What is the difference between the Comprehensive Plan and the General Plan?

The Comprehensive Plan is essentially a different name for General Plan. These terms are often used interchangeably. The new Comprehensive Land Use and Transportation Plan will replace the current General Plan and sector plans (which are components of the current general plan). The Comprehensive Plan contains more elements than the General Plan, and incorporates place types.

Small area and corridor plans remain in place and would be part of the consideration regarding requests to rezone or amend the place type/future land use map.

What is the difference between the FLUM and zoning:

The FLUM contains the future land use designations, called "place types." Each place type identifies a specific intent and description, and a list of primary and secondary uses (i.e., single family residential, attached residential, commercial, etc.). Place types are applied in a broad way looking at sections of land along main thoroughfares, bodies of water, and other larger, community-based things of that nature. The FLUM map is a visual representation of how these place types are applied.

Zoning is more fine-grained. Zoning looks at very specific development types or uses of land (i.e., instead of commercial, it would list things like retail, places to eat or drink, etc.). It is applied parcel by parcel and is intended to be consistent with the place type designation of the parcel.

What is the difference between the place types in the new plan and the land use classifications of the current plan:

Place types are a more fine-tuned approach to land use classifications, providing more context for the type of development specified for each place type.

What is the process for requesting a plan amendment:

The criteria for a plan amendment is codified in the County's comprehensive plan. Here are the current criteria used in review of plan amendment requests:

- Changes of conditions (such as surrounding land uses, zoning, uncontrolled natural forces/disasters, etc.)
- Introduction of significant new utilities or State/Federal road projects that were not anticipated in the plan and make development more feasible
- An obvious or significant error or omission in the plan
- New data regarding trends or projections, population, or traffic growth that warrant reconsideration of the original plan

Any changes that would be made to this criteria would be done during a public process during an update to the comprehensive plan.

A plan amendment request occurring after adoption of these documents would instead be a request to amend the place type, but it is essentially the same thing. Currently, plan amendments are proposed to be an annual occurrence. Planning would evaluate the rezonings that have been approved over the previous year and assess whether changes would be needed to reflect approvals and recent development. At such time, Planning would use the established criteria to review the request.

Why replace the sector plans?

If adopted, the new Comprehensive Land Use and Transportation Plan will be updated with greater frequency than the current sector plans are. This is also an opportunity to create one tool that can be applied across the county reducing duplication and enabling staff to keep it updated on a regular basis while allowing for additional opportunities to explore strategic small area and corridor plans that can have a more significant impact on communities.

Planning developed an online tool called Panorama several years ago to ensure that demographic and economic data stayed up to date. This online dashboard includes information on population and other demographics that is updated regularly and is more up-to-date than a sector plan would be as a plan with demographic information that is a snapshot in time. The tool can provide this data to a fine-grained level correlating to zip codes and census tracts.

What is density per acre for: suburban low, suburban medium, suburban high, Town Center, and Mixed Commercial.

The number of dwelling units will be determined by the dimensional requirements and the type of housing that is permitted by the placetype and assigned zone district..

What is the housing type difference between suburban medium and suburban high, and why is there no suburban high on the FLU map?
The FLUM does not have a Suburban Low, Medium, or High designation. While these place types were originally allocated to the three scenarios, they were later amended based on feedback from the public about preferred types of new development. Though you will see reference to these in Appendix B, the Suburban Low and Suburban Medium place types were amended and renamed Suburban Residential (SR) and Suburban Mixed Residential (SMR) and the growth originally placed in the Suburban High place type was reallocated to other place types as a reflection of that feedback. To understand the difference between the originally proposed suburban medium and high place types, please see Supplement B in Appendix B (found on page 41 of that appendix), which gives full place type definitions.

All of the place types are present on the FLUM. More detailed information about each placetype can be found in Chapter 2, Future Land Use Map (Pg. 29) of the draft plan

Attached units are a secondary use in suburban. Is this suburban low or medium?
The FLUM does not have a suburban low, medium, or high designation. For more information on where attached units may be considered see the place type descriptions beginning on page 29 of the draft plan.

There is a place type called suburban mixed but it doesn't appear on the FLU map, unless suburban medium = mixed. Please clarify.
The original place types that were defined during the early stages of the scenario planning process were later amended, so there was originally a Suburban Medium, which was later changed to the Suburban Mixed Residential (SMR) designation. There are 148 instances of the SMR place type in the FLUM map, which has the code “SMR.”

What is the number of residential units approved but not yet built.

Though this is from 2021, the following can be found in the State of the County Report: 7,048 approved lots and 1,379 vacant platted lots.

How were the population projections developed?
The population projections were developed using the best available data at the time (early 2022) and the land use model was calibrated to be consistent with the travel demand model. Staff consulted control totals published by CEBR (October 2019), Woods & Poole (December 2019) and consultant-developed control totals for the previous mobility plan. Woods and Poole data was used since the numbers were nearly identical to CEBR and W&P also provides a host of other demographic information. 2018 is the base year used for these projections. The population estimates and projections are dynamic (for example, UT's Boyd Center now projects the 2045 population to be 577,700).

How was the share of those projections for the unincorporated county determined?

- The 73% estimate is derived from traffic analysis zone (TAZ) data in the Knox TPO model. Because the TAZs are more coarse than the city/county boundaries, there is some overlap (in this case, small portions of the county boundary overlaps with TAZs defined as being in one of the cities). The number was ultimately increased to 75% to account for this overlap.
- While the 75% share is higher than what his represented historically in the Census data, Tennessee is generally undercounted in the Census (it was undercounted by an estimated 4.78% in the 2020 census), so it's not always an accurate measure.
- Local trend data suggests that the unincorporated county is growing at a faster pace than the cities. Knox Planning's 2021 Development Activity Report indicated significant growth in single family homes in the unincorporated county (2,600) compared to the City (1,380) and Town (400). Single family homes have higher average household sizes, resulting in greater population.

Sewer is given a high weighting. Is this existing or does it include proposed?
The sewer suitability factor includes both existing and proposed expansion. While it is an important consideration, the suitability analysis was also influenced by active transportation, community amenities, constraints, cost of land, growth policy, parcel size, proximity to interchanges, and proximity to transportation.

What is the assumption behind so little attached housing shown on the FLUM? And so much suburban? How does this meet the public's priorities for conservation and affordable housing and the desire for nodal development?
A significant portion of the yellow on the future land use map reflects land that has already been built out with lower density residential neighborhoods and developments. Community input indicated a strong preference to balance an increase in housing types and mix of uses with a suburban development pattern. The range of place types developed reflects this input. Newly defined place types include a range of housing, including Town Center Mixed Use (TCMU), Traditional Neighborhood (TN), Corridor Mixed Use (CMU), Suburban Mixed Residential (SMR), Corridor Commercial (CC), and Rural Crossroads Commercial (RCC). These place types are intended to provide a range of housing options and mix of uses and they all expand the number and type of housing forms that can now be considered in the county. The locations where mixed-use centers were applied in the FLUM attempt a very intentional transition from higher to lower intensity development.

If there were more Town Center Mixed Use placetypes (TCMU), would that accommodate population growth while protecting rural areas and agricultural land?

Additional TCMUs could provide additional housing and pull from more from more suburban residential areas but other placetypes have been identified that can also accommodate more intense development, a mix of uses and align with the goals identified during the Advance Knox process.

TCMUs are ideal in areas that can accommodate large and compact walkable developments with employment, commercial, residential, civic, and supporting uses integrated horizontally and vertically with connectivity to surrounding neighborhoods. Areas that are most appropriate for developments of this scale are limited in the unincorporated areas of Knox County and those that are best suited have been identified.

TCMU's are not the only placetype that includes a range of housing types or mix of uses in a more compact pattern. A range of placetypes were developed in response to public input, population projections and demographic trends. These placetypes include (in addition to TCMUs), Traditional Neighborhood Development, Corridor Mixed-Use (CMU), Suburban Mixed Residential, Corridor Commercial, and Rural Crossroads Commercial. These placetypes are intended to provide a range of housing options and mix of uses and they all expand the number and type of housing forms that can now be considered in the County.

What were the criteria for placing these?

- Intersections of arterial streets and/or state routes
- Sufficient infrastructure to support the center (i.e., roads, sewer, *and community amenities such as schools and parks*) Locations that have capacity surrounding the node to transition into new or existing residential development to support commercial elements of the town center.

How many TCMUs are currently proposed on the FLUM map?

- There are 19 TCMU place type designations currently on the plan.
- There are 111 CMU place type designations (another mixed use designation that allows attached dwellings (duplex, triplex, multiplex).
- Acreage reported in the Appendices:
    - TCMUs equal to approximately 300 acres
    - CMUs (provides for attached residential uses and is considered a mixed use place type) and currently encompasses 460 acres

Why wasn't more TCMU added?

- The TCMU place type was placed primarily at intersections of arterial streets and/or state routes per the criteria unless those intersections were built out with other types of development or were in the Rural Area. Examples of intersections that were built out and not designated as TCMU include Westland Dr & S Northshore Dr, Ebenezer Rd & S Northshore Dr, and Chapman Hwy and Gov John Sevier Hwy
- A significant portion of the yellow on the future land use map reflects land that has already been built out with lower density residential neighborhoods and developments.
- Since TCMUs are intended to be compact, they provide some, but typically not enough, residential density to support the commercial component without additional residential

density in close proximity. The locations where mixed-use centers were applied in the FLUM attempt a very intentional transition from high to lower intensity development.

- The TCMU place type was not applied in areas of low density residential where topography would not support wastewater infrastructure or where growth was not anticipated.
- The consultant team utilized a suitability analysis (described below) to determine the recommended ratio of residential, commercial and industrial uses. They determined that there is a limit to the amount of retail and mixed-use development that can realistically be supported.
- Community input indicated a strong preference to balance an increase in housing types and mix of uses with a suburban development pattern. The range of placetypes developed reflect this input.

Were other locations considered for additional TCMUs?

The consultant team conducted a suitability analysis which rated the attractiveness of land for development and additional analyses were conducted for residential, commercial and industrial development. The suitability analysis is a data driven tool that uses the capabilities of GIS to consider multiple factors simultaneously, resulting in a single “score” that determines an area’s relative attractiveness for development. Suitability factors included in the analysis addressed infrastructure and accessibility, market demand, environmental and physical constraints, and quality of life.

This analysis is not a prediction of where future growth will occur, per se, but rather an objective measure used as a consideration process to assign place types.

Placetypes were assigned based on this analysis and refined through the scenario planning and community input process.