

Broadway-Central-Emory Place Small Area Plan



March 2007

Adopted by:
Knoxville-Knox County Metropolitan Planning Commission on April 12, 2007
and
Knoxville City Council on May 8, 2007

Prepared by the Knoxville-Knox County Metropolitan Planning Commission

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Executive Summary

Consistent with Mayor Haslam’s initiatives to build stronger neighborhoods, this small area plan includes parts of Old North Knoxville, Fourth and Gill and Emory Place, including the intersection of Broadway and Fifth Avenue. The area is a gateway to the downtown and serves as a commercial hub for some of Knoxville’s earliest suburbs. The area is rich in history with active neighborhood associations eager to continue with improvements to the area.

In conjunction with the City of Knoxville’s façade improvement program and the KCDC Downtown North/I-275 Corridor Redevelopment and Urban Renewal Plan, this document provides guidance for development and redevelopment of the Broadway – Central – Greater Emory Place area over the next several years. The recommendations in the plan include the following:

Rehabilitate/Redevelop the Central Street Corridor

- Create a more pedestrian-friendly street, with wider sidewalks, fewer travel lanes, landscaping and, in the long term, on-street parking.
- Foster changes to the present “commercial-only” zoning that would allow various types of housing (townhouses and apartments), office buildings and mixed-use buildings (residences above shops) along the street. Such development should be permitted by a design code similar to what has been adopted for the South Waterfront.

Enhance Neighborhood Stability

- Create extensions of the Old North Knoxville Historic District to include the late 19th and early 20th century houses in the Cullen Place/Hazel Place area.
- Foster residential and mixed-use (commercial and residential) redevelopment of industrial-like and storage yards on the edge of Old North Knoxville. For example, work with KCDC relocating their maintenance facility at the Guy B. Love Towers entrance and replace it with residential uses that will help blend the towers into the surrounding neighborhood.

Create a “Downtown North”

- Foster infill housing, borrowing from the forms of historic residential architectural (the early 20th century apartments and townhouses).
- Extend C-2 type zoning, similar to that found in the Central Business District, to allow a vertical mix of commercial and residential uses.

- Pursue the reuse of Knoxville High School to reclaim its role as an anchor in the community.
- Designate appropriate areas as historic districts, allowing tax credits and fostering restoration and protecting reinvestment in older buildings.

Improve Broadway’s Aesthetic Character

- Enhance the sidewalk system, providing more separation for pedestrians and landscaping.
- Create a new design-oriented zoning code for commercial uses, allowing building locations closer to sidewalks and less off-street parking. Consider a “skinny street” program in developing the code, examining on-street parking (one side) and turning lanes at major intersections.

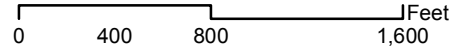
Enhance Non-motorized Transportation Systems and Alleys

- Repair sidewalks and create more corner bulb-outs, reducing pedestrian crossing distances and defining on-street parking.
- Provide marked crosswalks and pedestrian signals at major intersections.
- Improve accessibility for disabled users (curb cuts and auditory signals).
- Mark bicycle lanes/routes and provide space for bicycle parking.
- Enhance the pedestrian gateways to downtown, particularly under I-40.
- Improve alleys by providing consistent lighting and removing overgrown vegetation.

Broadway-Central Emory Place Study MAP 1: Study Area Basemap

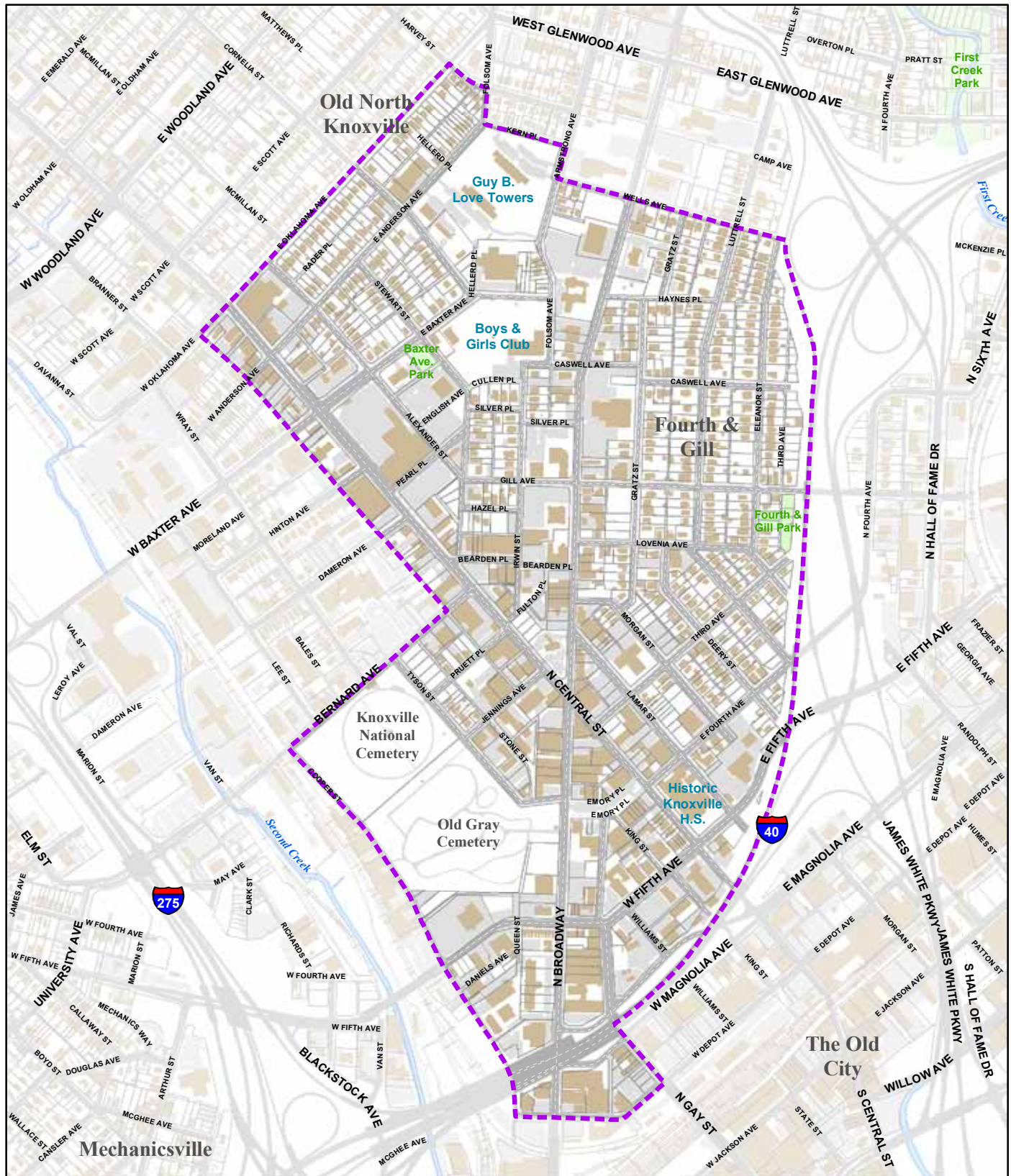


1 inch equals 800 feet



Legend

- Driveways
- Parking Areas
- Roadways
- Buildings



Introduction and History

For decades the vitality of the Broadway and Central Street area has been in a state of flux. Its neighborhoods, Old North and Fourth and Gill, have been substantially revived, as their historic homes were restored by “urban pioneering” homeowners.

Still, there has been deterioration. Many businesses were established where houses once stood and, in turn, have moved on often leaving empty lots or vacant and deteriorated structures behind. Federal highway construction, including the interstate, drove a wedge between the area and downtown, creating a “no man’s land.” Lost in that decay was the connection that Emory Place and Broadway-Central businesses had as an extension of downtown.

The objectives of this plan are to stem the conditions of blight, to foster continued preservation and redevelopment, and to provide a seamless, pleasing connection between the neighborhoods and downtown. The study area is outlined in Map 1.

In order to achieve those objectives, the plan is focused on:

- Changes in land use outside of Old North and Fourth and Gill that foster mixed-use development, like shops at ground level with apartments above.
- Provisions for more pedestrian-friendly streets, such as a Central Street that has wider sidewalks, fewer travel lanes and a mix of residential, office and commercial development.
- Aesthetic and safety improvements, including better lighting, landscaping and attractive downtown gateways.

This plan contains a summary of the history of the area along with a background report further describing the state of the area and the major issues identified by MPC staff, in conjunction with the community. It also outlines long-term goals and a vision for the future of this area. The plan includes proposals for future land use and building types, community facilities and street improvements.

History

Two important elements have long defined the area—the railroad, historically the region’s busiest depot for both freight and passengers, and the Old Gray Cemetery, which was also used as a public park in the 1870s, with its open spaces beckoning a visit. Most of the first inhabitants were Irish immigrants working at the railroad, so the district was called Irish town. As the gateway to the city for those traveling from the north by road and those arriving by train, the district had a strategic position. The area just north of the railroad was annexed by the city in 1855.

During the Civil War, the area played a role in both campaigns and was a battlefield twice. The National Cemetery was founded in order to bury the Union dead. The businesses started to come later. In 1867, the area was mainly residential and the only business was the Knoxville Foundry. Old Gray Cemetery was well known and people would come there to picnic or relax.

Emory Place first appears in the city directories in 1889 under the name of “Central Market.” It was built with 33 stalls but was not as successful as its investors hoped. By 1895, only one merchant was listed. Although there were always businesses there, their success rate was checkered over time. In 1890, the first electric streetcar was commissioned, which would go down Magnolia Avenue to Chilhowee Park. The same year, the Fountain City Railroad also started to run. Both lines terminated at Emory Place.



1914, Fifth Avenue looking west, courtesy of the McClung Collection

At the turn of last century, the area was fairly diverse and busy. It was increasingly dense with residents and there were many different shops. The businesses were spread out along the North-South axes: Central, Broadway and Gay Street. The cross streets were more residential. In 1910, Knoxville High School was built. For more than 40 years, it was Knoxville's only high school, but it closed in 1951, because it was too crowded. From 1914, automobile and automobile supply dealers started to open in the area. Until 1970, most of Knoxville's car dealers were located along Broadway, Gay and Central. The area also had a reputation for electrical supplies and repairs.

In 1951, the expressway was built. This was the beginning of a decline of the area. In 1955, the park at Emory Place was abandoned and the trees were cut. After World War II, railroad passenger service had declined and many of the hotels around the railroad were razed. In the 1960s and 1970s, most of the automobile dealerships moved to new

suburban strips. Old Gray Cemetery also declined and was no longer maintained.

The 1980s were the beginning of a revival of the area. Old Gray Cemetery was cleaned up. In the nearby Fourth and Gill and Old North Knoxville districts, houses were renovated, and the Downtown revival began to move in this direction, starting with the Old City.

Old North Knoxville

The City of North Knoxville started to develop after the Civil War and its growth was a result of the expansion of the streetcar and Knoxville's booming economy. The city had a grid pattern, with streets parallel to the streetcar line. The automobile did not have a major influence on North Knoxville development until the 1920s, so there are few driveways and garages in the area. Most of the residents used the street car and walked to their homes from the streetcar stop.



Joy Theater on Central Street



Emory Park, 1927



Knoxville High School



*Emory Park beginning of the Century and nowadays
Old North Knoxville*

The different architectural styles reflect the neighborhood's historic social diversity: large houses for middle and upper classes, on Oklahoma, Scott, Glenwood and Armstrong Streets; and smaller houses for laborers and their families. The workers who lived in these houses either worked at the Brookside Knitting Mill, the Southern Railway or industries near the rail lines. Incorporated in 1889, North Knoxville grew rapidly. North Knoxville provided a central water supply (reputed to be better than Knoxville's water) and good public infrastructure including improved streets, fire protection, a school and electric lights. Knoxville annexed the City of North Knoxville in 1897.

Fourth and Gill

The Fourth and Gill area is a district that grew at the end of the 19th century, during an economic boom, thanks to manufacturing and railroads. It was a part of the City of North Knoxville. The area evolved into a tree-lined streetcar suburb, with a mixture of narrow lots for higher density and larger lots for Knoxville's middle or upper class. Indeed, the district was made up of a varied group of people: professionals and laborers, families and transients, blacks and whites. All lived in close proximity. The southern portion of the area was developed in the late 19th century whereas the northern portion of the area was developed in the 20th century. The different types of housing show how the city expanded northward.

With the decline of the economy in the Depression, most of the large single-family houses were converted into apartments. The real decline of the district started after World War II, when people started to move to suburban neighborhoods. Many houses were converted into rental units, and most of them were owned by absentee landlords. However, there has been a revival during the last two decades. Many houses have been renovated and there has been significant investment in the neighborhood.

Old Gray Cemetery

The first purchase of land for the cemetery was made in 1849. However, the cemetery was not dedicated until 1852. The cemetery is named in honor of Thomas Gray, an English poet. This cemetery is one of the oldest organized cemeteries in Knoxville and the first to be planned following the "rural-cemetery movement." In its early history, the cemetery was used as a recreational park where residents of

the surrounding neighborhoods would meet after Sunday church services, where courting couples would spend time together, or where children would play tag or go sledding.

Many important members of the local society were buried there. In 1854, grounds were procured for the burial of the poor and in 1856 a piece of ground was also set apart for the burial of "People of Color." The same year, a portion of the ground was set apart for those not wishing to buy a lot but to make a single interment. This section became known as "Little Ireland" because many of the Irish Catholics who came to Knoxville for the construction of the railroad are buried here.

In 1892, New Gray Cemetery, on Western Avenue, was established and the Gray Cemetery became Old Gray Cemetery. Although it originally looked more like an open pasture with few trees, the cemetery now contains stately oaks, dogwoods and maples.

Local Historic Districts and National Register of Historic Places

Fourth and Gill and Old North Knoxville are the area's two largest historic districts. They are both on the National Register and are protected by Historic Zoning (H-1) Overlays. The boundaries of these areas are depicted on Map 2.

In addition to the neighborhoods of Fourth and Gill and Old North Knoxville, there are four other landmarks in the H-1 overlay:

- Old Gray Cemetery
- Minvilla Flats
- Knoxville High School
- 109 W. Gill Avenue

Old Gray Cemetery, National Cemetery and Emory Place are listed on the National Register of Historic Places but are not included in the H-1 overlay.

Other Historic Buildings

Several historic resources from the late 19th century or early 20th century have a potential to be added to the National Register or be designated with Historic Overlays (H-1):

- Greater Emory Place, including the Central-Broadway intersection. These buildings are either retail buildings,

Broadway-Central Emory Place Study

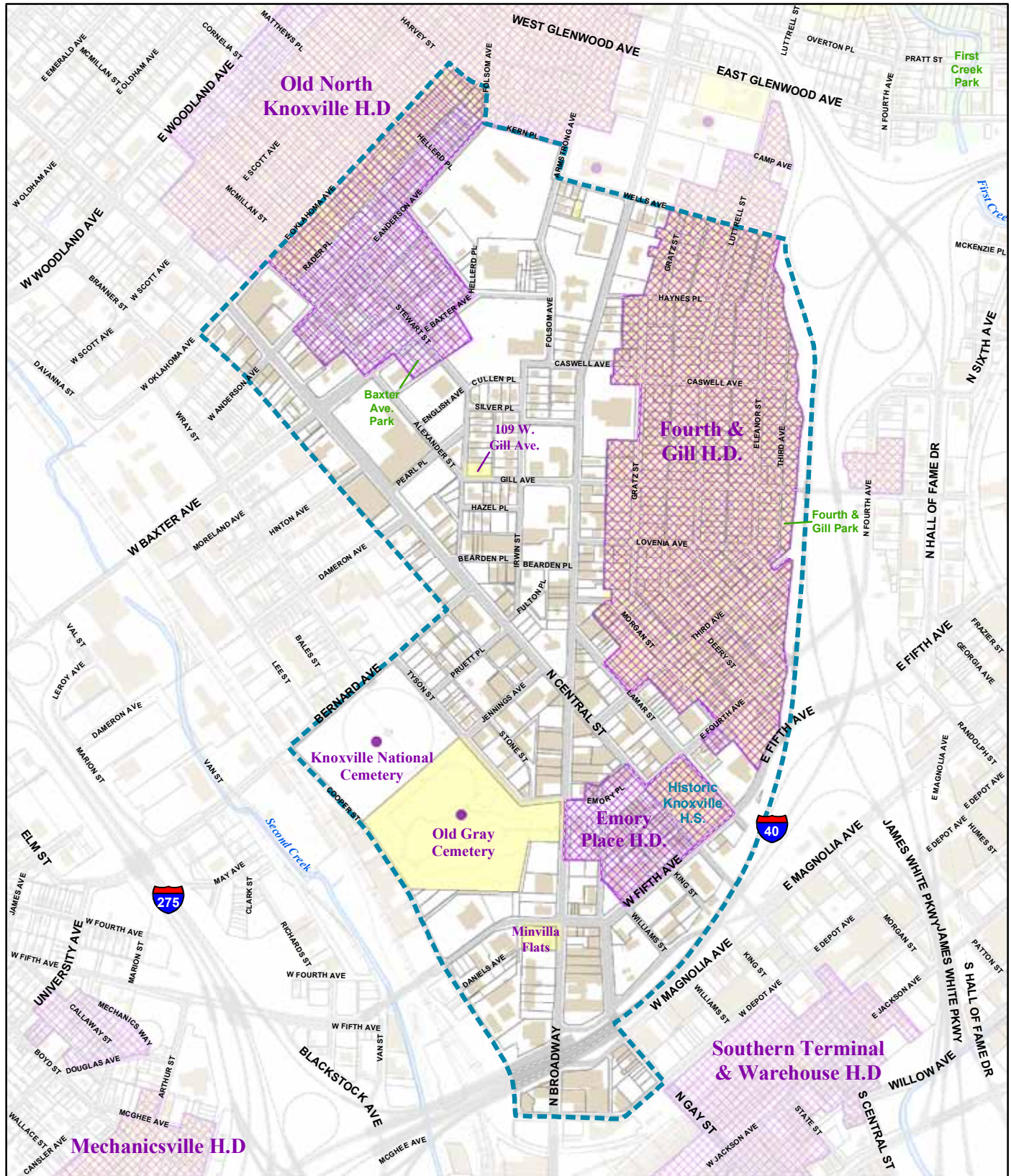
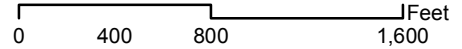
MAP 2: Historic Districts and Landmarks



1 inch equals 800 feet

Legend

- National Register Historic Sites
- National Register Historic Districts
- H-1 Zoning Overlay



sometimes with upper floors dedicated to residential purposes, or they are warehouses.

- Silver Place and surroundings, including Cullen Place and Hazel Place. This residential area has the same type of houses that can be found in Fourth and Gill and Old North Knoxville.
- A few buildings along Broadway on the edge of Fourth and Gill. These are either residential houses, or retail space. There is also an apartment building.
- Happy Hollow (between Anderson and Oklahoma avenues)
- The southern portion of Old North Knoxville, which currently lies outside of the H-1 overlay.

These areas are defined further on page 29 as part of the land use plan.



109 W. Gill Avenue



Historic Knoxville High School



Old Gray Cemetery



Happy Hollow



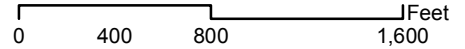
The Mimvilla Flats are going to be renovated and turned into permanent housing by the Volunteer Ministry Center.

Broadway-Central Emory Place Study

MAP 3: 2000 Census Tracts

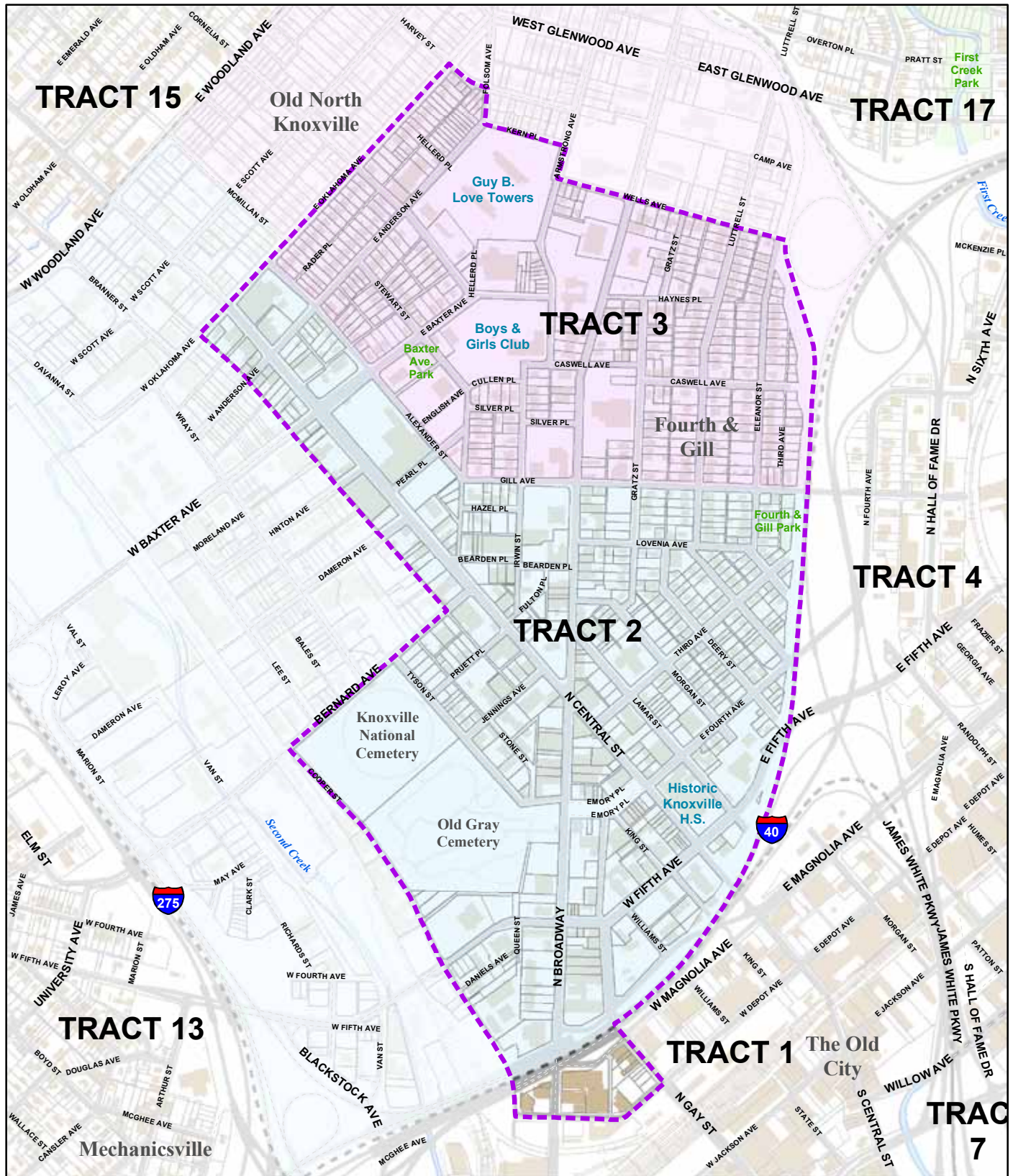


1 inch equals 800 feet



Legend

- Census Tract 2
- Census Tract 3
- Other Census Tracts



Background Report

Two public meetings were held to obtain information from the neighborhoods as part of this planning process, and staff attended several meetings of neighborhood groups, task forces and other public agencies to obtain additional information. Input from the public meetings can be viewed in Appendix 1. To further describe the state of the area and the major issues, MPC staff analyzed demographic information, land use characteristics, zoning districts and building conditions.

Demographic Characteristics

The following observations are derived from U.S. Census data (2000). The study area falls within Census Tracts 2 and 3, as seen on Map 3. The data for these two tracts have been compared to the city and county data. The population of Tracts 2 and 3 is approximately 3,174 with 1,781 total housing units. The study area is smaller than the combined area of the census tracts.

Median Age

The median age of the population of Tracts 2 and 3 is approximately 38, close to the city and county median ages. The elderly (65 years old and over) represent 11 to 15 percent of the population, a number that is also close to the city and county numbers. The percentage of persons under age 19 is smaller than in the city and the county.

Race

The great majority of inhabitants are white, more than 85 percent. The percentage of African-Americans is smaller compared to the rest of the city.

Housing

The vacancy rate is higher in the study area than in the city or county. While these numbers probably have dropped since 2000, the percentage of renter-occupied houses in 2000 was also higher than in the rest of city. Census Tract 2 has a high population in group quarters, 325 people, while census Tract 3 has only 37 people in group quarters. For both tracts, the median year that owner-occupied units were built is 1939. This is due to the number of historic houses in the area. The median year for renter-occupied

units is 1939 for Tract 2 and 1949 for Tract 3. The value of houses in Tracts 2 and 3 is higher than in the city, with a median value of \$94,400 and \$91,100 compared to a median value of \$78,000 in Knoxville (based on the 2000 Census). This higher value is likely due to the relatively large size of the historic houses.

Income

The median family income is \$18,750 (Tract 2) and \$32,813 (Tract 3), compared with the median Knoxville family income of \$37,708. The unemployment rate was much higher in Tract 2 than in the city or county.

Commuting to Work

The majority of workers drive alone to work. However, the percentage of people walking to work or using public transportation in Tract 2 is much higher than in the rest of the city or the county. This can likely be explained for two reasons—it is easier and cheaper for inhabitants of Tract 2 to walk to work and more people in this area cannot afford to buy a car.

Crime and Neighborhood Concerns

Fourth and Gill and Old North Knoxville have very good Neighborhood Watch programs with people working closely together. The Neighborhood Watch program has proven to be a good way to prevent crime, and crime has dropped as more homes become rehabilitated. According to the Knoxville Police Department, vacant houses are sometimes used as places for drug dealing or where homeless people sleep, especially if the house is surrounded by other vacant houses or vacant land. Homeowners typically become more involved in the neighborhoods than others who are only there for a short time. There is also less crime in areas where people own their houses, especially in the restored areas. In historic districts like Fourth and Gill houses have sentimental as well as financial value and maintaining a safe neighborhood is a key goal of the residents.

Mixed-use areas, which will be discussed quite a bit in this plan, are places where the crime rate should tend to be

lower than in single-use areas. Businesses are more likely to be robbed at night, when there is no one around, whereas houses are more likely to be robbed when the inhabitants are away, especially during the day while people are at work. A mixed-used area would have people around all the time, people keeping an eye on the area.

With the concentration of homeless service providers in the south part of Broadway, the homeless population is a concern for residents in the area. A task force appointed by Mayor Bill Haslam recently submitted recommendations regarding the Broadway/Fifth Avenue area on issues ranging from neighborhood safety to the design of new buildings within the corridor.

Another task force is charged with carrying out the Ten Year Plan to End Chronic Homelessness. The plan established strategies and goals to move the chronically homeless off the streets and into appropriate housing in Knoxville and Knox County. Other objectives include programs to address mental illness and substance abuse among the homeless population. According to residents, the problems generated by the homeless population include people sleeping on the back porch of houses or stealing items left in an unlocked area. More problems occur in the close surroundings of homeless shelters than inside the residential neighborhoods.

Existing Land Use

The existing land use, shown on Map 4, makes it obvious that there are a lot of different activities inside this area.

Three general types of uses can be distinguished:

- Commercial uses along Broadway and Central Street and in Emory Place
- Residential uses especially in Fourth and Gill and Old North Knoxville
- Open spaces of the two cemeteries: National Cemetery and Old Gray Cemetery

Residential

The neighborhoods of Fourth and Gill and Old North Knoxville are largely composed of single-family houses with a historic zoning overlay in place. There also are two small residential “islands” located within the commercial areas: three blocks between Hazel Place, Stewart Street, Irwin Street and English Avenue; and about one block

between Wray Street, Central Street, Baxter Avenue and Anderson Avenue. The Guy B. Love towers offer housing for lower income elderly and disabled people.

Public and Quasi-public

There are several public buildings, including churches. The Old Gray Cemetery and National Cemetery are highlights of the area. The KCDC office building and maintenance buildings, as well as the Knox County storage facility are significant public uses in the area.

Industrial

Very few lots are dedicated to industrial uses.

There are about eight lots used for manufacturing, the biggest one being on the corner of Central Street and Oklahoma Avenue. The lots are scattered all over the study area and therefore do not form an industrial district.

Commercial and Office

Office and retail uses are mainly found along the Broadway and Central corridors, although some retail uses can be found within the neighborhoods, including commercial development near the Guy B. Love towers.

Zoning

Zoning is shown on Map 5. A major part of the study area is zoned C-3, mainly the Broadway and Central corridors, and Emory Place. This type of zoning is an obstacle to making the streets more pedestrian friendly and does not encourage a mix of uses. Several lots have C-2 zoning, the zoning used for the downtown. This type of zoning allows various types of uses, but lacks several regulations that are needed in this area, including height restrictions.

Building Conditions and Vacancy


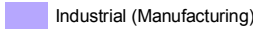

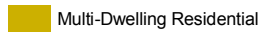






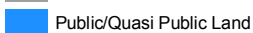

MPC staff conducted an analysis of building conditions and vacancies as part of this study. Building conditions and vacancy are strongly linked. Vacant buildings are often the ones in the poorest condition. Ratings varied, from very good condition to unsound. Very few places rated as unsound (11 houses) and they were dispersed throughout the neighborhood.

Generally, residential buildings in the study area were found to be in better condition than commercial buildings. Fourth and Gill and Old North Knoxville neighborhoods

Broadway-Central Emory Place Study

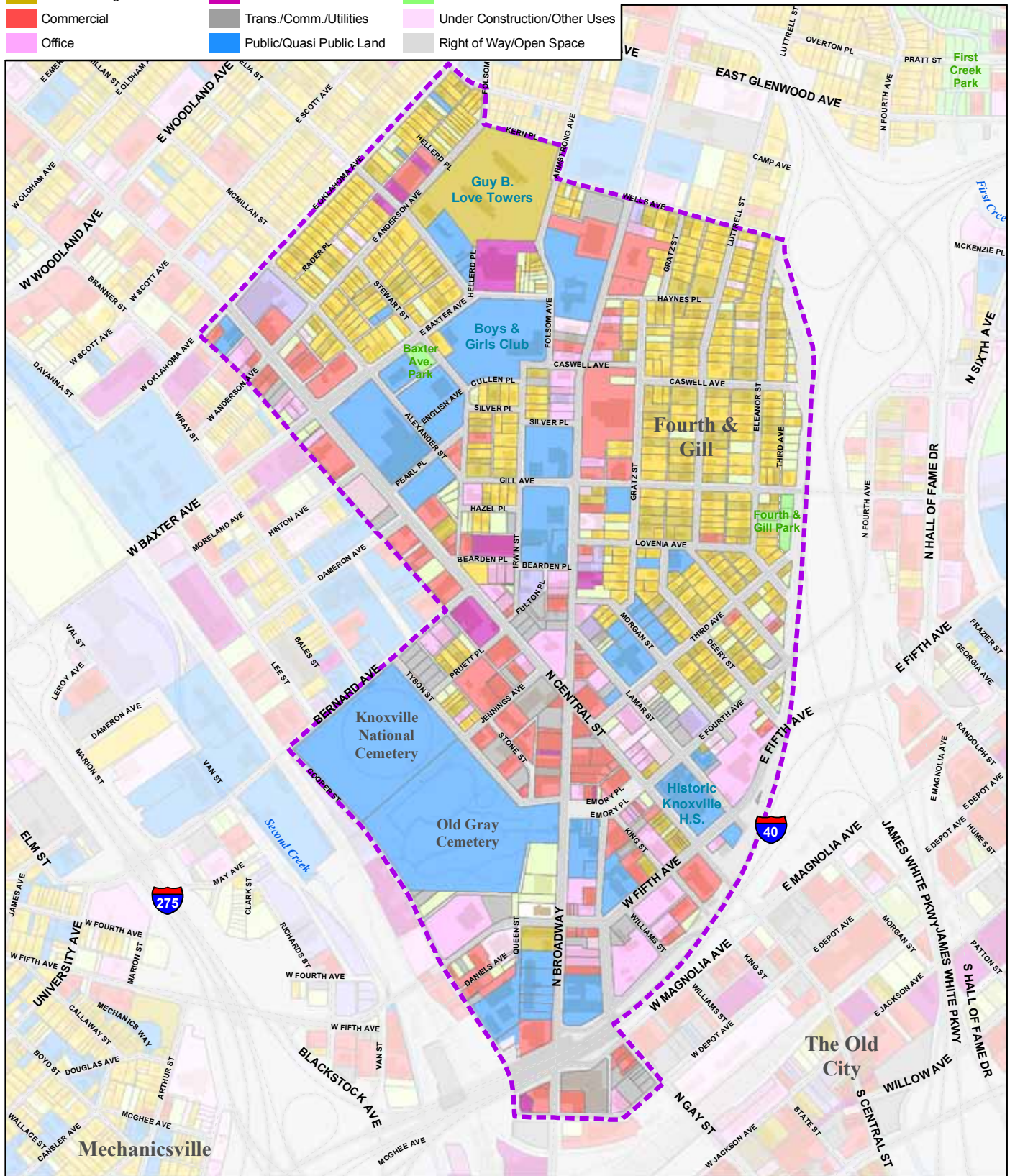
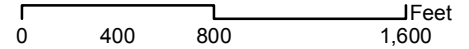
MAP 4: Existing Land Use

Legend

 Single Dwelling Residential	 Industrial (Manufacturing)	 Vacant Land
 Multi-Dwelling Residential	 Wholesale	 Public Parks
 Commercial	 Trans./Comm./Utilities	 Under Construction/Other Uses
 Office	 Public/Quasi Public Land	 Right of Way/Open Space



1 inch equals 800 feet



Broadway-Central Emory Place Study

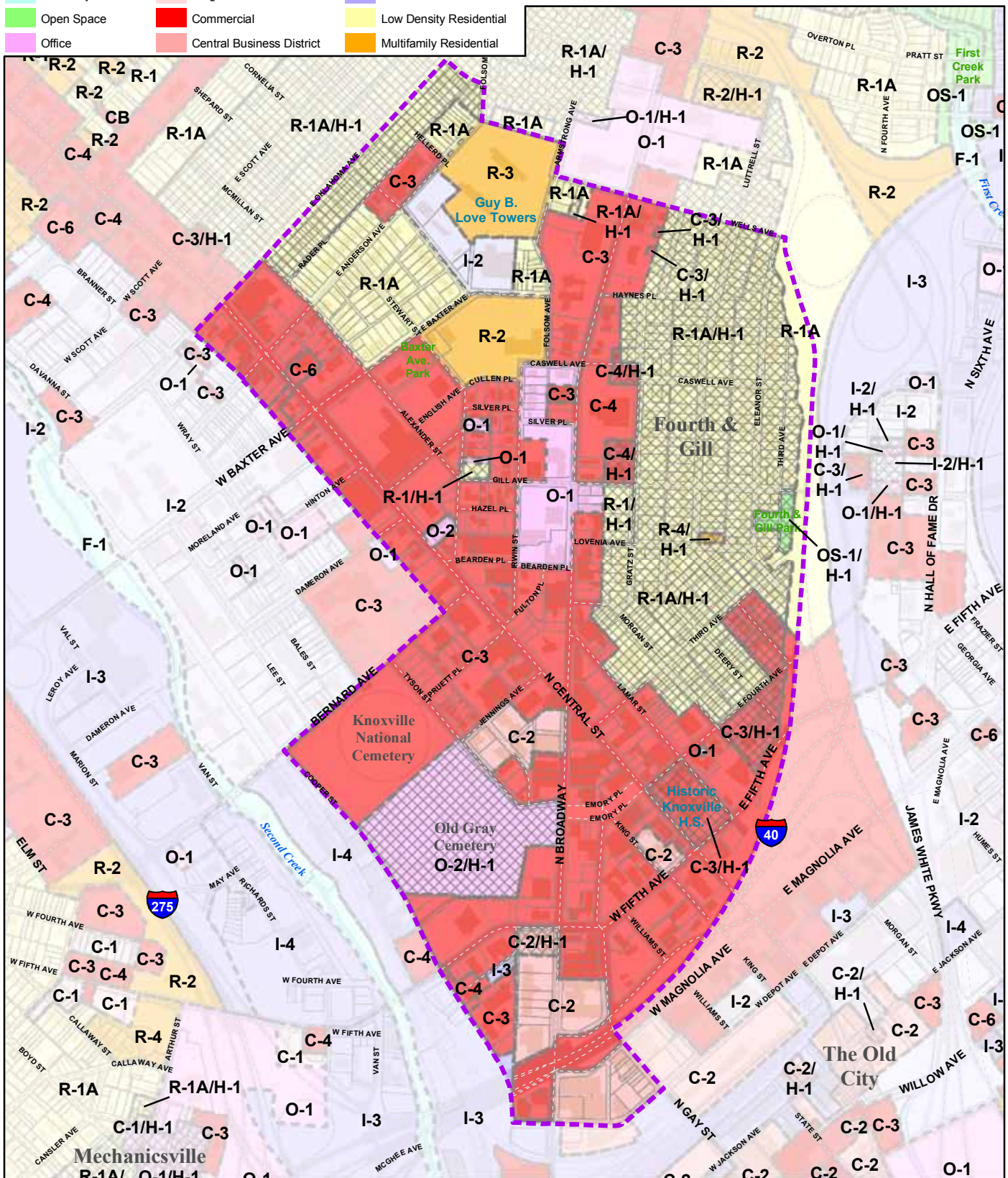
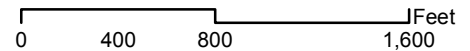
MAP 5: Zoning

Legend

	H-1 Zoning Overlay		Civic and Institutional		Light Industrial
	Floodway		Neighborhood Commercial		Industrial
	Open Space		Commercial		Low Density Residential
	Office		Central Business District		Multifamily Residential



1 inch equals 792 feet



generally have houses in very good or good condition. There are many renovated buildings, and several renovations going on.



Renovated house in Fourth and Gill

Very few commercial buildings were found to be in good or very good condition. The area on Broadway east of Central Street has the greatest concentration of buildings in poor condition. The area between Bernard, Tyson, Central and Broadway is one of the most deteriorated places, with three unsound houses, and more than half of the commercial buildings in poor or average condition. Several of these buildings are vacant.

There are a few apartment buildings in the study area and most of them are either in poor or average conditions.



Commercial buildings on Central

Community Facilities

Various schools, recreation centers, churches and social institutions are located in the study area. They serve residents and others in the greater community.

Schools

Children living in the neighborhoods typically attend Beaumont Elementary School, Vine or Whittle Springs Middle Schools and Fulton High School.

Parks and Greenways

There are several parks or playgrounds in the area:

- Fourth and Gill Park (1 acre), at 808 Eleanor Street, includes picnic tables, a shelter, a playground and a basketball court
- Reed and Baxter Park (1 acre), at 1400 Baxter Avenue, includes picnic tables, a playground, a basketball court, benches and a shelter.
- Playground at the corner Gill Avenue and Gratz Street
- There are several playgrounds belonging to the churches of the area, as well as small green spaces.

There are also several green open spaces in the area:

- Boys and Girls Club has one of the biggest open spaces of the area, with grass, a playground, tennis courts and benches. The area is fenced and usually closed to the public.
- Guy B. Love Towers also have one of the biggest green spaces in the area, with a garden between the towers, lawns and a kitchen garden around the towers. This area lacks visual clues as to whether it is reserved for residents or opened to anyone.
- Old Gray Cemetery

Existing parks and playgrounds are fairly well used in the area, although there are very few spaces completely and obviously open to the public.

Public Lighting

There is a lack of public lighting in the area. Efforts have been made to improve the aesthetic quality of the public lighting, such as the addition of the Victorian-style lamp posts, but there are not enough of these to provide sufficient lighting. Dark spots are left, which give a feeling of danger and encourage illegal activities. The bad lighting leading into the neighborhood from the major streets is a

particular concern. Additional public investment in lighting is needed, keeping in mind the following guidelines:

- Security is higher in well-lighted areas. Public lighting should serve pedestrians, not just drivers.
- Lighting features also serve during the day as landmarks and help define the different spaces. They should not interfere with other activities on the sidewalk (this is especially important in relation to Broadway and Central Street).
- Lighting features can be attached to building facades when buildings have no setback and are high enough.
- Illumination should be strong enough to identify people.
- Drivers and pedestrians should be able to see each other well.
- Attractive lighting, like the Victorian-style lamp posts, can enhance historic zones.
- Lighting should be directed away from residential windows.
- More lighting is needed down the main thoroughways, such as Broadway and Central Street, and at the entrances of streets to the residential areas. The streets leading into the neighborhoods should be a priority when adding public lighting.



Victorian lamp post on Emory Place

Transportation

The study area contains an extensive transportation network with numerous mobility options, although work on the Hall of Fame extension and Interstate 40 widening has caused some disruptions over the past year. As shown on Map 6, traffic counts indicate that the streets with the highest volume are Broadway, with 13,640 vpd (vehicles per day) on an average day and Central Street with 10,000 vpd. Other streets with notable traffic include Baxter Avenue (8,310 vpd), Fifth Avenue (6,553 vpd), and

Bernard Avenue (2,677 vpd). These streets all have more than two travel lanes. Most other streets in this area have two lanes. Only Lovenia Avenue is a one-way street.

Streets are rather wide, with an average pavement width of 31 feet. On-street parking is often used in the residential area but not well-indicated to someone who does not know the area. Generally there are few painted indications of where parking is allowed on the streets, but this is not unusual in residential areas. There are few traffic calming measures.



Bulbouts around Gill Avenue clearly define the parking

Parking

It is not always obvious if parallel parking is allowed and on which side of the street it is allowed.

Rules for parallel parking in Fourth and Gill, where the parking ordinances are enforced:

There is to be no street parking:

- within 5 feet of an alley or driveway
- within an alley
- facing in the wrong direction
- within 30 feet of a stop sign
- within 15 feet of a fire hydrant
- more than 12 inches from the curb
- within 20 feet of an intersection
- within 25 feet of a crosswalk

Additionally, it is illegal for a vehicle to be parked on a public street for more than 24 hours.

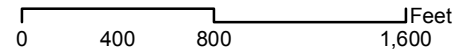
On-street parking is not very common in non-residential areas. The parking space is very irregular, with some buildings having a big parking lot and others having very few parking spaces. Shared parking is not very common or not obvious. A lot of parking lots are empty during the day.

Broadway-Central-Emory Place Study

MAP 6: Transportation

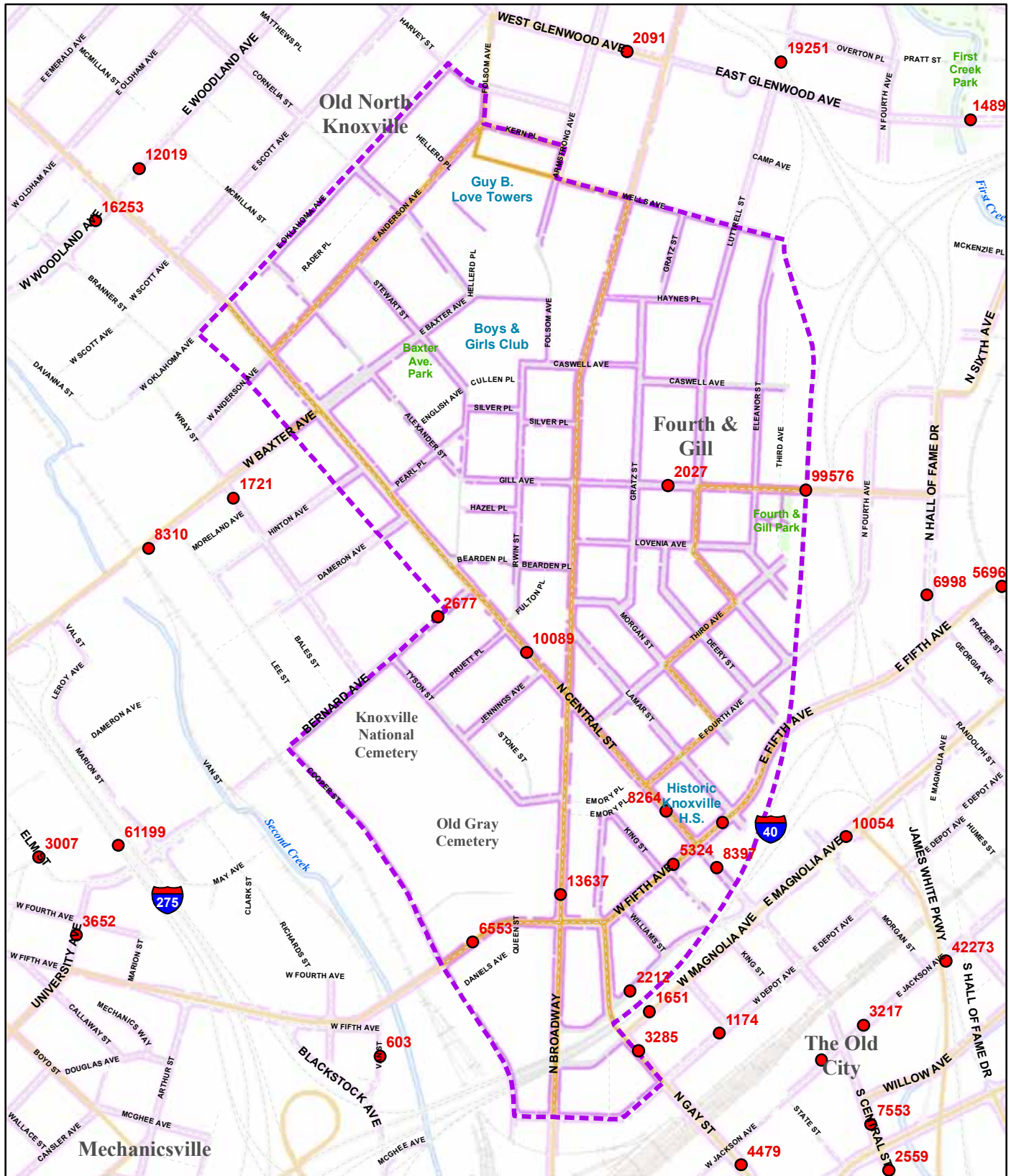


1 inch equals 800 feet



Legend

- Traffic Count Station
- KAT Routes
- - - Greenways
- - - Sidewalks



Sloping topography sometimes makes it difficult to see on-coming traffic, resulting in dangerous intersections. This is especially true for pedestrians, particularly at the intersections where there are no marked crosswalks.

In residential areas, most streets have a sidewalk with a planting strip protecting the pedestrian, but in commercial and industrial areas, sidewalks do not have any furnishing or planting zone. Due to utility upgrades the street surface is poor in many areas and contains uneven, irregular surfaces, cracks and different materials. The pavement should be resurfaced when all utilities work is completed. Many sidewalks are also in poor condition. Poor conditions can also be caused by lack of maintenance.

Broadway

Broadway has a fairly regular right-of-way. The street from Magnolia Avenue to Central Street has four lanes and after Central, the pavement is reduced to three lanes (two lanes and a center turn lane). The sidewalk width is never smaller than 7 feet, but is still rather narrow for such a street. Lane

Broadway (from Magnolia)	Right-of-way width	Pavement width	Planting/ Furnishing zone*	Number of lanes
To Tyson	65	47	None	4 lanes
To Central	65	47	None	4+ 1 parking
To Bearden	53	36	None	2+ median lane
To Gill	60	36	1 side	2+ median lane
To Wells	53	36	None	2+ median lane

*This area is defined as the existing strips between the curb and sidewalk for landscaping and tree wells or for decorative lighting and street furniture.



Broadway seen from Morgan Street towards south

width, sidewalk width and right-of-way vary from one block to another. The measures on KGIS aerial photography and the data from TDOT do not always match.

Central Street

Central Street has a very irregular streetscape, with the number of lanes changing from 3 to 4 and to 5 lanes. The street can be divided in three parts in this area, with a right-of-way becoming wider when going north (except in the last 2 blocks). The sidewalk is usually about 8 or 9 feet wide, but can widen to 14 feet. There is a narrow planting strip with grass along a few blocks.

Central (from Magnolia)	Right-of-way width	Pavement width	Planting/ Furnishing zone*	Number of lanes
To Fifth	56	37	Partly 1 side	3
To Fourth	59	42	1 side, 3 ft	3+1 parking
To Third	61	42	None	4 lanes
To Broadway	64	43	None	3+1 parking
To Pruett	68	45	None	4
To Bernard	68	45	1 side, 3 ft	4
To Bearden	80	54	None	4
To Dameron	73	50	1 side, 4 ft	4
To Pearl	80	50	1 side	4
To Hinton	95	70	1 side	5
To Baxter	95	70	2 sides	
To Anderson	80 70	65 50	None None	4+1 parking
To Oklahoma	70	50	None	4+1 parking



Central Street looking south

Sidewalks

The great majority of streets in the area have sidewalks. MPC staff estimates that only 10 percent of the roadsides in the area do not have any sidewalk. Among them are part of Stewart Street, parts of Folsom and Baxter Avenues and the corner of Fourth Avenue and Morgan Street. Approximately 64 percent of the roadsides have sidewalks that can be considered in good or fair condition, with 26 percent of roadsides in need of sidewalk improvements to repair large cracks or level changes. These sidewalks might be difficult for pedestrians to use.

The City of Knoxville allocates a small amount of funding for sidewalk repair as a request-based safety program. At the residents' request, they will rate sidewalk sections (on a scale of 1, 2 and 3) based on amount of pedestrian use, differential settlement, cracking, and "spalling," which occurs when the top is flaking off. Ratings of 1 will get a work order through the service department, while 2's and 3's will need to wait for repair. Additional sidewalk improvements can be funded through other programs within the City of Knoxville and Tennessee Department of Transportation. It is very important that residents report dangerous sidewalk sections to the City so that they may be repaired.

Sidewalks are very often interrupted by parking entrances on the commercial streets, which makes them uncomfortable and irregular. On most residential streets, there is a buffer including a planting strip and on-street parking protecting pedestrians on sidewalk. However, on thoroughfares like Central Street, pedestrians are usually walking close to the traffic lanes and have no protection.

A lack of marked crosswalks is a related problem. On Broadway, there are marked crosswalks at Fifth and Glenwood; on Central Street, there are marked crosswalks at Fifth and Bernard Avenue. The other factor that makes for unsafe pedestrian travel is the extensive width of the major streets. Central Street and Fifth Avenue are particularly wide.

To increase pedestrian safety:

- Provide sidewalks in good condition along all streets.
- Provide marked crosswalks at every intersection, highly visible and all having the same design.



As redevelopment occurs, more attention should be given to pedestrian comfort including "furnishing zones" where landscaping and utilities can be provided.

- Use corner bulb-outs when on-street parking is allowed or use other engineering solutions to slow vehicles and minimized pedestrian exposure to traffic.
- Improve accessibility for disabled users (curb cuts, benches, auditory signals).
- Separate pedestrian space from drivers with a furnishing zone, on-street parking or a planting strip.
- Add pedestrian signals to signalized intersections, especially those with protected left turning movements or wide crossings.

Public Transit

There are several bus routes that go through the study area, with a frequency of one hour to half an hour during the week days and Saturdays. Usually, no bus runs after 8 p.m. or on Sundays.

Bus 13: Central, Baxter

Bus 20: Central

Bus 21: Central, Anderson

Bus 22: Broadway and Guy B. Love Towers

Bus 23: Broadway night rider and Sunday rider, serves Fourth and Gill.

Bicycling

Luttrell Street and Fourth Avenue are highly recommended as bike routes and provide a nice and secure way through the Fourth and Gill area. There are two good ways to get into Downtown on a bicycle—Gay Street and Central Street. Between Downtown and Fifth Avenue, especially on Broadway, riders have to go through the interstate construction area and do not feel very comfortable. For

this reason biking on Broadway from the Broadway/Central intersection to Henley Street is not currently recommended.

The opportunities to improve bicycling connections are significant: the bicycle comfort should be improved whenever it is possible, especially on Central Street. Continuous routes with a high comfort level connecting the residential districts and Downtown should be a priority.

The bicycle comfort level is determined based on the “Bicycle Compatibility Index: A Level of Service Concept,

Implementation Manual” from the Federal Highway Administration. Many factors are analyzed to decide the comfort level of a street, including width of the lane, the traffic volume and the traffic speed.

Alleys

There is an important alley system in the area. Several garages have their entrances facing the alley. A lot of alleys are paved, with the pavement in good condition. Only a few blocks have no alleys. The use of alleys for off-street parking should be encouraged to retain continuous sidewalks in the neighborhoods and along Central Street and Broadway.



Alleys in Fourth and Gill Neighborhood

Land Use and Development Recommendations

Many of the recommendations in this plan are focused on creating a vibrant, mixed-use urban environment. Urban mixed-use districts can occur in special circumstances such as in the redevelopment of strip commercial corridors and obsolete shopping centers. A blend of various compatible uses, such as commercial, office, residential and institutional, is possible. The uses may be located in the same building or in separate buildings. These districts should be oriented and scaled to pedestrians and should include such amenities as open space, street trees and sidewalks. A new type of zoning could be used in this area, which would allow and encourage a mix of uses. This type of zoning would help create dynamic and attractive areas with both commercial and residential uses in the same buildings, and allow separate office, residential or commercial buildings along the streets. Appendix 2 contains information on the existing building form and could be used to develop a form-based code for the area, to further guide future development.

Plan recommendations are organized based on three major components: Extending the downtown area northward, creating a mixed-use environment and better street design along the Central Street corridor, and improving the commercial character of Broadway. These components are outlined on Map 7.

In order to change Fifth Avenue, Central Street and Broadway into lively, pedestrian-friendly streets, it is important to have a large enough population in the surrounding neighborhoods to provide customers for the retail uses. For this reason, various types of apartments and townhouses should be encouraged. Such buildings could be built either at the edge of the historic districts or back toward or along the commercial streets. This would increase the density in the area and provide more opportunities for affordable apartments and homeownership, including condominiums and town houses. Additional information and guidelines for mixed-use development can be found in Appendix 3.

The One Year Plan and the Sector Plan should incorporate more mixed-use areas in order to allow a more flexible use

of the land and have less separated uses, especially around greater Emory Place.

Vacant land and unclaimed open spaces should be reclaimed with development. Filling these spaces with housing will increase safety in the area. Apartment buildings and row houses inspired by historic apartment buildings such as the Beaman, Lucerne, Greystone, and Minvilla could be a way to have higher density and keep the historical identity of the neighborhood.

The benefits of higher density are:

- **Transit viability:** higher density can support a more efficient transit system. People moving to higher-density neighborhoods are more likely to be frequent users of the transit system.
- **Street safety:** crime rates at higher-density development are not significantly different from those at lower-density developments. A well-organized higher-density area can help reduce crime by increasing pedestrian activity and putting “eyes on the street” at all times.
- **Commercial and cultural amenities:** higher density contributes to support a wide range of businesses, by providing close customers.

Number of Housing Units Needed to Support Various Retail Uses

a small corner store	7 units per acre
a small supermarket	18 units per acre
a new retail area	1000-2000 units within 10-15 minute walk
a lively business district, mixed uses and public nodes	8 to 12 units per acre

Downtown North

With the revival and redevelopment of the nearby downtown, the southern part of the area around Emory Place has a strong potential to become an attractive mixed-use district. The area is mainly zoned C-3, but there are a few C-2 “pockets”: Knoxville High School, the blocks around Conrad Street, a few lots between Broadway and Old Gray Cemetery, and the institutional uses on

Broadway-Central Emory Place Study

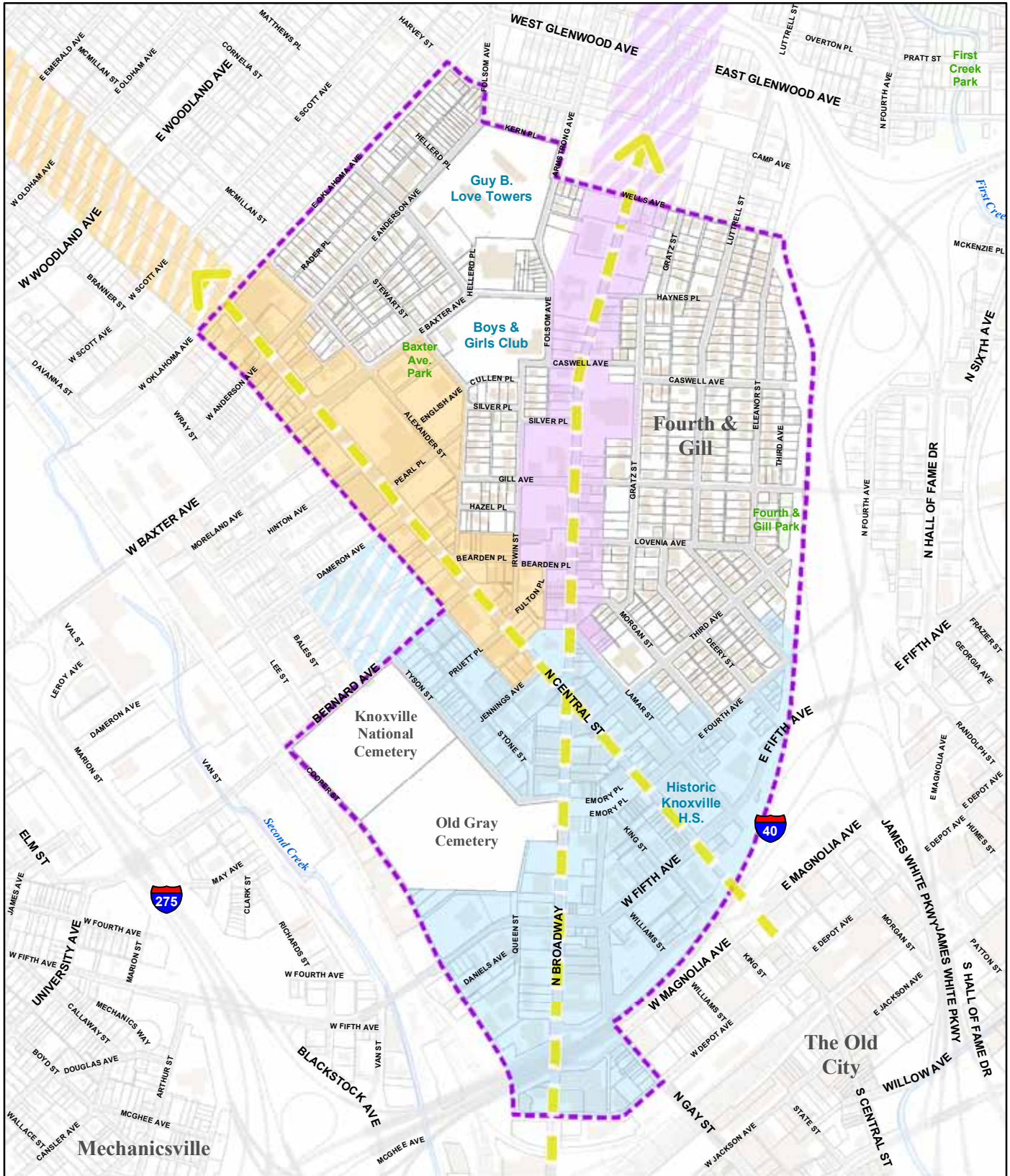
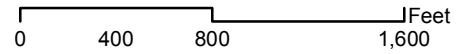
MAP 7: Development Concepts

Legend

- Extension of Downtown
- Broadway Corridor
- Central St Corridor
- Downtown (Future Extension)
- Broadway (Future Extension)
- Central (Future Extension)



1 inch equals 800 feet



Broadway just north of the interstate. These pockets could be used as a start to extend the downtown to a wider area around Emory Place, by rezoning to C-2 or a similar mixed-use district.

This area has strong historic values, with Emory Place as a central place, and many commercial and residential buildings from the beginning of the 20th century. With its offices, retail uses and residential buildings, especially along Fifth Avenue, the area already has a mix of uses. This should be improved upon in order to create a high-density mixed use district. In this area, mixed-use design principles should be implemented. New residential buildings should have the same typology as the existing ones in the area, such as townhouses, slot commercial buildings and street fronting apartments. No front parking lots should be allowed. Parking would be possible along the streets and in landscaped parking lots behind buildings.



Emory Place is the heart of the area.

Broadway and Central Street Intersection

This intersection is an important part of the area and should reflect the character of the surrounding historic resources. The Facade Design Guidelines are an important tool to renovate and improve this intersection.

Southern Luttrell Street

Luttrell Street between Third and Fourth avenues is a commercial zone. The north side of the street has several commercial buildings. The south part however has only residential buildings and should be rezoned residential (R-1A) to encourage people to invest in these houses.

Emory Place

Emory Place should be promoted as the heart of this area, with its green spaces around the square and its renovated historical buildings. Recommendations are:

- Traffic calming measures
- Marked crosswalks should be added, using the existing bulbouts
- Green spaces should be enhanced, in order to become areas where people might stop for a while (for example design a public garden)
- Street furniture, such as benches, should be added
- A trolley line should be connected to the downtown as the area redevelops further.

Fifth Avenue

This street is one of the closest to downtown and has historical apartment buildings on one side. The other side has few buildings and a lot of parking lots. To improve the connectivity with downtown and reinforce gateways to the area (Gay Street, Williams Street), the south side of Fifth Avenue should be considered as a target area for redevelopment. Fifth Avenue should be lined with vertical mixed-use buildings that bring activity and eyes on the street. The principles for development are:

- The building types on the north side should be the basis of design
- The south side of the street should mirror the form of the north side
- More density should be created
- Mixed-use (retail, residential, commercial, offices) and higher-density housing should be encouraged
- Buildings should face Fifth Avenue
- Parking lots should be behind or between buildings and landscaped
- Alleys should be maintained and further developed

Knoxville High School

Knoxville High School is an important historical landmark in the extension of the downtown area. This building has significant potential, due to its location (top of a hill, close to downtown), but is currently underutilized. The following opportunities for reuse should be considered:

- Private or governmental offices
- Residential use, such as condominiums
- Elementary school and daycare or other educational uses

Freeway Buffer

The blocks between Fifth Avenue and I-40 border the freeway viaduct. The lots along the freeway could be used to create a buffer zone to protect the mixed-use district from the noise and view of the Interstate. The zoning might be more flexible there; for example, greater building height could be allowed. Uses such as structured parking or office buildings would be appropriate.



Greater building height could be allowed along I-40

Old Gray Cemetery

Old Gray Cemetery abuts the area. Like Knoxville High School, it has an important historic value, and could attract more visitors. Essentially, it is a vast green space, which could be the focus for surrounding residential development, such as apartment buildings on Tyson Street. Historically appropriate lighting is being partially extended into the cemetery; additional decorative lighting is warranted.

Central Corridor

Central Street is mostly zoned General Commercial (C-3). In order to revitalize this area and make it more attractive, it should be rezoned to a mixed-use district, to create higher-intensity uses such as offices, medium-density residential or retail.

In order to facilitate the redevelopment, storage and semi-industrial uses should only be considered on the interior side of blocks, not facing the street. This is another area where mixed-use design principles should be followed. The lot coverage could be smaller than in the area designated for extension of downtown, and one-story buildings should be allowed. In order to create a pedestrian friendly environment, a furnishing zone should be added on both sides of the street, with trees, well-designed light poles and benches.



Inappropriate land uses such as large parking lots or fleet storage should be avoided.



A mixed-use corridor

Illustration courtesy of Urban Design Associates.

Potential Cross-sections

The right-of-way on Central and the pavement width are both very wide for a street supporting only 10,000 cars a day. The number of travel lanes can be reduced to 2 or 3 lanes in order to have a consistent number of lanes northward from Magnolia Avenue.

Three lanes with on-street parking

A road diet to three lanes would allow adding parallel parking along Central Avenue, on both sides of the street. The additional parking would support the land uses and calm traffic.

From Fourth to Third Avenue: On-street parking along this block is forbidden. Due to the excessive pavement width, many drivers think that there is an additional travel lane and when using it illegally they must move back to the actual driving lane when they reach Third Avenue, which creates some conflicts. Allowing on-street parking should be considered.

From Pearl to Baxter Avenue: The pavement is extremely wide. The sidewalks can be widened substantially. One possibility is also to add an alley with parking on both sides, or angled parking. This can allow creating a planting strip between the parking space and the street and make the street more appealing. This also protects the drivers, when they are leaving their parking spot to get back into the traffic.

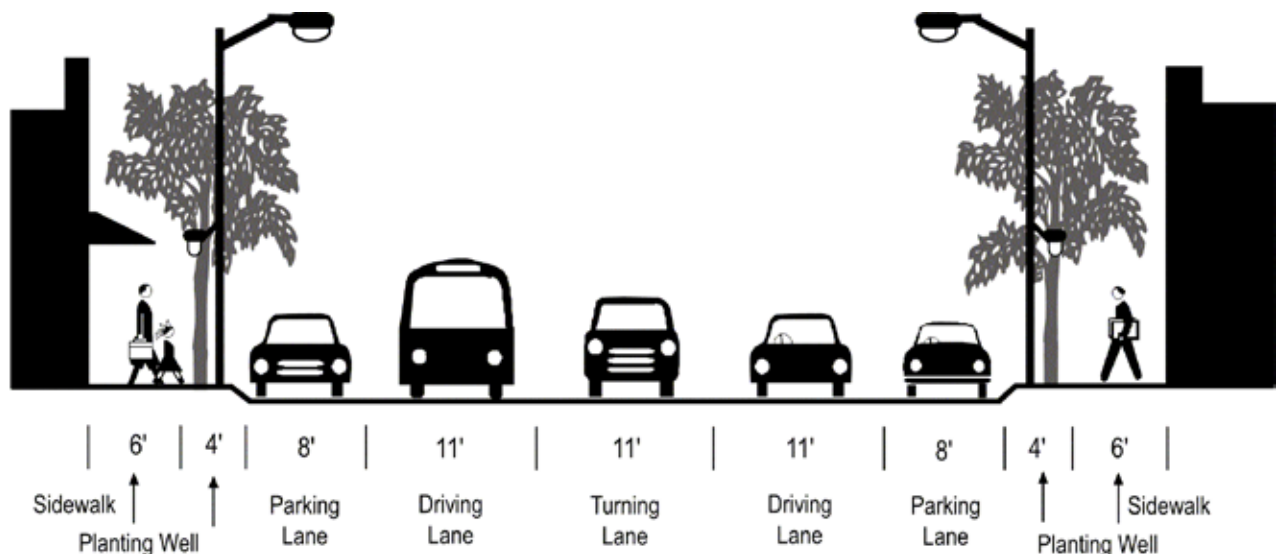
Three lanes with bike lanes

Another possibility is to add bicycle lanes instead of parking lanes. There would be no parking space added, but the Central Street corridor would become much safer and friendlier for bicyclists and would encourage people to use this mean of transport. However, the right-of-way between Broadway and Fifth is too narrow to add a bicycle lane and bicyclists would continue to be routed through Emory Place and Gay Street to go to Downtown. Between Dameron and Baxter, the right-of-way is wide enough to have both on-street parking and bike lanes. Signage has to be well done to alert drivers turning into parking lots.

Intersections are dangerous points for bicyclists, as they often have to deal with the loss of space when additional turn lanes are provided and with the right turn movements. These points have to be studied carefully in order to foster bicyclists' safety.

Two lanes

Reducing the number of lanes to two lanes would allow for both on-street parking and bike lanes on most sections of the street. It would also work to calm traffic, allowing the speed limit to be reduced. To avoid creating congestion points at intersections, the street could have turning lanes instead of the parking lanes at the major intersections, in order to get traffic through the intersection more efficiently.



A potential cross-section for section of Central Street: Three lanes with on-street parking

There are currently a lot of driveways on Central Street and this creates a lot of possible turning movements. A two-lane cross-section might be a problem in this situation as every turning vehicle would slow or stop traffic. However, as the areas redevelops and parking lots are moved to the rear of the buildings or to secondary streets, the number of mid-block turning movements will decrease and the two-lane cross-section will be easier to create.

Landscaping

Native trees should be planted along the sidewalks and in bulbouts within the parallel parking area. Rows of trees should be planted perpendicular to Central Street as gateways to the adjoining neighborhoods. As part of overall land use and transportation planning, examine road design alternatives that accommodate street trees, facilitate better turning movements and improve sidewalks.

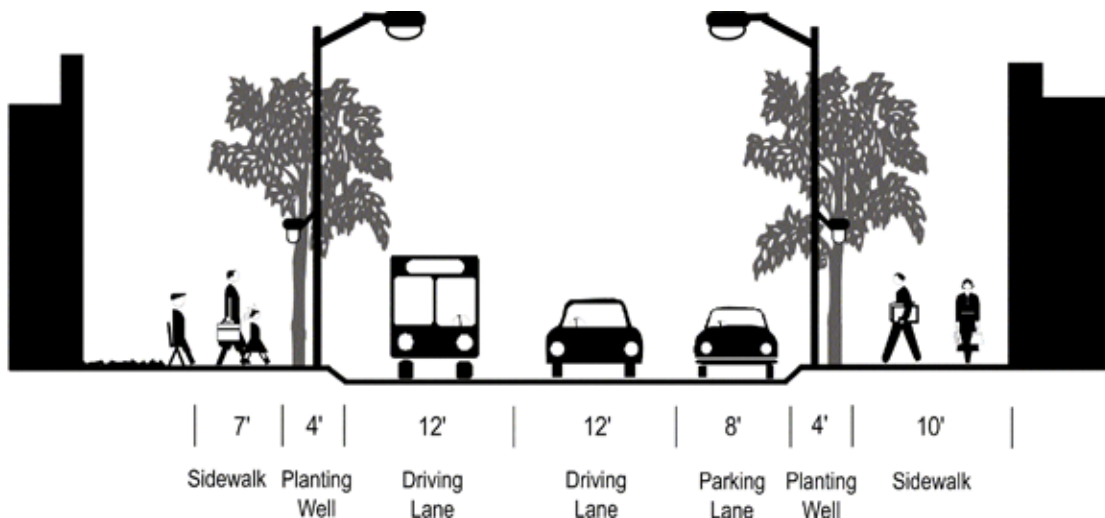
Broadway Corridor

Broadway in this area has a rather narrow right-of-way and supports a traffic volume of about 13,000 vehicles a day. This makes it less attractive for residential uses or vertical mixed use. The street is more likely to maintain its existing character as a commercial corridor. There is often only one row of houses on one lot between Broadway and the residential areas (Fourth and Gill for example). It is important that this “line” serve as a buffer and a transition zone between the commercial corridor and the residential areas, to create a quieter, more pleasant neighborhood. The three-lane design (two travel lanes and a center turn

lane) is not likely to change in the near future. A street diet to two lanes would probably cause congestion during the peak travel hours. Most improvements need to be done along the roadside—in the sidewalk and the adjoining yard areas. A planting strip or a furnishing zone should be added between the pavement and the sidewalk in order to protect pedestrians from cars. New buildings should be built to the sidewalk or with a small setback (5 to 15 feet). However, after the I-40 construction is completed and as the area redevelops and the uses and type of buildings along the street change, a road diet to two lanes should be revisited, with on-street parking on one side. A center lane would accommodate turning movements at the major intersections such as Central Street, Gill Avenue and Wells Avenue.



A small planting strip already exists along Broadway Baptist Church's block



Potential Broadway cross-section

Historic Neighborhoods

Old North Knoxville and Fourth and Gill already have design guidelines. There is a strong community character in these areas, with a lot of restorations going on and strong neighborhood associations. These design guidelines should be used (or modified) for the Silver Place area and the extension of Old North Knoxville, should property owners in these areas want to preserve the existing housing forms. Expansion of the historic district and creation of new districts should be considered as outlined on page 28.

Signage

Banners at some entrances to Old North Knoxville and Fourth and Gill indicate that these neighborhoods are historic districts. Fourth and Gill and Old North Knoxville are both working on creating signage to mark the boundaries. Signage gives a strong neighborhood identity and shows visitors that these are special places. In addition to the banners, there should be more signs showing directions to the historic districts and, inside the neighborhoods, there should be more features strengthening the neighborhood character, such as sign toppers above the street signs, or historic plaques in front of the main attractions of the area (Emory Place, Old Gray Cemetery, Knoxville High School, for example).



Sign topper showing to which neighborhood the street belongs

Green Areas

Parks and open spaces are important for a healthy community. A small green space should be reachable from most houses by a five-minute walk. These can be community gardens and pocket or neighborhood parks.

Bigger parks should also be available. As the population density of the area increases, the need for such spaces will grow. Some residents are concerned that open spaces might become areas where homeless congregates and feel that the density of the neighborhood is too low to support many parks. But as the area redevelops, land should be preserved to create green spaces.



The landscape of green areas can be improved

The Guy B. Love Towers Area

These towers are an important element of the area, as much for the population as for the physical aspect of the neighborhood. The towers do not seem very well integrated in the neighborhood. There is a green space that separates them from the rest of the neighborhood on one side, and the maintenance buildings and warehouses play a similar role on the other side. The connections between the towers and the rest of the neighborhood should be improved. Adding both low-rise apartment buildings and single/multiple family houses would also create a better linkage between the towers and the surrounding blocks.

The KCDC maintenance function should be relocated and the lots rezoned to medium density residential. Infill housing could include apartment buildings or row houses, three or four stories high, to create a transition between the seven-story towers and the one or two-story detached houses along Cornelia Street. Once more, the existing apartment buildings of Fifth Avenue and Fourth and Gill can inspire the design of the infill housing. The proximity of the Guy B. Love Towers is also an opportunity to have more modern architecture, as long as it fits in the

neighborhood. Other parts of the Guy B. Love Towers area could be used for infill housing, including vacant lots on the corner of Baxter and Folsom Avenues and the corner of Armstrong Avenue and Kern Place.

Folsom Avenue

The big parking lot on the other side of Folsom Avenue is another potential location for infill development, particularly since on-street and shared parking can meet the church's needs.

Cullen Place and Hazel Place

This area is currently a C-3 commercial area, although it is made of residential historical houses. There are two exceptions: one lot is an R-1 zone and another one is O-1. Residential zoning should be extended to the entire area. This would acknowledge this area as residential and would also protect this type of use. A historic zoning overlay should also be considered.

Boys and Girls Club

The Boys and Girls Club's grounds are the largest open space in the area, but they are closed to the public. This open space is an important element in the area and should be better emphasized as a focal point.

If the surroundings of the Guy B. Love Towers are rezoned and higher-density development is allowed, the pedestrian and green connections between the towers area, the Boys and Girls Club and the residential neighborhood around Silver Place should be improved to serve both the Club and the neighborhood. For example, the Club is starting an improvement program; the City and

neighborhoods should work with the Club's directors to create a more neighborhood-oriented open space.

On-Street Parking

On-street parking is allowed on many streets of the area, mostly in the residential districts. However, it is not always obvious for visitors to know if on-street parking is allowed or if it is allowed on both sides of the street.

On-street parking is often used by inhabitants of the area and visitors. Some traveled ways could be redesigned, as sometimes the width of the streets in residential areas is not entirely used. Few streets are narrow in the area, with only about 20 percent having a traveled way narrower than 26 feet. To optimize the parking space in areas where streets are narrow, more parking can be allowed on the street, with only one driving lane in the middle. This is called a yield street. Places where cars can pass by one another could be designated and maintained by markings but usually occur naturally at driveways and fire hydrants. The yield streets also serve as a traffic calming measure. This solution can only be used in street with a low traffic. In some residential streets, this solution is already used by the residents.

Alleys

One of the most underutilized assets of the area is the alley system. A great number of blocks in the district already have alleys. They are a great way to avoid driveways going through front yards and to support alley-oriented garages. They can also be used for trash pick-up. Alleys are also a way for cars to enter traffic more safely. In alleys, cars enter the street heading forward; when there is no alley, cars back out of the driveway directly onto the street.



Neighborhood articulated around a green open space

The use of alleys can be made easier, but in order to achieve this goal, the design of alleys has to be improved, with the following:

- Efficient stormwater run-off
- Setbacks of 14 feet from center of alley to garage
- Consistently good pavement (width from 9 to 12 feet). Most of the alleys are already paved, but the pavement condition can sometimes be improved.
- Sufficient lighting
- Space for guest parking

Interstate Improvements

The Interstate borders the area and has several negative impacts on the neighborhood. It blocks light into surrounding areas, and the area below it has become a depository for debris and is essentially a “no man’s land.” Construction related to I-40 widening will change several streets in the area, creating the opportunity for several improvements:

- Fourth Avenue will be relocated to the west side of the I-40, and the highway will be slightly shifted to east, creating a new space where on-street parking adjacent to Fourth and Gill park will be added.
- Gill Avenue will be re-striped on the east side of I-40 to keep on-street parking.
- William Street will be reconnected under I-40. This will create a new gateway to the area and provide a better connection with the downtown.

Working on improving the surroundings of the freeway as well as the land under the freeway will help improve connections to downtown and quality of life in the



The land under the interstate needs to be used to benefit the community.

neighborhoods. The unappealing environment of underpasses is often exacerbated by poor lighting and obscured sightlines. Underpasses should have sufficient lighting during both day and night in order to create a safe area. The Planning Department of San Diego for example recommends a daytime luminance minimum of 10 foot-candles and a nighttime level of 4 foot-candles. Acoustic measures should also be considered to reduce noise impacts to pedestrian and bicyclists.

There are several possibilities to make the land under the interstate and the underpasses friendlier. Several projects following different ideas have been achieved in different cities in the United States to make the freeway surroundings more appealing:

- Use the area as a parking lot for the surrounding residential areas or businesses, with well- designed and efficient lighting and landscaping. The land under the freeway could be divided into small lots, in order to create what could be called “pocket parking.” TDOJ has planned to turn this area into a fenced parking lot after I-40 construction is completed.



Parking under freeways

- Consider uses such as a dog park. This can also improve the link between both sides of the freeway and make the I-40 surroundings more attractive. The dog park might respond to needs of downtown residents, as there are few spaces that can be used for dog walks in the downtown.

- Use the area for a skate park. Setting up a skate park brings life and activity, as well as small businesses to an area and helps reduce crime. While the City and County are collaborating to develop a skate park in Tyson Park, this area is another ideal spot since the popularity of skate boarding continues to grow.
- Consider other kinds of public recreational facilities, a basketball court for example, or a rock climbing wall, that could be used at night with sufficient lighting. Such spaces could also address needs of downtown residents who need access to recreational space.
- Use the area as a cultural open space, where artists can show their work. It could be mural paintings, which would bring colors and design quality, or sculptures.



Painting is an inexpensive way to improve underpasses

- Repair shops and fleet storage for City, County or other agencies
- An open air market, such as a farmers market or a flea market.
- Some possibilities can work together: a green space can be a cultural space at the same time, and a sport park can be used once or twice a week for a market for example.

Environmental Improvements

During the 20th century, several businesses located in the study area that had the potential to cause environmental degradation. These include several former service stations,

where underground gasoline tanks may still be in place or where soils may have become contaminated. One example is the property at the corner of 5th Avenue and Gay Street. That site is being proposed for church parking because it currently has old underground tanks and cannot be used as a building site. The expense of rehabilitating such properties can be considerable. However, these sites should be restored for development to foster the viability of the area.

The City, KCDC and the Development Corporation, through their respective redevelopment programs, should work with the Environmental Protection Agency and respective state agencies to clean up former gas stations and related sites, enabling redevelopment of all property in the study area.







Summary of Proposed Land Use Plan Changes

1. Extend the downtown to a wider area around Emory Place, by rezoning to C-2 or a similar mixed-use district. This area should be considered “Downtown North.” Allow vertical mixed-use buildings on the south side of Fifth Avenue, targeting this area for redevelopment. The blocks between Fifth Avenue and I-40 can have a greater building height to protect the mixed-use district from the noise and view of the Interstate. Structured parking or office buildings would be appropriate.
2. Rezone south side of Luttrell Street between Third and Fourth avenues to residential (R-1 A).
3. Central Corridor should be rezoned from C-3 to a mixed-use district that includes offices, residential or retail.
4. Replace C-3 zoned area between Cullen Place and Silver Place with Mixed Use (Medium Density Residential or Office). Recommended zoning: RP-1, R-4 or a new urban small lot district and H-1.
5. Rezone land around Guy B. Love Towers to medium-density residential.
6. H-1 overlay should be considered in the following locations:
 - The southern portion of Old North Knoxville
 - Greater Emory Place, including the Central-Broadway intersection
 - Buildings on Broadway, on the edge of Fourth and Gill
 - Buildings on Central between Anderson and Oklahoma avenues (Happy Hollow)

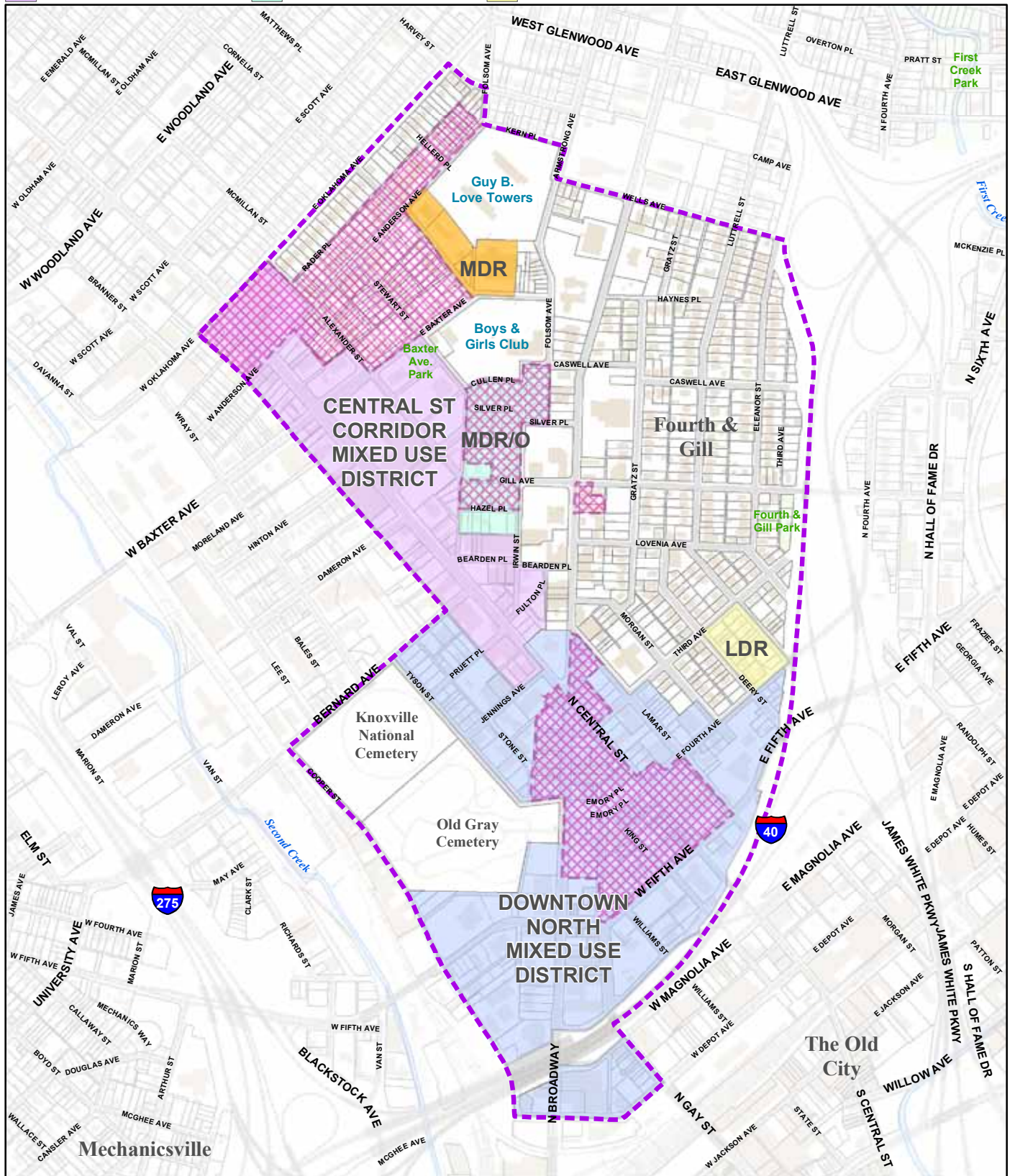
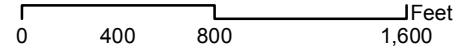
Broadway-Central Emory Place Study

MAP 8: Land Use Plan & Historic Zoning Overlay Proposals

Legend

-  Proposed H-1 Overlay
-  Downtown North Mixed Use District
-  Medium Density Residential
-  Central St Corridor Mixed Use District
-  Medium Density Residential/Office
-  Low Density Residential

1 inch equals 800 feet



Appendix 1: Public Meeting Input

First public meeting

The first public meeting was on July 10th, focusing on:

- Presentation of the background report and the preliminary recommendations and,
- Discussion of neighborhood issues. The issues were identified through the following questions:
 - What do you see as a strong neighborhood and what is needed to strengthen your neighborhood?
Please consider following:
 - Traffic and parking
 - Public lighting
 - Parks
 - Incompatible land uses
 - Sidewalks and pedestrian safety
 - There are several types of apartment buildings in the area. If more apartments were to be created what do you feel are the best locations and what form would you find acceptable?
 - Historically, there were mixed use buildings in the area. What are the improvements that you think are most important to the Broadway/ Central area?
 - If the zoning were to be changed to allow more mixed use (for example shops at ground level and apartments above), what do you feel are the best locations?
 - What are your other concerns?

The issues that were identified at the meeting included:

- Homelessness: a great concern was that taking care of the homeless issue is a necessary first step to other actions. Unless this problem is solved, the businesses that are or might settle in this area will not be able to attract customers.
- Zoning that allows mixed use and residential uses, in order to create more pedestrian friendly environments. The current suburban standards for parking might not be appropriate in such areas.
- Attracting more businesses is necessary for overall vitality
- Better access to the area: consider both downtown and I-40. Work on the connections to downtown by improving the landscape and pedestrian access.

- Better signage, to give identity to the area and make historic value stand out.
- Better lighting is needed for security and aesthetic reasons
- Better street conditions: consider both pavement and sidewalk, especially for “service streets”
- Improved underpasses and interstate right-of-way.
- Schools: the fact that many schools have been eliminated or abandoned is a concern. It should be allowed to go anywhere (free zone), in order to be able to attract families to the area.
- Trolleys: there is a strong interest of the community for a trolley line that would connect the neighborhoods to the downtown

Second public meeting

The second public meeting on August 28th was focused on the major plan recommendations and concepts for several smaller areas in the studied zone:

- Extension of the downtown: land use recommendations and design principles, historic districts, concept of the buffer zone
- Central corridor: land use recommendations, pedestrian friendly measures, road diet
- Broadway corridor: concept of a transition zone, pedestrian friendly measures
- Residential areas: rezoning, historic overlay, the Guy B. Love towers, the Boys and Girls Club
- Land use under I-40: different ideas and examples from other cities

A discussion was led after the presentation of each subject.

Downtown North Discussion

- Forbidden front yard parking: concern that this would change only over time
- Parallel parking would have to be promoted.
- Historic areas: boundary discussion
- C-2 zoning: could it be different for this area? Especially consider the parking and height regulations

Central Street Discussion:

- The road diet is a good idea
- Question of wine sales in relation to churches
- Mixed use zoning would be needed
- On-street parking could be helpful to promote retail and residential (conflict with bike lanes concept)

Broadway Corridor Discussion:

- How to accomplish design elements? Guidelines and zoning
- Telephone poles: moving them to alleys is more feasible than putting them underground.
- Landscape into the neighborhoods: street lamps, cohesive look (trees, lights, crosswalks).
- Hall of Fame and Fifth Avenue intersection: MPC should review what is/was proposed.

Intermediate areas:

- Guy B. Love towers: the group liked the presented concepts
- Boys and Girls Club: start a dialogue with Boys and Girls Club, be careful to protect the role of the club and the children activities
- Silver Place: look to a little more density, garage apartments.
- Observation on duplex that look like single family housing

Gateways and others

- Knoxville High School: what are the possibilities?
- Look to extending the mixed use to further west, to Wray Street
- Transportation: extend or create a trolley line going to Emory Place
- Activity oriented uses under I-40

Homelessness

- What do other cities do when they experience high concentrations of the homeless?
- Design review with features within buildings to accommodate needs
- Porn shop: what type of zoning allows this kind of use?

Appendix 2: Existing Building Types

Various building forms were created in the neighborhood. There is a greater variety than most Knoxville neighborhoods, reflecting its late-19th and early-20th century urban development. The various types are described below.

Single-Family Residential

The single-family architecture includes various styles of the Victorian era and early 20th Century.



Craftsman style in Fourth and Gill



Neoclassical style in Old North Knoxville

Apartment Buildings and Row Houses

Pre-WW2 apartments

Existing	PRE-WW2 APTS
HEIGHT	2,3 stories high
SETBACKS	5-15 foot small setback, with small front yard sometimes
LOTS COVERAGE	
FENESTRATION	Usually just double-hung windows, some balconies
MATERIALS	Brick
ROOF SHAPES & MATERIALS	Roof usually hidden by the upper cornice
SIGNAGE	Name of the apartment building written above the entrance door
PARKING RELATIONSHIPS	Usually parking in the rear
OTHERS.....	Raised foundations



Queen Anne style in Old North Knoxville

Row houses

Existing	PRE-WW2 APTS
HEIGHT	2,3 stories high
SETBACKS	5-10 foot small setback, with small front yard sometimes
LOTS COVERAGE.....	
FENESTRATION	Usually double-hung windows, sometimes small porch at the entrance
MATERIALS	Brick
ROOF SHAPES & MATERIALS	Roof usually hidden by the upper cornice, or sometimes pitched roof
SIGNAGE	Name of the apartment building shows above the entrance door
PARKING RELATIONSHIPS	Usually parking in the rear and on street parking
OTHERS.....	Raised foundations



Row houses on Lovenia Avenue

Commercial Streets

There are different types of buildings on the commercial streets in this area. Broadway and Central are lined with buildings from different periods, having very different forms and hosting all kinds of activities. For Broadway and Central, the existing Façade Improvement Guidelines are an important tool in the process of beautifying the area and should be used as often as possible for the existing buildings. The recommendations of these guidelines should also be taken into consideration when new buildings are being built and can be found on the MPC website.

Warehouse/Wholesale

Existing	WAREHOUSE/ WHOLESAL
HEIGHT	Usually 1 or 2 stories, but it can be higher (Dixie Kitchen).
SETBACKS	0 ft setback for older buildings but usually a setback allowing front parking, minimum 20 feet
LOTS COVERAGE.....	Usually around 50%, the rest is parking or outside storage space. Frontage varies a lot, depending where the parking space is.
FENESTRATION	Very few windows, except in older buildings. The gaps are usually doors.
SIGNAGE	Varies: usually wall signs
MATERIALS	Brick or metal
ROOF SHAPES & MATERIALS	Flat roof or pitched roof



Historical warehouse

Early 20th century, single-purpose commercial

Existing	EARLY 20TH CENTURY SINGLE-PURPOSE COMMERCIAL
HEIGHT	1 story
SETBACKS	No setback
LOTS COVERAGE.....	The building covers either the entire lot or leaves open spaces in the back or on the side of the lot. about 75% to 100% frontage
FENESTRATION	Display windows with bulkhead, doors can be recessed
MATERIALS	Brick most of the time
ROOF SHAPES & MATERIALS	Flat or ridged roof
SIGNAGE	Major wall sign is above the display windows and entrances projecting signs
PARKING RELATIONSHIPS	Side or rear parking

Mixed Use

Existing	MIXED USE
HEIGHT	2 to 3 stories
SETBACKS	Usually no setback
LOTS COVERAGE.....	Most of the lot is used for the building; sometimes parking is in the back, lots coverage: 50-100% rontage minimum 75%
FENESTRATION	Ground floor: large display windows with a bulkhead. Glazed recessed doors Upper floors: hung windows
MATERIALS	Brick. Other materials can be used for decoration.
ROOF	Flat roof, the roof can usually not be seen from the street, hidden by the cornice
SIGNAGE	Sign above the storefront, projecting signs. Often, additional signs on the canopy or painted on the windows.
PARKING RELATIONSHIPS	For these buildings, parking is usually either on the side of the building or on the back. On-street parking might also be used
OTHERS.....	Awnings and canopies are very common



Mixed-use building on Emory Place

Post-WW2 Commercial

Existing	POST-WW2 COMMERCIAL
HEIGHT	1 story
SETBACKS	Very often, setback left for front parking
LOTS COVERAGE.....	Small, important space dedicated to cars
FENESTRATION	Display windows, entrance doors are not recessed
MATERIALS	Metal, brick eventually or other materials (stone, siding)
ROOF SHAPES & MATERIALS	Flat roof
SIGNAGE	Signs are made to be seen from a car in addition to the wall sign above the display windows or sometimes on the side of the windows.
PARKING RELATIONSHIPS	Parking can be anywhere: front, side, back, sometimes all around the building
OTHERS.....	Ready-built type



Commercial building on Broadway

This building type is not recommended.

Appendix 3: Mixed-Use Development Guidelines

Purpose:

1. Accommodate mixed-use buildings with shops, restaurants, and office uses on the ground floor with office or residential on upper floors; single-purpose uses such as office buildings, apartments and townhouses are also possible within the district.
2. Encourage development, in at least a portion of the district, that exhibits the design characteristics of pedestrian-oriented, storefront-style shopping streets;
3. Promote the health and well-being of residents by encouraging physical activity, alternative transportation, and greater social interaction.

Location principles

The district must be located:

1. in an area served by sidewalks or where sidewalks are constructed as part of the development;
2. where transit services are available within 500 feet of the site;
3. on sites that are free of environmental contaminants;
4. on land identified in Sector or One Year Plans as places for commercial, office or industrial uses.

Allowed uses

Residential

Most of the residential uses should be permitted: multi-unit residential, detached houses, row houses and dwelling units above the ground floor. However, the number of detached houses should be limited and located to the edges of the district in order to create a density high enough to help support some commercial activities.

Office

Most types of office uses are appropriate. Offices can be located in vertical mixed-use buildings or in separate office buildings.

Commercial

Most commercial activities that are not of a “Big Box” dimension are appropriate. Supermarkets and similar large-scale commercial use might be considered with “liner uses,” such as shops and restaurants.

Commercial uses linked to cars, such as vehicle sales, gas stations and drive-through restaurants, are not appropriate in the district. Vehicle repair and parts sales may be possible under certain design parameters (for example, garage door entrances to the side or rear of the establishment).

Public and civic

Most public or civic uses should be permitted, including cultural exhibits and libraries, parks and recreation, postal service, public safety and services, religious assembly and day care.

Development characteristics

Density/intensity of use

If mixed-use buildings are desired, such buildings should be rewarded with more flexible development standards. For example, fewer off-street parking spaces should be required for commercial development when sidewalks and transit services are available in the surrounding area, allowing “footprints” for other buildings.

Setbacks

Several types of “build-to” lines should be established for development in the district. Buildings with retail uses on the ground floor should have little or no setback, unless a setback is required for outdoor seating or a display area, or eventual sidewalk widening.



Setbacks are allowed if they are used to create a pedestrian-friendly activity, such as outdoor seating. Photo by Dan Burden.

Office buildings should have a setback of 0 to 10 feet, depending on the setting: (1) when a “main street” is being created, little or no setback is appropriate; (2) when office buildings are created away a commercial core, a setback of up to 10 feet is appropriate in order to create a landscaped buffer between the pedestrian activity on the sidewalk and the office activity. A residential building with dwelling units on the ground floor can have a setback from 5 to 15 feet in order to create a landscaped area, separating the public space from the private activities of the building. This setback can be used for a small private garden, or for a stair leading to the porch or the entrance. In this setting, ground floor residential is usually slightly above or below grade for additional privacy.

The appropriate minimum rear setback will depend on lot and development patterns in the area. If an alley abuts the rear of the mixed-use lot, no rear setback may be necessary. If the mixed-use lot abuts the rear property line of residential lots, the building should be setback from rear property lines in order to protect the privacy and open feeling expected within residential rear yards.

Building height

The buildings should usually have two to four stories. One-story buildings should be avoided, as should buildings higher than four stories, particularly when such buildings are adjacent to low-density residential areas.



Buildings should usually have from two to four stories

Commercial building design

Transparency of windows: All windows on the ground floor façade or on the side of commercial buildings should be transparent and allow views of indoor space or product display areas. Bulkheads, the sign board and door and window frames are the only features that should be solids in the façade. Blank walls should be avoided.

Doors and entrances: Buildings must have a primary entrance door facing a public sidewalk. Entrances at building corners may be used. Every building should have at least one entrance that does not require passage through a parking lot or garage to gain access.

Parking

On-street parking should be required within such districts.

No off-street parking is required for non-residential uses, unless such uses exceed a certain surface of gross floor area (5,000 sq feet, for example, in which case off-street parking must be provided for the floor area in excess of the 5,000 square feet). Off-street parking credits, especially for retail uses, should be taken into account when there are sidewalks around the development for a distance up to one-quarter mile and when there is transit accessible. As little as one-half of the off-street commercial parking listed in the supplemental zoning regulations can be required in those circumstances.

Off-street parking must be provided to the rear of the main building, or on the side. Parking surfaces must be well designed with human-scaled lighting and landscaping. When the parking lot is visible from the public right-of-way or residential zoning districts, it should be “screened” from the sidewalk or alleys (using wrought iron-like fences and landscaping) and from upper-story uses (using trees, dispersed evenly throughout the parking area at a ratio of one tree per 10 parking spaces). There should be some “transparency” to keep “eyes” on the parking lot for safety reasons.

Parking lots can be uncomfortably warm on summer days. Plants can have a significant moderating effect on the heat

and other uncomfortable aspects of the “microclimate” of parking lots. Planting small trees providing a natural canopy helps moderate summer temperatures, more than does a planting of small ornamentals. Dividing large lots into smaller “rooms” (that can be called “pocket parking”), separated by planted buffers, makes parking lots more visually acceptable and reduces their scale.

Shared parking: Where parking demands peak during different times of the day, parking should be shared (for example, if a church is located next to an office building).

Driveway access

Driveways that cross sidewalks disrupt pedestrian movements and pose safety threats. They should be exceptions in mixed-use districts. No curb cuts should be allowed for lots that abut an alley.

Open spaces and related amenities

Site design: Building entrances, parking areas, private and public open spaces, and pathways should be accentuated with appropriate features such as landscaping and pavement treatment. Public art should be encouraged. Such features should be placed or designed in such a manner that the view into the area is not obscured. Utilities that cannot be placed underground should be relocated in alleys or on the back side of buildings, in order to improve the appearance of the streets.

Residential amenities: Residential uses should accommodate space devoted to outdoor enjoyment, with public or private spaces being part of a formula to realize this objective. Such space can be patios, courts or balconies that are designed as a component of the residential architecture or as a park, green, square or plaza within the district.

Lighting

Light fixtures (those not attached to buildings) should be affixed to a decorative pole, which may be of metal, fiberglass, or concrete. Wooden poles should be avoided.