



Oakwood
Lincoln Park
Neighborhood
Plan





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Special thanks to all the folks in the Oakwood-Lincoln
Park neighborhood who helped us create this plan.
We hope that the concepts presented in this plan lead
to improvements that make the neighborhood a more
special place to call home.

Historic Photographs:
Courtesy of the McClung Historical Collection
of the Knox County Public Library System
(If you are interested in reproductions of the historic photographs, contact the McClung Historical Collection.)

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Chapter 1:

Introduction

This neighborhood plan has resulted from a collaborative effort that included the Oakwood-Lincoln Park Neighborhood Association, students of the University of Tennessee Department of Urban and Regional Planning, the Knoxville-Knox County Metropolitan Planning Commission and the East Tennessee Community Design Center. In updating the comprehensive plan for the area, which is included in the Central City Sector Plan, various programs and proposals were outlined, particularly in regard to the conservation of neighborhood resources. These included single-family housing, and park and streetscape improvements.

The Planning Area

The boundary of the Oakwood-Lincoln Park Neighborhood Association stretches from Woodland Avenue to Sharps Ridge and I-275 to Broadway. The primary focus of this plan is the heart of the neighborhood, the blocks east of Central Street.

Broadway and Central Street are areas that have significant potential for mixed use infill development that could benefit adjacent neighborhoods and produce greater revenue for



The Oakwood trolley, seen here on Gay Street, enabled the development of the neighborhood as a streetcar suburb.

the city. Multi-modal transportation and a greater range of neighborhood-oriented land uses, including higher density housing and retail uses, are potential scenarios for these corridors. However, because of complex planning and design issues, corridor planning is not addressed in this document.

The Neighborhood Association

The Oakwood-Lincoln Park Neighborhood Association is among the most active associations in the city. During the last several years, neighbors set forth goals, created a strategic plan and formed committees to address various issues.

Goals

In paraphrased form, the neighborhood association's goals are:

- Improve the neighborhood by revising the zoning to increase single-family housing, and by promoting compatible new construction and home renovation.
- Improve the wellbeing of residents by encouraging spiritual, social, educational and recreational opportunities.
- Improve the neighborhood's beauty, environment and safety by increasing community pride, ensuring code enforcement and utilizing city services.

Strategic Plan

A few years ago, the association prepared a strategic plan to address various issues, ranging from housing to animal control. In view of the primary aspects of the Metropolitan Planning Commission's program, which are land use, urban design, transportation and community facility planning, the specific strategic issues that were focused upon in this plan include:

- Changing the General Residential (R-2) zoning to Single-Family Residential (R-1) to preserve the neighborhood's single-family character
- Ensuring that adequate and attractive housing is provided
- Reducing on-street parking problems
- Improving the appearance of the neighborhood by renovating housing and planting trees and shrubs
- Creating sidewalk connections and making sidewalk repairs throughout the neighborhood
- Promoting maintenance, cleanliness and repair of alleys
- Correcting drainage problems.



Parking is often helter-skelter in the neighborhood. Cars are often parked on planting strips and sidewalks.



Historically, the area has been a place for single-family homes, many reflecting Victorian-era architecture.

Existing Land Use and Zoning

From the preceding goals and strategies, it is clear that the neighborhood has concerns about conserving its single-family character. Currently, there is a "disconnection" between existing land use and zoning. Although R-2 zoning (allowing apartments) was put in place years ago, the area remains largely a single-family neighborhood (see Land Use map on page 3).

















The existing zoning (with the R-2 area depicted in orange) appears on page 4. One strategy to address neighborhood concerns is downzoning to foster single-family infill housing. In exploring downzoning, it may be logical to address potential changes in steps, starting with the 'checker board' R-1/R-2 areas first. Other strategies include design principles for multifamily housing, which could apply if a neighborhood conservation area were to be created in the R-2 areas (see Chapter 3 for further discussion).

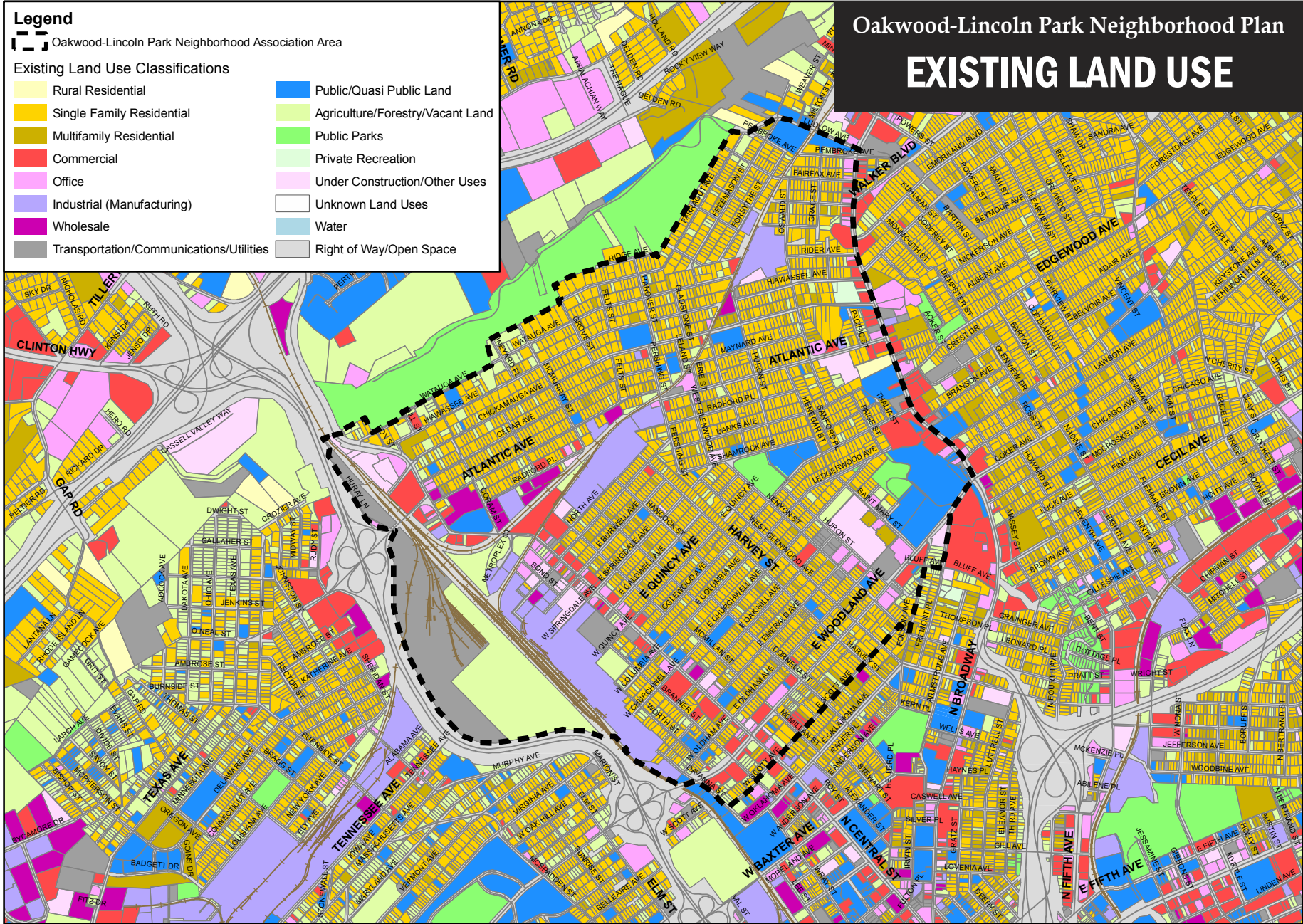
EXISTING LAND USE

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 Oakwood-Lincoln Park Neighborhood Association Area

Existing Land Use Classifications

- | | |
|---|--|
|  Rural Residential |  Public/Quasi Public Land |
|  Single Family Residential |  Agriculture/Forestry/Vacant Land |
|  Multifamily Residential |  Public Parks |
|  Commercial |  Private Recreation |
|  Office |  Under Construction/Other Uses |
|  Industrial (Manufacturing) |  Unknown Land Uses |
|  Wholesale |  Water |
|  Transportation/Communications/Utilities |  Right of Way/Open Space |





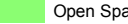

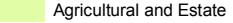
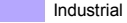
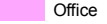
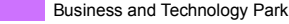
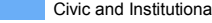
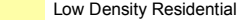
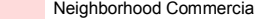
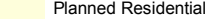

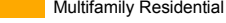
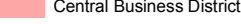
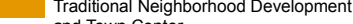
ZONING

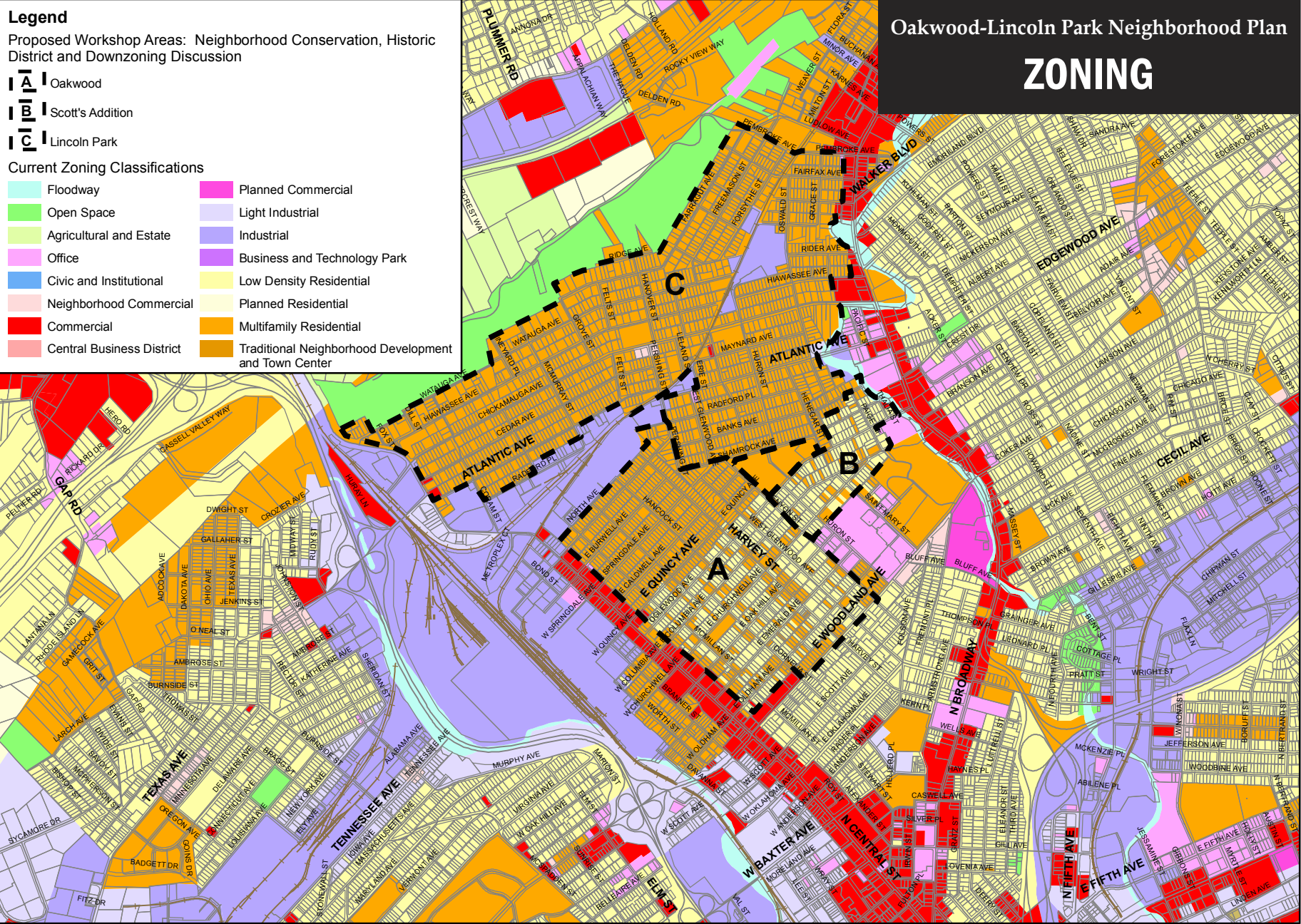
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Proposed Workshop Areas: Neighborhood Conservation, Historic District and Downzoning Discussion

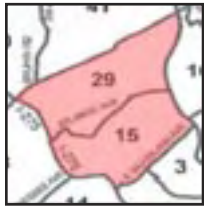
- A** Oakwood
- B** Scott's Addition
- C** Lincoln Park

Current Zoning Classifications

- | | |
|---|--|
|  Floodway |  Planned Commercial |
|  Open Space |  Light Industrial |
|  Agricultural and Estate |  Industrial |
|  Office |  Business and Technology Park |
|  Civic and Institutional |  Low Density Residential |
|  Neighborhood Commercial |  Planned Residential |
|  Commercial |  Multifamily Residential |
|  Central Business District |  Traditional Neighborhood Development and Town Center |



Demographic Profile



The Oakwood-Lincoln Park neighborhood is within the boundaries of Census tracts 15 and 29. Figure 1 compares various characteristics from the 1970 and 2000 censuses. Tract

15 provides a good basis for comparison of change within the neighborhood because it lies completely within the association's boundaries. From tract 15, the following observations can be made:

- *A decrease in population from 5,040 in 1970 to 3,538 in 2000*—This is a reflection of a national trend toward smaller household size as well as a decrease in the number of households in this area.
- *A decrease in both single-family housing and apartments*—In part, this trend can be attributed to the expansion of St. Mary's Hospital.
- *A substantial reduction in the number of school-age children (ages 5 to 19 years)*—This resulted from the aging of baby-boomers and smaller household size as well as the loss of housing due to St. Mary's Hospital expansion.
- *A substantial loss in the number of elderly*—This can likely be attributed to "change-overs" in the occupancy of single-family housing.
- *A slight increase in the proportion of minority groups*—This can be attributed to the general trend toward ethnic and racial diversity in the region and the greater minority population in Christenberry Heights.
- *A more balanced proportion in the male-female ratio*—This may be due to job loss in the nearby garment industry that employed a large number of women.

**Figure 1.
OAKWOOD/LINCOLN PARK POPULATION & HOUSING CHARACTERISTICS
A 1970 AND 2000 COMPARISON**

	CENSUS TRACT 15		CENSUS TRACT 29	
	1970	2000	1970	2000
TOTAL POPULATION	5,040	3,538	2,966	3,467
POPULATION BY GENDER				
Male	2,141	42.5%	1,653	46.7%
Female	2,899	57.5%	1,885	53.3%
POPULATION BY AGE				
Under 5 Years	294	5.8%	199	5.6%
5 to 19 Years	1,094	21.7%	594	16.8%
20 to 44 Years	1,364	27.1%	1,326	37.5%
45 to 64 Years	1,453	28.8%	743	21.0%
65 Years and Over	835	16.6%	572	16.2%
POPULATION BY RACE				
White	5,025	99.7%	3,248	91.8%
African American or Other	15	10.03%	290	8.2%
CHARACTERISTICS BY HOUSEHOLDS				
Total Households	1,822	1,527	1,041	1,448
Family Households	1,324	851	855	896
With own children under 18 years	540	363	361	499
Female householder, no husband present	261	237	136	416
With own children under 18 years	94	110	45	299
Average Household Size	2.67	2.21	2.82	2.39
HOUSING				
Total Units	1,881	1,684	1,087	1,550
HOUSING OCCUPANCY				
Owner-Occupied	1,212	64.4%	966	57.4%
Renter-Occupied	610	32.5%	561	33.3%
Vacant	59	3.1%	157	9.3%
HOUSING TYPES				
Single-Family	1,554	82.6%	1,408	83.6%
Duplexes and Apartments	327	17.4%	276	16.4%



Oakwoods' first roads were macadam. Picket fences could often be seen around yards.



Atkins's Mantle Factory was located at the north end of the neighborhood along the railroad.

Chapter 2:

History of the Neighborhood

Oakwood

Originally known as “Flatwoods”, the Oakwood neighborhood was carved out of an oak forest in 1905. C. B. Atkin developed the area into a streetcar suburb not far from downtown Knoxville. The original development included 531 residential lots, fronting on wooden sidewalks and macadam streets. He also imposed restrictions on the properties such as a consistent 25-foot setback.

He named many of the streets after members of his own family and friends, as was customary at that time. Churchwell Avenue was named for original landowner Sophia Churchwell.

C. B. Atkin’s mantle company employed many occupants of Oakwood. It was located on North Avenue between Hancock Avenue and Radford Place. Atkin marketed the Oakwood development to a variety of interests. Railroad workers at the nearby Coster Shop yards and carpenters at his mantle factory were a significant focus of his development. The trolley line also enabled professionals and businessmen to commute downtown.

Springdale Avenue was the first street to be developed. There, like most of the neighborhood, one-



Oakwood in the early 1900s

story homes were created in a symmetrical line along the street. Churchwell and Columbia were considered the most prestigious avenues because they featured the best views from their hilltop locations.

Most of the housing includes styles that were popular in the late 19th and early 20th centuries. Queen Ann and Craftsman-style homes are found on the ridge, while Folk Victorian and Folk National styles are common in the valley. A few

shotgun houses are also found in the neighborhood. Porches on some houses were apparently modified. The original slender porch posts, common in the Victorian era, were replaced with a Craftsman-style.

The neighborhood grew substantially in the early years, which necessitated the construction of Oakwood School in 1910. However, 15 years after the initial development, 40 percent of the lots were still vacant.



Folk Victorian style

Much of Oakwood-Lincoln Park's architecture is Folk Victorian, adapted from the Queen Anne style. Other late 19th and early 20th century housing styles can be seen in the neighborhood



Folk Victorian style



Folk Victorian style



Shotgun style



Folk Victorian style



Four Square style



Queen Anne styles can be found on Chickamauga Avenue.



Craftsman and Dutch Colonial Revival styles (left to right) in Scott's Addition

The neighborhood was annexed by the City of Knoxville in 1917, as were several other communities adjacent to the city limits at that time. Following World War II, the farmland east of Oakwood was sold and developed with bungalows and ranch houses. Saint Mary's Hospital, which was established in the 1930s, spurred further development. Fulton High School, located on the periphery of the neighborhood, was built in the 1950s to serve the teenagers of the community.

Lincoln Park

Prior to its development, Lincoln Park was originally farmland, where cattle once grazed and corn was the chief agricultural product. The land featured a natural spring and small resort. The Edgewood Land Company bought and subdivided the land in the late 1800s. Housing construction continued well into the 20th century.

Important neighborhood features included the trolley line, its churches, the Lincoln Park School and the neighborhood grocery stores. The earliest churches were Lincoln Park Baptist, Broadway Baptist, and Lincoln Park Methodist Episcopal. The original Lincoln Park School, situated at the corner of Atlantic Avenue and Kenyon Avenue, burned down in the 1950s. The current school, located on Chickamauga Avenue, was constructed in 1912 over the site of the Lincoln Park's natural springs. Grocery stores and dry good stores were vital to early residents. In fact, grocery stores were commonly situated every six to eight blocks, convenient to the households. Noted stores in



Above:
Shorty's is one of the few remaining stores in the neighborhood.



Left:
The city's trolley line ended at Shorty's, where the tracks formed a loop for the return downtown. This trolley's last run was on July 31, 1947.

Lincoln Park included Duncan's, Byerley's, White Store, IGA, and Rose Drugstore.

Lincoln Park was incorporated in 1913 and annexed by the City of Knoxville in 1917. The Fountain City "Dummy Line" train served Lincoln Park until 1907, at which time the Broadway streetcar route was extended to Fountain City. The Dummy Line was powered by a steam engine rather than with electricity like the streetcar system. The Dummy Line entered the neighborhood from Woodland Avenue. After going through what is now called Old North Knoxville, it crossed farmland before reaching Lincoln Park and proceeded along Huron Street toward Fountain City.

Scott's Addition

Scott's Addition was first developed in the late 1930s on the land owned by David Scott. The Scott family is said to have owned the tract for many decades prior to its subdivision.

Various attributes distinguish the neighborhood:

- A variety of architecture styles of the 1930s and 1940s, with good examples of Tudor, Dutch Colonial, Spanish Colonial Revival and Craftsman styles
- An attractive landscape, composed of a mix of native hardwoods and flowering trees and shrubs
- A consistent streetscape, framed by the rhythm of the architecture and lined with dual sidewalks
- An absence of alleys and an irregular grid pattern, which is a departure from other portions of Oakwood and Lincoln Park



Although the streets have been paved and the board sidewalks replaced, Oakwood's early 20th century housing is still largely intact.

Clearly, Scott's Addition was one of Knoxville's first suburbs designed to accommodate the automobile. It has remained relatively unchanged over the years.

Potential Historic or Neighborhood Conservation Districts

When Knoxville started its historic preservation program in the 1970s, the oldest neighborhoods were typically looked upon as potential historic districts (in part because the National Register of Historic

Places has criteria that potential sites be at least 50 years old). Now virtually all of Oakwood, Lincoln Park and Scott's Addition meet the age criteria. Additionally, their significance is derived from their association with Knoxville's transportation, manufacturing and medical history. Typically, the homes were not pretentious yet they do represent an impressive collection of the architecture of the first half of the 20th century. The housing is also a reflection of the families who called Oakwood and Lincoln Park "home", a neighborhood formed by the

mechanics, carpenters, businessmen, and medical personnel who were employed nearby or commuted downtown.

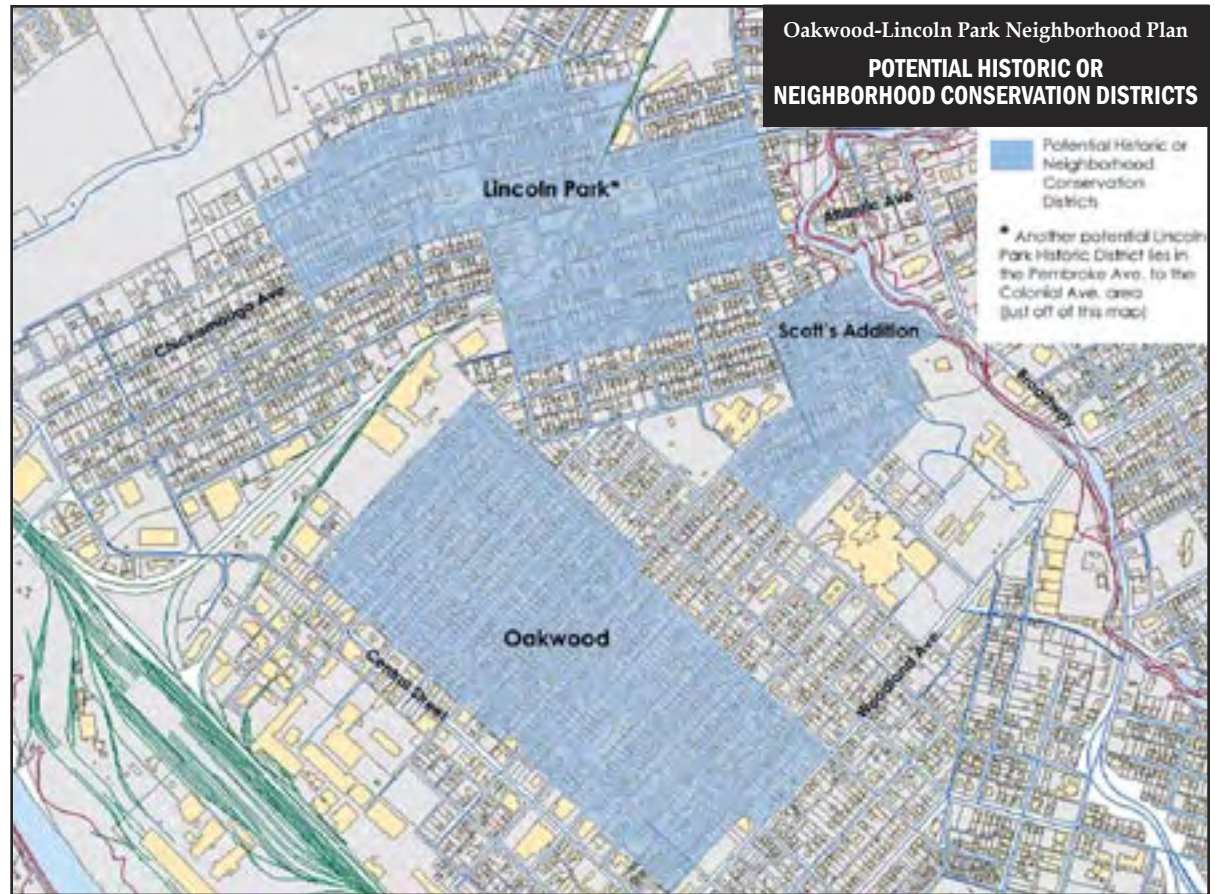
There are distinct areas where housing changes have been minimal and the earliest homes of the pre-war era are still intact. These include the original portions of Oakwood, Lincoln Park and Scott's Addition, which merit consideration as neighborhood conservation or historic districts (these areas are identified in the following map).

Zoning Considerations for Neighborhood Conservation Programs

Four potential programs have been identified to address neighborhood conservation.

1. Downzoning

For more than a half-century, Oakwood-Lincoln Park was almost exclusively a single-family neighborhood. After World War II, the zoning was changed to R-2 (the General Residential District), which permits apartments as well as single family housing. This change in zoning was typical in American cities and followed a theory that higher densities should be in the closest ring of neighborhoods, not far from downtown. This type of location theory did not account for good housing design nor was it concerned about the fragmentation of single family housing areas. Apartments were occasionally built that are ill designed to fit in with historic architectural styles. Downzoning to one of the low-density residential zones (for example, R-1)



is one method to better assure that the character of the neighborhood is protected.

2. Historic Preservation Overlay Districts

This is an overlay zone that regulates new construction, renovation and demolition in historic neighborhoods. The uses associated with the underlying or base zone do not change. In other words, both single-family and multifamily housing, which are permitted in the R-2 zone, could be

developed. The appearance of new buildings and housing that is to be renovated can be regulated through design guidelines. This involves a two step process. New construction or renovation plans are reviewed by the Historic Zoning Commission to see that the design of the housing and orientation on the lot complements historic buildings on the block. With the commission's approval, a building permit is issued.

3. Neighborhood Conservation Overlay Districts:

This type of zoning was created to protect older neighborhoods from incompatible new construction and to create a review process before any older buildings are demolished. This is also an overlay zone, meaning that the uses associated with the underlying zone (again, both single and multi-family housing could be developed in the existing R-2 area). When a neighborhood conservation district is established, guidelines are created with the neighborhood's property owners to foster new construction that is in keeping with the scale, materials, setbacks, roof lines and similar features of older buildings.

4. New "Generic" Zoning Provisions for Grid Street Neighborhoods:

Much of the Central City is composed of such neighborhoods. Sidewalks, 50-foot wide lots, 25-foot setbacks, alleys, and houses with porches are typical characteristics. Zoning and design standards could be helpful in creating infill housing that fits the character of older neighborhoods. This could be accomplished through an ordinance with the type of principles that are presented in Appendix A.



Parking covers the front yards of this infill housing example. If the parking had been off the alley, lawn space and sidewalks would have been possible, matching the historic pattern in most of Lincoln Park.

Why Create a Neighborhood Conservation or Historic District?

Besides protecting historic architectural features and the buildings associated with neighborhood history, there are several economic reasons. Such districts offer investment security in that each property is treated in similar fashion when new construction or renovation begins. The guidelines better assure that the historic features of housing design are respected. Consequently, property owners come to realize that their reinvestment in restoring a house will be protected since other owners will be following the same guidelines in making improvements. This typically lends stability to a neighborhood and results in a greater degree of investment and increase in property values.



Reinvestment in the neighborhood: The renovation of a Victorian-era house by Vintage Homes, Inc.

Chapter 3:

Neighborhood Design Principles

The following principles are the major points that should be considered in drafting design guidelines, anticipating that Oakwood-Lincoln Park or portions of the neighborhood would like to create a neighborhood conservation or historic district.



A good example of consistent setbacks

Setbacks

The setback of housing from the sidewalk was consistent, with 25 feet being the common distance. That “build-to line” is very important in creating a pleasant streetscape. The following principles should be used in renovation or new building construction:

- Similar front yards with houses and their porches on the same line (this “build-to line” will typically be about 25 feet from the sidewalk)
- Porches should be incorporated into housing design (particularly in Oakwood and Lincoln Park) and can extend 6 to 8 feet toward the street from the main portion of the house
- Parking should not be in front yards. Alley access should be used for garage or parking pad locations.

Scale and Foundation Height

The early homes were built on an elevated foundation and the scale was proportional from one house to another. When constructing new housing, the following principles are critical in maintaining values, historic, as well as property.

- The elevation of new foundations should be about the same as other housing on the block
- The scale of the walls, including height and



Scott's Addition: An example of consistent scale and foundation height

proportion of wings or bays, should be like older homes on the block

- The overall height of new housing or additions should be similar to older homes on the street
- The foundation building materials should complement existing houses. Faced-stone, artificial stone, cinder block and stucco are not appropriate

Porches

Porches provide residents with an outdoor living environment, a place of socializing with one's neighbors, and a level of neighborhood security.

- Create porches with new construction (typically about 8 feet in depth), particularly in Oakwood and Lincoln Park
- The open appearance of front porches should be maintained; if porches are to be enclosed, glass should be used where the open dimensions of the porch had been located.
- Post and railings should be in keeping with the historic nature of the community. Avoid wrought iron, "antebellum" columns and other materials that were not used in the early 1900s.



A good example of the porch proportions on a historic house in the neighborhood. The posts are representative of the Craftsman style.



The original design of windows is important. Craftsman windows (above) often had three small panes over one large pane.



An example where the original style of the windows and doors have been lost

Windows and Doors

Because there are Folk Victorian, Queen Anne, and Craftsman-styled homes, a few basic considerations are important:

- Original doors and windows should be reused in renovation, if possible.
- If replacement is necessary, new windows and doors should be similar in style and openings of the original design.
- Window proportions and styles for new house construction should be similar to historic homes.



Roof shapes were typically complex. In this case, a Craftsman-style porch joins a hipped-shaped roof.

Roof Shapes and Materials

Steeper roof pitches and relatively darker shingles were common to most historic homes and are a basic consideration in renovation and new construction.

- New roofs should be designed to have a similar pitch to original housing on the block.
- Hipped roofs and dormers should be part of new housing designs when such forms were historically used on the block.
- Darker shades of shingle were often used and should be chosen in roofing houses.



An example of modern siding that does not detract from all of the historic features of a Craftsman-style house.

Siding Materials

Clapboard is the most common siding that was used in Oakwood and Lincoln Park. Brick was uncommon outside of Scott's Addition.

- The exterior materials of new construction should be like historic architecture. Clapboard-like materials (like cement fiberboard) should be used when constructing new housing where Victorian or Craftsman styles existed.
- Faced stone, vertical siding and other non-historic materials should not be used.

Apartments

In places with R-2 zoning, new apartments should be designed in similar proportions to the architectural features of historic houses in the neighborhood.

- Apartment size should fit with the scale of early houses on the block
- The street façade should continue the rhythm of the block. Apartments should be located on the "build-to line," incorporating porches, and breaks in the front façade that mimic the look of the historic homes when looking down the block
- Parking should be provided behind apartments with access from the alley



This example of multifamily housing is not in harmony with the surrounding buildings.



The design of these apartments would fit well with a neighborhood that has Craftsman-styled housing.

Chapter 4:

Infrastructure and Community Facilities

At the turn of the 20th century, transportation in Oakwood-Lincoln Park was dominated by the use of rail, including trolley lines and railroad freight lines. Roads were utilized by carriages and pedestrians, and later more heavily by automobiles and commercial trucks. At first, neighborhood streets were commonly made of aggregate, and sidewalks were raised wooden walkways. Alleys were used for public utilities and services, as well as for storage shed and garage access.

Oakwood-Lincoln Park's streets were created as different portions of the neighborhood were developed. This has resulted in a patchwork street network that changes drastically from block to block. Some streets have planting strips and sidewalks, some have curb-side sidewalks only; and some streets have sidewalks for only a portion of the block. Some blocks have curb and gutters, which helps organize on-street parking, while others do not.

Sidewalks

Sidewalks should form a basic means for pedestrians to walk about older neighborhoods. Unfortunately, the existing sidewalk system can be described as spotty, especially in Lincoln Park and the area around the hospital.

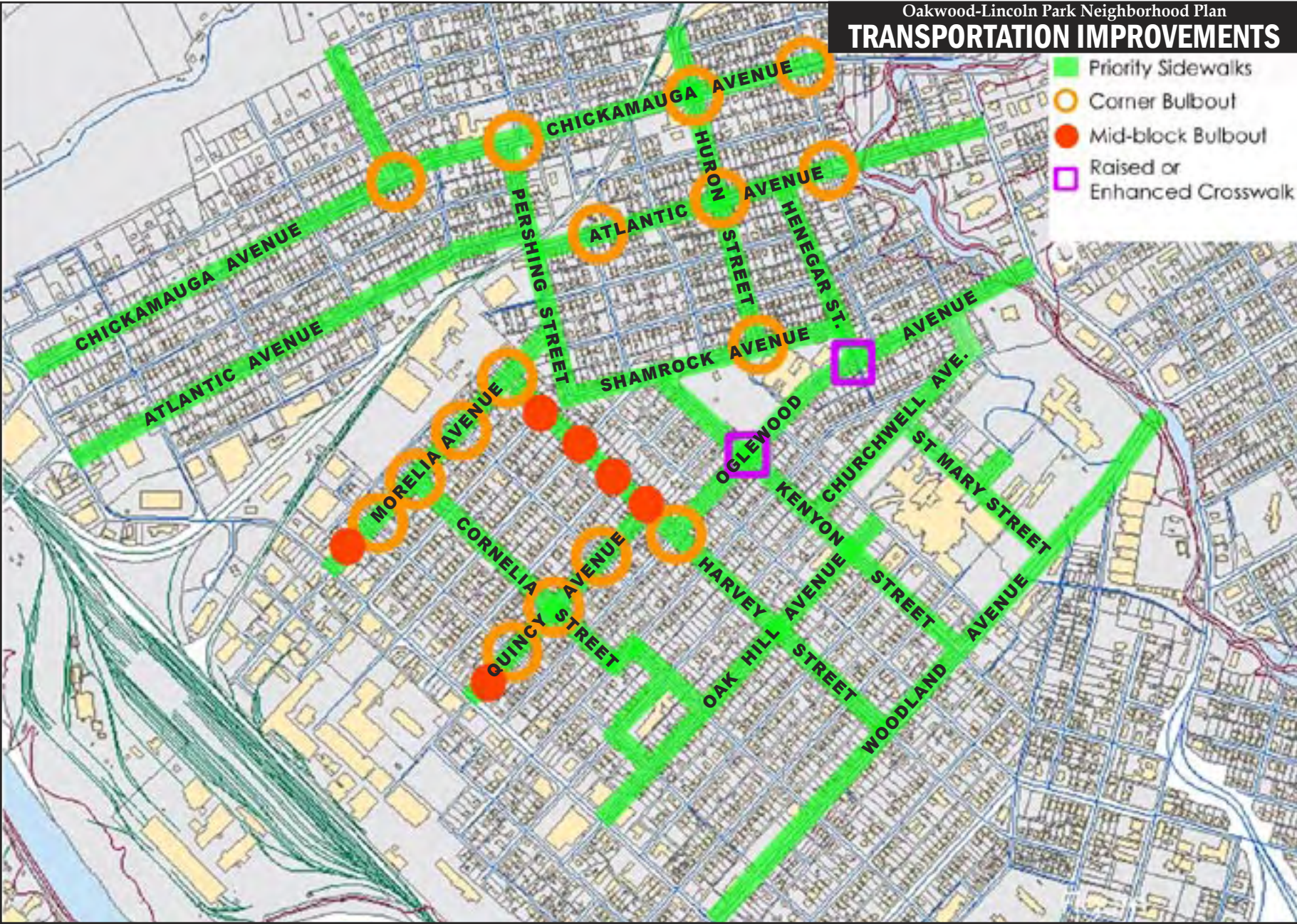


Oakwood in 1906: Sidewalks were raised wooden walkways.

New sidewalk construction is expensive. However, certain areas should be targeted for sidewalk improvements. The greatest needs are connections to the hospital, schools, parks and bus routes. The cost of new sidewalk construction, if excavation, curb and gutter are needed, can be in excess of \$100 per linear-foot. The cost of sidewalk repairs is about \$45 per linear-foot, based on a 5-foot width.

It is desirable to have sidewalks on each side of the street and that should be a long-term goal. Streetscape improvements, including separated sidewalks, street trees, and bulb-outs to protect parked cars are part of the formula for great neighborhood streets. However, in light of the cost and particular needs, the sidewalk improvement program is a basic one, based on the following criteria:

TRANSPORTATION IMPROVEMENTS



- Schools and the hospital should be the focus of connections
- A continuous sidewalk should be located along at least one side of the street
- Thoroughfares, such as Atlantic and Chickamauga Avenues, which connect to transit, commercial and employment areas, should have a sidewalk
- A system of sidewalks should be spaced throughout the area (with a quarter mile—a standard for walking distance—being the greatest separation one would encounter without having a continuous sidewalk to walk along).

In examining the proposed sidewalk routes (with a sidewalk to be provided on the one side that has the greatest length of existing sidewalk pavement), it is estimated that it would be necessary to replace about 2,500 linear feet of sidewalk that is in poor condition (severely cracked or buckled pavement). Additionally, there are over 24,000 linear feet of sidewalk that would need to be constructed to complete this basic “one-side-of-the-street” system.



Patients and visitors to St. Mary’s Hospital often must walk in the street.



Gaps in the sidewalk system are common in Lincoln Park.

The estimated costs for new, concrete sidewalk construction along the proposed routes (based upon \$110/LF) are:

- Chickamauga Avenue (North-side): \$485,500
- Atlantic Avenue (South-side of street): \$675,000
- Pershing Street (East-side of street): \$79,000
- Henegar Street (West-side of street): \$143,000;
- Shamrock Avenue (South-side of street): \$71,500
- E. Morelia Avenue (Northwest-side): \$88,500
- Cornelia Street (Southwest-side): \$100,000
- Harvey Street (Northeast-side): \$200,000
- W. Glenwood Ave. (Southwest-side): \$209,000
- Huron Street (Northeast-side of street): \$198,000
- Saint Mary Street (Southwest-side): \$126,500
- E. Oak Hill Avenue (Southeast-side): \$70,500
- E. Emerald Avenue (Northwest-side): \$42,000
- E. Oldham Avenue (Northwest-side): \$64,000
- Hanover Street (West-side): \$74,000
- E. Woodland Avenue (Northwest-side): \$75,000
- McMillan Street (Northeast-side): \$66,000.

Note: Sidewalk construction costs are in Appendix B.

Traffic Calming

Traffic calming is another neighborhood need. The Transportation Improvement Map outlines traffic calming proposals, which are ways to reduce traffic speed and make streets safer for pedestrians.

Traffic calming devices, such as “bulb-outs,” also increase protection for vehicles parked on the street, which is a major issue in the neighborhood.

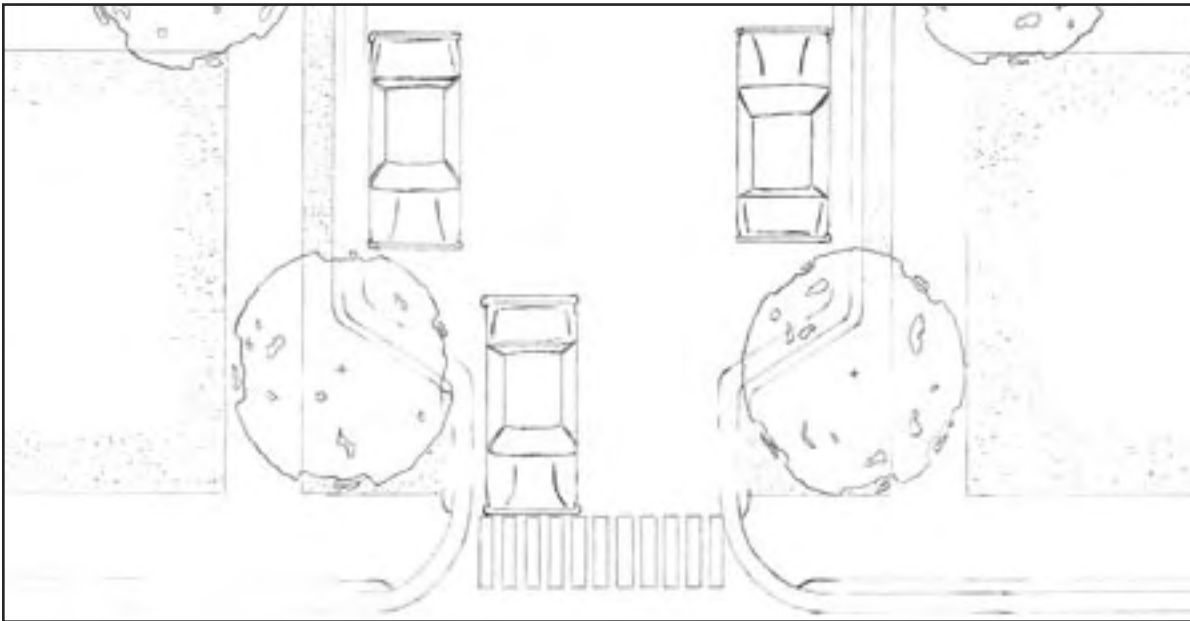
Bulb-outs, which function as extensions of street corners, constrict the street width and act as a traffic calming device. For pedestrians, bulb-outs allow a safer passage across a street because there is less distance to cross. Bulb-outs also foster more structured and safer on-street parking. The bulb-outs proposed near Christenberry Elementary School were conceived to create a safer route for children walking to and from school. Mid-block bulb-outs are similar to the corner bulb-outs. They are good for traffic calming and for more organized parking, but are less effective for pedestrian crossings.



Mid-block bulb-out



Bulb-outs – A Traffic Calming Device: Corner bulb-outs (shown above in the photo and below in the illustration) function as extensions of street corners for pedestrians and increase protection for vehicles parked on the street.



The blue diamonds on the Transportation Map are speed tables. These are raised portions of a road that are engineered to allow an acceptable speed of travel in the designated zones. These are shown on Oglewood Avenue near Christenberry Elementary School to protect children from speeding vehicles.



An example of a speed table, one of the proposed traffic calming measures

Parking

The versatility of parking in urban neighborhoods can be considered a mixed blessing. In Oakwood-Lincoln Park, residents predominantly utilize on-street parking, as opposed to parking off the alley. When on-street parking is utilized correctly, it can create a buffer for pedestrians using sidewalks and serve as traffic calming since the driving lanes are constricted. However, when on-street parking becomes chaotic, like when cars are parked on sidewalks and planting strips, an eyesore is created within the neighborhood.



“Ill-defined” would describe the road edge, parking and sidewalks along some neighborhood streets.



A change in city policies would allow greater utilization of alleys for vehicle parking.



A.



B.



C.

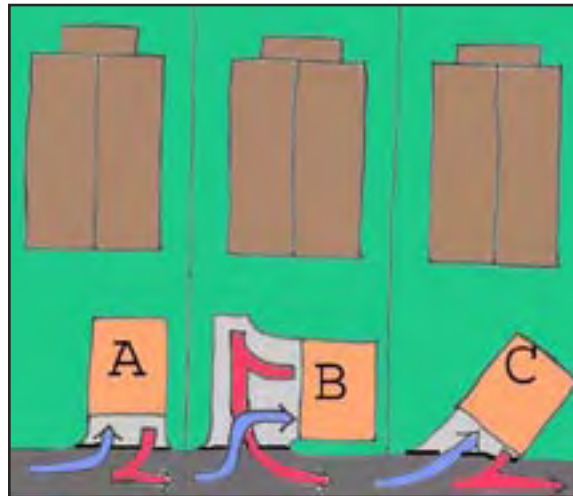
Alleys

One of the greatest, yet underutilized, assets of this urban neighborhood is the alley system. It serves multiple uses, all of which function to remove clutter from the front of the homes.

The potential for better use of alleys is significant. City policies should be revamped to encourage parking at the edge of back yards, just off alleys. Driveways should not be permitted through front yards where alleys exist. Parking pads should not have to be constructed of impervious surfaces.

There are multiple ways to handle the design of alley-oriented garages. Three different options are shown on this page. Each design has a variety of advantages and disadvantages.

Alleys are also practical for trash pick-up. This creates a more pleasing environment throughout the entire neighborhood and makes the removal of trash easier and more efficient. Utility companies can also use alleys to stretch power lines, telephone and coaxial cable. This removes unsightly utility lines from front yards.



Three recommended types of alley-oriented garages.



Simple off-alley parking solutions should be allowed in older neighborhoods.

Mail Delivery

In recent years the United States Postal Service has begun to require that mail boxes be placed curbside as changes in occupancy/ownership occur. This causes severe conflicts between two necessary functions: mail delivery and on-street parking. In such an old urban neighborhood as Oakwood-Lincoln Park where on-street parking has always been needed, it is not practical or desirable to place mailboxes on the street. Because postal trucks need access to curbside mailboxes, on-street parking will become more and more impractical over time. Mailboxes also become visual clutter, competing with the traditional sidewalk and street tree space. The decades old tradition of door-to-door mail delivery and on-street parking needs to be continued in historic neighborhoods, including Oakwood and Lincoln Park. Those simple services go a long way in conserving the character of the area. Mailbox delivery along alleys is a possible solution to the problem. The current condition of alleys (for example, lack of lighting and alley maintenance) would need to be improved for this alternative to work.

Truck Routing

In a neighborhood survey, the truck traffic on Morelia Avenue was rated the worst in the neighborhood. This can be attributed to the industrial sites running parallel to Morelia Avenue, off North Avenue. North Avenue is a small road that is not capable of handling large trucks and is not connected to Central Street, as is Morelia Avenue.



A typical scene along Morelia Avenue.

In order to reduce the truck traffic on Morelia Avenue, an alternative is to improve North Avenue, providing an extension through the industrial area to Central Street. An eastward connection to Atlantic Avenue is another consideration as would be a truck turnaround at the end of industrial yards near Harvey Street.

Transit

Ridership information provided by Knoxville Area Transit (KAT) indicates that about 1,830 of the 7,005 people in the study area ride the bus each month. That ridership equates to 26% of the population using Route 21. In the neighborhood survey, respondents expressed the need for improved bus stops, especially more bus shelters.



The North Avenue through-street alternative



The North Avenue turn-around alternative

Drainage

Engineering staff have identified the First Creek area near Broadway as a place where flooding is a concern. The 1983 FEMA floodway maps, which have historically been used to identify the flood-prone portion of this area, are outdated.

There have been property owner complaints of flooding in the area of East Springdale and West Glenwood at Shamrock Avenue. Additional complaints have been listed about Watauga Avenue east of Freemason Street toward the railroad tracks. South Metler and Radford Place have a few outdated drainage structures. Metroplex Court has a detention pond that overflows its shallow banks in heavy storms.

Storm water is directed from the neighborhood through a corrugated metal culvert that flows through the industrial area, west of Central Street. The life span of that culvert is limited. A determination should be made on a time frame to replace the culvert; should it cave in, storm water could back up into the neighborhood.

Chapter 5:

Green Infrastructure

Green infrastructure is a term used to describe parks, tree-lined streets, forested slopes, and grassy play areas. In short, places that support environmental health and people's recreation. Green infrastructure is a critical component and a hallmark to neighborhood vitality.

Green Streets

The concept of a green street harkens back to days when streets and yards were lined with trees, beautifying the neighborhood. Many trees in Oakwood-Lincoln Park have died and have not been replaced. Trees provide shade for pedestrians walking on the sidewalks, and, if properly placed, can reduce the energy needed to cool homes. There are other economic benefits to tree planting. Various studies have shown that residential real estate values increase by as much as 15 percent when neighborhoods are shaded with trees.

Oakwood-Lincoln Park has an abundance of streets with sidewalks and planting strips. Some of the planting strips are big enough for tree planting. This requires a strip at least 4 feet wide. Planting strips offer an opportunity for tree growth along a street, providing shade and beauty. Planting strips that are



Tree-lined sidewalks, like this scene along Oglewood Avenue, should be created throughout the neighborhood.

less than 4 feet wide may best be landscaped with grass or other small trees. In this situation, it would also be best to plant large trees in the front yards of houses near property lines to provide additional shade and charm to the neighborhood

The historic portions of Oakwood should be high priority for tree planting, using the public rights-of-way where possible. Tree planting should be coordinated with sidewalk improvements on portions of Chickamauga and Atlantic Avenues.



Christenberry Park

Parks as Green Infrastructure

In 1930, the City of Knoxville commissioned its first Comprehensive Plan that proposed a system of parks and playgrounds across the city. The goal was to provide residents with a variety of recreational opportunities within a short distance of their homes. Two of that plan's major park and playground sites, Oakwood School and Lincoln Park School, have been lost as recreation spaces.

Currently, there are only a few opportunities in the neighborhood for either passive or active recreation. The most prominent is Christenberry Park, which abuts Christenberry Elementary School. This park is primarily composed of fenced softball and

baseball fields. Consequently, it provides limited neighborhood-oriented recreational opportunities. Some churches within the neighborhood, like Lincoln Park United Methodist, also provide small areas for recreation.

Residents expressed the desire for more multipurpose open space and to be able to walk more comfortably about the neighborhood. This is in keeping with national trends: the aging population wants to be able to walk for pleasure as well as to avoid automobile dependence. Lincoln Park's sidewalk network is too incomplete to be a comfortable walking experience.

Traditionally, a one-quarter mile walking distance is used to measure the ideal distance for neighborhood recreational opportunities in urban areas. For toddlers and parents, the distance to a playground should be even shorter; one-eighth mile is the suggested standard. This easy walking distance to park spaces is lacking within the neighborhood, leaving some residents to improvise. For instance, basketball goals are occasionally seen in the street, rather than in a safe location.

When looking at the existing green infrastructure, it becomes apparent that there are additional opportunities to enhance the park and recreation system for the neighborhood.

Green Infrastructure Proposals

There are many opportunities to enhance green infrastructure within the neighborhood. Three key proposals include: reuse of the Oakwood School, the Chickamauga green space opportunity, and a walking trail around St. Mary's Hospital. There are several concepts that the neighborhood may want to consider in making the following proposals a reality, including public-private partnerships, park improvement districts and school board-city partnerships.

1. Reuse of the Oakwood School

The Central City Sector Plan, adopted in June 2003, calls for the adaptive reuse of the Oakwood School for residences and/or as a neighborhood-serving public facility. Under this proposal, the asphalt that currently covers most of the school grounds should be removed to create an open green space, with areas for both active and passive activities.

This is a natural evolution for the Oakwood School, which has served as a neighborhood asset for nearly a century. It would be fitting to complete the Oakwood School park restoration by 2006, the school's centennial.





Chickamauga Green Space: Under the proposal, the city would work with the church to expand the recreation space, acquiring and clearing out the underbrush of the woodlands.

2. Chickamauga Green Space

The loss of the Lincoln Park school grounds has created a gap in recreational opportunities in the neighborhood. There is an opportunity to create a new park just south of the school by acquiring the vacant lots between the Methodist Church and Shorty's. This is a low-lying area, apparently subject to flooding, that could be transformed into a multi-purpose play field. In creating this space, fencing should be established along the railroad. This potential park would form an irregular triangle that is bounded by Pershing Street, Chickamauga Avenue, the train tracks and the church.

The park could include a walking trail, picnic areas and sitting areas, a children's playground and open space to toss a ball or throw a Frisbee. Fortunately



A conventional playground at an elementary school

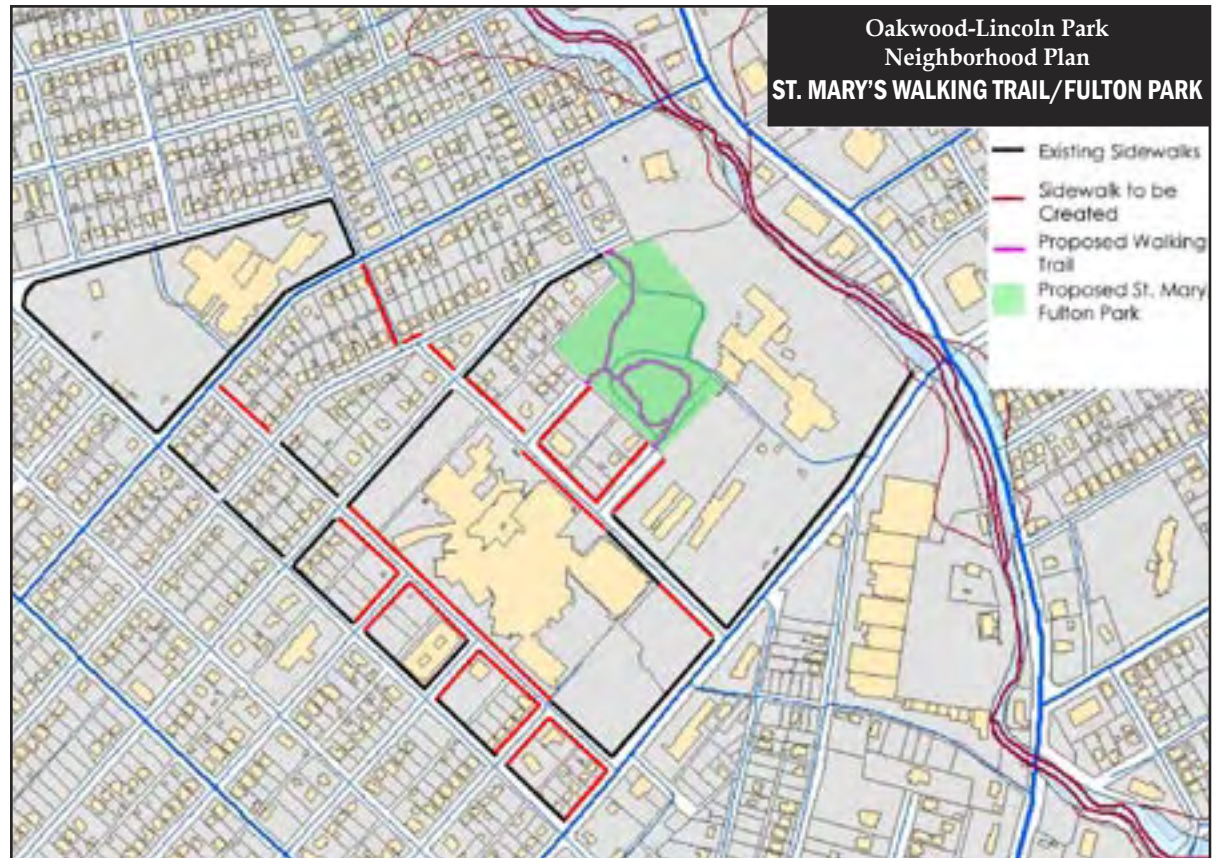
for the neighborhood, the church has already provided a basketball court and limited play space on its grounds. By reclaiming the vacant adjacent land, a very nice neighborhood park can be created.

3. St. Mary's Walking Trail/Fulton Park

St. Mary's Hospital is a dominant feature in the southeast corner of the neighborhood. The hospital has few places for outdoor relaxation or reflection. In developing the sector plan, hospital administrators requested that a walking route be considered "in the shadow of St. Mary's" that could be used by hospital visitors (as a way to find peace between, for instance, critical care visits). The area around St. Mary's might be considered hazardous to pedestrians because sidewalks are seldom found.

The adjacent map shows the proposed route for the St. Mary's walking trail. It can be created by infilling gaps in the sidewalk system and creating a greenway trail through the open space of Fulton High School.

There are a variety of options to realize these park improvements, ranging from city budget appropriations to federal grants. However, one option that has been employed in Minneapolis for many years is the park improvement district. A park improvement district is an area established in order to recapture property taxes that are then used for park improvements within that designated area. This entity would function very much like the Central Business Improvement District, which was created in 1993 to aid downtown revitalization in Knoxville. If the neighborhood so chooses, the implementation of a Park Improvement District could assist in the creation of these proposed park improvements.



4. Other Considerations

Christenberry Park is the most easily recognized, central open space in the neighborhood. Some residents envisioned the redesign of that space where it could be transformed into a multi-purpose park that would serve a wider range of people during more hours of each day from season-to-season.

The ball fields serve a larger population than the neighborhood and a substantial level of investment has gone into their improvement in the 1990s. In the long term, however, the transformation of the park into more pure open space may have merit to the neighborhood vitality.

Two alternatives could be considered:

(1) Redesign the park so that the home plates are located in each corner of the park with temporary, fencing defining the ball fields on a seasonal basis; or (2) find a new space for the community-oriented ball fields. This could be inside the area, such as the reuse of Kelso's vacant tract.

Another method to consider is public-private cooperative programs. The walking trail next to St. Mary's Hospital is a foremost possibility with the hospital sharing the development responsibilities with the cooperation of the city and, in the case of the Fulton grounds, the School Board.

Chapter 6:

Implementation

A variety of measures should be undertaken to conserve the neighborhood's assets and improve its streets and park system. The following are recommended:

Historic Districts and Neighborhood Conservation

- The Metropolitan Planning Commission should work with the Oakwood-Lincoln Park Neighborhood Association to pursue historic district or neighborhood conservation overlays.
- A discussion of downzoning the general residential (R-2) areas to single-family zones should be part of the overlay review process.
- MPC, East Tennessee Community Design Center and the City Development Department should create infill design guidelines for private and publicly-assisted new housing development.

Parks and Greenways

- The City Parks Division should create partnerships with the School Board and St. Mary's Hospital to create a network of sidewalks and greenways in the hospital/high school area.
- In 2006, the Oakwood School's 100th anniversary year, the city and School Board should establish

a preservation and neighborhood-oriented reuse program for the school property, including a reclamation plan to transform the asphalt-laden grounds into a neighborhood park/playground.

- The City Parks Division should foster a partnership with the Lincoln Park Methodist Church to expand the recreation space behind the church down to the back of Shorty's and create a walking trail loop.

Pedestrian-oriented Streets

- The city should create sidewalk connections along at least one side of the major streets, including Chickamauga and Atlantic Avenues, and links to Christenberry School and St. Mary's Hospital.
- New sidewalks should be separated from the curb by several feet, wide enough for street trees where possible, or with landscaped bulb-outs (see pages 19-20) in more narrow rights-of-way (for tree planting, vehicle protection and traffic calming).
- Medium or large maturing shade trees should be grown in planting strips (greater than 6 feet in width) and bulb-outs (see pages 19-20).
- MPC and the city should create a code provision so that new driveways are not constructed on lots served by alleys.
- MPC and the city should create alley enhancement

programs as a companion to the pedestrian-oriented streets program to adopt standards for alley improvements, including width and pavement surfacing, grades at entry points, and setbacks for garages/carports off alleys.

- City and Congressional staffs should work with the US Postal Service to create policies that allow door-to-door mail delivery to continue in this and other Center City Knoxville neighborhoods.
- City Public Service Division, the Tree Board and the neighborhood association should develop a "Grass Roots to Tree Roots" program that gives trees to neighborhood residents to plant along streets and in yards.

Traffic Calming and Codes Enforcement

- In addition to the measures outlined above, the City Engineering Division should work with the neighborhood association to outline other traffic calming programs, especially where school and park crossings are necessary.
- Solutions such as paint striping, bulb-outs and alley-oriented parking should be sought to solve the code violations in which residents park their vehicles on planting strips and sidewalks.

Neighborhood and Business Improvement Districts

- The neighborhood association, in conjunction with the city, should work with area businesses, including the hospital, oil and other rail-oriented firms and Broadway-Central establishments, to create an improvement district(s), focusing on sidewalk, traffic calming, park and related community enhancing projects.

Appendix A

Principles for an Infill Development Ordinance

The following principles for an infill housing ordinance are very loosely based on a model provided by the Maryland State Department of Planning. The elements may be consulted when drafting an official infill development ordinance for the Oakwood-Lincoln Park neighborhood. It addresses only infill development, and it is not intended to be a complete ordinance.

Guiding Principles

It is the general intent of this ordinance to:

- Accommodate growth in Oakwood-Lincoln Park by encouraging and facilitating new development on vacant, bypassed and underutilized land within areas that already have infrastructure, utilities, and public facilities, while addressing the needs of the Oakwood-Lincoln Park residents
- Provide developers and property owners flexibility so that they can achieve high quality design and develop infill projects that strengthen the community
- Create a high quality community environment that is enhanced by a balanced compact mix of residential, commercial, recreational, open space, employment and institutional uses and building types
- Implement the goals, objectives, and policies of the comprehensive plan and the Central City Sector Plan

- Encourage compact development that is pedestrian-friendly, while accommodating the automobile

General Requirements

The site plan shall incorporate the following elements to enhance compatibility with the surrounding community:

- Sidewalks that connect to the adjacent sidewalk system
- Public streets that connect to the adjacent street pattern
- Preservation of architecturally significant structures
- Street furniture, lighting, and landscaping that is primarily oriented to pedestrian use
- Setbacks, building footprints, and parking compatible with the surrounding structures
- New buildings with the primary entrance oriented to the street or public walkway, with direct, barrier-free and convenient pedestrian connections

Development Standards

BUILDING HEIGHT

- Buildings are restricted to 2 and 1/2 stories or 35 feet in height.
- If greater than the allowed maximum, the proposed building or structure must meet the following criteria for community compatibility:

- Neighborhood scale
- Privacy
- Light and shadow
- Views
- Architectural compatibility

BUILDING SETBACK, BULK AND SCALE

- Setbacks may be an average of the setbacks of adjacent or abutting lots
- Bulk and scale should be similar to the surrounding neighborhood housing, especially the housing adjacent to the proposed development

Compatibility Standards

- Building size, height, bulk, mass, and scale should be similar in height and size to other structures in the area, and maintain the existing architectural rhythm
- Building Orientation – primary facades and entries face the adjacent street with a connecting walkway that does not require pedestrians to walk through parking lots or across driveways
- Building Materials – shall be similar to materials of the surrounding neighborhood or use other characteristics such as scale, form and architectural detailing to establish compatibility

Appendix B

Sidewalk Condition Inventory

NOTE: Limited inventory, streets observed for quality of sidewalk and for connectivity.

CHICKAMAUGA AVENUE

Existing Sidewalk

North-side

Condition	Linear Feet
good	750
fair	1130
poor	400

Total = 2280

Non-Existing Sidewalk = 4250 ft.

4250 @ 110 = 467,500

400 @ 45 = 18,000

\$485,100

South-side

Condition	Linear Feet
good	200
fair	700
poor	1670

Total = 2570

Non-Existing Sidewalk = 4500 ft.

ATLANTIC AVENUE

Existing Sidewalk

North-side

Condition	Linear Feet
good	210
fair	0
poor	100

Total = 310

Non-Existing Sidewalk = 6660 ft.

South-side

Condition	Linear Feet
good	400
fair	230
poor	0

Total = 630

Non-Existing Sidewalk = 6140 ft.

6140 @ 110 = \$675,400

PERSHING STREET

Existing Sidewalk

West-side

Condition	Linear Feet
good	340
fair	510
poor	0

Total = 850

Non-Existing Sidewalk = 810 ft.

East-side

Condition	Linear Feet
good	630
fair	0
poor	0

Total = 630

Non-Existing Sidewalk = 720 ft.

720 @ 110 = \$79,200

HENEGAR STREET

Existing Sidewalk

West-side

Condition	Linear Feet
good	230
fair	0
poor	0

Total = 230

Non-Existing Sidewalk = 1300 ft.

1300 @ 110 = \$143,000

East-side

Condition	Linear Feet
good	0
fair	0
poor	0

Total = 0

Non-Existing Sidewalk = 1730 ft.

SHAMROCK AVENUE

Existing Sidewalk

North-side

Condition	Linear Feet
good	0
fair	0
poor	0

Total = 0

Non-Existing Sidewalk = 650 ft.

South-side

Condition	Linear Feet
good	0
fair	0
poor	0

Total = 0

Non-Existing Sidewalk = 650 ft.

650 @ 110 = \$71,500

E. MORELIA AVENUE

Existing Sidewalk

Northwest-side

Condition	Linear Feet
good	50
fair	500
poor	1140

Total = 1690

Non-Existing Sidewalk = 340 ft.

340 @ 110 = 37,400

1140 @ 45 = 51,300

\$88,700

Southeast-side

Condition	Linear Feet
good	50
fair	380
poor	570

Total = 1000

Non-Existing Sidewalk = 1550 ft.

CORNELIA STREET

Existing Sidewalk

Southwest-side

Condition	Linear Feet
good	0
fair	0
poor	0

Total = 0

Non-Existing Sidewalk = 910 ft.

910 @ 110 = \$100,100

Northeast-side

Condition	Linear Feet
good	0
fair	0
poor	0

Total = 0

Non-Existing Sidewalk = 910 ft.

HARVEY STREET

Existing Sidewalk

Southwest-side

Condition	Linear Feet
good	0
fair	150
poor	190

Total = 340

Non-Existing Sidewalk = 3180 ft.

Northeast-side

Condition	Linear Feet
good	820
fair	30
poor	1000

Total = 1850

Non-Existing Sidewalk = 1740 ft.

1740 @ 110 = 191,400

1000 @ 9 = 9,000

\$200,400

W. GLENWOOD AVENUE

Existing Sidewalk

Southwest-side

Condition	Linear Feet
good	0
fair	0
poor	0

Total = 0

Non-Existing Sidewalk = 1900 ft.
 1900 @ 110 = \$209,000

Northeast-side

Condition	Linear Feet
good	0
fair	0
poor	0

Total = 0

Non-Existing Sidewalk = 1900 ft.

HURON STREET

Existing Sidewalk

Southwest-side

Condition	Linear Feet
good	80
fair	0
poor	0

Total = 80

Non-Existing Sidewalk = 1800 ft.

Northeast-side

Condition	Linear Feet
good	80
fair	0
poor	0

Total = 80

Non-Existing Sidewalk = 1800 ft.
 1800 @ 110 = \$198,000

SAINT MARY STREET

Existing Sidewalk

Southwest-side

Condition	Linear Feet
good	320
fair	0
poor	0

Total = 320

Non-Existing Sidewalk = 1150 ft.
 1150 @ 110 = \$126,500

Northeast-side

Condition	Linear Feet
good	600
fair	0
poor	0

Total = 600

Non-Existing Sidewalk = 770 ft.

E. OAK HILL AVENUE

Existing Sidewalk

Northwest-side

Condition	Linear Feet
good	370
fair	0
poor	0

Total = 370

Non-Existing Sidewalk = 320 ft.

Southeast-side

Condition	Linear Feet
good	0
fair	270
poor	0

Total = 270

Non-Existing Sidewalk = 640 ft.*

640 @ 110 = \$70,400

*300 ft. of total on east-side of hospital

E. EMERALD AVENUE

Existing Sidewalk

Northwest-side

Condition	Linear Feet
good	240
fair	0
poor	0

Total = 240

Non-Existing Sidewalk = 380 ft.

380 @ 110 = \$41,800

Southeast-side

Condition	Linear Feet
good	0
fair	0
poor	0

Total = 0

Non-Existing Sidewalk = 620 ft.

E. OLDHAM AVENUE

Existing Sidewalk

Northwest-side

Condition	Linear Feet
good	0
fair	0
poor	0

Total = 0

Non-Existing Sidewalk = 580 ft.

580 @ 110 = \$63,800

Southeast-side

Condition	Linear Feet
good	0
fair	0
poor	0

Total = 0

Non-Existing Sidewalk = 580 ft.

HANOVER STREET

Existing Sidewalk

West-side

Condition	Linear Feet
good	298
fair	0
poor	0

Total = 298

Non-Existing Sidewalk = 670 ft.

670 @ 110 = \$73,700

East-side

Condition	Linear Feet
good	0
fair	0
poor	0

Total = 0

Non-Existing Sidewalk = 970 ft.

E. WOODLAND AVENUE

Existing Sidewalk

Northwest-side

Condition	Linear Feet
good	0
fair	0
poor	0

Total = 0

Non-Existing Sidewalk = 680 ft.

680 @ 110 = \$74,800

Southeast-side

not observed at this time

McMILLAN STREET

Existing Sidewalk

Southwest-side

Condition	Linear Feet
good	0
fair	0
poor	0

Total = 0

Non-Existing Sidewalk = 600 ft.

Northeast-side

Condition	Linear Feet
good	0
fair	0
poor	0

Total = 0

Non-Existing Sidewalk = 600 ft.

600 @ 110 = \$66,000

