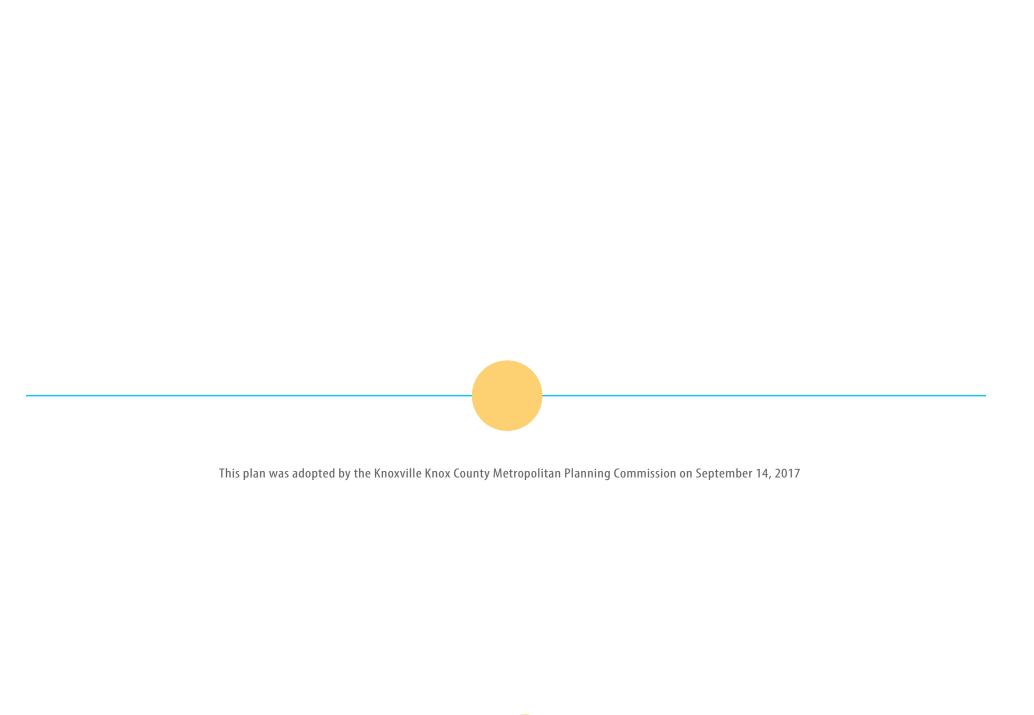


# EAST KNOX COMMUNITY PLAN



# EAST KNOX COMMUNITY PLAN

#### EAST KNOX COMMUNITY PLAN STAKEHOLDER COMMITTEE

Herb Anders, Community Member, MPC Commissioner
Vicki Baumgartner, Community Member
Elaine Clark, Community Member
Laura Cole, Community Member, MPC Commissioner
Michael Grider, Knox County
Todd Napier, Development Corporation of Knox County
Wayne Whitehead, Community Member
Dave Wright, Knox County Commissioner, Chair, 8th District

#### MPC STAFF

Gerald Green, AICP, Executive Director
Amy Brooks, AICP, Integrated Planning Manager
Liz Albertson, Senior Planner
Tim Kuhn, GIS Manager
Terry Gilhula, Research Manager
Ally Ketron, Communications Associate
Elizabeth Watkins, Planner II

#### **CONSULTING TEAM**

Kristy Carter, AICP, J.M. Teague Engineering & Planning Kenny Armstrong, J.M. Teague Engineering & Planning Don Kostelec, AICP, Kostelec Planning Wayne Blasius, Executive Director, ETCDC Leslie Fawaz, AIA, CSI, Studio Design Director, ETCDC Josh Shaffer, Intern Architect, ETCDC Bill Bruce, MLA, Principal, CRJA-IBI Group Patrick Osborne, CRJA-IBI Group



# **TABLE OF CONTENTS**

INTRODUCTION	8
STRATEGIC DIRECTION	9
WHAT BROUGHT US HERE	9
DEFINING RURAL CHARACTER	10
GROWTH MATTERS, Too	10
PREVIOUS PLANS	
THE KNOXVILLE-KNOX COUNTY GENERAL PLAN 2033	13
EAST COUNTY SECTOR PLAN	
French Broad River Corridor Study	
HONORING PREVIOUS PLANS	
WE HEAR YOU	
STAKEHOLDER COMMITTEE	
ICE CREAM SUNDAY SOCIAL AND COMMUNITY ENGAGEMENT SESSION	
COMMUNITY INTERVIEWS	
COMMUNITY CONFIRMATION	
TOP IMPLEMENTATION ITEMS	
ACTION ONE: APPLY THE LAND USE DEVELOPMENT CONCEPT	
ACTION TWO: DEPLOY A COMMUNITY DISCUSSION FORUM	
ACTION THREE: DEVELOP NEW ZONING STANDARDS	
AGRICULTURE ZONING IN THE RURAL AREAS	
RURAL RESIDENTIAL ZONING IN THE RURAL AREAS	
ZONING IN THE FRENCH BROAD RIVER CORRIDOR	
DIRECT DEVELOPMENT TO CROSSROADS AND CORRIDORS	
MAINTAIN THE RURAL EXPERIENCE THROUGH RURAL CORRIDORS	
MIDWAY INTERCHANGE REZONING	
TEST THE ORDINANCE AMENDMENTS	
PROMOTE AND ENJOY THE AREA	
ACTION FOUR: PROMOTE AND ENJOY THE AREA	
IMPLEMENTATION PLAN	
APPENDICES	
APPENDIX 1: PRIORITY PYRAMID WRITTEN COMMENTS	
APPENDIX 2: GIVE / GAIN GRID	
APPENDIX 3: ASSETS AND POTENTIAL DEVELOPMENT SITES	
APPENDIX 4: COMMENTS FROM CONFIRMATION MEETING	
Appendix 5: Community Confirmation Meeting Posters	70

# Table of Figures

Figure 1: East Knox County Strategic Direction	9
Figure 2: Rural Character Features as Defined by Community Input	10
Figure 3: Population Growth in Knox County & the Region	10
Figure 4: Rural Character Images	11
Figure 5: Knoxville/Knox County Sectors	13
Figure 6: Previous Plan Symbols	
Figure 7: Recommended Actions by Previous Plans	15
Figure 8: Community Involvement Timeline	17
Figure 9: Input Results from the Ice Cream Social	18
Figure 10: Scenes from the July 2016 Ice Cream Social	
Figure 11: List of Community Interviewees	21
Figure 13: Community Interview Word Cloud	
Figure 12: Interview Questions	21
Figure 14: Community Interview Themes	22
Figure 15: Station One Posters	
Figure 16: Scenes from the Confirmation Meeting	26
Figure 17: Station One Results	27
Figure 18: Station One Posters	27
Figure 19: Station Two Results	27
Figure 20: Station Three Posters	28
Figure 21: Station Three Results	28
Figure 22: Gifts to Share and Continuing the Conversation	29
Figure 23: Preferred Development Pattern - The Continuum	32
Figure 24: Preferred Development Pattern	33
Figure 25: Area Map with Development Pattern Applied	34
Figure 26: Upstate Forever Landowner Outreach	
Figure 27: Public Participation Spectrum	36
Figure 28: Portsmouth Listens	36
Figure 29: Peer-to-Peer Discussion	36
Figure 30: Rural by Design	36
Figure 32: Knox County Agricultural Zoning	37
Figure 33: Suburban Land Use Change	38
Figure 34: Agricultural Zoning Options	
Figure 35: Images from the Montgomery County RRD Model Ordinance	42
Figure 36: Relevant FB Strategies from Previous Plans	
Figure 37: French Broad River Corridor	44
Figure 38: Riparian Buffers	45
Figure 39: Large Parcels Along the French Broad River	46
Figure 40: Four Way In & Carter Community Nodes	
Figure 41: Midway Business Park Site Plan	
Figure 42: Midway Interchange Zoning	
Figure 43: Testing the Ordinance	
Figure 44: Kayakers on the French Broad River	
Figure 45: Implementation Summary	

# EAST KNOX COUNTY COMMUNITY PLAN

# **EXECUTIVE SUMMARY**

# A STRATEGIC FRAMEWORK FOR RURAL EAST KNOX COUNTY

**INTRODUCTION.** The East Knox County Community Plan outlines the community driven planning process to establish a Strategic Direction for East Knox County. The plan recaps community involvement efforts, identifies new strategies, and confirms strategies identified in existing plans and through previous community planning efforts.

**PURPOSE.** Over time, the purpose of this community planning effort is to preserve East Knox County's rural identity and enhance community character. It, along with strategies identified in previous plans, is a guide to improve the livability of the area, to prioritize infrastructure investment, and provide the public with the opportunity to participate in shaping the community's future.

**PUBLIC OUTREACH AND PARTICIPATION.** The East Knox County Community Plan Stakeholder Committee involved community members through three engagement events to understand the needs and desires to improve East Knox County. Based on what was heard at the community meetings, four key strategic action areas were identified, with associated goals for East Knox County.

**STRATEGIC DIRECTION.** The East Knox Community Plan brings together the best targeted growth and preservation strategies to preserve and enhance the area's rural character and landscape. The Strategic Direction directs growth to the most appropriate areas and increases the number and type of land development and protection tools available to all private landowners.

# **KEY ACTION AREAS**

## ACTION ONE: EMBRACE AND APPLY THE LAND USE DEVELOPMENT CONCEPT

- Formally adopt the development transition concept.

## ACTION Two: DESIGN AND DEPLOY A COMMUNITY DISCUSSION FORUM

- Continue to work together to ensure the overall vision for the future is achievable.

## **ACTION THREE: DEVELOP NEW ZONING TOOLS**

## **AGRICULTURE ZONING**

- Revise the Agricultural Zoning district.
- Allow for residential development as a secondary use to agriculture.
- Determine the ordinance standards that achieve the intent of the Agricultural Zone District.
- Develop clear graphics to illustrate the concepts of the Agricultural Zone District.

## **RURAL RESIDENTIAL ZONING**

- Create a Rural Residential District (RRD).
- Determine the ordinance standards that achieve the intent of the RRD.
- Develop clear graphics to illustrate the concepts of the RRD.

## ZONING IN THE FRENCH BROAD RIVER CORRIDOR

- Offer a package of river buffer options to landowners.
- Identify a voluntary minimum river buffer.
- Develop a voluntary French Broad River Buffer Program to formalize education and landowner outreach efforts.
- With technical support from MPC, work with land conservation organizations to protect riparian buffers though a variety of conservation tools.
- For all parties working to protect the river corridor, identify opportunities to coordinate efforts with mutual gains.
- Develop a riparian buffer overlay district that builds on success from the voluntary efforts.

# DIRECT DEVELOPMENT TO RURAL CROSSROADS AND DEVELOPMENT CORRIDORS

- Develop vision plans for each crossroads district and development corridor.
- Incorporate market studies with the area vision plans to determine the economic potential for retail and housing development.
- Adopt zoning tools that promote connectivity and walkability.
- Adopt zoning regulations applicable to the development corridors that promote safety.

#### MAINTAIN THE RURAL EXPERIENCE THROUGH RURAL CORRIDORS

- Develop a driving/bicycling route map (print and online) to identify experiences along the roadways.
- Evaluate where Tennessee state scenic corridor designation may be applicable.
- Formalize bicycling routes with "Bicyclists May use Full Lane" signage.

#### MIDWAY INTERCHANGE REZONING

- Work with the City of Knoxville to zone the current C-4 zoned properties to a less intense zoning district that matches the Community Plan's Strategic Direction.
- The community should remain aware of Midway Business Park site designs and development standards.
- Engage in conversations with TVA, TDOT, and the Knoxville Utilities Board (KUB) to agree on a boundary to limit future intense development.
- The Development Corporation of Knox County and Visit Knoxville! should explore the potential for a visitors center or an outdoor outfitter outpost that serves as a gateway to activities in East Knox County.

## ACTION FOUR: PROMOTE AND ENJOY THE AREA

- Use recreation as a tool to promote rural preservation.
- Establish a multi-agency group (made up of different user groups) to develop an East Knox County Outdoor Recreation & Cultural Tourism Strategy.
- As preservation and conservation efforts progress, MPC and its partners should identify opportunities to meet greenway and parks goals.
- Develop a driving/bicycling route map to identify experiences along the road-

#### ways.

- Identify a location(s) (website or visitor's center) to serve as an information clearinghouse.
- Work with the region's outdoor recreation and economic development community to recruit recreation-based businesses to East Knox County. Also recruit outdoor outfitter businesses to provide equipment rentals and shuttles.

## COMMITMENT TO THE PLAN

Many people who participated in the East Knox County community said preserving rural character is their number one priority. Likewise, the County Commissioners allocated funds for this plan, "to make sure the county has a suitable plan in place to protect the character of the area."

The desired outcome - protecting rural character while accommodating growth - won't happen unless elected officials *and* the East Knox community embrace a new way of thinking about land use. Otherwise, the East Knox Community Plan becomes another "plan on the shelf" and protecting the area's rural character is left to chance.

Adopting this plan is a signal that the County Commission and the community are willing to move forward with discussions that determine the finer details of actions in this plan. It is also a signal that the community and its organizations are committed to the work ahead.





### STRATEGIC DIRECTION

The East Knox Community Plan is a guide to maintain the connection to the land and keep its people connected amidst change and growth. The East Knox Community Plan's Strategic Direction provides guidance for the community to act in a way that maintains that connection.

#### WHAT BROUGHT US HERE

In December 2015, the Metropolitan Planning Commission and the Knox County Commission approved two requests presented by the Development Corporation of Knox County (TDC) to allow for development of the Midway Business Park at the Midway interchange along I-40. The first, from the East County Sector Plan, was a request to amend from LDR (Low Density Residential) and O (Office) to BP (Business Park - Type 1) the property located north and south sides of Thorn Grove Pike and the east and west sides of Midway Road. The second request was for a rezoning from A (Agricultural) and CA (General Business) to EC (Employment Center) for the property located on the north and south sides of Thorn Grove Pike and to the east and west sides of Midway Road.

Figure 1: East Knox County Strategic Direction

# EAST KNOX COMMUNITY PLAN STRATEGIC DIRECTION

The East Knox Community Plan brings together the best targeted growth and preservation strategies to preserve and enhance the area's rural character and landscape. The Strategic Direction directs growth to the most appropriate areas and increases the number and type of land development and protection tools available to all private landowners.



The process and plans leading up to the Midway Business Park, the sector plan amendment, and the rezoning have been divisive and the response to how the community moves forward varies. Some continue to resist any type of business development at the interchange through lawsuits and other means. Others have recognized that the business park has achieved final approval and have shifted their energy to minimizing the impact of development. Still others are supportive of the business park and believe that the park is an important link in Knox County's economic development system.

When the Knox County Commission approved both requests following the recommendation for approval by the Metropolitan Planning Commission, they also added a number of conditions through a third motion, including a \$50,000 allocation from the County Mayor's office, "to make sure the county has a suitable plan in place to protect the character of the area." The East Knox Community Plan is the resulting first step to ensure that East Knox County has a plan that presents options for how to protect the character of the area.

#### **DEFINING RURAL CHARACTER**

What makes a place rural? Is it rolling hills and undeveloped open space? White picket fences running down a narrow two-lane road? Small communities? River views? Farmlands? The qualities that make up rural character are hard to define, easy to spot, and often a perception that is unique to the individual. Whatever it is that makes much of East Knox County rural, many of these qualities are at risk of disappearing. As growth pressures spread, the new and typical suburban-style development that gets built looks out of place. Protecting the character of the area requires one to first look at the existing rural character - the defining features of East Knox County.

Combined input from the July 2016 Community Meeting at the Carter Center, the stakeholder committee and planning team tour, and previous plan review reveals the features most people agree are the area's defining rural characteristics. Once it is understood what the community means by "rural character", it becomes easier to protect what is valued. The recommendations presented in this document are the first steps for a coordinated rural character protection plan.

## **GROWTH MATTERS, TOO**

Separate from proposed development projects in East Knox County, the question of how the area maintains its rural character remains relevant given the antic-

Figure 2: Rural Character Features as Defined by Community Input

Rural Character Features			
Parks	Visible Signs of Agriculture (Barns, Tractors, Silos)		
Winding Country Roads	French Broad River		
Native Landscaping	Creeks and Streams		
Fields and Farmland	Community Churches		
Forested Areas	Community Centers		
Historic Structures	Community Schools		
Hillsides	Open Fields		
Rural Businesses	Community Businesses		

ipated growth of Knox County and the region. According to East Tennessee Index (ETIndex), Knox County will grow by 38 percent between 2010 and 2040, bringing the 2040 population to 597,596 people. This means Knox County needs to accommodate 66,000 new households as well as provide the services, schools, jobs, and infrastructure to support the new households. East Knox County does not have the tools in place to absorb a portion of the County's growth in a pattern that respects the area's traditions and natural, rural, and historic features and the area is therefore vulnerable to undesirable development patterns.

Figure 3: Population Growth in Knox County & the Region

#### **REGION & COUNTY GROWTH** WILL SOME MOVE EAST? From 2000 to 2015, the total population of the 34% East Tennessee region grew 18.2% to over 972,000. This compares to growth of 16.0% in the state and **GROWTH** 14.2% in the nation. Sevier County had the most growth, 34.8%, while Loudon, Blount, and Jefferson 2010 counties also had strong gains of 30.8%, 20.3% and 938.026 20.2% respectively. The City of Knoxville gained 6.6%, with a total population of 185,000. Anticipated projections over the next several decades 2040 indicate a continued trend in population growth for the region and its counties. 1.256.955 38% **EAST TENNESSEE REGION GROWTH** 2010 **56%** GROWTH 433.041 2010 2040 2040 90.115 140.580 597,596 **KNOX COUNTY**

SEVIER COUNTY

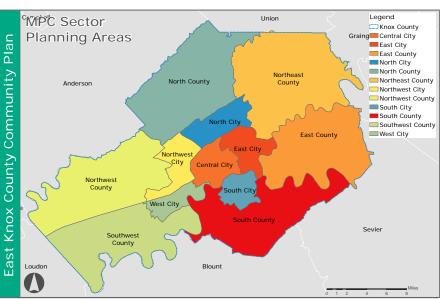
# THE RURAL CHARACTER OF EAST KNOX COUNTY WHAT WE LOVE & HOPE TO PRESERVE







Figure 5: Knoxville/Knox County Sectors



Previous plans and the hard work community members gave to their development, guide the East Knox Community Plan. The following sections briefly share how other plans are connected. Figure 7 connects strategies from previous plans to the East Knox Community Plan's recommended development pattern, which is explained in detail in Chapter 5.

#### THE KNOXVILLE-KNOX COUNTY GENERAL PLAN 2033

In 2003, the Knoxville City Council and the Knox County Commission adopted the General Plan for Knoxville and Knox County. According to the document, "The core of the General Plan is the Agenda for Quality Growth—a vision statement and guiding principles for preserving the best aspects of our quality of life and making Knoxville's future an even better place. The vision and principles are backed by projects and proposals for improving the economy, environment, and quality of life of Knoxville and Knox County." The General Plan also serves as an umbrella document that incorporates more specialized plans, including sector plans (such as the East County Sector Plan), facility plans and small area plans. These elements provide more specific guidance for plan implementation, community development, and capital improvements financing.

### **EAST COUNTY SECTOR PLAN**

The Metropolitan Planning Commission (MPC) leads Knox County's planning efforts. With the General Plan as a guide, MPC works in 12 areas, or sectors, across the county to develop area specific sector plans. The MPC describes a sector plan as, "a geographical portion of Knox County defined by the MPC for planning purposes. The Knoxville and Knox County area is divided into twelve sectors. The MPC staff prepares a background report about the sector containing basic planning information about environmental resources, land use, population, transportation, community facilities, and utilities. With public input, the MPC staff drafts a conceptual 15-Year Plan that includes goals, policies, and proposals to guide the sector's growth. The focus of the Plan is physical development; consequently, land use, transportation, and community facilities are its key elements. The plan will be used on a month to month basis by MPC as the guide to zoning and subdivision decisions. A five-year improvement program will also be prepared, outlining projects to improve roads, parks, schools, and other facilities." MPC's South County Sector Plan also includes recommendations related the French Broad River corridor.

### FRENCH BROAD RIVER CORRIDOR STUDY

The MPC, along with the French Broad River Heritage Task Force, developed the French Broad River Corridor Study in 2003. While the plan was not officially adopted by the County Commission, it is an important guiding document.

The primary purposes of the report are to:

- Identify significant natural and man-made assets along the Lower French Broad River;
- Outline options to conserve a rural heritage; and
- Establish a framework whereby other rural communities in the Nine Counties area can assess their resources systematically and begin a process to conserve their heritage.

The plan concludes with six recommendation areas:

- 1. Generate ongoing citizen support
- 2. Seek formal designation of the lower French Broad River as a regional asset
- 3. Implement voluntary land preservation programs
- 4. Identify alternatives to conventional development
- 5. Develop a network of open space
- 6. Protect archaeological and historical sites

#### HONORING PREVIOUS PLANS

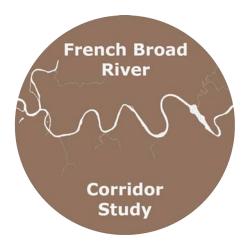
Throughout plan development, East Knox community members noted that it is important to honor the work and recommendations developed through previous planning efforts. Figure 7 summarizes recommendations from the East Knox County Sector Plan and the French Broad River Corridor Study. Figure 6 shows symbols created for both the East Knox Sector Plan and the French Broad River Corridor Study that are used later in this document to indicate when a recommendation from this plan is linked to an existing plan.



**Figure 6:** Previous Plan Symbols

The symbols above and below are us

The symbols above and below are used when an existing strategy is referenced or a new strategy is connected with one of the existing plans.



# RECOMMENDED ACTIONS FROM PREVIOUS PLANS



# Interchange Development

Consider zoning changes: C-4 to Planned Commercial in the Midway area for forested hillside protection

Promote the Midway interchange as a gateway to the French Broad Conservation Area

Defined and constrained development pattern surrounding the Midway Interchange



# **Rural Crossroads**

Carter Town Center: Draft a vision plan, develop framework, and create a form-based code

Carter Town Center: Establish street, sidewalk, and bicycle plan as a framework for town center development





# Development Corridors

Consider industrial and general residential zoning changes for areas north of Ruggles Ferry Pike to RP-1, to appropriately manage development of steep slopes

Schools



# Rural/Scenic Corridors



French Broad River **Corridor & Wedges** 



Adopt an ordinance to create overlay districts,

develop landscape design and access stan-

dards with partnering property/business owners; adopt

land disturbance/clearing standards, reforestation best

management practices, & site review on slopes >25%

Create matching grant program for commercial and historic facade improvements

Code changes (context sensitive sign control and landscape design standards) are necessary for conservation of these landscapes

 Ag Zone District Large Lot Ag Zones

 Small Lot and Cluster Rural Development

 Conservation and/or Scenic Area Overlay District

•TDR Program

Conservation Subdivision

 Tourism & Economic Development Strategy

• Draft Rural Landscape National Register District

 Private, Federal, and State Ag Conservation Programs

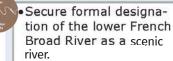
 USDA Conservation Easement Programs

French Broad Visitor Center

## KEY:







- Voluntary Programs: Farm Bill, conservation easements, and similar
- Alternatives to Conventional Development: Expand the land regulation "tool box" to balance agricultural, environmental, and historic resource con- • Archaeological and Hisservation w/ growth
- ·Establish an open space network: farmland conservation, riverfront greenbelt, parks, and
  - toric Site Protection:

preservation through historic overlay zoning and conservation easements

 Citizen support - set priorities, pursue conservation programs



East Knox County has wonderful assets such as historic communities, long-standing farms, beautiful vistas, and open space, and is flanked by two scenic rivers. Growth is likely, but how future developments impact the environment and benefit the community is yet to be defined. A goal of the East Knox Community Plan is to ensure that community members are engaged in the process and able to make suggestions, which impact the quality of any future growth. The plan will be a realistic and effective community resource with a set of concise action steps for implementation.

#### STAKEHOLDER COMMITTEE

MPC's Executive Director, in consultation with the MPC Commission and Knox County Staff, established a stakeholder committee to help gather input and evaluate plan recommendations. The group includes representatives from several East Knox County communities along with key elected and appointed county officials.

Over the course of the planning process, the Stakeholder Committee gathered five times. The committee's primary task at each meeting included:

- »> Meeting 1: Orientation Meeting with MPC
- Meeting 2: Kickoff Meeting with Consultant and Planning for the July Community Input Meeting.
- → Meeting 3: Review findings from the July 1 and other Community Involvement activities.

- → Meeting 4: Review Draft Planning Document
- »> Meeting 5: Final Review of Document and Recommendations

#### ICE CREAM SUNDAY SOCIAL AND COMMUNITY ENGAGEMENT SESSION

The Stakeholder Committee, the East Tennessee Design Center, and the MPC hosted an Ice Cream Sunday Social on July 17 from 1:00 pm to 3:30 pm at the Carter Senior Center on Asheville Highway to gather public input for the East Knox Community Plan recommendations.

Over 55 community members who attended the event were asked to visit 6 Stations and complete a response passport. The Stations included a review of past plans developed through the MPC, a chalkboard Storytelling Station, a Station identifying Challenges Today and Vision for Tomorrow, a Map Station where community members identified areas to preserve and areas for potential future development, a Pyramid Prioritization Station that considered planning priorities, and a Visual Preference Survey Station. Participants responded to each station by completing their response passport.

MPC developed a website to allow community participation for those who could not attend the public input event. The Visual Preference Survey and the Prioritization Pyramid were included. The following pages summarize results from the event and website.

Figure 8: Community Involvement Timeline



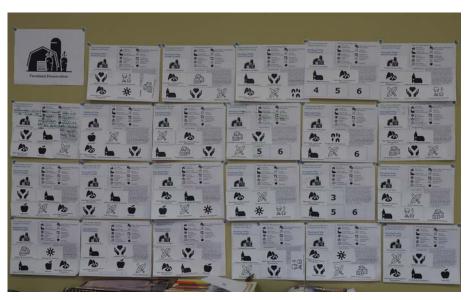
# VISUAL PREFERENCE SURVEY



The Visual Preference Survey (VPS) Station asked participants to identify what development should look like in the community. The survey showed a variety of designs meant to gauge the community's desires in regard to the quality and character of future development. The station presented nine categories, each with four example photos. Participants selected their top two most-desirable examples in each category. The planning team collected 53 responses (47 in person, 6 per MPC website.)

DEVELOPMENT ELEMENT	COMMUNITY'S PREFERRED STYLE
Roadway Style	Winding Country Roads
Landscaping along Roadway	Native Landscaping
Types of Bike Paths	Off Street Bike Greenways
Development Pattern at Crossroads	Clustered Buildings with Bike Lanes and Off Street Parking
Neighborhood Development Pattern	Open Space / Preservation Development Houses Clustered and Land Preserved
Hillside Development Pattern	Preserved Hillside
Rural Business Pattern	Historic Main Street
Architectural Character	Agricultural in Character

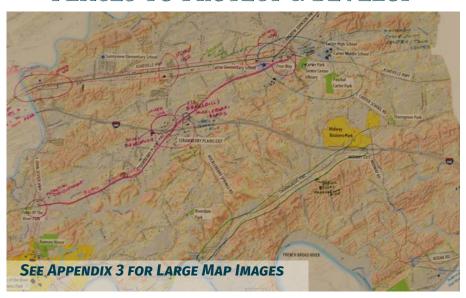
# PRIORITY PYRAMID



At the Priority Pyramid Station, participants received a list of nine planning topics: business development, cultural and historic resources, education, farmland preservation, health and wellness, open space preservation and management, parks and recreation, predictable growth patterns, residential development, and transportation networks. Participants selected and prioritized the six topics that are most important to them and they provided written comments to explain their first choice selection.

TOPIC AREA	RANKING	
Farmland Preservation	1	
Open Space Preservation & Management	2	
Cultural & Historic Resources	3	
Health & Wellness	4	
Predictable Growth Patterns	5	
Parks & Recreation	6	
Residential Development	7	
Education	8	
Business Development	9	
Transportation Networks	10	

# PLACES TO PROTECT & DEVELOP



This station presented two identical maps of the East Knox County Sector asking participants to label Assets to Protect on one map and Potential Development Sites on the other.

#### Assets to Protect:

- Carter Park
- French Broad Conservation Corridor and Holston River
- School Zone (near Carter Middle and Carter High School)
- Numerous Hillsides and Valleys in the study area
- Scenic roads (low-traffic for bikes, light pollution becoming a problem)
- Historic Thorngrove Area
- Open spaces at Ruggles Ferry
- Farmlands (last remaining farms in Knox County)

## **Potential Development Sites:**

- More development around Strawberry Plains Exit
- Utilize existing infrastructure at Fork of the River Industrial Park
- More development along existing commercial corridors like Asheville Highway and Andrew Johnson Highway
- Not in the proposed Midway Park Development Site, Redevelopment to be contained within existing commercial corridors

# ONE WORD — CONCERN & VISION



# **CONCERN FOR** TODAY

# **VISION FOR TOMORROW**

**Big Government** Climate Change vs.

Development Commercialization

Big

Community Buy-In & Ownership Over Plan

Crony-ism

Development (x3) **Dilapidated Structures** 

Encroachment Farming (x2)

Government Agenda

Bureaucratic

Government Overreach

Greed Hospitals

Industry Integrity

Involvement

**Keep Farming** 

Keep Our Quiet Rural

Beauty & Nature

**Keeping Farms** Lack of Produce Market

(Kroger)

**Lasting Development** Maintaining Rural

Character

Managing Development

Nepotism

No Industrial park! Overdevelopment

Poor Facilities for Sports/Playground

Protection Restrictive Neighbor-

hoods

Sprawl (x10) Sustainability

Trying to Farm Unplanned Growth (x2) 5-acre Mini-Farm Subdi- Local Farms Open-Minded

**Playground Community** 

Quiet, Rural, Earthy

Rural Farms & Recre-

Farms Providing Local

**Keep Farming** Keeping it Rural

Leave

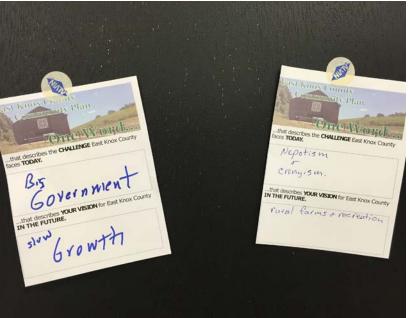
Listen to the Community

vision Development Avoid Greed & Urban Peaceful Sprawl w/ Poorly Planned Growth & Wast- Potential ed Money Preservation (x2) Preserving Farms, Open Balance Between Growth & Preservation Spaces, & Clean Water Controlled Development Quiet (x2) **Country Roads** Rural (x10) Development S. Plains Pike ation Farming (x3) Rural/Agriculture Slow Growth Food Sustainable Green Thoughtful Develop-**Healthy Communities** ment

East Knox

# SCENES FROM THE JULY 2016 ICE CREAM SOCIAL



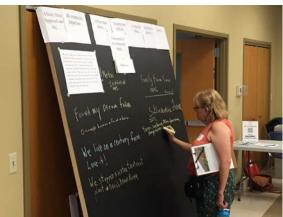












#### **COMMUNITY INTERVIEWS**

The planning team conducted interviews with East Knox County community members and others with a vested interest in and connection to the area. Fifteen people participated in the interview process. Each one-on-one interview was 30-45 minutes. While the team had a set of questions to guide the interviews (see Figure 12), the conversations followed the interests and expertise of the interviewees. The ground rules for the interview included an assurance that names would not be connected to direct quotes and interviewees were given the opportunity to talk to us without recording.

After the interviews, the planning team distilled the recorded information into the broad themes discovered through the interview process. Figure 14 presents the most common themes discussed in the community interviews. Under each broad topic are the shared discussion points classified as either a community need/force working against the theme or a community have/force working for the theme. In classifying data in this way, the community can develop strategies that minimize the forces working against and maximize the forces working for.

Figure 11: List of Community Interviewees

LIST OF INTERVIEWEES	PRIMARY REPRESENTATION
Ed McAllister	Recreation
Bill Lyons	City of Knoxville
County Mayor Tim Burchett	Knox County
Roy Arthur	Knox County Watershed Administrator
Bob Wolfenbarger	8th District Preservation Assoc. & Community Member
Morton Massey	Seven Islands Birding Park
Carol Evans	Legacy Parks
Kevin Murphy	Farmer & Knox County Board of Adjustment
Beth Eason	MPC Commissioner & Architect
Kim Bumpas	Visit Knoxville!
Dawn Coppock	Community Member & Attorney
Mark Campen	Knoxville City Council
Kim Trent	Knox Heritage
Lydia Pulsipher	Community Member & Emeritus Professor, Geography
Dave Wright	Knox County Commissioner, Chair, 8th District

Figure

Figure 12: Interview Questions

## **Community Interview Questions:**

- 1. Tell us about your relationship to East Knox County and why is the area important to you?
- 2. In this process we want to identify partnership opportunities. What can you (your organization) bring to the table and what do you need from others?
- 3. How do you define success for this region?
- 4. We will ultimately recommend short term implementation items. What problems can we solve and opportunities could we take advantage of in that time-frame?
- 5. What should this project accomplish for the region?
- 6. How would you like to be involved in the rest of the project, and what's the best way to reach you?

Figure 13: Community Interview Word Cloud This figure is a representation of all words captured in all interviews.



# **SUMMARY THEMES FROM COMMUNITY INTERVIEWS**

#### THEME: WE NEED FARMLAND PRESERVATION TOOLS

# COMMUNITY NEEDS & FORCES WORKING AGAINST

- Outreach Difficulty Time/Coordinated Effort to Talk
- · Overall Profitability Nationwide trend
- Development Pressure (More Profitable to Sell)
- · Mindset about change in land use
- Some plans/strategies can "handcuff" farmers
- People say they are farmers but they only have hayfields
- Need to be sincere with compensation
- Do not sell less than five acres at a time
- Need help at State level and support for additional funds to preserve
- Need a legal ownership structure through generations
- Need Community support to change ag zoning
- Need open space preservation on farms

# COMMUNITY HAVES & FORCES WORKING FOR

- Others have (or are working on) a toolbox
- Mayor's surplus might be a source of funding
- Know of examples such as working farms and agricultural retreat centers that will allow family to keep their farm
- USDA funds for land protection

## THEME: WE NEED OPEN SPACE, CULTURAL AND OTHER CONSERVATION TOOLS

# COMMUNITY NEEDS & FORCES WORKING AGAINST

- The Historic Overlay District isn't the right tool
- Look at the FB River Corridor as an amenity, not un-developable land. Fear of equity or investment loss (land is a type of insurance)
- Need to determine how much land to protect, where are the areas that most need protection?
- Need to develop communities and protect rural areas
- Need to connect grasslands and meadows
- Fields and meadows need to be considered as open spaces.
- Heritage views are different than in West Knoxville (they need protection)
- Need to maintain health of waterways
- · Need a county-wide stormwater utility

# COMMUNITY HAVES & FORCES WORKING FOR

- Plans to protect the French Broad Corridor (on the Fragile 15 List)
- Discussions about a 50 to 100 ft conservation buffer
- Have the tools and examples on how conservation can be economically viable (show the numbers)
- Getting people out to see the corridor has been a good tool to talk about the resource
- Environmental education program examples (school programs, STEM programs)

#### THEME: WE NEED TO PROMOTE OUR RECREATION RESOURCES

# COMMUNITY NEEDS & FORCES WORKING AGAINST

- Not many "programmed" activities, area needs more developed activities, need to develop amenities
- · Need more things to do/places to go to make a trip worth it
- Need the resources to house the opportunities
- Seven Islands is an untapped resource
- Public park system lacks resources, need more parks
- Concern about greenways through farmland may not be compatible
- · Need a group of combined recreation user groups to look at the big picture
- Develop bike friendly roads/cycling routes
- · Need to "sell" the idea of getting outdoors

# COMMUNITY HAVES & FORCES WORKING FOR

- Build it and they will come
- People want to work where they live (play, activity)
- Access points on the waterways
- · Seven Islands is an asset
- Bicycling opportunities
- · River access points through farmland may be a compatible use
- Blueways system seems compatible if developed with sensitivity
- · Opportunities to create trails: greenways, paved trails, conservation trails
- Have food and culture festivals
- Fly fishing (opportunity to program)

## THEME: WE NEED THE "RIGHT" LAND USE TOOLS

# COMMUNITY NEEDS & FORCES WORKING AGAINST

- Bad subdivisions lead to bad wastewater treatment
- Not enough incentives to preserve large parcels
- Zoning is tough, groups will have to advocate
- · Zoning code discourages preservation
- No Implementation plan
- Planned growth areas are problematic (no transition between urban and rural)
- Recommended policies will not protect those protesting (power imbalance east/west)
- · Property owner rights feedback
- · Not a lot of Regulation Tools
- Historic Preservation Overlay Doesn't allow for Flexibility (can be listed in farmland, too)
- County Mayor's office reluctant to increase land use regulations
- Zoning needs to be developed and some codes need to be updated
- Need to avoid out of character development
- Need to determine what is the right zoning for ag (not just general ag zoning)
- Hope politics does not impede smart growth
- Put growth choices out there (educate community)
- Need to create transitional lots
- Need to develop plans

# COMMUNITY HAVES & FORCES WORKING FOR

- Slope and ridge process worked through the pros and cons
- · Community wants to maintain rural feel
- Voluntary Regulations (goal)
- · Initiative Based
- Allow development but put the right protections in place
- There are previous plans, don't reinvent the wheel

#### THEME: WE NEED BALANCED RESIDENTIAL & Non-RESIDENTIAL DEVELOPMENT

# COMMUNITY NEEDS & FORCES WORKING AGAINST

- Wonder about the commercial viability of the Midway Business Park
- Need to recruit clean industry and industry that coincides with the river and the nature of the community
- Development can impact French Broad River and Tuckahoe Creek
- Concern over suburban development patterns (strip malls, etc.)
- All same pressure in East as West
- · Can't fight restaurant development
- Development can happen, but need to shield from the river corridor
- County has an outdated economic development "playbook"
- Cohesion needs to be aimed towards the economic needs / build an economy that fits the area (e.g. recreation)
- Need to concentrate on filling other industrial parks
- Long history (from previous administrations) have tainted today's efforts

# COMMUNITY HAVES & FORCES WORKING FOR

- Younger people, older people, are less inclined to pursue large property development (McMansions).
- Pressures in East/West are different (geography, rivers, etc.)
- · People don't want to be West
- Economic Summit Example (details?)
- Knoxville and Knox County have different industries

#### **GENERAL THEMES & AREAS OF AGREEMENT**

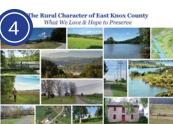
#### THE ITEMS LISTED HERE DO NOT FIT IN A COMMON THEME BUT ARE IMPORTANT MESSAGES TO CAPTURE

- Need to look beyond divisions: locals/newcomers, haves/have less, east/west, division by area or community
- · Sadness over loss of community
- Area is slow to change
- · Need for neighbors to talk to neighbors
- · Need for (attention to) social infrastructure
- East Knox has many assets
- Needs to be a philosophy of unity and compromise; give a little to get a lot
- Need for education (education means many things)
- · Incentive based strategies and voluntary regulations may be better for the area
- Need positive messaging
- Need for a strong community leader who understands the area's history and can help make repairs to move forward









Area Overview Map

A saw for the same sa





Figure 15: Station One Posters



On October 30, 2016, the planning team hosted a community meeting at the Seven Islands State Birding Park. Participants had the opportunity to review and respond to the information provided in earlier stages and how it translates to the Community Plan's strategic direction and recommended actions. Those in attendance were asked to review 16 posters presented at three separate stations.

#### STATION ONE - THE BIG PICTURE

This station provided the background information that builds to the strategic direction and recommended development pattern. Station One presented six posters:

- 1. East County Sector Plan Strategic Direction and Response to Growth
- 2. Area Overview Map
- 3. We Hear You Previous Community Input Results
- 4. The Rural Character of East Knox County Images of What we Love and Hope to Preserve
- 5. Development Transitions Land Development Patterns in East Knox County
- 6. Recommended Actions by Previous Plans

After reviewing each poster, participants had the opportunity to express their level of agreement on the statements below. Figure 18 through Figure 23 present the results.

- Q1. The recommended strategic direction (#1) is good for East Knox County (EKC).
- Q2. Identifying the development areas (#2) corridors, crossroads, rural areas, etc. is a good strategy for EKC.
- Q3. The captured themes and images reflect what is important to EKC (#3/#4).
- Q4.The Development Transition plan (#5) is a good development pattern for EKC.
- Q5. The strategic direction/strategies presented here complement previous plans (#6) and are good for EKC.

#### STATION TWO - MIDWAY INTERCHANGE

Some community members remain opposed to the Midway Business Park, while others want the best possible outcome; one that minimizes development impacts. The presented strategies were not about whether the Business Park should or should not be at this location, nor were they about stopping the Business Park. The intent of the strategies was the impact of development on the surrounding rural areas.

# SCENES FROM THE OCTOBER 2016 CONFIRMATION MEETING







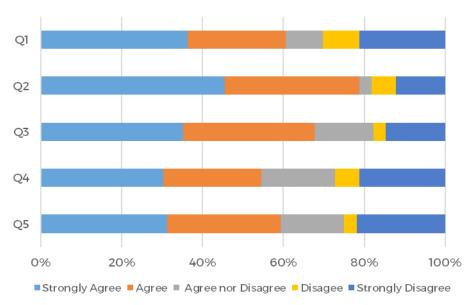






Figure 17: Station One Results

# Station One - The Big Picture



The planning team presented two posters at Station Two:

- 1. The Midway Project
- 2. The Midway Interchange Current Zoning

The response sheet listed the recommendations that, when implemented, will integrate the Business Park with the strategic direction for the area. The recommendations included:

- Ensure the plan for Midway Business Park is context sensitive (#1).
- Engage stakeholders to re-zone the City of Knoxville C-4 Zoned properties at the interchange to a less intense and context sensitive zoning district.





**Figure 18:** Station Two
Posters

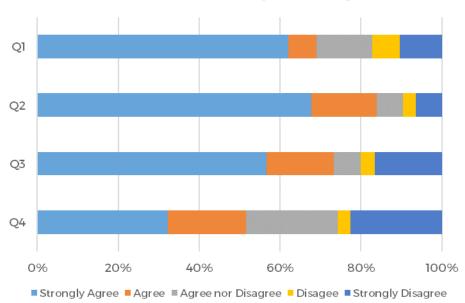
- Coordinate conversations with County & Municipal leadership, KUB, TDOT, and TVA to develop agreement for an infrastructure growth boundary that delineates growth areas.
- Integrate a "Gateway to East Knox County" visitor information center that serves as an activity jump-off point (e.g. outfitters, tours, bicycle rides) at the interchange or business park.

Participants responded with their level of agreement on the following statements:

- Q1. Ensure the plan for Midway Business Park is context sensitive (#1).
- Q2. Engage stakeholders to re-zone the Knoxville C-4 Zoned properties at the interchange to a less intense and context sensitive zoning district.
- Q3. Coordinate conversations with leadership, KUB, TDOT, and TVA to develop agreement for an infrastructure growth boundary that delineates growth areas.
- Q4.Integrate a visitor information center that serves as an activity jump-off point at the interchange or business park.

Figure 19: Station Two Results

## Station Two - Midway Interchange



#### STATION THREE: DEVELOPMENT PATTERN TOOLS

This station presented the recommended implementation tools needed to formalize the strategic direction. Two posters presented were:

- 1. Tools for Targeted Development
- 2. The Rural Character of East Knox County What We Envision for the Future
- Q1. The recommended strategies (#1) are good for East Knox County (EKC).
- Q2. The visual images (#2) resulting from the strategies depict my vision for the future.

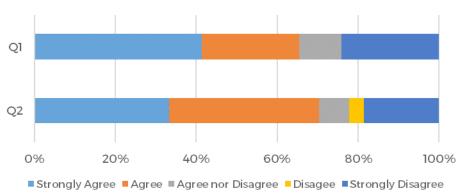




Figure 20: Station Three Posters

Figure 21: Station Three Results

# Station Three - Development Pattern Tools



#### GIFTS TO SHARE AND CONTINUING THE CONVERSATION

The final station for participant input asked visitors to a) tell us the gifts they have to share with their community and what they need from their community and b) answer the question "How do We Continue the Conversation?" Figure 22 provides the results.

Figure 22: Gifts to Share and Continuing the Conversation



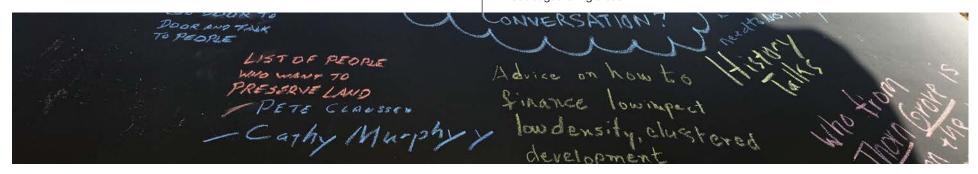
### GIFTS AND NEEDS

# GIFTS I HAVE TO OFFER TO MY COMMUNITY

- Volunteer Labor
- · Mystery of land conservation
- · Educating the community about conservation easements
- · Email list to inform
- · National Register application experience
- · Legal knowledge of conservation easement
- · Time & energy
- Riverdale School workshop location
- · Conservation Easements (2)

# WHAT I NEED FROM MY COMMUNITY

- Don't pollute the groundwater
- · More time to talk
- Opposition to an industrial park
- Transparent government (3)
- Not elect MPC people
- River access
- Willingness to change the rules
- · Double the size of Seven Islands
- Camping sites
- · Social gathering areas



## How Do We Continue the Conversation

- · Selling land in sink holes should be criminal
- Go door to door and talk to people
- · List of people who want to conserve land
- Pete Clausen (talk to)

- · Cathy Murphy (talk to)
- · Advice on how to finance low impact, low density, clustered development
- · Letter, you need to notify land owners
- Who from Thorn Grove is on the committee?





The community told us what is important during the community involvement process, and they confirmed the recommended overall direction and strategies at the confirmation meeting. Chapter 5 details the top strategies to achieve the East Knox County Strategic Vision, as confirmed by the stakeholder committee, the MPC, and the Knox County Board of Commissioners:

Action One: Embrace the Development Pattern

Action Two: Design and Deploy a Community Forum

Action Three: Draft Standards, Test in Key Areas Before Final Adoption

Action Four: Promote and Enjoy the Area

Action Five: Implementation Plan







#### ACTION ONE: EMBRACE AND APPLY THE LAND USE DEVELOPMENT CONCEPT

The land use recommendations in the East Knox Community Plan follow a transect land development pattern. The character—from urban to rural—of each zone in the transect continuum is made up not only of the land uses and activities that take place in that zone, but the density of development and the type of that development. Desired high-density, commercial, and light-industrial development can be targeted for specific corridors and crossroads, while encouraging preservation of nearby natural open spaces and rural areas. Essentially, the development pattern identifies areas that are most appropriate for development and most dense on one end of the spectrum to areas that are least appropriate for development and least dense on the other end.

The transect recommended for the East Knox Community Plan follows the urban to rural concept and each step along the continuum has five identified development patterns: interchange development, rural crossroads, development corridors, rural/scenic corridors, and the rural areas. The French Broad River Corridor is a type of rural area that requires tailored strategies applicable only to the Corridor itself.

#### **ACTION:**

The MPC and County Commission will formally adopt the development transition concept as presented in the East Knox Community Plan and use the development pattern as a guide for future land use decisions.

### **IMPLICATION:**

In adopting this preferred development pattern, stakeholders (community members, MPC, County Commission) understand that the pattern will not happen naturally or with the limited development and regulation tools currently available. Adopting the policy also requires additional development tools and regulations for implementation. COST: No costs above normal operations.

## Figure 23: Preferred Development Pattern - The Continuum



# Interchange Development

Midway Interchange: The strategies recommend a less intense zoning district for the current C-4 City of Knoxville zoned areas. The Plan also recommends that infrastructure development be contained to the interchange area (or where identified elsewhere in this plan). Development at the interchange should communicate that the interchange is the gateway to East Knox County (uses, signage, design standards, etc.)



## **Rural Crossroads**

Rural Crossroads: Development areas designed to create centers of community activity with housing, shopping opportunities, service businesses, and other activities. Crossroads have a main street look and feel and are the gateways to the rural areas. Infrastructure expansion is appropriate.



# Development Corridors

Development Corridors: Roadways appropriate for a more intense development pattern. Planned infrastructure expansion is appropriate. Development regulations should encourage connectivity, mixed use development, complete streets, and integrate the rural context of East Knox.



# Rural/Scenic Corridors

Rural Corridors: Roadways that offer scenic views through agriculture and open lands and pass by the area's historic and scenic resources; to the French Broad River Corridor. Development patterns should preserve the rural look and feel. Infrastructure expansion should be minimal.



# French Broad River Corridor & Rural Areas

Rural areas: Areas appropriate for low density residential development, and open space and agriculture land uses. The recommended pattern preserves the rural look and feel. Some small-scale non-residential activity is encouraged; infrastructure expansion should be minimal.

The French Broad River Corridor: Development patterns should preserve the River's scenic, cultural, economic, and environmental assets. Context sensitive residential development patterns, open space and agriculture preservation measures, minimal infrastructure expansion, and implementation of strategies identified in other plans are necessary to preserve the corridor.

# DEVELOPMENT TRANSITIONS, THE PREFERRED DEVELOPMENT PATTERN FOR EAST KNOX COUNTY

is of Wedges, French Broad Corridor Portions of Rural Corridors



Natural Areas\*: These are designated parks, conserved lands, and floodplains (where development is discouraged). Protected habitats and riparian corridors are also included. The French Broad River Corridor is an important natural area in East Knox County.



# Rural/Agricultural:

Mostly farms and large residential parcels along country roads. These are lower density neighborhoods with some limited commercial activities (such as a corner grocery store, auto repair shop, or dry cleaner).



Rural/Suburban: Medium-density residential neighborhoods and limited neighborhood-scale mixed-use areas often grow in tandem with infrastructure. This might apply to some crossroads and corridors in East Knox County.



# Urban/Development:

Neighborhood centers, developed urban cores, and downtown areas. Planned development can follow transportation corridors or grow from intersections, maximizing infill space and density in strategic areas.

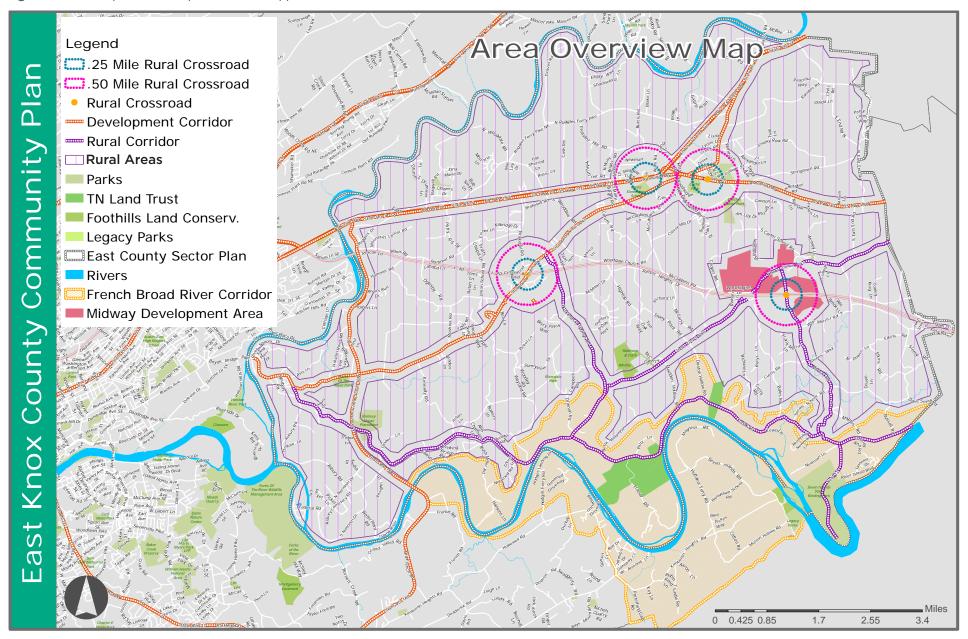


The character—from rural to urban—of each of the zones in the transect continuum is made up not only of the land uses and activities that take place in that zone, but the degree of development and the typology of that development.

Desired high-density, commercial, and industrial development can be targeted for specific corridors and cross-roads, while encouraging preservation of nearby natural open spaces and rural areas.

\*In rural and suburban areas, public access to open land may be appropriate. However, a conservation easement centered on a stream corridor or sensitive ecosystem may have public access restricted on steep slope areas, but a walking/bicycling trail may be located in the floodplain. Each situation must be considered separately based on the physical characteristics of the overall area.

Figure 25: Area Map with Development Pattern Applied



#### ACTION Two: DESIGN AND DEPLOY A COMMUNITY DISCUSSION FORUM

As mentioned in the implication section for Action One, the preferred development pattern (and other recommendations discussed later) will not happen naturally or with the limited development and regulation tools currently available currently. Hard choices and decisions are ahead. While the vision for a rural community is common to most, the exact path to get there is not unified. Before the East Knox Community engages in a conversation about how to regulate (or not) land, we recommend the community engage with each other to build relationships and to determine how to work together when it is time to make hard decisions.

Additionally, we heard from people who had resources to offer. "I know about..." "I can help explain the financial implications of...." "I have experience with..." While folks have gifts to share, at times they don't know with whom to share their skills or they have difficulty connecting with those who may benefit. A community discussion forum can link community member talents with community member needs.

#### **ACTION:**

Encourage a community leader or community group to apply for grant funds to deploy an inclusive community dialog opportunity that accomplishes the following goals:

- Provides an education component (see example)
- Contains a resource, or peer-to-peer connection component (see example)
- Contains a deliberative dialog or decision making component (see example). It is important to secure the resources for a skilled facilitator to lead this portion of the project.

## **IMPLICATION(S):**

The decision to engage in a community dialog means MPC will provide support to a designated non-profit partner through resource identification, assistance with grant writing, and supplying technical information (e.g. mapping for an educational event) and basic support (e.g. event information on MPC website). COST: MPC staff time to support the non-profit partner and the process. Non-profit organization cost to secure a grant and deploy the discussion forums.

Figure 26: Upstate Forever Landowner Outreach



Protected Properties

In 2007, Upstate Forever launched a Land Trust Outreach Campaign. The organization proudly reports the protection of thousands of acres as a direct result of their efforts. According to Upstate Forever,

"The Campaign's purpose was to identify the landowners of the most important properties in our region and then educate them on the benefits of conservation agreements through mailings, conferences, personal contact, and informal social events, like barbeques and pancake breakfasts. This approach to land conservation has proven itself to be wildly successful since many of the negative misconceptions of conservation agreements can be dispelled once they are addressed by straightforward literature or a conversation with a trusted neighbor."

Resource: Upstate Forever 507 Pettigru St, Greenville SC 29601

Phone: (864) 250-0500 ext. 26

https://upstateforever.org/landowner-outreach/

IAP2 Public Participation Spectrum

INFORM	CONSULT	INVOLVE	COLLABORATE	EMPOWER
Public Participation Goal:	Public Perturpation Costs	Public Participation Soul:	Public Participation Goals	Public Participation Goeb
To provide the public with balanced and adjustine information to satisfy then in undentunding the problem, alternative, opportunities and for solutions.	To distain public feedback or analysis, altoration and/or decisions.	To work directly with the public throughout the process to remain that public consones and aspirations are considerably understood and considerably	To parties with the public in each aspect of the decision including the development of alternatives and the identification of the preferred relation.	To place final districts enabling in the hands of the public.
Frontise to the Publics	Frontise to the Public	Frontse to the Publics	Promise to the Fubilics	Promise to the Publics
We will leap you listomed.	We will know you informed, liston to and advincedable concurs and asynothers, and provide feetback on her public limits and deciden.	No will work with yor to assure that you concern and asplations are dwelly willeded in the alternation developed and provide bothsek on low public input influenced the decision.	We will task to you for direct advice and Innovation in formation and incorporate your advice and recommendations (and the decisions and to commendations) (and the decisions advice advices advices and possible.	No will implement what you decisis.
Example Techniques to Considers	Exosple Techniques to Considen	Example Techniques to Considers	Example Techniques to Considen	Example Techniques to Considers
Fact shorts     Wall short     Open houses	Patic owner: Four graps Serveys Patic martings	Workshops     telbente pelling	Citizen Advisory     Committees     Conscess-     building     Participatory     decision webling	Ottom jaries     Nations     National parties     National parties     Accisions

Elected officials have many ways to engage with the public. They can inform, consult, and involve, or they can collaborate with and empower citizens to share in decision making. The International Association for Public Participation offers a variety of training opportunities for citizens and elected officials. Their resources and training are an example of what the community should look for in the deliberative dialog or decision making portion of Action Two.

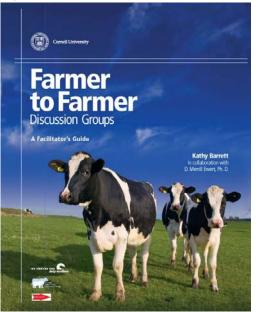
Resource: International Association for Public Participation http://www.iap2.org/

Peer-to-peer discussion groups, such as farmers, large land owners, or those with a conservation interest, trust the experience and knowledge of others who are in situations similar to their own. Peer-to-peer discussion groups capitalizes on that trust. East Knox's program should convene peer groups to share ideas and experiences, and learn new ways to think about their land. While directed toward farmers, The Farmer to Farmer Discussion Groups guide from Cornell University is a good resource for all groups.

Resource: Farmer to Farmer Discussion Groups, Cornell University

http://bit.ly/2gwpz8k

Figure 29: Peer-to-Peer Discussion



A Typical Study Circle Dialogue:



Portsmouth (NH) Listens (PL) works at the local level to support civil, public deliberation of complex issues affecting Portsmouth residents' everyday lives. According to PL, "We are committed to neutrality in all the work we carry out to meet our mission of creating and sustaining a fair process for public engagement and action." Their process allows people of differing interests and backgrounds to identify what is important and what they share in common. Currently, local leaders are using PL's techniques to involve residents in the strategic Master Plan review process.

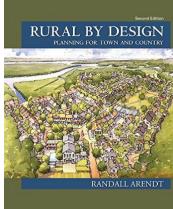
One-day community conversation:



Resource: Portsmouth Listens <a href="http://portsmouthlistens.org/the-process/">http://portsmouthlistens.org/reports/</a>

Hands-on workshops with outside experts and leaders can bring new ways of thinking to the community. Many communities struggling to find the right balance between development and conservation invite people like Randall Arendt, a conservation subdivision design thought leader, to their community for a general education session and a experiential workshop to better understand how conservation subdivision and open space planning can work. The community should identify which issues are most important and then invite speakers who can conduct hands-on or experiential workshops (not just inspirational lectures).





# ACTION THREE: DEVELOP NEW ZONING STANDARDS FOR RURAL AREAS, CORRIDORS AND CROSSROADS, TEST IN KEY AREAS BEFORE ADOPTION

Voices from the community, previous plans, and County Commission actions indicate a strong preference for protecting East Knox County's rural character. However, the tools to maintain the community's vision of rural – the characteristics we value – are lacking. Other than infrastructure (water and sewer/septic) access, the hillside and ridgetop protection area strategies, and the area's topography and geologic features, which serve as natural development constraints, there is very little preventing rural land conversion. As an example, the series of images in Figure 33 show that agricultural land/open space once dominated the Murphy Road landscape, which is not in the East Knox study area. Between 1997 and 2016, much of the agriculture/open land converted to suburban-style development. Contrasting Murphy Road with the area between the Strawberry Plains and Midway interchanges, the development / land conversion pressures in East Knox have not been as pressing as with areas closer to the City of Knoxville. However, the region's projected growth will increase development / land conversion pressure.

Many people would like East Knox County to be a rural community that blends its existing rural character while allowing for some types of growth. If the com-

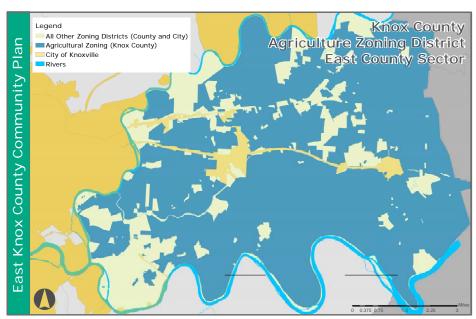
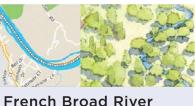


Figure 32: Knox County Agricultural Zoning

munity wants to intentionally maintain its rural identity and provide alternatives for growth, then revisions to Knox County's zoning ordinance and subdivision standards are necessary. It is too soon to recommend specific zoning/subdivision amendments; more community conversation is needed to explore the gains and trade-offs of each proposed zoning amendment. This section provides broad recommendations and considerations that may be explored through community conversations.



### French Broad River Corridor & Rural Areas

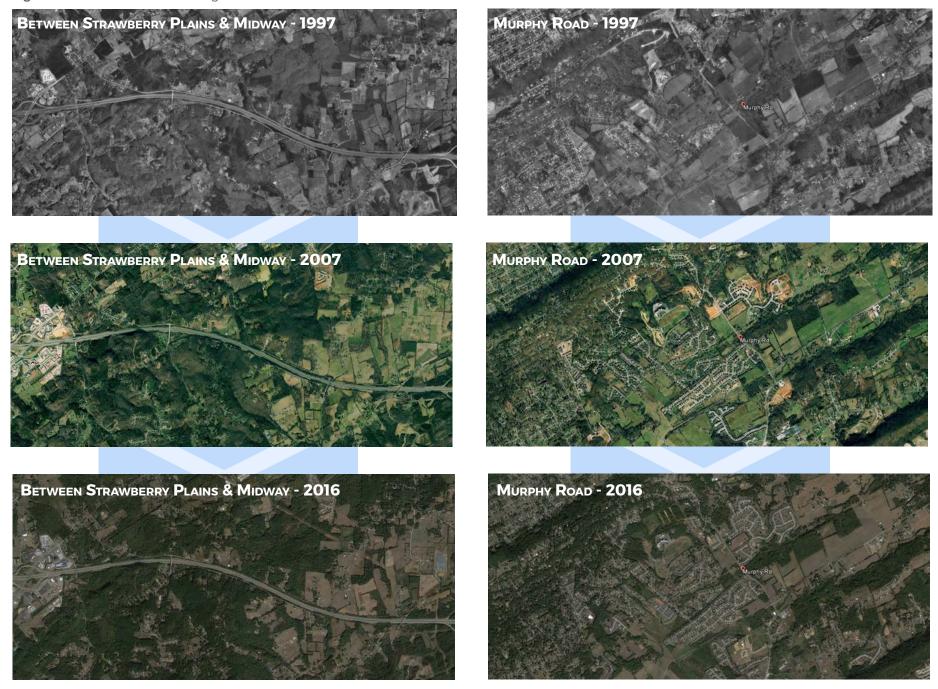
# AGRICULTURE ZONING IN THE RURAL AREAS

The primary regulatory rural protection strategy in East Knox is the use of the Agricultural Zoning district, of which seventy-five percent (75%) of land in the East Knox County Sector is zoned. Most rural areas are in the Agricultural Zoning district.

Many in the community told us that the Agricultural Zoning district is not "true" agriculture zoning. In a way, it's as if Knox County's Agricultural district is a holding area for land that will eventually become residential or some other non-agricultural use. The standards fall short of protecting rural character, as noted by the following:

- While the Agricultural Zoning district allows for agricultural uses, its standards do little to protect agricultural land. For example, if an owner of a large parcel of land wants to subdivide the land, there are no limits on the number of lots the owner can create or the number of dwellings that can be built, meaning the land can be divided into as many one acre plots as possible.
- The district also allows for single family residences on lots that are at least one-acre with no standards for transition zones between uses. Unconstrained, this type of development pattern is contrary to agriculture and open space preservation. The Murphy Road example illustrates this concept.
- Knox County's Minimum Subdivision Regulations do not provide requirements or incentives for conservation subdivisions and the only open space regulation states, "For the purpose of providing for adequate public land, the Planning Commission may require the dedication or reservation of us-

Figure 33: Suburban Land Use Change



able open space within a subdivision up to a total of ten (10) percent of the gross area or water frontage of the subdivision for park, school, or recreation purposes." The County's zoning ordinance applies open space standards in some districts, but none specific to the Agricultural Zoning district.

The risk of agriculture / open land conversion rises with growth pressures. For some landowners, benefits resulting from land conversion and subdivision outweigh the benefits of land remaining as agricultural or open land. Yet with the lack of true protection standards, the risk of an eroding rural landscape through incompatible development patterns is high. The following actions attempt to balance agricultural / open lands, residential development, and open space requirements. For each recommendation, it is assumed that community dialogue is a key component of each action and the process will follow Knox County's formal ordinance amendment procedures.

### **ACTIONS:**

- 1. Revise Agricultural Zoning to reflect the intent that agriculture zoning should preserve the availability of agricultural lands for farming and provide stability to the farming economy in the areas where agriculture is intended to be the principal use. Regulations in an agricultural district should constrain non-agricultural development and uses to reduce conflict between farm and non-farm uses and maintain a critical mass of farmland to keep farming viable.
- 2. Not all of the current Agricultural district is suitable for agriculture. If MPC updates the Agricultural zoning intent, it should engage stakeholders to establish criteria to identify and map areas suitable for agricultural uses. Land not as suitable for agriculture should be rezoned as something else (see rural residential recommendations).
- 3. Determine the best tool¹ that allows for residential development as a secondary use to agriculture.
  - Large Lot Zoning (Image 1) where the minimum lot size is specified as something in the order of 25, 40 or 50 acres to severely restrict residential development. Residential uses are allowed on the large lots. Large lot zoning is the least suitable for East Knox.
  - Area Based Allocation (Image 2) follows the general idea that residential

development is allowed, but the permitted number of dwelling units is based on the acres of agriculture land on a parcel, such as two dwelling units per 25 acres. One can also reach a similar result allowing for a percentage (such as 10%) of a parcel to be developed for residential purposes (Image 3a & 3b). The percentage approach works well when a community allows cluster or conservation subdivision development.

• Sliding-Scale Zoning (Image 4) is similar to Area Based Allocation. The number of residential lots permitted is based on the size of the farm. As the size of a parcel increases, the number of dwellings allowed in relation to the total farm area decreases (e.g., a 40-acre parcel might be allowed three dwelling units, while a 200-acre farm might be allowed eight dwelling units and a 300-acre farm allowed ten dwelling units). In this approach, a maximum residential lot size such as two acres is specified in order to maximize the area available for agricultural production and minimize the area devoted to residential purposes. Many ordinances require residential units to be located on the least productive soils and located to minimize interference with agricultural production.

### **IMPLICATIONS**

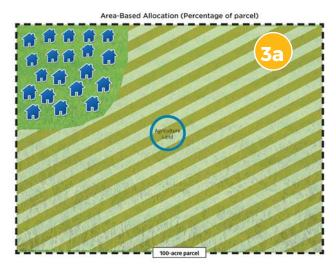
Whether real or perceived, the amount of development rights a property owner has today (i.e. the ability to develop one acre lots to a parcel's maximum potential) will change when the Agricultural Zoning district is amended. Structured education and dialogue (see Action Two) with property owners and existing farm families is critical. They should be active decision makers in determining both the criteria that identifies agricultural land and which development/preservation tools create the greatest benefit. MPC should be prepared to mediate this contentious conversation, possibly with assistance from a facilitator. MPC should also be prepared to engage experts equipped to evaluate the financial loss/gains of preferred options. COSTS: Staff time, facilitation assistance, development finance expert assistance.

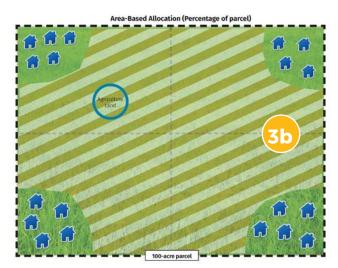
### RURAL RESIDENTIAL ZONING IN THE RURAL AREAS

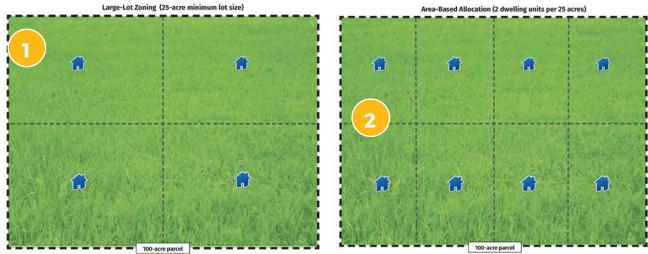
In the agricultural district (75% of the East Knox County Sector), single family

<sup>1</sup> Tools summaries adapted from <a href="www.ConservationTools.org">www.ConservationTools.org</a> resources.

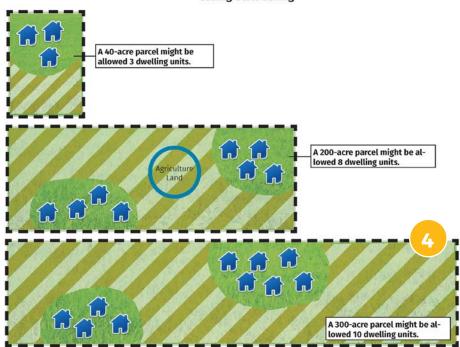
Figure 34: Agricultural Zoning Options







Sliding-Scale Zoning





residential development is allowed as a use by right as long as the lots are at least one acre. It is likely that early code writers identified the one-acre minimum lot size as a strategy to preserve rural character; thinking that the one-acre lots would create a sense of open space. Throughout the East Knox Community Plan process, community members suggested minimum lot sizes may need to be greater than one acre to preserve rural character.

Simply requiring larger minimum lot sizes in the Agricultural Zone (such as the two-acre minimum required in the Estate Zone) may not produce the desired effect. Large lot zoning on its own leads to greater land consumption when the zoning standards do not address open space or land conservation measures. Knox County's Minimum Subdivision Regulations do not provide requirements or incentives for conservation subdivisions and the only open space regulation states, "For the purpose of providing for adequate public land, the Planning Commission may require the dedication or reservation of usable open space within a subdivision up to a total of ten (10) percent of the gross area or water frontage of the subdivision for park, school, or recreation purposes." The County's zoning ordinance has some open space standards, but none specific to the Agricultural Zone district.

### **ACTIONS:**

4. Create at least one new residential district, the Rural Residential District (RRD), to reclassify current Agricultural Zoned land that does not meet the criteria set for the revised Agricultural Zone district. Montgomery County, Pennsylvania's RRD model ordinance provides an intent statement that is well suited for East Knox County:

"The intent of this district is to preserve rural community character and sensitive natural areas that would be lost under conventional development [such as East Knox's one acre lots with no open space requirements]. In addition, the intent of this district is to permit a reasonable amount of low-density single-family detached residential development and other nonresidential rural uses in an open space setting – designed to reduce the perceived intensity of the development while preserving local natural features."

Resource: http://www.montcopa.org/DocumentCenter/View/4103

5. Determine the ordinance standards that achieve the intent of the RRD. The Montgomery County Model Ordinance contains the following sections and standards: intent statement, permitted uses, conditional uses, conditional use criteria, site inventory plan and designation of conservation areas, density and dimensional standards, design standards, and general require-

ments.

6. Develop clear graphics to illustrate the concepts of the RRD.

### **IMPLICATIONS:**

Similar to the Agricultural Zone district, the amount of development rights a property owner has today (i.e. the ability to develop one acre lots to a parcel's maximum potential) will change if the community creates a Rural Residential District. Structured education and dialogue (see Action Two) with property owners is critical. They should be active decision makers in determining the standards that define the RRD. MPC and Knox County should be prepared to mediate this contentious conversation, possibly with assistance from a facilitator. MPC should also be prepared to engage experts equipped to evaluate the financial loss/gains of preferred options. COSTS: Staff time, facilitation assistance, development finance expert assistance, design assistance for ordinance illustrations.



Figure 35: Images from the Montgomery County RRD Model Ordinance

### ZONING IN THE FRENCH BROAD RIVER CORRIDOR

Residents of East Knox County tend to agree that they want the area to remain rural. Another uniting agreement is that the section of the French Broad River flowing through East Knox County is a unique and valuable asset. The river itself, the cultural elements along the river, and the existing land use pattern are worthy of extra attention.

The community has had protection of the river corridor on its mind for many years. Groups have made plans and hosted events specifically to protect and promote the River Corridor. Additionally, as noted in Recommended Actions by Previous Plans, the East County Sector Plan and the French Broad River Corridor Study contain river corridor protection strategies. The intent of the actions recommended here is to supplement earlier plan recommendations; previous recommendations should remain in MPC and the community's work plan. Additionally, the land use patterns resulting from the Agricultural Zoning district changes and the Rural Residential District detailed above applies to, and will benefit, the French Board Corridor.

### FRENCH BROAD RIVER CORRIDOR PROTECTION STRATEGY PLAN Revisit a Rural Landscape National Register District with a strategic East County landowner outreach component Sector Plan Continue conservation easement programs, including those associated with the USDA Revisit a Conservation Subdivision Ordinance for Adoption and develop a Transfer of Development Rights program in the French Broad Corridor Draft a scenic overly district to address conservation and development in the French Broad Conservation Corridor, Develop the guidelines and standards that can be used Specifically in the French Broad **Conservation Corridor** Develop a matching grant for facade improvements of commercial properties, particularly historic buildings Analyze potential locations for a French Broad visitor's center and outline a development program to foster the eco-tourism strategy **FB River Build Citizen Support** Corridor Formal designation of the lower French Broad River as a regional asset Study Establish Voluntary Programs

Identify Alternatives to Conventional Development

Archaeological and Historic Site Protection

Figure 36: Relevant FB Strategies from Previous Plans

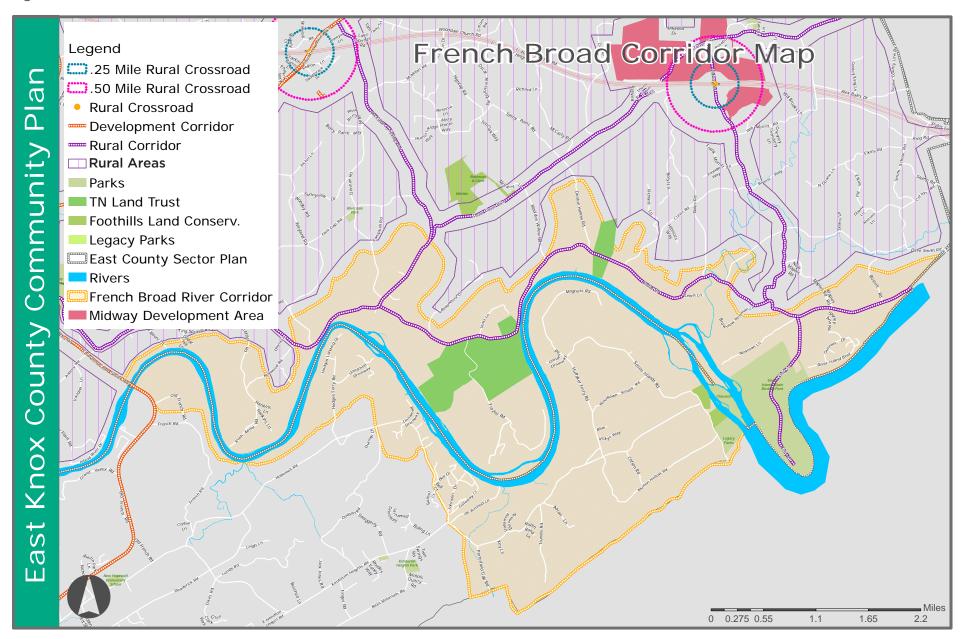
A Network of Open Space

### **ACTIONS:**

Along the French Broad River, there are sizable parcels with river frontage, many of which are undeveloped or underdeveloped (given what current development standards allow), and most are in the Agricultural Zoning District. Even with the remote location of many parcels, they have attractive development potential. The community wants to protect both water quality from adverse development and agricultural impacts as well as the natural experience of floating down the river. Offering a **package of river buffer options** to landowners is the recommended strategy.

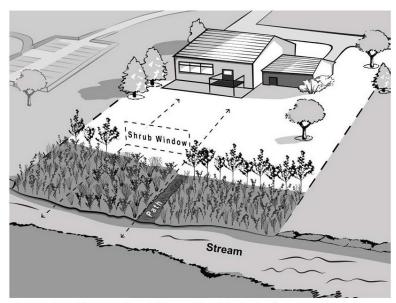
- 1. Start with a minimum river buffer to maintain natural open space between development activities and the river that applies to areas out of TVA's regulation area. The portions along the French Broad River Corridor under TVA jurisdiction have a minimum buffer the TVA requires a 50-foot shoreline management zone. For the portions not under TVA jurisdiction, river buffer measures are recommended.
- 2. During the community involvement process, we talked with organizations that have an interest in providing landowners with river buffer options, but the efforts are not formalized. With technical support from MPC, area non-profit partners should develop a voluntary French Broad River Buffer Program to formalize education and landowner outreach efforts to communicate the benefits of and options for riparian buffers.
- With technical support from MPC, work with land conversation organizations to protect riparian buffers thorugh a variety of conservation tools through fee simple acquisitions or easements.
- 4. For all parties working to protect the river corridor, identify opportunities to coordinate efforts with mutual gains. For example, stakeholders interested in additional river access points should be part of the conservation easement conversations.
- 5. Develop a **riparian buffer overlay district** that builds on success from the voluntary efforts.

Figure 37: French Broad River Corridor

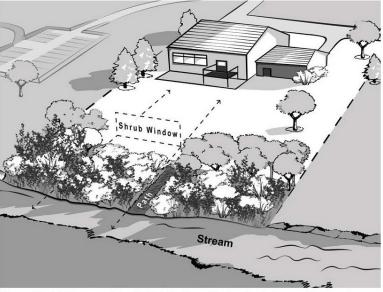


### **IMPLICATIONS:**

Preserving the environmental, cultural and scenic quality of the French Broad River corridor is complicated. There is not one winning strategy, a single group to carry initiatives forward, or a one size fits all approach that will work for every landowner. Corridor protection means community organizations are willing to coordinate and remain committed to a slow and steady grass-roots like effort to develop an educational program that communicates financial benefits, design and deploy a landowner outreach strategy, and link willing landowners to conservation and other tools. It means MPC serves as a technical resource to the community groups and stands ready to update the Knox County Zoning Ordinance and Minimum Subdivision Standards. COSTS: MPC staff time and assistance to community organizations, costs to non-profits/community organizations to develop education and outreach materials, development finance expert assistance.



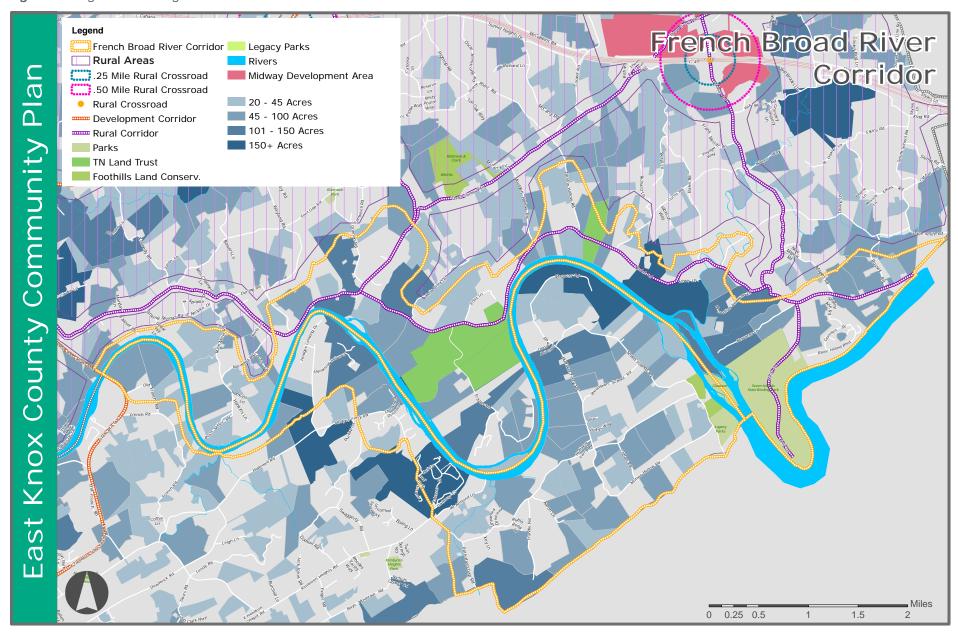
Half-acre residential lot with a stream buffer - including a shrub window (preserving views of the stream), a path to the water's edge, and new plantings.



Half-acre residential lot with a stream buffer - including a shrub window (preserving views of the stream), a path to the water's edge, and plantings after five years' growth.

**Figure 38:** Riparian Buffers. Educational tools, such as this image from the *TN Urban Riparian Buffer Handbook*, illustrate that property owners can retain a scenic river view and protect the riparian buffer.

Figure 39: Large Parcels Along the French Broad River







### **Rural Crossroads**



Development Corridors

# DIRECT DEVELOPMENT TO RURAL CROSSROADS AND DEVELOPMENT CORRIDORS

Given Knox County's projected population growth, it is reasonable to expect some of the non-residential growth will come to East Knox County. When we asked the community to identify potential development sites, they identified the crossroads areas of Strawberry Plains and the Carter Community and Four Way In. They named Asheville Highway and Andrew Johnson Highway as development corridors.

Each development area identified in the East Knox Community Plan was also identified in the East County Sector Plan, which also identifies the Holston River Gateway, the Brakebill Road Area, and the Marbledale Quarry Area.

The goals and strategies in the East County Sector Plan align with the Strategic Vision for the East Knox Community Plan and won't be repeated here. In addition to the East County Sector Plan goals and strategies, we recommend the following actions to enhance planning for the rural crossroads and development corridors.

### **ACTIONS:**

- The Sector Plan suggests a vision for the Carter area. Develop vision plans, which define the distinct character and form, for each crossroads district and development corridor.
- **2. Incorporate market studies** with the area vision plans to determine the economic potential for retail and housing development.
- In rural areas, the needs of bicyclists and pedestrians can be overlooked.
   Adopt a Knox County complete streets policy to ensure that bicyclists and pedestrians are considered in road projects.
- **4. Adopt zoning tools** that promote connectivity and walkability (street design, sidewalk requirements), compact development, retail mix (variety of uses), open space requirements (village greens, pocket parks, cluster development), appropriate parking, design standards, and mixed uses (residential and non).

5. Adopt zoning regulations applicable to the development corridors that promote access management (minimizing the number of driveway access points along busy roads) by limiting curb cuts/entry points and requiring connectivity between development projects.

### **IMPLICATIONS:**

The rural crossroads and development corridors are a hodge-podge of zoning districts, including portions that are in the agricultural zoning district. Since rethinking the County's agricultural zoning district is a top priority, MPC has the opportunity to rezone property to a more appropriate zone as identified in the East County Sector Plan. In this case, property owners may see the rezoning as gaining additional property rights while others may be concerned about development encroaching into the rural areas. COSTS: consultant costs for vision plans and market studies, staff time.



Rural/Scenic Corridors

# MAINTAIN THE RURAL EXPERIENCE THROUGH RURAL CORRIDORS

Driving or bicycling through East Knox County offers scenic views, access to Seven Islands Birding Park, and to French Broad River access points. The community values their rural roads; the preference in the Community Plan and the East Sector plan is to conserve the scenic qualities of the cor-

ridors, particularly the natural landscape and setting of historic buildings.

The East Sector plan recommends (and this plan reiterates the need for) two strategies to maintain the character of the rural roads: the need for low density zoning districts near the scenic roadways and an overlay district to address aesthetics. We recommend these additional actions to maintain the character of the rural roads:

### **ACTIONS:**

- 1. Develop a driving/bicycling route map (print and online) to identify experiences along the roadways (e.g. Seven Islands, a church tour, farm stands, artist studios, historic structures, etc.).
- 2. Evaluate where Tennessee state scenic corridor designation may be applicable.
- 3. Formalize bicycling routes with "Bicyclists May use Full Lane" signage.

Figure 40: Four Way In & Carter Community Nodes





### Interchange Development

### MIDWAY INTERCHANGE REZONING

We heard from people who are adamantly opposed to the development of business park at the Midway interchange. We also heard from people who believe in its economic development potential. Some people are in the middle - they'd prefer the business park be somewhere other than Midway or question if it is needed, but they have accepted the likely outcome.

Folks in this camp want the Business Park to integrate with the community, and contain development to the existing property.

The intents of the recommendations are to integrate the business park with the community (i.e. ensure that it reflects rural character in some way) and minimize development impacts at the Midway Interchange.

### **ACTIONS:**

The City of Knoxville annexed land along I-40 to capture the Midway Interchange. The east side of the interchange, north and south of I-40, is (and has been) in the City of Knoxville's Highway & Arterial Zoning District (C-4). The C-4 district is one of Knoxville's least restrictive zoning districts; allowing for everything from retail establishments, gas stations and drive up restaurants to car sales and prefabricated and shell house sales. The C-4 area has fewer land use development controls than the EC district, a zone created for the business park. All uses listed in Knoxville's C-3 District are also allowed in C-4. Uses allowed in the C-4 District: <a href="http://bit.ly/2gPp8L0">http://bit.ly/2gPp8L0</a> and the C-3 District: <a href="http://bit.ly/2hq2EiT">http://bit.ly/2hq2EiT</a>.

- The recommendation is for MPC to work with the City of Knoxville to zone the current C-4 zoned properties to a less intense zoning district that matches the Community Plan's Strategic Direction. In 2017, the City of Knoxville will update its Zoning Regulations, which creates an opportunity to determine a new zoning district for the area.
- 2. Site plans presented by the Development Corporation of Knox County for the Midway Business Park incorporate green space, perimeter buffers, trails, and other features to help the Park blend with East Knox County. Additionally, the zoning district created specifically for the Business Park contains site development standards

- and restricts uses. The community should **remain aware of site designs and development standards.**
- The Development Corporation of Knox County, MPC, and the County Commissioners should engage in conversations with TVA, TDOT, and the Knoxville Utilities Board (KUB) to agree on a boundary to limit future intense development.
- 4. The Development Corporation of Knox County and Visit Knoxville! should explore the potential for a visitors center or an outdoor outfitter outpost that serves as a gateway to activities in East Knox County.

### **IMPLICATIONS:**

Further conversation about development near the Midway Interchange is needed. The property owners of the C-4 zoned areas may perceive the rezoning as a property devaluation. By proposing rezoning, MPC agrees to engage property owners early in its Zoning Ordinance Update process. MPC should also plan to facilitate the conversation for Action 2.

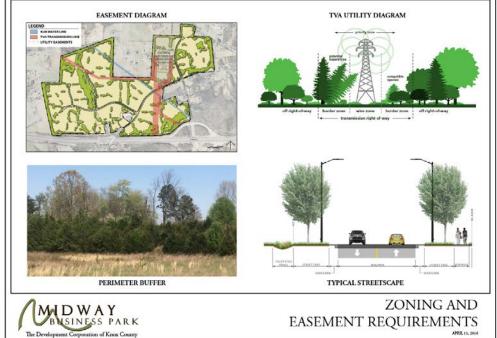
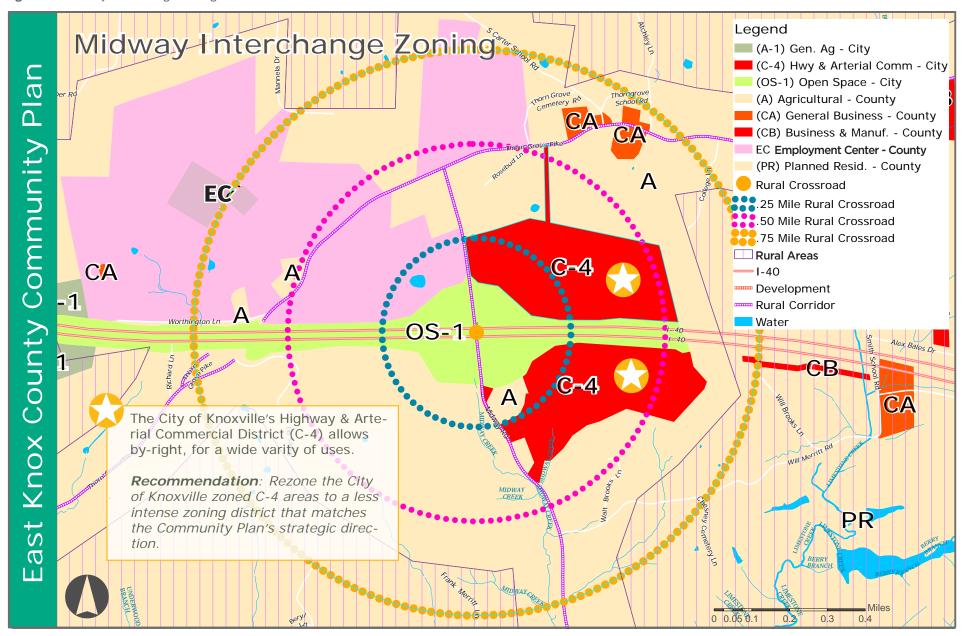


Figure 41: Midway Business Park Site Plan

Figure 42: Midway Interchange Zoning



### TEST THE ORDINANCE AMENDMENTS

The Community Plan recommends a variety of zoning changes and preservation tools to preserve rural character. Zoning changes are rarely easy, and in an area like East Knox County where people are deeply connected to and protective of their land, and for whom land ownership symbolizes family security, plans for zoning and land conservation discussion can be *very* difficult. Before finalizing changes to any ordinance or land use policy, we recommend gathering the development community, large property owners, and conservationists, all of whom have ideally been involved since the beginning, to take part in an ordinance testing process.

Ordinance testing is a process where one applies a proposed ordinance or policy to selected parcels or areas. One can apply testing to an existing development project to see how the outcomes would be different if the new standards had been used (to determine if the proposed ordinance outcomes are better or worse), or one can apply the standards to a vacant parcel to determine how the project may look with the new development standards. Either way, the intent of testing is to ensure the zoning or policy changes have the intended effect, to build ownership of the new standards within the development community, and to show the community that their perceived loss of land value may not be as worrisome as they originally thought.

Figure 43: Testing the Ordinance The image below illustrates how a change in ordinance standards may result in a similar level of density that is available under the existing standards, while still meeting rural preservation goals, such as greater open space, road connectivity, landscaping, and a vegetative buffer along the river.



### ACTION FOUR: PROMOTE AND ENJOY THE AREA

While recreation and tourism activities are available, they are not well coordinated or marketed and may be unknown to potential visitors. The following recommendations lead to recreation product development and marketing.

### **ACTIONS:**

- Establish a multi-user (boating, fishing, birding, cycling, agriculture, etc.)
  group to develop an East Knox County Outdoor Recreation & Cultural
  Tourism Strategy. The East County Sector Plan recommends fostering the
  eco-tourism strategy identified through the Ochs Center Report. Visit Knoxville, the region's tourism promotion organization, has offered assistance.
- 2. The East County Sector Plan identifies a system of East Knox parks and greenways. As preservation and conservation efforts progress, MPC and its partners should identify opportunities to meet greenway and parks goals. For example, many cities and counties require a greenway easement dedication during the land subdivision process when a greenway on that property is shown on an adopted greenway plan. Likewise, conservation and preservation partners can work with landowners to identify recreation opportunities, such as river access points, during their negotiation process with landowners.
- Develop a driving/bicycling route map (print and online) to identify experiences along the roadways (e.g. Seven Islands, a church tour, farm stands, artist studios, historic structures, etc.). NOTE: this is also included in the Rural Corridor section.
- 4. Identify a location(s) (website or visitor's center) to serve as an **information clearinghouse** for East Knox County events and activities.
- 5. Work with the region's outdoor recreation and economic development community to recruit recreation based businesses who can use East Knox as a laboratory for outdoor equipment. Also recruit outdoor outfitter businesses (or outposts of existing businesses) to provide equipment rentals and shuttles.
- 6. Use **recreation as a tool to promote rural preservation**. As one interviewee shared, "People don't understand the value of protecting the French Broad until they have floated down the river."

### **IMPLICATIONS:**

The City of Knoxville, and much of Knox County, have recreation and cultural opportunities they are trying to develop and promote; there may be some competition with other development and promotion strategies. The East Knox Community should be prepared to communicate how its offerings complement ongoing activities and promote its niche (its ruralness).

Figure 44: Kayakers on the French Broad River





### EAST KNOX COUNTY COMMUNITY PLAN

### IMPLEMENTATION SUMMARY



### ACTION ONE: EMBRACE AND APPLY THE LAND USE DEVELOPMENT CON-CEPT

- The MPC and County Commission will adopt the development transition concept as presented in the East Knox Community Plan and use the development pattern as a guide for future land use decisions.



### ACTION TWO: DESIGN AND DEPLOY A COMMUNITY DISCUSSION FORUM

- Community groups should continue to work together to ensure the overall vision for the future is achievable; one that accomplishes the following goals:
  - · Provides an education component.
  - Contains a resource, or peer-to-peer connection opportunity.
  - Contains a deliberative dialog to help the community plan for the future.



### ACTION THREE: DEVELOP NEW ZONING TOOLS

### AGRICULTURE ZONING

- Revise Agricultural Zoning to reflect the intent that agriculture zoning should preserve the availability of agricultural lands for farming and provide stability to the farming economy in the areas where agriculture is intended to be the principal use.
- Determine the best tool that allows for residential development as a secondary use to agriculture.
- Determine the ordinance standards that achieve the intent of the Agricultural Zone District.
- **Develop clear graphics** to illustrate the concepts of the Agricultural Zoning District.

### RURAL RESIDENTIAL ZONING

- Create at least one new residential district, the **Rural Residential District (RRD)**, to reclassify current Agricultural Zoned land that does not meet the criteria set for the revised Agricultural Zone district.
- **Determine the ordinance standards** that achieve the intent of the RRD.
- **Develop clear graphics** to illustrate the concepts of the RRD.

### ZONING IN THE FRENCH BROAD RIVER CORRIDOR

- Offer a **package of river buffer options** to landowners.
- Start with a minimum river buffer to maintain natural open space between development activities and the river that applies to areas out of TVA's regulation area.
- With technical support from MPC, area non-profit partners should develop a voluntary French Broad River Buffer Program to formalize education and landowner outreach efforts to communicate the benefits of and options for riparian buffers.
- With technical support from MPC, work with land conservation organizations to protect riparian buffers though a variety of conservation tools.
- For all parties working to protect the river corridor, identify opportunities to **coordinate efforts with mutual gains.**
- Develop a **riparian buffer overlay district** that builds on success from the voluntary efforts.



# DIRECT DEVELOPMENT TO RURAL CROSSROADS AND DEVELOPMENT CORRIDORS

- **Develop vision plans**, which define the distinct character and form, for each crossroads district and development corridor.

- Incorporate market studies with the area vision plans to determine the economic potential for retail and housing development.
- Adopt zoning tools that promote connectivity and walkability.
- Adopt zoning regulations applicable to the development corridors that **promote safety** by limiting curb cuts/entry points and requiring connectivity between properties.

# MAINTAIN THE RURAL EXPERIENCE THROUGH RURAL CORRIDORS

- Develop a driving/bicycling route map (print and online) to identify experiences along the roadways.
- Evaluate where Tennessee state scenic corridor designation may be applicable.
- Formalize bicycling routes with "Bicyclists May use Full Lane" signage.

### MIDWAY INTERCHANGE REZONING

- Work with the City of Knoxville to zone the current C-4 zoned properties to a less intense zoning district that matches the Community Plan's Strategic Direction.
- The community should remain aware of Midway Business Park **site designs and development standards**.
- Engage in conversations with TVA, TDOT, and the Knoxville Utilities Board (KUB) to agree on a boundary to limit future intense development.
- The Development Corporation of Knox County and Visit Knoxville! should explote potential for a visitors center or an out-door outfitteroutpost that serves as a gate-way to activities in East Knox County.

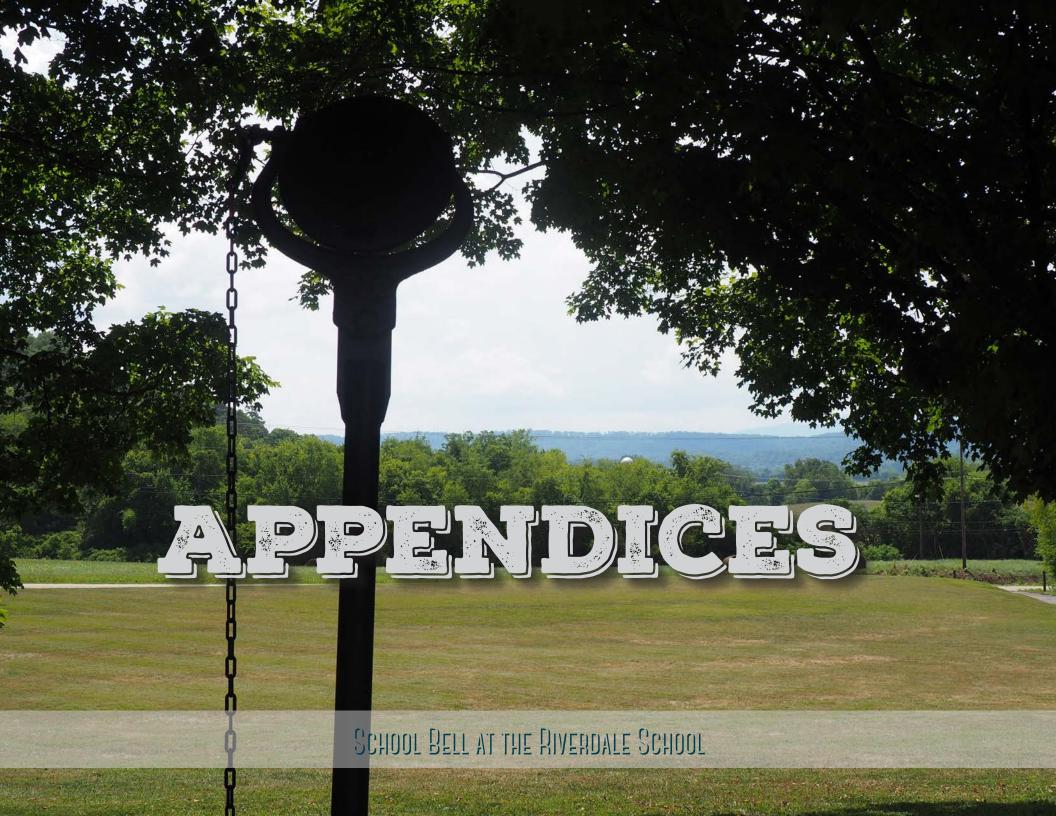


## ACTION FOUR: PROMOTE AND ENJOY THE AREA

- Use recreation as a tool to promote rural preservation.
- Establish a multi-agency group (made up of different user groups) to develop an East Knox County Outdoor Recreation & Cultural Tourism Strategy.
- As preservation and conservation efforts progress, MPC and its partners should identify opportunities to meet greenway and parks goals.
- Develop a **driving/bicycling route map** to identify experiences along the roadways.
- Identify a location(s) (website or visitor's center) to serve as an **information clearing-house**.
- Work with region's outdoor recreation and economic development community to recruit recreation-based businesses to East Knox. Also recruit outdoor outfitter businesses to provide equipment rentals and shuttles.

East Knox Community Plan

This Page Intentionally Left Blank



### APPENDIX 1: PRIORITY PYRAMID WRITTEN COMMENTS

Predictable Development / Growth Patterns

- "We need a plan that works for our community not what government/ agencies feel we need. We should not be surprised with random reuse (zoning, etc.) decisions. We should not be threatened with sudden actions!"
- "Allow for properly located development and people to make long-term investments that will protect and enhance the area."
- "The rural quality of this area should be preserved whenever possible, through predictable development - NO surprises (i.e. the business park at Midway). The property was purchased before the community was informed of the intend or purpose, which is NOT the correct way to develop a business park. Not a lot of trust after this episode. Please, please, do what you say, and openly, and ask and listen."
- "Planned development, stopping sprawl MUST become a priority."
   Open Space Preservation & Management
- "Having open space is important to me personally it is very difficult to find any area close to Knoxville that continue to have this – this is certainly tied to recreation and the rural nature as these are not stand alone."
- "Open space and farmland go hand in hand please treasure the quieter, simpler rural flavor of East Knox in our plan."
- "Smart and efficient use of the current Forks Business Park and Strawberry Plains area should be sufficient."
- "Protecting the environmental resources (habitat, open space, etc.) for ecological and responsible use purposes is a priority. Also, recognize and building upon existing community networks and resources for development planning."
- "Local food production will be increasingly important. I link open space with farming."
- "The preservation of open space is key to the culture and aesthetics of the area, whether it is actively farmed, open to the public, or simply seen.
   Preservation of wilderness corridors impacts agriculture and local ecologies on a large scale, and in ways that likely haven't been studied on a local

level. An appreciation for wilderness can also foster an appreciation for responsible agriculture, business planning, residential development, and so forth."

Cultural & Historic Resources

 "My church is special to me. My God and my five-generation farm are my life. Keep it as is or a walking park – not industrial."

Parks & Recreation

- "Development of parks and recreation, specifically at Carter Park, is of personal importance to my family. We founded My Son Shines in memory of our infant son. We have just tipped past the \$10,000 mark in fundraising to build a new playground and shelter in his memory. Please find more information at www.facebook.com/mysonshinesfund (I can be reached at 865-748-0167 or jmclimbaugh@gmail.com)."
- Business Development
- "Tear down Helma's [closed, abandoned restaurant in Trentville on Asheville Hwy]."
- "Kroger."

Residential Development

- "With more residential development, more other services will come Grace A Fawler."
- "Planned development at 4-way, including a park, schools, and condos."
- Health & Safety
- "With Tennova moving west we need a hospital."
- "KAT availability to east Knox County, especially the industrial park."
- "Walgreens or a walk-in clinic (either at the interstate or 4-way)."
- "No dump near 4-way."

Transportation Networks

- "Develop 4-way and interstate. Widen Strawberry Plains Pike. Road improvements at Midway."
- "Services for senior citizens transportation, etc."
- "Improvements to the Town Center area, as more of a local village, would be nice. But limit traffic through the area so roads like Thorngrove do not become throughways to one more truck stop. And keep the plan 'predict-

able' and transparent, so residents don't have to fight what others want to impose."

### Farmland Preservation

- "Farmland is becoming smaller throughout the country, and we need to preserve this so we can continue to sustain life without dependence on other countries."
- · "We love the land and fresh produce."
- "Farmland is disappearing at a very rapid rate in the U.S. We need to do everything we can to slow that. I was born and raised on a farm and loved it."
- · "Stop wasting farmland."
- "Farmland once it is developed, it is of no use for food production. We have a limited amount of [arable] land."
- "Farmland Preservation is #1 because you can't get it back once it's gone."
- "Preservation of farmland: To keep within the context of the culture and history of the area; to provide space for production of food sources; to keep the beauty of the area."
- "We need farms! Agriculture (sustainable), never Business / Residential Development."
- "Really don't want urban sprawl."
- "Preserving farmland assures the rural character is not compromised. If the farms disappear, the rest is all downhill to development."
- "Family farms are so important to the history of your community. Everyone
  needs to have input, not planned and then told it's not acceptable. Generations preserved. We need to keep the beauty of the country so everyone
  can enjoy."
- "We enjoy the last vestiges of agriculture in Knox County. I want to preserve
  it, enjoy it, and pass the same to future generations."
- "We are five generations in the Thorngrove community and an outdated industrial park that will end up in caves or sinkholes. Keep this area for farming or eat your food from China etc."
- "This is East Tennessee's primary heritage and the one asset which we
  must preserve for future generations and our own wellbeing. No Farms =
  No Food."

- "Protecting our farmland is my #1 priority because this is the last agricultural area left in all of Knox County and we have working sustainable farms in operation that need to continue without threat of development."
- "#1 priority keeping it rural, agricultural, and forested. -RM Hill 37934."
- "As Knox County has exploded with development W, N, and now South, East Knox County remains a scenic rural area for use as green space for both recreation and agricultural use."
- "Agricultural tourism seems an appropriate option for development due to the proximity to National Park."

### Education

- "Rural broadband."
- "Education will always be a top priority the coming generation will be the future leaders."
- "Education is always the most important for the community."
- "Once people are educated, everything else falls into place."

### APPENDIX 2: GIVE / GAIN GRID

The East Knox Community needs partnerships between the public and private sector, non-profit organizations, and other institutions. The "Give-Gain Grid" exercise defines the various partner (or stakeholder groups) and what they can give/gain to reach Community Plan goals. The basic premise of a partnership is realizing that all parties have something to contributes to ("gives") and receives benefits

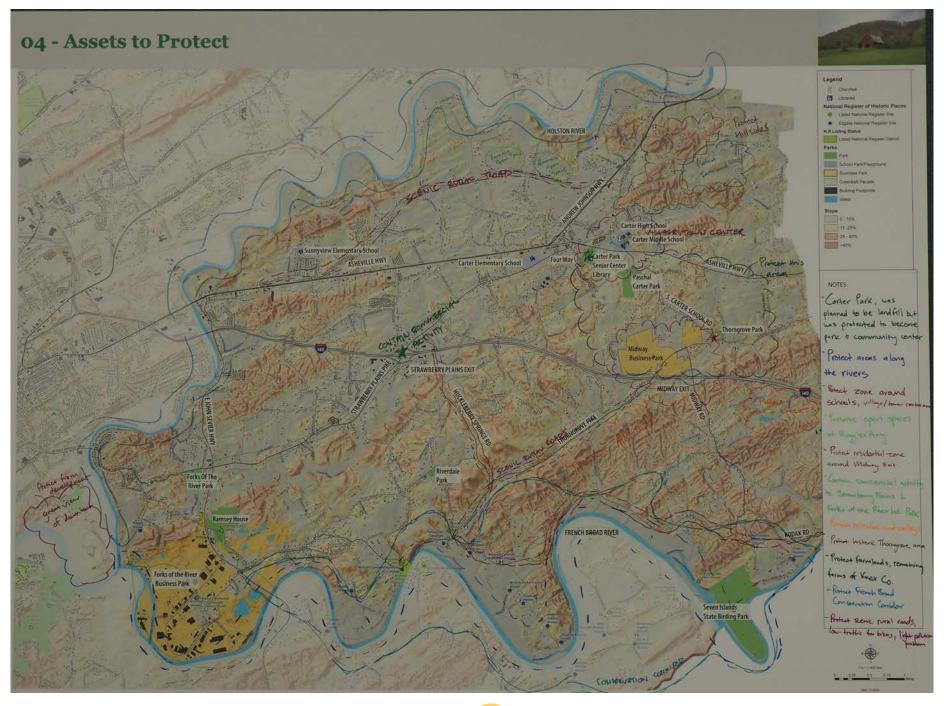
("gains") from that partnership. Some "gives" are tangible and come in the form of financial support, staff support, dedication of land, or dedication of products and services. Some are simply writing letters of support or promoting an action item. The "gains" can also be tangible in the form of development predictability, programmed recreation activities, or new zoning regulations.

Торіс	Give	Gain
Outdoor Recreation Development Stakeholders  • Users group to create and promote opportunity	National Outdoor Retailer Connections Individual Rec. Areas of Expertise (Many)	Model for Outdoor Recreation User Group (all modes)
Coordination with VisitKnoxville to un- derstand what visitors want	Authentic Outdoor Recreation Experiences	Identify/Market "Programmed" Recreation Opportunities [Business development opportunities]
	Tourism Expertise, Marketing (VisitKnoxville)	Marketing Assistance/Knowledge
	Seven Islands as a Destination, Developing Programming and Activities (Seven Islands)	Anchor Destination/Base Camp for Outdoor EKC Recreation
Land Preservation / Development Stakehold-	Knowledge about and experience with options; willing-	FBR Corridor (Minimum Buffer), Model for Holston
ers	ness to share/educate; Land owners willing to talk and	Retain Ability to Develop (with sensitivity to corridor)
French Broad Corridor Buffer	listen, right people matched with land owners (Many)	
<ul> <li>Aware landowners through coordinated resources and education team(s)</li> </ul>	Variety of resources/toolkits (Many)	Resource Center for coordinated resources/Toolkits + ongoing education/relationship campaign
Additional county/MPC development &		
regulatory tools	Ability to apply financial/economic benefits to options	Knowledgeable property owners, Informed decision
<ul> <li>Limited infrastructure expansion (see interchange/corridor development)</li> </ul>	into financial (Protection Partners: Knox Heritage, Legacy Parks, Foothills Land Conservancy)	making
<ul> <li>Land Protection Resource Pool: Grants, matching funds, programmed county support</li> </ul>	Funding Resources (Protection Partners, Knox County) Ideas for Regulatory and Incentive Tools (Many)	Matching funds for land owners
	City of Knoxville Smart Growth/Density Policy (Knoxville)	Additional / Right type of regulatory and incentive tools (Storm Water, Agriculture Zoning, Subdivision, Buffers,
	Tools to sell preservation as a financially viable option	etc.); Development with appropriate controls
		Urban to Rural Transition Zones

Topic	Give	Gain
<ul> <li>Midway Interchange Development Stakeholders</li> <li>"Mini" Urban Growth Boundary and Transition Zones</li> <li>Adopt infrastructure policies that align with vision for growth</li> <li>Adhere to design standards and approved uses/limitations</li> </ul>	Commitment to Natural Feel [Midway Gateway] (EDC)  "Mini" Urban Grown Boundary/Transition Zone (County)  Commitment to limited infrastructure expansion, Community hold accountable (KUB)	"Fit" with the Landscape, Gateway Contain intense growth to a defined area
<ul> <li>Road Corridors Stakeholders</li> <li>Develop ECSP Zoning Tools (Implement)</li> <li>Develop, sign, and market bicycling routes (connected to outdoor recreation)</li> </ul>	Support for growth along arterials (Asheville Hwy, Andrew Johnson Pike, Strawberry Plains Pike)	Measures to preserve rural corridors
French Broad River Corridor Plan East County Sector Plan	Continuing Support for Plan Implementation	IMPLEMENT!

Topic	Give	Gain
Economic Development Approach for EKC	Commitment to limit intense development to business park area as currently defined Knowledge and experience with a new model of economic development recruitment – lifestyle based. (Many)  Knowledge and experience with a new model of economic development recruitment – lifestyle based. (Many)	Opportunity to recruit businesses that complement the East Knox County vibe – outdoor recreation companies, natural resource companies, etc.  New opportunities/approach for economic development recruitment.
Agriculture Development / Protection Stake-holders	Ideas and resources to talk about family transition and legal ownership (Murphy) Farm family stories / Actions.  Willingness to explore agriculture/outdoor recreation compatibility.  Awareness of weaknesses in the zoning code that hinder ag land uses and protection. Ideas and desire for ag as an economic development tool (farm tours, local foods, etc.); Support for sustainability.	Knowledgeable ag land owners with options,  Technical assistance from those who have taken action to protect land.  Approaches to shared space that are developed from a place of mutual understanding/consent. [Limit number of forced easements through ag land]  Ag land protection through better zoning tools.  Identify uses for large tracts of land (other than ag)

APPENDIX 3: Assets to Protect and Potential Development Sites Maps from Community Meetings





### APPENDIX 4: COMMUNITY COMMENTS FROM CONFIRMATION MEETING

Summary Comments from Response Sheet, 2nd Community Meeting at Seven Island Birding Park – October 30, 2017

'As a property owner in the area, I would like to see the protections which have been discussed start to be implemented. I would feel more comfortable with Midway project if protections were in place prior to construction.'

'Thanks to East County Community Plan for caring!! My issues are for extreme protections of Thorngrove Cemetery! The entire community has forebearers there since the 1600s. I am a 6th generation landowner on same farm. The business park has caused great concern and worry of loss of a way of life between friends and neighbors. We want the CA zone changed back to agriculture. S. Carter School Road and Thorngrove Pike must stay clear.'

'People drive to/from destinations using Asheville Hwy and Straw Plains Pk basically like an interstate. Existing small business is minor and more business and commercialism will not succeed. Only the circles at interstate will survive. There is already too much rush hour traffic and school traffic. Leave that area as-is, no more businesses. The area is too diverse of a community and will displace the needy. How about take care of the poor and elderly?? (Station Three) I don't want to live like those in Pigeon Forge. No growth/commercialism!'

(Station Three) 'I am concerned about the future traffic on Carter School Road."

"Carefully" plan any development to preserve natural areas particularly in the C-U area of interchange. As this will be the entrance it does not need to be fast food city. (Station Three) Work to insure multiple canoe/kayak accesses. Plan sewer systems carefully to insure "planned" development.

'No one in this community wants the Midway Project? Why is our community being planned by people who don't live in it? (Station Three) NO ONE WANTS MID-WAY'.

'If we're going to develop this area, let's also develop the parts that make it what it is—greenways, beltways with park and river access will help offset any commercial development areas. East Knox County needs more commercial development—which will bring in more people. This makes it just as important to develop residential and recreational areas as it does to develop the commercial

area that bring those people here. (Station Three) My sincere biggest concern is concentration of commercial areas. Fill our empty industrial parks first, or keep commercial development near the interstate or Asheville Highway.'

'Put Eastbridge on maps (Industrial Park). Need protection for Holston River corridor. (Station Three) Need signage about this at strategic location. Need public workshops on implementation.'

'Have lived here my whole life. Facts are facts—you need to listen to those who know—not those that think they know. (Station Three) Needs to be better advertised. Who from Thorn Grove is assigned to be on the committee? Map too fuzzy to see—not plotted exactly—houses are missing.'

'Station #2 & in general this was a very poorly organized group who could not answer any of my questions about the Midway Park. All I got was, 'This is not my project'! Well who knows MPC & KCDC? Why is this on the plan when the 2010 plan states that this was not a project the community supports? (Station Three) Can we use the Midway Area as an Ag Park, Equine Park or something Ag related to preserve our Ag history in this area? You don't want to build a business park in a land of sinkholes!'

(Station Two) ....'who is leader'? (Station Three): 'Did not see these displays.'

'Ground water contamination. Keeping the ground water clean'.

'C-4 does not give public info for a decision. Need (?)-7 long debates on what is allowed in C-4. Change C-4 if you cannot filter (?) out undesirable industry. ??? I-40 is to curvy (?) for a large traffic exits'.

'One of the biggest possible problems is tractor trailers using Thorngrove Pk due to the narrow/curvy road without shoulders.'

'The Thorngrove Community was not represented against an MP Commissioner, yet again the corridor (FB) chosen breaking the Sunshine Law again. We wanted Bob Wolfenvarger to speak for this community. He has spent 19 or 20 years at this and more years fighting a dump. (Station Three) We'll ruin the rural community. Couch in (?) writing on Midway Plan. Change going on Midway Road. From C-4 to Agr. If they sell the land next to the power thing(?) would be criminal because their foundations will crack and finally the house will go.'

'I worry that the commitment to local people will fade as the developers dig in. Perhaps more attention should be paid to elderly women opinion molders. I heard such negativity from some long-time female residents. (Station Three) #1 & #2: I'd like to see more attention to encouraging ethnic culture preservation and music, gardening, food, art.'

(Station Three) I would like to see investments into biking, canoeing, fishing and other outdoor activities.'

'The CA zoning on map should go back to agriculture zoning. Leave the sector plan as it is. Utilize the industrial space as it is. There are caves in the area that is included in IP maps. It will only get worse if (?) should begin. (Station Three) Maps too fuzzy to see what roads are involved. I have talked to many people that don't take newspaper that did not know of meetings. Thorngrove needs to have a representative on any changes in Thorngrove area. Carter school road is breaking off. So doesn't need more traffic.'

'I am ready to see some protections passed and made law. I am tired of coming to meetings putting my thoughts on sticky notes/chalk boards/little slips of paper and forms like this. We still don't have the East Knox Sector plan from 1985. Do something positive before having another meeting. (Station Three) Actually I'd love a less intrusive plan but believe that us unlikely. Controlled growth is a fall back (?).'

'I think the community not the MPC needs to determine the outcome of the area. (Station Three) An industrial park is a bad foundation for the community and will bring nothing good for this or future generations.'

'What is less intense zoning district—I don't think this area should be developed beyond what local residents use and want! Midway is NOT the gateway to E. Knox County! It is the fringe, and Straw Plains could be made more "friendly" and useful to locals coming and going. #3 &4 does not address Business Park nor aquifer/environmental impacts. Please let us know that Residents contributed this feedback, and what is justification for removing sector plan language regarding land suitable for development. (Station three) These do not address concerns re: groundwater and justify concerns that this are is NOT suitable for development. Why was language removed? I will not trust this until its transparent. (Station two-Question 2-"stakeholder": 'Stakeholders'-what does this mean? Stakeholders should be residents!'

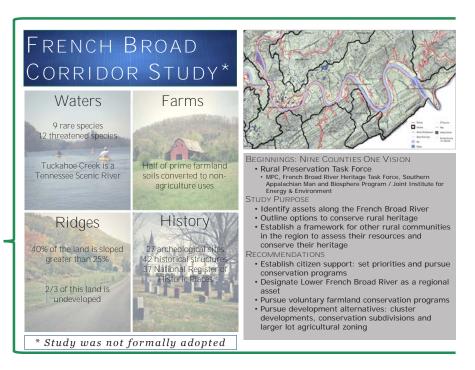
'Strict limits on development of East Knox County are imperative. The proposed Midway Project would have consequences to Beauty, Peacefulness, and most importantly our delicate ground water system. Additionally, it is a threat to the French Broad River itself. The Straw. Plains facilities "Pilot Truck Stop" are available and sufficient nearby—no need for another! (Station Three) We don't want growth or development; only what's absolutely needed. Save the groundwater! NO development unless Knox County insures the safety of aquifers and groundwater in writing to the residents.'

'I'm a little confused about the "rural areas" concept—that needs some more fleshing out. Not because it's bad—just a bit vague. Need some concrete examples or something. (Station Three) Fully supportive. Funding of construction (?) tools is the biggest challenge. How do we put \$\$ behind conservation easement, TDR, etc.'

'The stakeholder committee selection was done in a matter that violate the Sunshine Law and does not include member of the affected community. (Station Three) Stakeholder Committee was not formed ina proper manner and does not reflect the wants of our community.'

### **APPENDIX 5: COMMUNITY CONFIRMATION MEETING POSTERS**





# EAST COUNTY SECTOR PLAN

· Guide decision making to reflect vision for sector Establish implementation tasks for the next 5 & 15 years for land use, community facilities, green infrastructure, historic preservation and transportation

# Mixed use

- districts
- Scenic and highway corridor overlay districts
- French Broad Conservation Corridor policy implementation
- · Hillside and ridgetop protection implementation tools
- Parks and greenway improvements · Road, sidewalk
- and bike lane improvements School and solid waste facilities

# **East County Sector Plan** Strategic Direction to Response to Growth

# **East Knox County Plan** Strategic Direction

The East Knox County Community Plan will bring together the best targeted growth and preservation strategies to preserve and enhance the area's rural character and landscape by concentrating growth to the most appropriate areas and increasing the number and type of land development and protection tools available to all private landowners.

**Existing Plan Confirmation** 

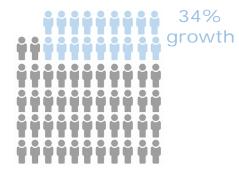
The East Knox County Sector Plan's recommended action plan parallels the strategic direction of this Community Plan.



The French Broad River Corridor Plan reaffirms that rural preservation along the French Broad River is of primary concern to the community.

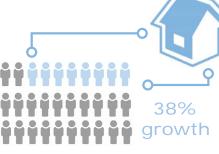
# **Region & County Growth** Will Some Move East?

From 2000 to 2015, the total population of the eastern Tennessee region grew 18.2% to over 972.000. This compares to growth of 16.0% in the state and 14.2% in the nation. Sevier County had the most growth, 34.8%, while Loudon, Blount, and Jefferson counties also had strong gains of 30.8%, 20.3% and 20.2% respectively. The City of Knoxville gained 6.6%, with a total population of 185,000. Anticipated projections over the next several decades indicate a continued trend in population growth for the region and its counties.



### **Eastern Tennessee Region**

2010 2040 938.026 1.256.955



**Knox County** 

2010 2040 433,041 597,596



**Sevier County** 

2010 2040 90,115 140,580

# We Heard You - Community Input Results

The following snapshots summarize input received from community members who attended the community event at the Carter Senior Center in July 2016 and participated in One on One Interviews in September 2016. Many of the themes confirm community preferences expressed in the French Broad River Corridor Plan and the East County Sector Plan.

### **Assets to Protect + Potential Development**



- Carter Park
- French Broad Conservation Corridor and area along both rivers (French Broad & Holston)
- · School Zone (near Carter Middle and Carter High School)
- · Numerous Hillsides and Valleys in the study area
- Scenic roads
- · Historic Thorngrove Area
- · Open spaces at Ruggles Ferry
- Farmlands



- More development around Strawberry Plains Exit
- Utilize existing infrastructure at Fork of the River Industrial Park
- More development along existing commercial corridors like Asheville Highway and Andrew Johnson Highway
- Not in the proposed Midway Park Development Site, Redevelopment to be contained within existing commercial corridors

### Planning Pyramid











### **Visual Preference**



- Roadway: Winding Country Roads
- · Roadway Landscape: Native Landscaping
- · Bike Paths: Off Street Bike Greenways
- Crossroad Development: Clustered Buildings with Bike Lanes and Off Street Parking
- Neighborhood Development: Open Space / Preservation Development Houses Clustered and Land Preserved
- · Hillside Development: Preserved Hillside
- Rural Business: Historic Main Street
- Signage Styles: Pedestrian Scale Signage
- Architectural Character: Agricultural Character

Vantenserve Past (1997)

Vantenserve Past (1997)

Vantenserve Past (1997)

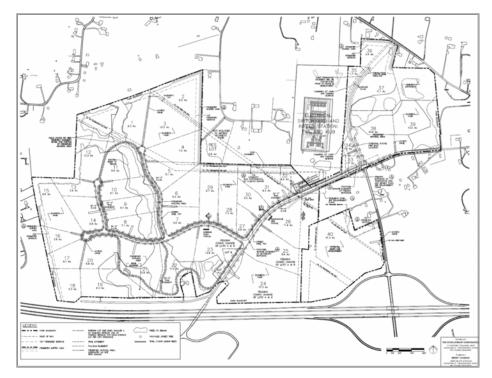
Preserve Pour William (1997)

Preserve Pour William (1997)

Preserve Pour William (1997)

- Farmland Preservation
- Want Rural Land Use Patterns
- Additional (or different) Land Use Policies
- · Work with development constraints
- Resources for conservation, open space and rural character
- · Build community trust
- Need for government accountability and trust
- Planned infrastructure development
- Opportunities for partnership
- Promote recreation resources

# THE MIDWAY PROJECT THE DEVELOPMENT CORPORATION OF KNOX COUNTY



### According to the Midway Project website:

The planned Midway Business Park will provide Knox County additional land inventory to attract new companies and bolster existing company expansions. The development's overall gross acreage is approximately 345 acres; of which, 53 acres will be set aside within natural preservation areas, and approximately 8 acres will be donated to the adjoining Thorn Grove Cemetery.

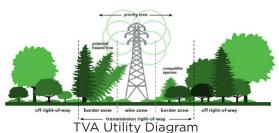
Plans include paved and natural surface trails for exercise and recreation as well as picnic areas for use by business park employees and nearby residents. Business park development standards will ensure overall quality in building and site design, with landscaping throughout. TVA has constructed its newest electric power switching station near the middle of the planned business park, with direct electric power feeds from Douglas Dam, the Bull Run Power Plant and John Sevier switch yard. Adjacent to TVA's switching yard, KUB constructed its new East Knox Substation.







Typical Landscape Plan



MORNING IN TOURISMENT IN TOURI

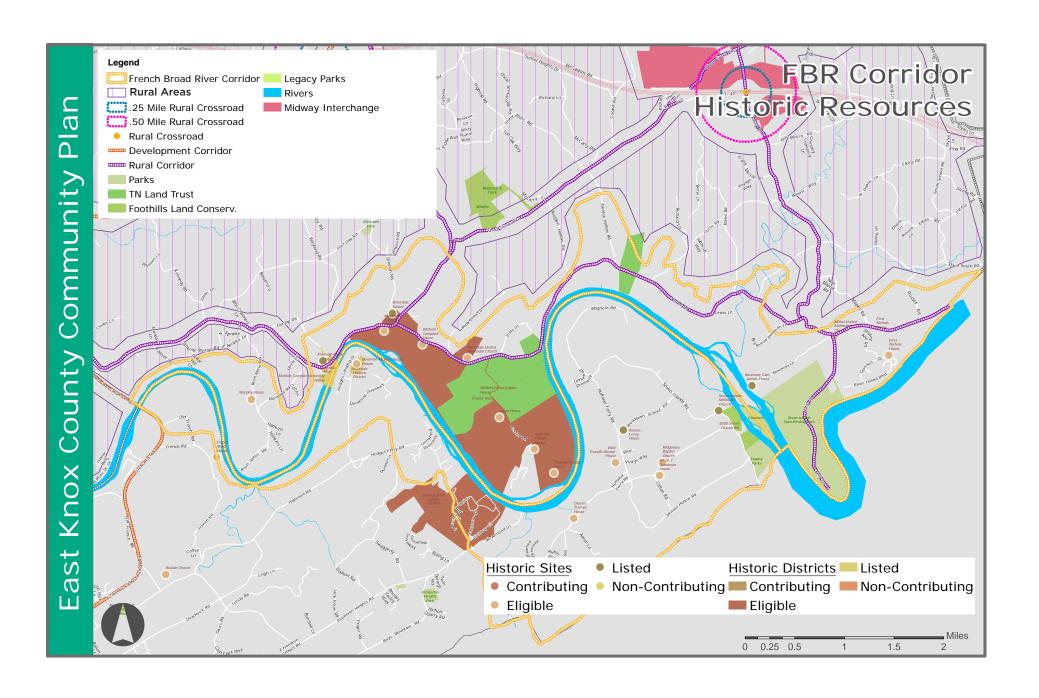
Easement Diagram





Perimeter Buffer

Primary Entrance Thorngrove Pike & Midway Road



# **The Rural Character of East Knox County**

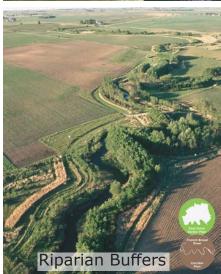
What We Envision for the Future













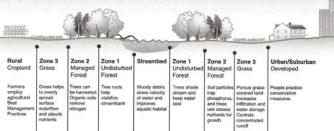




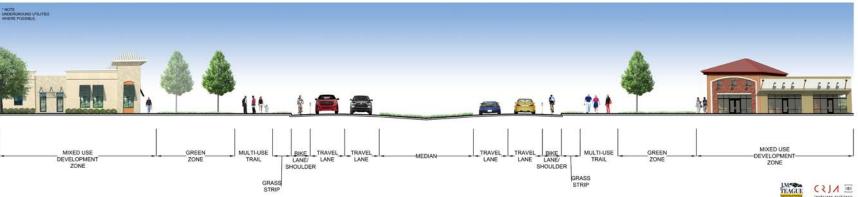












This image was shown at a community meeting and was met with a mix of reactions. Some thought the development pattern was scaled appropriately, while others felt it looked too urban and had concerns about the bicycle lanes.

East Knox Community Plan

This Page Intentionally Left Blank

# PLANNING COUNTY METROPOLITAN PLANNING COMMISSION TENNESSE

