redevelopment



Catalytic Site

Transit Supportive Development

- Maintain or increase density consistent with surrounding context in redevelopment areas (Infill Development).
- Ensure building heights, scale, and architecture are sensitive to surrounding neighborhood context (Neighborhood Node).
- Encourage increased density and mixed-use buildings nearest transit access and along corridors, while tapering density at site edges (Plaza Redevelopment, Neighborhood Node, Catalytic Site).
- Promote higher-density, mixed-use development with integrated structured parking (Catalytic Site).

Mobility & Parking

- Eliminate minimum parking requirements in designated transit supportive areas/corridors (All typologies).
- Allow shared parking across uses and parcels to reduce total parking supply (All typologies).
- Permit on-street and off-site parking to count toward requirements; streamline approval for reductions supported by

studies (All typologies).

- Encourage context-sensitive parking solutions such as unbundled parking, tandem spaces, car-share, and reduced ratios for smaller/middle housing units (All typologies).
- Require high-quality pedestrian realm and access to transit stops (Plaza Redevelopment, Neighborhood Node, Catalytic Site).
- Close sidewalk/bike lane gaps and connect sites to broader networks (All typologies).

Immediate Recommendations

- Distribute site profiles to local residential developers to raise awareness (Infill Development).
- Gauge interest from key property owners in development concepts (Neighborhood Node).
- Partner with local organizations to capture cultural/historic narratives and preservation opportunities (Infill Development, Neighborhood Node, Catalytic Site).
- Determine timeline/phasing for redevelopment where scale, funding, or

ownership necessitate staged delivery (Plaza Redevelopment, Neighborhood Node, Catalytic Site).

- Consolidate land ownership if multiple parcels exist within the site (Infill Development, Plaza Redevelopment, Neighborhood Node, Catalytic Site).

Short-Term Recommendations

- Amend the One Year Plan to align with preferred development concepts (Infill Development).
- Pursue partnerships with developers willing to take on small-scale, incremental infill projects (Infill Development).
- Provide targeted incentives to increase attainable/middle housing supply (Infill Development, Neighborhood Node).
- Analyze parking demand for redeveloped sites and balance long-term needs with transit access (Plaza Redevelopment).
- Require publicly-accessible green space and recreation areas with large-scale redevelopment (Plaza Redevelopment, Neighborhood Node, Catalytic Site).

Long-Term Recommendations

- Anchor broader sub-area or corridor plans around redeveloped sites to extend momentum outward (Neighborhood Node).
- Conduct Phase 1 Environmental Site Assessment (ESA) for redevelopment sites (Catalytic Site).
- Target a master developer for phased acquisition, financing, and implementation of catalytic sites (Catalytic Site).

