



## 2014 CENTRAL CITY SECTOR PLAN



## KNOXVILLE • KNOX COUNTY METROPOLITAN PLANNING COMMISSION





# **Central City Sector Plan**

This plan was adopted by:

Knoxville Knox County Metropolitan Planning Commission on August 14, 2014

Knoxville City Council on September 30, 2014

### *Acknowledgements*

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# Section 1:

## Background Report

### Comprehensive Planning Process

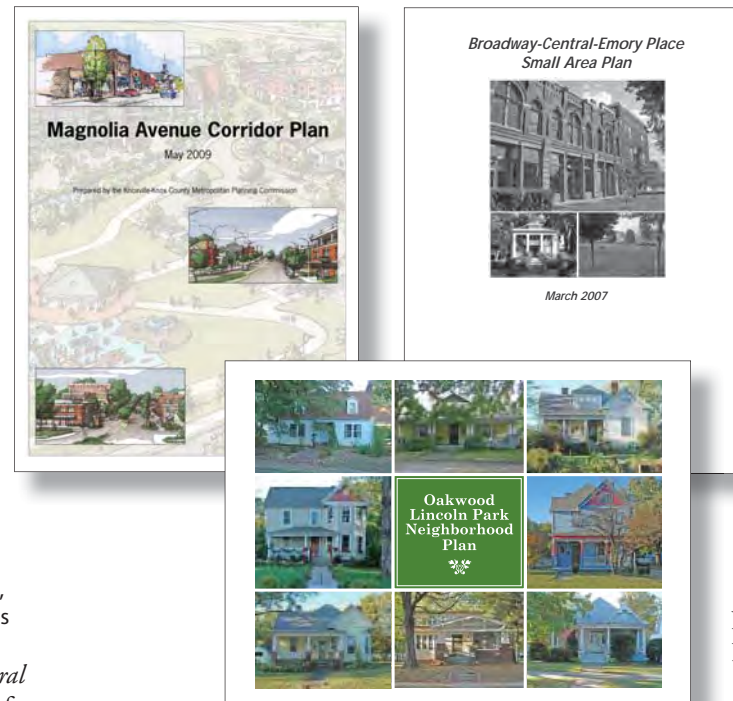
Sector plans are a component of the Metropolitan Planning Commission's comprehensive plan. Sector plans are interrelated to several laws, processes and plans, which are described below.

The Metropolitan Planning Commission (MPC), under state law, is directed to create a comprehensive plan to provide recommendations for:

- Roads, and other transportation systems
- Parks and other public property
- The general location and extent of public utilities, including sanitation and water
- The general character and location of community areas and housing development;
- Uses of land for trade, industry, housing, recreation, agriculture, and forestry
- Appropriate zoning relating to the land use plan, outlining permitted uses and the intensity of those uses, such as height and locations of buildings on their parcels

**The General Plan** (*The Knoxville-Knox County General Plan 2033*) is the official 30-year comprehensive plan for Knoxville and Knox County that outlines a long-range vision and policy framework for physical and economic development. The plan includes twelve sector plans, corridor and small area plans, system-wide plans, and the Growth Plan.

**Sector Plans** provide a detailed analysis of land use, community facilities, and transportation for twelve geographical divisions in Knox County. The focus is to take goals contained in the General Plan and draft a sector plan that is to guide land use and development over a 15-year period. Also included is a five-year plan with recommended capital improvements and other implementation programs.



**Corridor Plans** primarily cover land use and transportation recommendations along existing transportation corridors. These plans are more detailed than sector plans because they have a smaller geographical area. Recommendations often deal with economic development, aesthetics, and public safety.

**Small Area Plans** are neighborhood-based and address more detailed concerns like revitalization or special environmental considerations. These plans are developed as a result of some immediate development pressure on the area and are usually requested by the elected bodies.

**The Growth Plan** (*The Growth Plan for Knoxville, Knox County, and Farragut, Tennessee*) was mandated under the Tennessee Growth Policy Act (Public Chapter 1101), and requires that city and county governments prepare a 20-year Growth Plan for each county. At a minimum, a growth plan must identify three classifications of land outside of the city limits:

- **Urban Growth Boundaries (UGB)** must be drawn for all cities and towns. The land within the UGB must be reasonably compact, but adequate to accommodate all of the city's expected growth for the next 20 years
- **Planned Growth Areas (PGA)** must be reasonably compact, but large enough to accommodate growth expected to occur in unincorporated areas over the next 20 years.
- **Rural Areas** are to include land to be preserved for farming, recreation, and other non-urban uses.

Note: The Central City Sector is entirely within the Knoxville city limits so it is not in a growth plan area.

**System-Wide Plans** cover specific systems such as greenways and parks, hillside and ridge top protection, and major road plans.

All plans are developed through citizen participation, including workshops, surveys, and public meetings. Plans are adopted by the Metropolitan Planning Commission, Knoxville City Council, and Knox County Commission and serve as a basis for zoning and land use decisions.

## An Overview of Sector Achievements

The 2003 *Central City Sector Plan* proposed several objectives, actions and programs regarding neighborhood conservation, economic development, corridor revitalization and urban design. In addition, many other smaller planning efforts have been completed in the sector since 2003 (see Appendix D: Small Area Plans). The following is a list of the proposals that have been implemented or are in the process of being implemented:

### RESIDENTIAL LAND USE

**OBJECTIVE:** Conserve and strengthen the character of existing residential neighborhoods.

**The Lonsdale Neighborhood Plan** (2005) was adopted as part of the Lonsdale Neighborhood Redevelopment and Urban Renewal Plan. The plan recommends protecting the existing development from incompatible infill, creating new parks and improving existing parks, creating buffers between existing incompatible uses and developing a new neighborhood commercial center.

- In 2006, the Infill Housing Overlay (IH-1) District was placed over the Lonsdale neighborhood to protect against incompatible new construction.
- A buffer/greenway is being planned between Gerdau Ameristeel and the residential neighborhood.
- The neighborhood commercial center did not come to fruition but there is new commercial development at the edge of the neighborhood at the Heiskell Road and I-275 interchange.

**The Infill Housing Overlay (IH-1) District** (2006), and associated **Heart of Knoxville Infill Housing Design Guidelines**, are intended to foster infill redevelopment and major additions that are compatible with the original houses in older Knoxville neighborhoods.

- The IH-1 overlay has been placed over the Lonsdale, Oakwood/Lincoln Park and Edgewood Park neighborhoods.

**The Oakwood-Lincoln Park Neighborhood Plan** (2006) recommends traffic calming, new and improved sidewalks, creation of local historic and neighborhood conservation districts, new parks and the reuse of the former Oakwood Elementary School building.

- The IH-1 overlay was placed over the neighborhood to protect against incompatible new construction.
- Oakwood Elementary School is in the process of being renovated for use as an assisted living facility.
- The neighborhood is seeking to rezone the residential properties to a zoning district that is appropriate for the predominant single-family use.



The Mechanicsville Commons neighborhood was the first to utilize the **Traditional Neighborhood Development (TND-1) District** and replaced the College Homes public housing facility and reintroduced the grid street network with alleys, parks and a mix of uses.

- Since the first phase of the development, the neighborhood has been developed with structures resembling the design of the surrounding neighborhood.
- New office and commercial buildings have been constructed within the boundary of Mechanicsville Commons and larger community commercial establishments and medical offices were constructed adjacent to the neighborhood.

*In 2008, Knoxville City Council amended the parking ordinance to prohibit parking on grass or dirt in front yards. This was done because front-yard parking was considered a nuisance and a coalition of neighborhood associations were concerned about the impact on property values.*

### COMMERCIAL, OFFICE AND MIXED USE DISTRICTS

**Objective:** Provide a wide range of opportunities to meet retail and service needs that complement various districts and corridors of the Central City.

**The Façade Improvement Program** (2005), and associated guidelines (2006), were originally drafted to address the façade improvement program in the Broadway-Central Street area but were later revised to apply to similar areas in the city. The façade program was originally funded through the Empowerment Zone program but was so successful in addressing blight and revitalizing commercial areas that the City has continued the program even after the Empowerment Zone funding expired.

- The program has funded façade improvements in Downtown North, Mechanicsville, Jackson Avenue, Magnolia Avenue and Burlington.

**The Broadway-Central-Emory Place Small Area Plan** (2007) proposes changing the character of the area to foster development as an extension of downtown. It recommends making Central Street, North Gay Street and Broadway “complete streets,” developing zoning to allow mixed-use development, enhancing adjacent neighborhood stability and creating public parking under the interstate viaduct.

- The area has a new identity and is now called “Downtown North”.
- The City has designed and begun implementing a “complete street” scheme for the area, which includes reduced travel lanes, on-street parking, improved sidewalks, bike lanes, pedestrian-scaled lighting and landscaping.
- The Central Business District (C-2) zone has been used in instances where existing structures are being renovated as a means of implementing the plan until new form-code is adopted.
- Public parking under the interstate has been completed and is used to support surrounding businesses.
- Numerous investments have since taken place in the area, such as North Central Village Condos, Three Rivers Market, Magpie’s Bakery, Time Warp Tea Room, Central Flats and Taps, and The Lucerne Condos.



**The Downtown Design Overlay District (D-1)** and associated design guidelines (2007) resulted in design review standards for new projects and renovations in the downtown area, along with public improvement projects. The Downtown Design Review Board was created to review applications and determine if proposals are consistent with the design guidelines.

- In the last decade, the number of residential units has more than doubled to over 1,146 dwelling units in new and renovated buildings.
- Small, locally owned retail establishments and restaurants have opened throughout downtown, with regional and national establishments such as Mast General Store, Tupelo Honey and Urban Outfitters being noteworthy additions.
- Gay Street was recently recognized as a Great Street of America (2012) by the American Planning Association.

**The Cumberland Avenue Corridor Plan** (2007) recommends making the corridor more pedestrian friendly by transforming Cumberland into a “complete street” and by a form-based zoning district that requires buildings to be oriented adjacent to the sidewalk and allows vertical mixed uses.

- **The Cumberland Avenue Parking Study** (2008) provides options for handling increased parking demand as development becomes intensified as proposed in the *Cumberland Avenue Corridor Plan*.
- **The Cumberland Avenue Form District (FD-CU)** was adopted in 2014, realizing the intent to allow mixed use development and increase the intensity of development.
- In 2014, Cumberland Avenue is scheduled to be transformed into a “complete street”; by reducing the number of travel lanes from four to three, increasing the width of the sidewalks and relocating the overhead utilities underground.

*More than 150 bicycle racks have been installed in the sector, most of them through a grant program offered by the Knoxville Area Transportation Planning Organization. In addition, Knoxville’s first “bike corral” was installed on Central Street in the Old City in 2012.*

**The Magnolia Avenue Corridor Plan** (2009) covers a large area stretching from Magnolia Avenue north of downtown to Burlington, Hall of Fame Drive from the Old City area to I-40 and the area around the Standard

Knitting Mill on the western edge of the Edgewood-Park City neighborhood. The plan recommends restructuring Magnolia Avenue into a “complete street,” developing a form-based zoning code that has siting standards that respects historical building patterns and allows vertical mixed-use structures, and recommends nodes of commercial development at Winona Street, Cherry Street and the Burlington area.

- *The Magnolia Avenue Warehouse Redevelopment and Urban Renewal Plan* (2011) was adopted to address blight and encourages redevelopment to adhere to the land use and urban design recommendations of the *Magnolia Avenue Corridor Plan*.
- In 2013, the City hired a consultant to make recommendations for transforming Magnolia Avenue into a “complete street.”



*Sysco developed a new distribution center on a brownfield that was the site of a former railway.*

### **INDUSTRIAL LAND USE (Light and Heavy)**

Objective: Promote the efficient utilization of existing, viable industrial land, and provide opportunities for redevelopment of underutilized land to promote economic growth.

**The Downtown North/I-275 Corridor Redevelopment and Urban Renewal Plan** (2007) recommends redevelopment strategies for industrial and office uses along I-275 and Blackstock Avenue. This includes studying brownfield sites for remediation, creating a frontage road to improve access and creating a greenway along Second Creek. There are also recommendations for improving North Central Street; however, these themes are expanded upon in the *Broadway-Central-Emory Place Small Area Plan*.

- In 2011, the City was awarded a Brownfield Assessment Grant for the area and will be assessing sites through 2014. This will help the City determine options for getting contaminated sites back into productive use.
- The City has designed and is preparing to build the first of two phases of a continuous frontage road from 17th Street to Baxter Avenue in order to support redevelopment along the corridor. The first phase will include one new roadway section that extends Blackstock Avenue from West Fifth Avenue to Bernard Avenue and improvements to Marion Street from Bernard Avenue to Baxter Avenue. Phase two will include completing the frontage road, improvements to key intersections, and extension of Second Creek Greenway from Blackstock Avenue to Baxter Avenue.
- Private development has picked up in the corridor with two large investments from Sysco and Holston Gas.

### **SLOPE AND STREAM PROTECTION AREAS**

Objective: Protect steep slopes, forested areas and stream corridors.

**The Knoxville Knox County Hillside and Ridgetop Protection Plan** (2011) sets forth the vision and primary means to be used to safely development steep slopes and ridgetops while minimizing offsite environmental damage. The plan includes density and land disturbance guidelines which serve as a refinement of the existing policies of the General Plan. As such, the primary means to implement the plan are through the consideration of new zoning requests and development plan cases.

- The Metropolitan Planning Commission has amended the Minimum Subdivision Regulations to allow narrower rights-of-way and roads in the Hillside Protection area. This allows for less disturbance of sensitive steep slopes.
- A Conservation Subdivision ordinance has been drafted to be an amendment to the Minimum Subdivision Regulations. This will allow houses to be clustered on small lots along narrower right-of-way and streets, alternative stormwater management, and requires 40 percent or more of a site to be left undisturbed.

**The Knoxville-Knox County Park, Recreation and Greenways Plan** (2010) is a comprehensive plan for parks, recreation and greenway trails to meet the park and recreation facility needs of the Knoxville and Knox County population that is projected reach 525,940 by 2030. Additionally, it is a priority of this plan to conserve open spaces within Knox County including critical natural features such as streams, rivers and forested areas.

## Community Profile

The Central City Sector is approximately 16 square miles (10,201 acres) in size, and is characterized by its older neighborhoods, central business district and the University of Tennessee campus.

From 1990 to 2010, Central City's total population decreased by 6.2 percent; however, from 2000 to 2010 the total population grew by 3.0 percent (see Table 1). The only segment of population with significant growth since 1990 was those aged 45 to 64 with a 26.1 percent increase. This may be due to the existing population aging, along with "empty nesters" moving into the area. In contrast, since 1990 the population for those aged 65 and over has declined 44.4 percent.

**Table 1. Central City Sector Population by Age and Sex**

	1990	% Change 1990 - 2000	2000	% Change 2000 - 2010	2010	% Change 1990 - 2010
Under 5 years	3,103	-9.5	2,807	13.8	3,195	3.0
5-19 years	12,133	-3.3	11,729	-4.3	11,225	-7.5
20-34 years	18,298	-14.4	15,670	12.6	17,645	-3.6
35-44 years	5,438	3.3	5,617	-15.1	4,769	-12.3
45-64 years	7,123	5.3	7,503	19.7	8,980	26.1
65+ years	6,786	-28.7	4,836	-22.0	3,770	-44.4
TOTAL	52,881	-8.9	48,162	3.0	49,584	-6.2
Male	26,615	-13.1	23,140	4.9	24,274	-8.8
Female	29,384	-14.8	25,022	1.2	25,310	-13.9

At the Knox County level, from 1990 to 2010 the total population grew 28.7 percent, while the city of Knoxville's population grew only 5.4 percent (the county balance grew 52.6 percent). Since 1990, Knox County's population has shifted from 50.6 percent found within the city of Knoxville to only 41.4 percent in 2010.

**Table 2. Knox County Population**

	1990	% Share	2000	% Share	2010	% Share
Knox County	335,749		382,032		432,226	
Knoxville	169,761	50.6	173,890	45.5	178,874	41.4
County Balance	165,988	49.4	208,142	54.5	253,352	58.6



*Downtown Knoxville, 2006*

The Central City population has declined 6.2 percent since 1990; however, with a population of approximately 50,000 it is by far the largest concentration of the city sectors. The next largest sector by population is Northwest City with approximately 30,000.

**Table 3. City Planning Sectors Population**

City Sectors	1990	% Share	2000	% Share	2010	% Share
Central	52,881	32.1	48,162	29.0	49,584	28.8
East	25,878	15.7	25,478	15.4	25,136	14.6
North	23,344	14.1	25,343	15.3	29,233	17.0
Northwest	25,207	15.3	27,974	16.9	30,175	17.5
South	17,719	10.7	18,516	11.2	18,029	10.5
West	19,808	12.1	20,354	12.3	19,781	11.5
TOTAL	164,837		165,827		171,938	

## Public Facilities and Infrastructure

### Schools

Total enrollment for elementary, middle, and high schools indicate relative consistency in Central City from 2007 to 2011. Schools in the northeast portion of the sector, such as Christenberry Elementary, Fulton High and Belle Morris Elementary, have declined in

enrollment. Lonsdale Elementary experienced a 32 percent increase in enrollment from 2007 to 2011.

**Table 4. Central City Sector School Enrollment**

School Name	2007	2008	2009	2010	2011
Beaumont Elementary/Magnet	420	432	511	488	488
Belle Morris Elementary	447	405	407	394	384
Christenberry Elementary	519	519	482	483	487
Fulton High	990	925	874	854	885
Green Magnet	325	315	330	334	331
Lonsdale Elementary	197	220	269	286	288
Maynard Elementary	170	188	189	186	188
Vine Middle/Magnet	391	402	371	357	327
West View Elementary	196	175	181	196	194
TOTAL	3,655	3,581	3,614	3,578	3,572

The Knox County School Board makes decisions regarding school construction and maintenance. Currently, the capital improvement program for almost all Knox County's schools revolves around maintenance and upgrading of existing facilities, such as a school's electrical, heating, and cooling systems.



## Libraries

Central City is served by three Knox County libraries: Lawson McGhee Library (500 West Church Ave), Murphy Branch Library (2247 Western Avenue) and the McClung Collection at the East Tennessee History Center (601 S. Gay Street).

## Cultural Resources

Central City is home to numerous historical and cultural resources. These include the East Tennessee History Center, Beck Cultural Exchange Center, Blount Mansion, James White Fort, East Tennessee Veterans Memorial, Knoxville Museum of Art, McClung Museum, Mabry-Hazen House, Knoxville Civic Auditorium and Coliseum, Bijou Theatre, Clarence Brown Theatre, Carousel Theatre and the Tennessee Theatre.



*East Tennessee Veterans Memorial in World's Fair Park*

## Parks and Greenways

The Central City has the greatest concentration of neighborhood and community parks of any sector, and several parks have benefitted from recent improvements, such as Caswell Park, Krutch Park, Fourth and Gill Park and Lonsdale Park. Downtown residents now have the use of PetSafe Dog Park at the corner of Summit Hill Drive and Central Street. Greenway trails have been created along the Tennessee River, a portion of Second Creek, and Third Creek. Other community facilities include: Cansler YMCA (established in 2004) and the Lonsdale Recreation Center, which was recently renovated. The *Knoxville-Knox County Park, Recreation, and Greenways Plan* (2009) includes numerous park recommendations, which are included in the Community Facilities Plan in Section 2.

Table 5. Central City Sector Park Acreage	
Classification	Acreage
Neighborhood	131.06
Community	105.54
District/Regional	68.58
Open Space/Natural Area	114.08
Private/Quasi-Public	0.36
<b>TOTAL ACREAGE</b>	<b>419.62</b>
Total Acreage of Close-to-Home-Parks	236.6
Acres of Close-to-Home per 1,000 people	4.23

## Public Safety

Police protection is provided by the Knoxville Police Department and fire protection service is provided by the City of Knoxville Fire Department.

## Public Utilities

The utility infrastructure is extensive with virtually all parts of the sector capable of being served by the Knoxville Utilities Board (KUB). That agency provides water, wastewater, natural gas, and electrical utility services.

## Transportation

The Major Road Plan was adopted by MPC, City Council, and County Commission in 2011. It views each road as part of the overall transportation system and identifies its functional classification. It assigns right-of-way requirements, based on the purpose and function of the road. Other considerations in making improvements are the need for sidewalks, existing and projected traffic volumes, and future land use.

## Sidewalks

The Central City sector is the oldest part of the city. Much of it was developed prior to World War II, when the majority of people walked, took buses or trolleys to work. Sidewalks are present throughout downtown Knoxville, the University of Tennessee, and several older neighborhoods. Beyond these areas, sidewalks are sparse and often lack connectivity.

The areas lacking sidewalks generally fall into two categories. The first are neighborhoods that were annexed



*Streetscape improvements to N. Gay Street included new sidewalks, lighting, on-street parking, and landscaping with bio-retention to infiltrate stormwater runoff.*

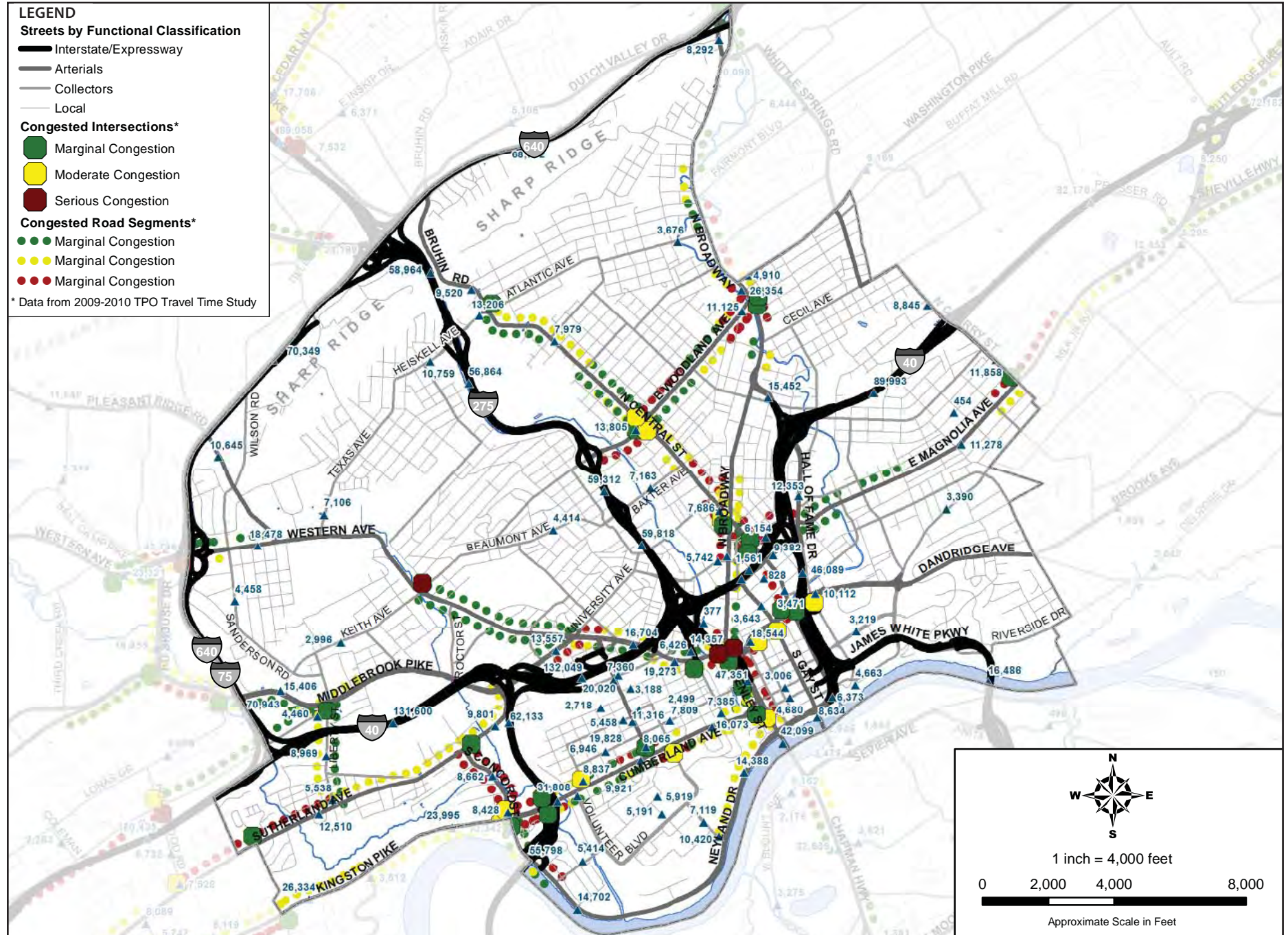
by the city in the early part of the 20th century. They were often home to those that worked in industries, such as the steel yards and rail yards. These older subdivisions include Old North Knoxville, Oakwood-Lincoln Park, Beaumont, parts of Lonsdale, and residences along Sutherland Avenue towards West High School.

The second category includes areas that were developed in the “automobile age,” the era following World War II, when there was little emphasis on sidewalk construction. Many of these places are on hillsides, above Lonsdale and Lincoln Park, and within the West View community.

Additionally, there are no general requirements to provide sidewalks with new development. However, the subdivision regulations do give MPC the right to require sidewalks in Parental Responsibility Zones (PRZ) near schools. The PRZ is an area of one (1) mile from elementary schools and an area of one and a half (1.5) miles from middle and high schools where parents are responsible for providing transportation to and from school, as these zones are not serviced by school buses. The PRZ is determined by the roadway system from the front door of a school and not “as-the-crow-flies.” These areas should be targeted for sidewalk creation or improvement.



# Central City Sector: Road Classes and Traffic Congestion



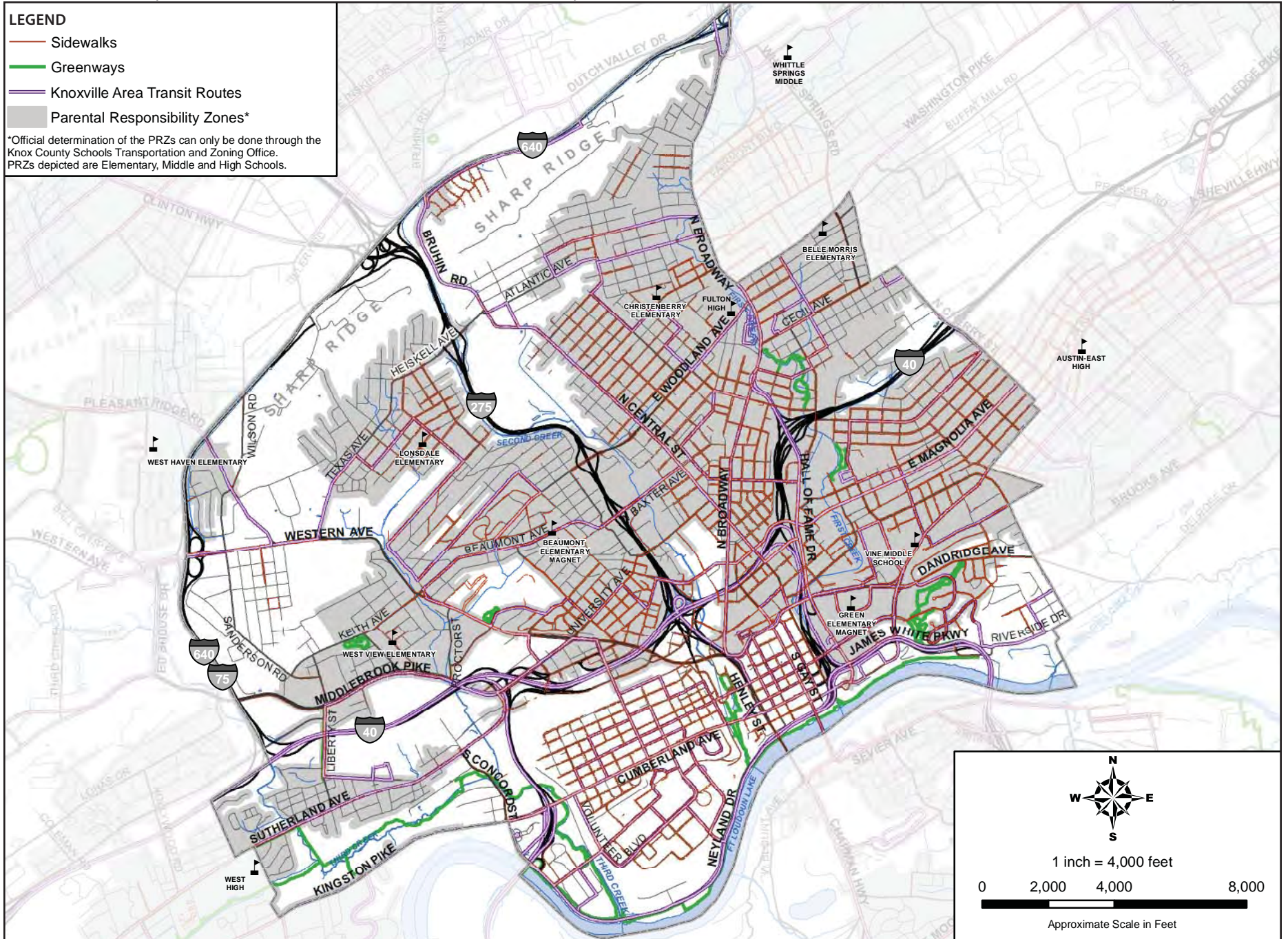


# Central City Sector: Sidewalks, Greenways, Transit Routes & Parental Responsibility Zones

## LEGEND

- Sidewalks
- Greenways
- Knoxville Area Transit Routes
- Parental Responsibility Zones\*

\*Official determination of the PRZs can only be done through the Knoxville County Schools Transportation and Zoning Office. PRZs depicted are Elementary, Middle and High Schools.





## Bicycle Lanes

There are a few dedicated bicycle lanes in the sector, most notably along Magnolia Avenue, Hall of Fame Drive, and North Central Street. It should be noted that the bike lanes on Magnolia Avenue were developed decades ago and do not meet current design guidelines. As a result, the designated bike route between downtown and the Knoxville Zoo/Chilhowee Park does not use Magnolia Avenue.

The City of Knoxville has provided signs to mark three of the TPO-designated bicycle routes in this sector: downtown to Cedar Bluff (going through Fort Sanders and Bearden), downtown to New Harvest Park (going through 4th and Gill, Belle Morris, Edgewood Park and Fairmont/Emoriland neighborhoods), and downtown to the Knoxville Zoo/Chilhowee Park.

The City of Knoxville is currently preparing a bicycle facilities plan which will result in a prioritized bike network. The recommendations of that plan should be implemented in this sector.

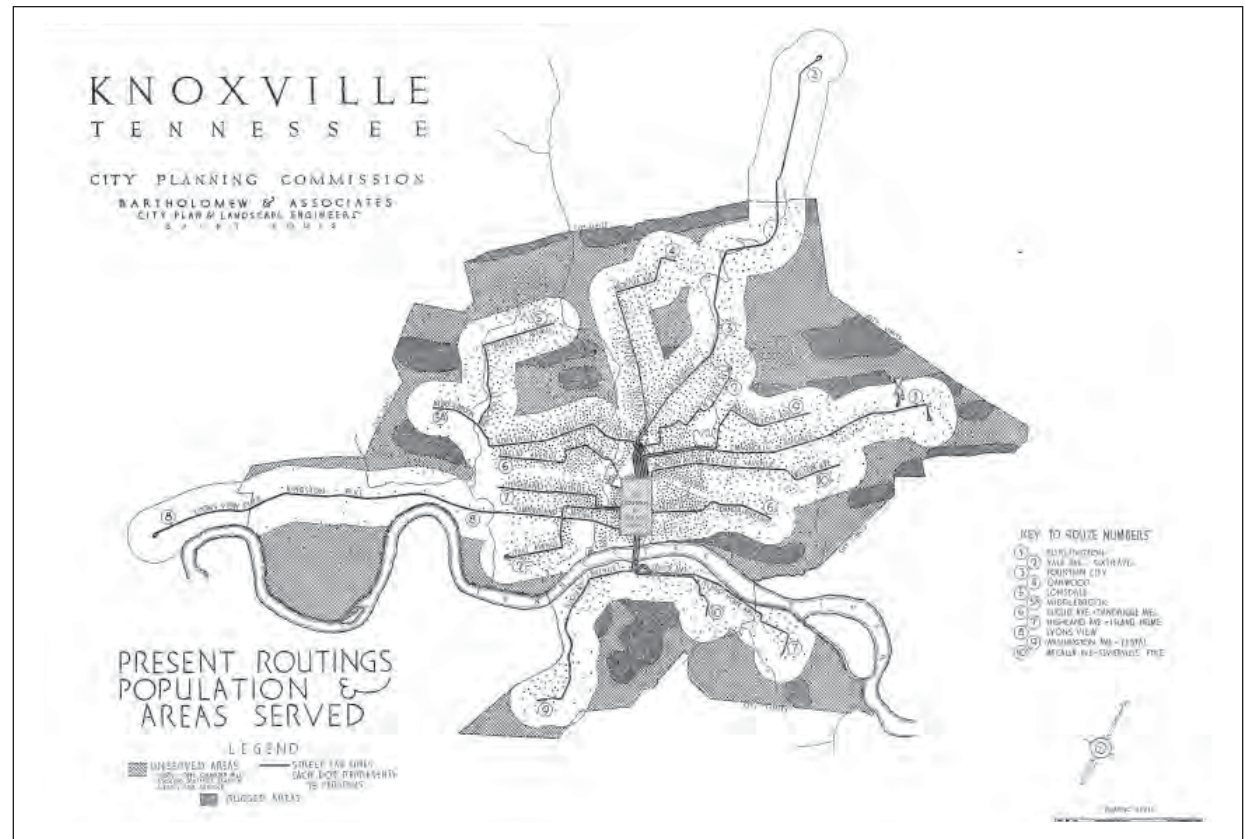
## Scenic Highways

Under State law, several roads in Knox County are designated Scenic Highways. In Central City, this includes the segment of Alcoa Highway that falls within the bounds of the sector. The provisions of this 1971 act prohibit junkyards and billboards within 2,000 feet of the designated highway. With few exceptions, the act also limits building height to 35 feet within 1,000 feet of a designated route. If a local government has adopted or adopts a more stringent standard, such as design standards for signs, buildings and landscaping, the local provision shall guide scenic highway protection.

## Transit

### Past

In the late 1800's to the early 1900's Knoxville boasted one of the best and most extensive street car systems in the south. The earliest street cars, like the line along Washington Avenue, were horse-drawn. Soon, however, electric lines were established to fuel the real estate ventures, now known as trolley suburb development. Park City, once part of the Central and East City Sector landscape,



Street car lines and housing locations from the 1930 Plan for Knoxville

was developed as trolley lines were established along Washington, Magnolia, McCalla and Church Avenues.

Gay Street became a hub and connecting lines crossed the river to serve Vestal, Island Home, and out to Sevierville Pike. To the north, a small locomotive with its built-in passenger car, known as the "dummy line" ran to Fountain City between 1890 and 1905. It was replaced by the Knoxville Rail & Light Company's trolley lines that continued to serve Fountain City, and opened up Lincoln Park, Oakwood and Lonsdale to residential development. To the west, the University of Tennessee and Fort Sanders were served by three lines and one of these extended out along Kingston Pike and terminated at Lyons View.

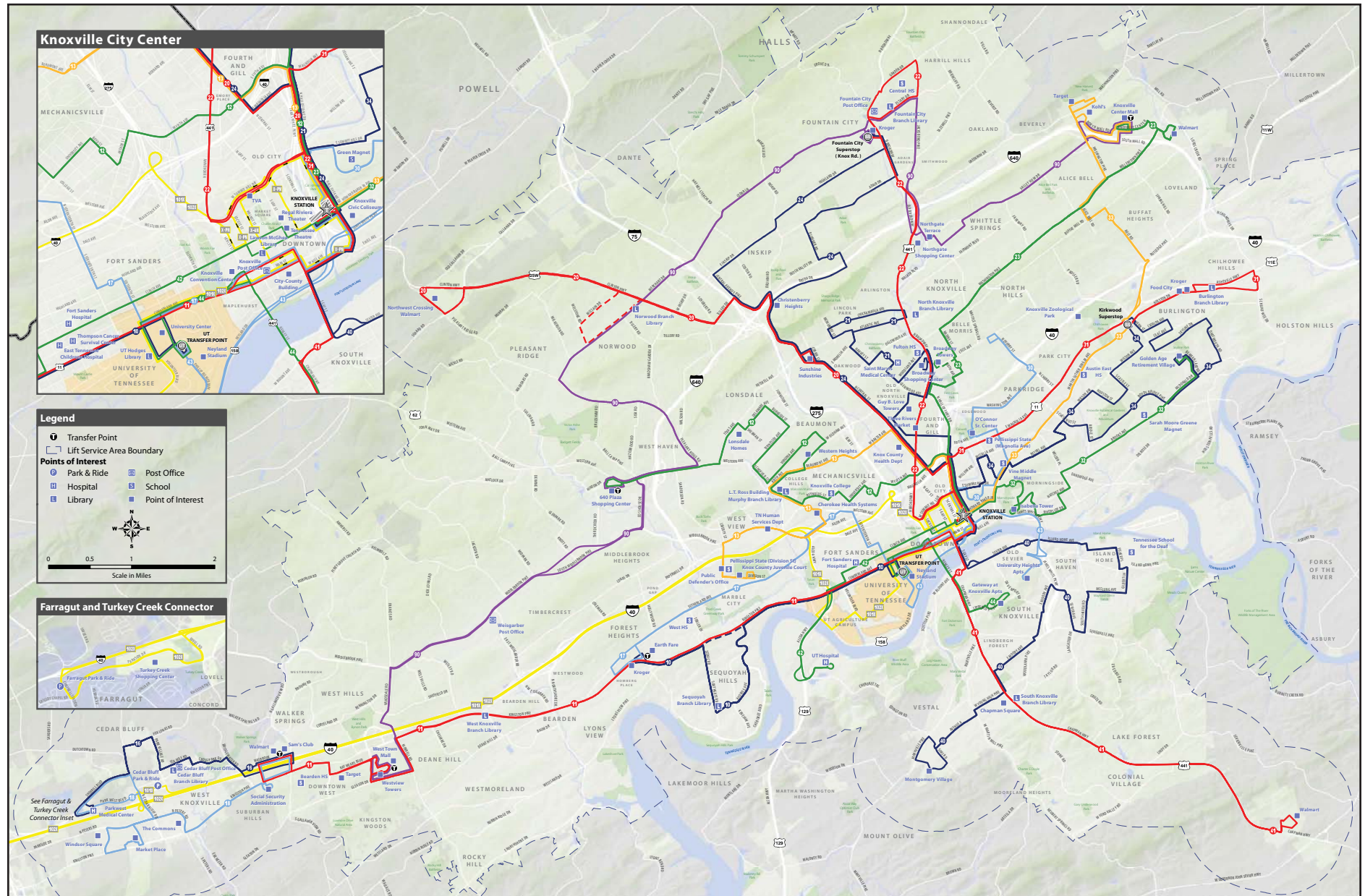
Like most cities, the 1920's marked the peak of Knoxville's street car system. As many as 150 vehicles operated during

this decade and most of the lines had ten-minute service during the day. Peak ridership occurred in 1923 with 19,600,000 patrons. After that year, several factors led to the demise of Knoxville's street car system, including the rapidly increasing popularity of automobiles, the stock market crash of the 1929 and subsequent Great Depression, and the advent of a bus system. These trends were in play here and across the United States. In 1930, the first street car line (Sevierville Pike) was converted to a bus line. Knoxville's street car network kept shrinking as bus service was found to be more cost effective and automobile travel grew in popularity. In 1945 City Council voted to provide transit service solely through buses. The last street cars ran in 1947. Afterward, their rail lines were dismantled or covered with pavement.

The bus system was privately owned until 1967, when the City of Knoxville took over renaming it the Knoxville Transportation Corporation. In 1978, the City by ordinance created the Knoxville Transportation Authority

(KTA) to oversee the operations of the transit system. Also, at that time the transit service was renamed to K-Trans. In 1989, K-Trans moved into a brand new administrative office and maintenance facility at 1135 E. Magnolia. In

1995, K-Trans changed its name to Knoxville Area Transit (KAT). In 2010, KAT administrative offices moved to a new state-of-the-art and Silver LEED (Leadership in Energy and Environmental Design) certified facility called



2013 map of the overall Knoxville Area Transit system

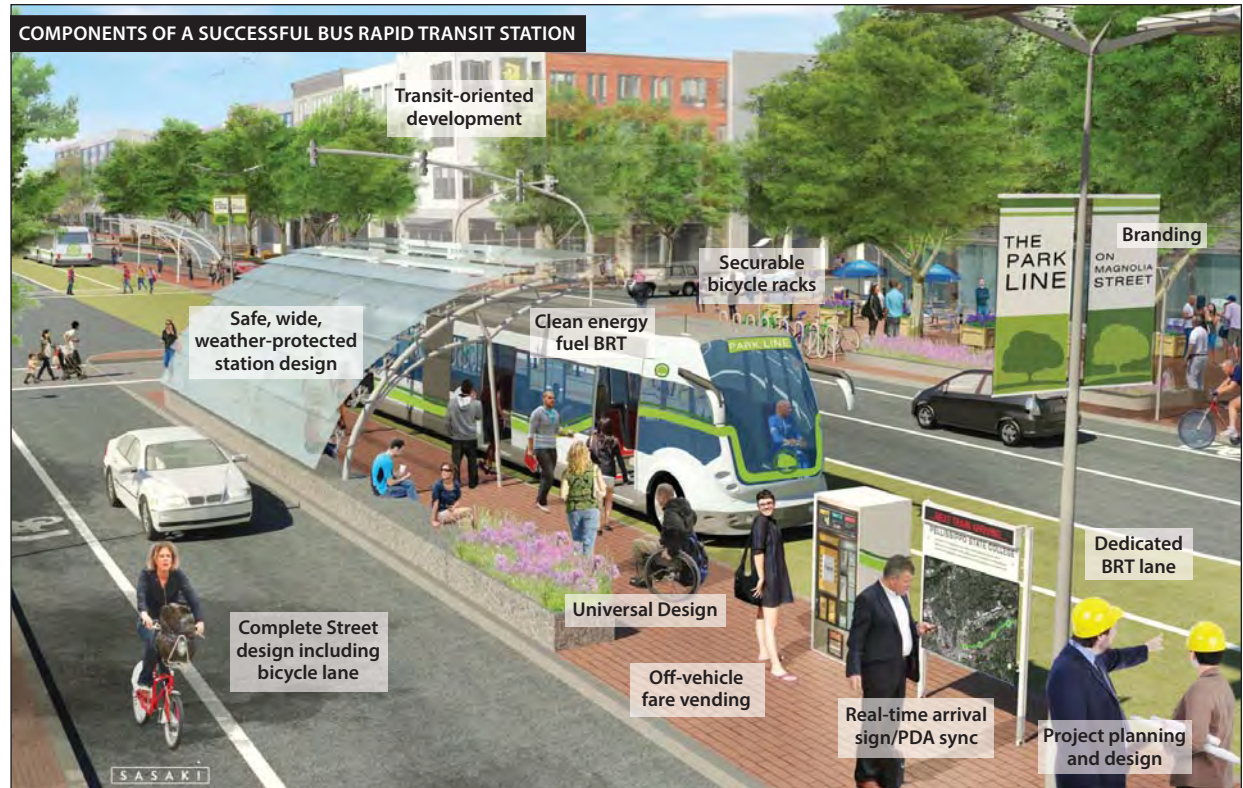


the John J. Duncan Knoxville Station Transit Center (Knoxville Station). Located at 301 Church Avenue, the facility parallels the Church Avenue Bridge over the James White Parkway. Knoxville Station is the major transfer center for the KAT system with a variety of passenger amenities, such as customer service, restrooms, benches, in-door waiting, digital message boards which tell when the next bus arrives, and a cafe. A benefit of the station's location is its capacity to help reconnect the downtown, over the parkway, to east Knoxville.

### Present

KAT is the largest provider of public transit in the Knoxville region. KAT focuses a majority of its services within the City of Knoxville but does provide some service in Knox County outside the city limits. With a capital and operating budget slightly over \$16 million annually, KAT provides fixed-route bus service, downtown trolley circulators, and for persons who are disabled and can not ride the regular fixed route bus, a door-to-door demand response system called The Lift is available. The KAT fixed route bus and trolley system consists of 28 routes, most of which run through the Central City.

In 2013 several significant changes occurred to KAT service. In February, KAT eliminated the Farragut Express Route, due to declining ridership and a decision by the Town of Farragut to no longer help subsidize the route. This was the last of KAT's express routes. In June, the University of Tennessee changed to a private provider for their contracted campus service. Also in June, significant service improvements were implemented. Routes on the main corridors changed from 30-minute service to 15-minute service, while other routes went from 60-minute service to 30-minute service.



Conceptual Bus Rapid Transit (BRT) station on Magnolia Avenue, from the Knoxville Regional Transit Corridor Analysis

### Future

In March 2013, a team of transit consultants, STV and Sasaki, released the *Knoxville Regional Transit Corridor Analysis*, which outlines various transit options in Knoxville and nearby counties. A host of factors were considered in identifying and evaluating twelve options, including population and employment density, low income households, lack of vehicle ownership, engineering criteria, community benefits, and development and redevelopment opportunities.

The corridors that received the highest ratings were Cumberland Avenue/Kingston Pike, Magnolia Avenue and North Broadway. The type of recommended transit for each of those corridors is bus rapid transit (BRT), which could use high tech diesel or diesel/hybrid buses. Such systems are created along urban corridors where travel speeds can be expected to be between 20 and 40

miles per hour. If the BRT system is developed, several operational characteristics would be anticipated: buses would operate with other types of vehicles in curb lanes except along Magnolia where a center lane could be used exclusively for transit vehicles, signal priority would be given to buses, and stations would be roughly between one-quarter and one-half mile apart. An important goal is to increase the frequency of the buses. While the plan allows for the implementation of these improvements based on current characteristics, it does recognize the project can be more successful with increased activity along the corridors, which is largely dependent on land development and related strategies that are identified in this plan.



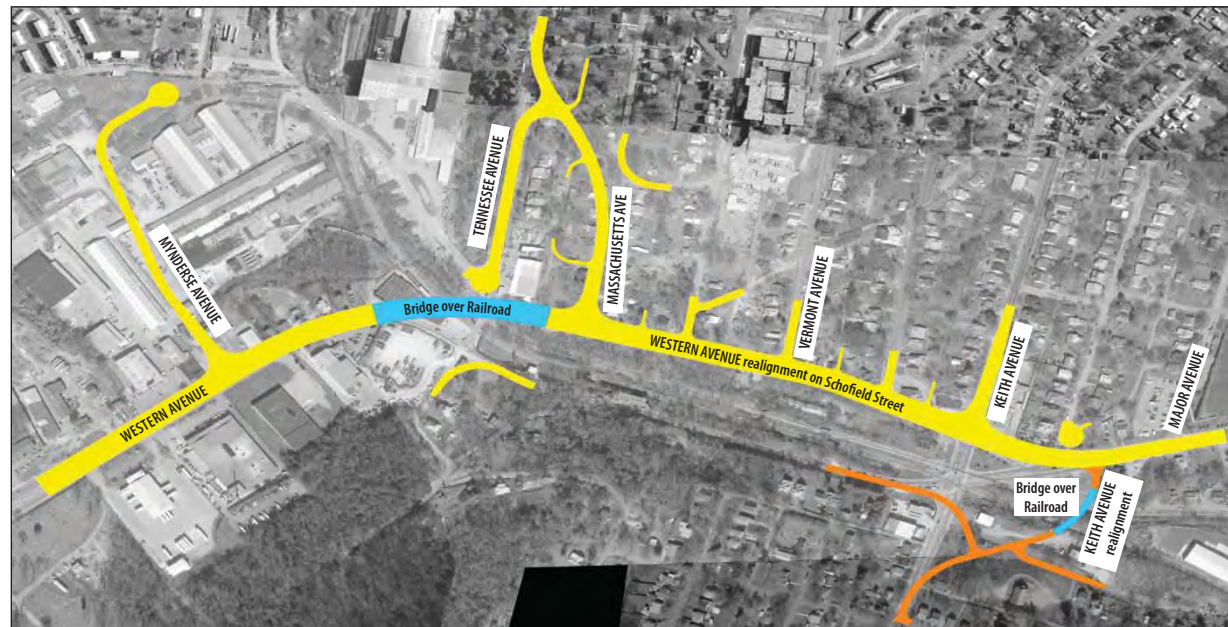
## Transportation and Streetscape Improvements

### SmartFIX40

TDOT's \$190 million SmartFIX40 project was undertaken between 2005 and 2009 to address the congested and accident-prone segment of Interstate 40 between Cherry Street and James White Parkway. The project involved the widening of the I-40 segment to three lanes in each direction, adjusting the interchange for James White Parkway, building the new Hall of Fame Drive and building new interchanges at Hall of Fame Drive and Broadway.



*'Complete street' concept from the Magnolia Avenue Corridor Plan*



*Planned improvements and realignment of Western Avenue and Keith Avenue*

### Western Avenue

Another TDOT project is planned to improve a one mile stretch of Western Avenue to serve existing and future traffic demands, improve pedestrian safety, provide route continuity, and correct existing deficiencies. This section will be widened to match the existing four-lane sections on each end of the project and includes sidewalks and bike lanes. The proposed alignment begins east of Texas

Avenue, continues along part of Western Avenue and Schofield Street until it intersects with Major Avenue. This project will eliminate at-grade railroad crossings with a bridge over the railroad near Tennessee Avenue and at a realigned Keith Avenue south of Western Avenue.

**Transportation Proposals from other Adopted Plans**  
Several adopted plans call for specific transportation and streetscape improvement programs. The recommendations are summarized below:

- *Broadway-Central-Emory Place Small Area Plan*
- *Cumberland Avenue Corridor Plan*
- *Magnolia Avenue Corridor Plan*
- *Martin Luther King, Jr. Avenue Corridor Plan*  
Implement 'complete street' road design, which includes reduced travel lanes, on-street parking, improved sidewalks and transit, bike lanes, pedestrian-scaled lighting and landscaping.
- *Downtown North/I-275 Corridor Redevelopment and Urban Renewal Plan*  
Create a frontage road to improve access, and create a greenway along Second Creek.
- *Oakwood-Lincoln Park Neighborhood Plan*  
Implement traffic calming and improved sidewalks.

## Natural Resources and Environmental Constraints

### Topography

*The Knoxville Knox County Hillside and Ridgetop Protection Plan* was adopted in 2011 and 2012 by the city council and county commission. The Hillside and Ridgetop Protection Area (HRPA) is primarily areas with a slope 15 percent or greater. The intent is to reduce the intensity of development in the HRPA and encourage/incentivize the transfer of development intensity to less environmentally sensitive areas, which helps to reduce the quantity of stormwater runoff and maintain the quality of the area's water resources.

Public safety is also a concern in restricting the intensity of development. Sloped areas have greater susceptibility for soil slippage and failure. Many of the soils along slopes are considered unstable, and removal of vegetation that secures the soil promotes further slope failure.

While Central City is largely built out, a few areas in the sector do fall under the Hillside and Ridgetop Protection Area. These include:

#### Sharp's Ridge

Running parallel to Interstate 640 on the northern border of the sector, this prominent ridge overlooks North Knoxville and is a popular site for bird watching. The middle section of the ridge is occupied by an antenna farm for Knoxville's broadcasting companies, and the 111 acre Sharp's Ridge Memorial Park. The western part of the ridge is occupied by a mix of single family housing, apartments and private recreation.

#### Beaumont and West View

The ridge that runs through these neighborhoods includes forested land between New Grey and Crestview Cemeteries to the west, and single family housing to the east.

### Water Resources

#### Flood Prone Areas

FEMA's Flood Insurance Study - Knox County, Tennessee and Incorporated Areas (2007) identified First, Second, and Third Creeks as principal flood

sources. These waterways are subject to further urban development and hydrology modification, which increase storm water runoff and limit soil infiltration.

The City of Knoxville Engineering Division restricts filling of the floodplain, and habitable portions of buildings must be above the 100-year floodplain elevation.

The *Drainage Improvement Project for First Creek* was completed last year, which focused on widening a segment of the creek to alleviate flooding concerns.

Third Creek has benefited from the Tennessee Stream Mitigation Program's Stream Restoration Project. TSMP has restored riparian vegetation and reduced stream channelization to improve the natural habitat and mitigate flooding.

#### Water Quality

First, Second and Third Creeks continue to have some of the worst water quality among Knox County streams. The creeks are on the 2010 303(d) list, a collection of waterways which do not meet the clean water standards of by the Tennessee Department of Environment and Conservation. These creeks are also on the on the Bacteriological and Fishing Advisory List, and public warning signs have been posted for public safety. The surrounding land has been developed for a variety of commercial, residential and industrial uses, and typical pollution includes nutrients, sediment, and bacterial contaminants.

#### Agricultural Soils

Being that the Central City Sector is highly urbanized, there are very few locations where prime and locally important farmland soils still exist. Most of these areas are located in floodplains or in parks or other open space areas, such as cemeteries, the Knoxville Botanical Garden and Arboretum, and the University of Tennessee Gardens.

## Land Use and Development Trends

### Existing Land Use

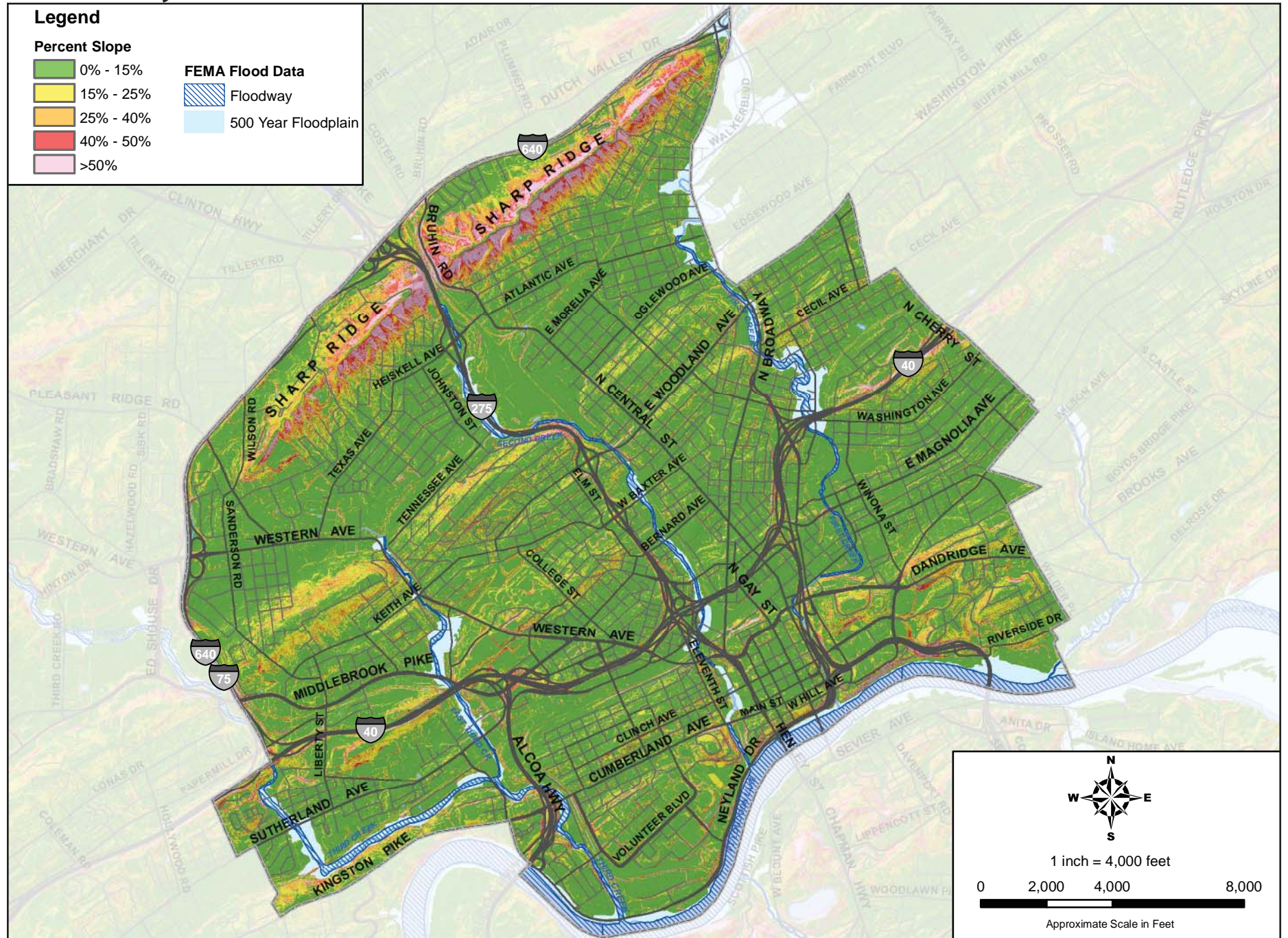
The predominant land use (with exception of Rights of Way) within the Central City is Single Family Residential at 18.8 percent. The next largest share is Public/Quasi Public land at 13.6 percent. There was not much change from the last sector plan update (2003) to the total acres per land use category. Notably, Public Parks increased by approximately 25 acres and Office increased by 96 acres, since 2003.

**Table 6. Central City Sector Existing Land Use Acreage**

Land Use	Acres	% Share
Agriculture/Forestry/Vacant Land	813.1	8.0
Commercial	452.1	4.4
Industrial (Manufacturing)	389.2	3.8
Multifamily Residential	705.0	6.9
Office	367.7	3.6
Private Recreation	9.7	0.1
Public Parks	468.5	4.6
Public/Quasi Public Land	1,385.8	13.6
Right of Way	2,687.9	26.3
Rural Residential	52.3	0.5
Single Family Residential	1,922.4	18.8
Transportation/Communications/Utilities	441.2	4.3
Under Construction/Other Uses	109.4	1.1
Water	177.7	1.7
Wholesale	221.6	2.2
Mining and Landfills	0.0	0.0
TOTAL	10,203.6	100.0

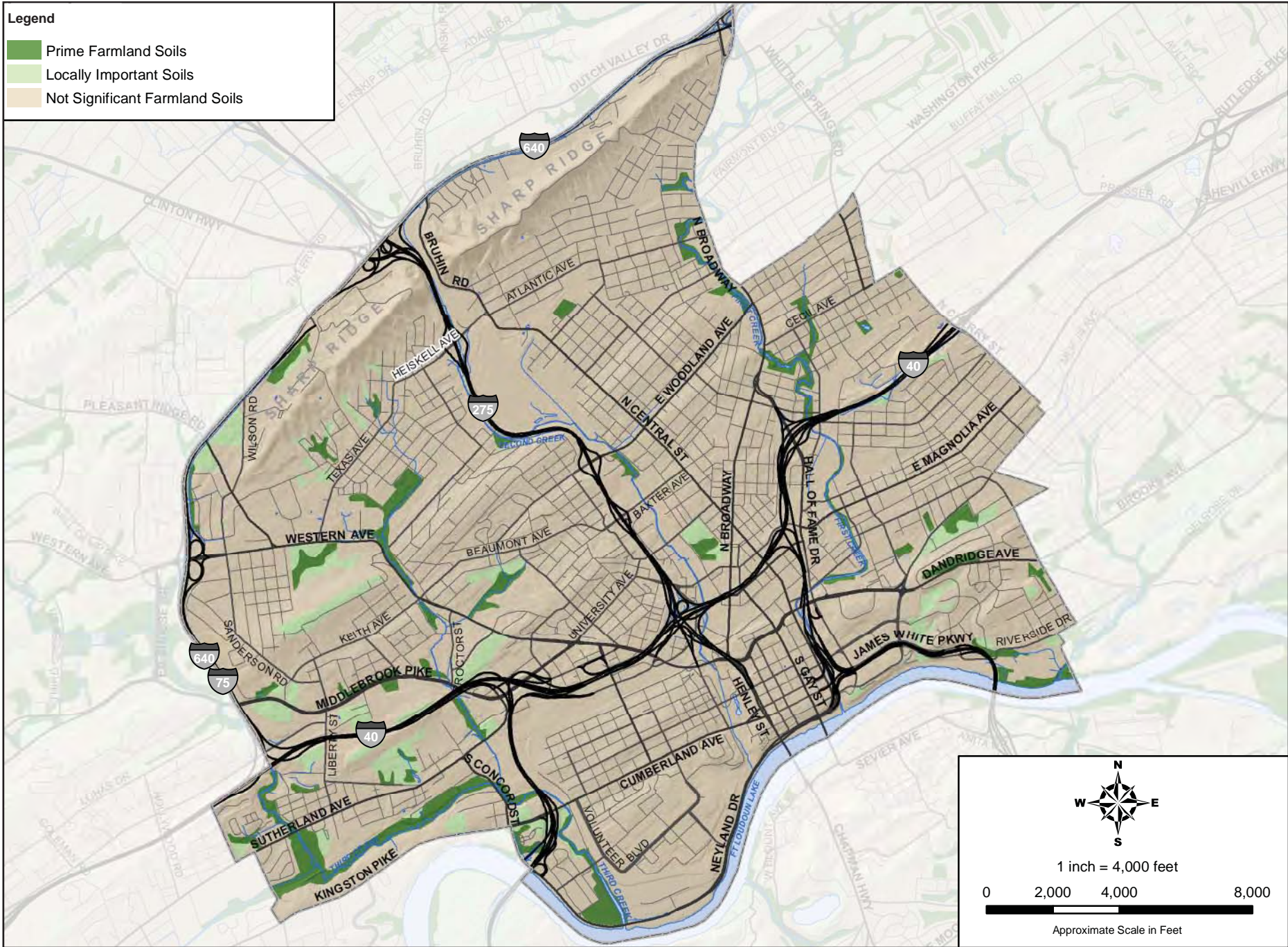


# Central City Sector: Environmental Constraints



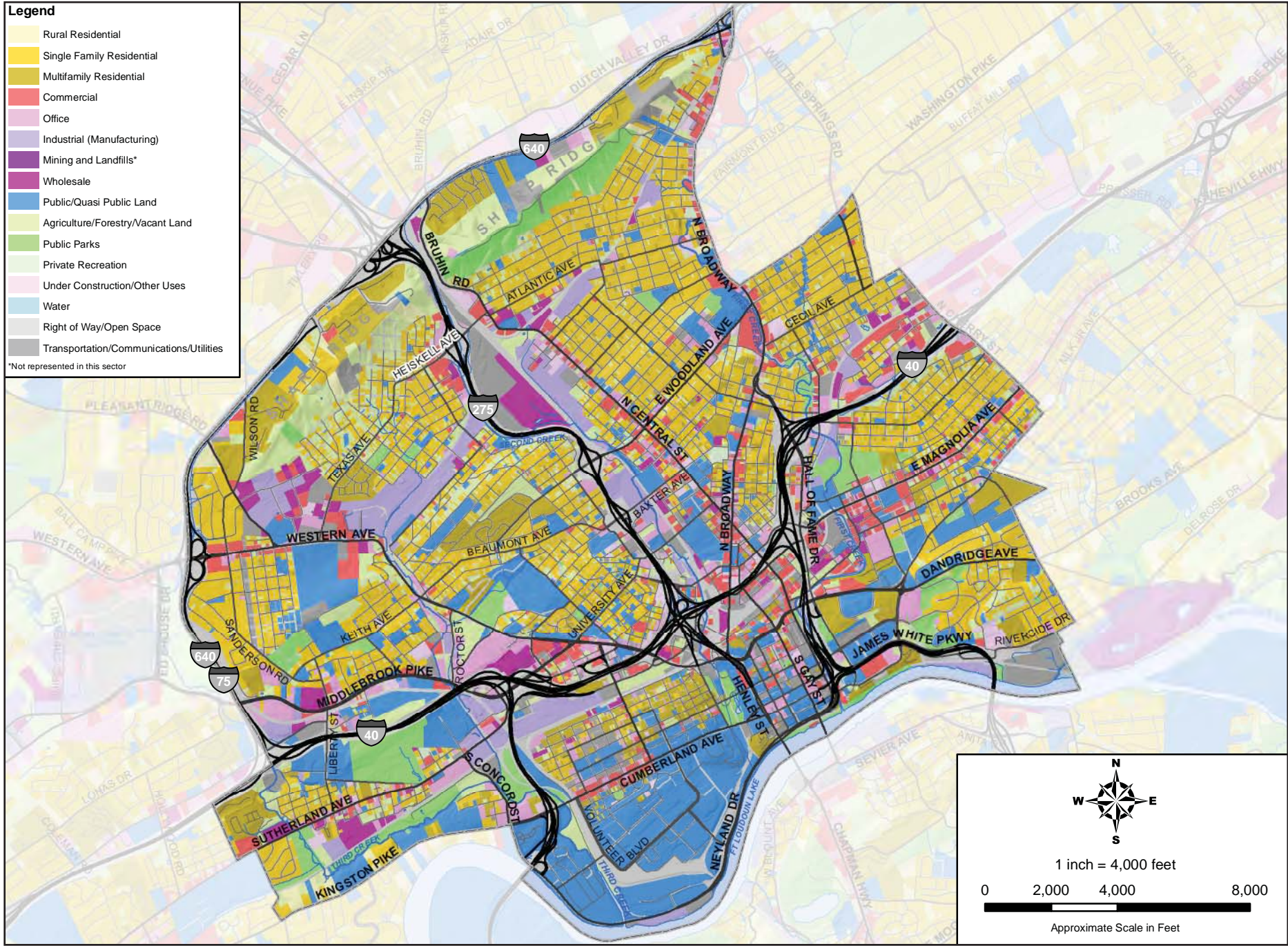


# Central City Sector: Agricultural Soils





# Central City Sector: Existing Land Use





## Residential Development

### Attached and Detached Housing Units

There were 966 new housing unit permits and 3,226 renovation/alteration/addition permits issued. Compared to all city sectors, Central City comprised 21.5 percent of the new construction permits (14.5 percent of the permit value) and 31.2 percent of the renovation permits (27.3 percent of the permit value). The number and value of renovation permit data may be skewed due to the large number of general house repairs after the hail storm in 2011 (for example, roof repair), with some areas of the city and county hit worse than others.

The cost of construction per unit in the Central City was substantially lower than the city sector average. The average permit value for new detached housing units was \$57,662, compared to \$108,894 for all city sectors (61.5 percent less); and the average permit value for attached housing units was \$68,647, compared to \$82,321 for all city sectors (18.1 percent less).

**Table 7. Residential Building Permits for New Construction  
January 2003 – December 2012**

Housing Type	Central City Sector		Percent Share of City Total	
	No. of Units	Permit Value	No. of Units	Permit Value
Apartment	2,019	\$120,420,158	60%	57%
Condo	588	\$40,364,491	27%	22%
House	365	\$21,046,607	16%	9%
Mobile Home	13	\$520,480	21%	19%
<b>TOTAL</b>	<b>2,985</b>	<b>\$182,351,736</b>		<b>29%</b>

**Table 8. Residential Building Permits  
for Renovation/Alteration/Addition  
January 2003 – December 2012**

Housing Type	Central City Sector		Percent Share of City Total	
	No. of Units	Permit Value	No. of Units	Permit Value
Apartment	618	\$63,999,724	40%	62%
Condo	361	\$18,044,143	46%	59%
House	2,864	\$37,944,203	30%	22%
Mobile Home	1	\$125	50%	38%
<b>TOTAL</b>	<b>3,844</b>	<b>\$119,988,195</b>		<b>39%</b>

The majority of the new housing units permitted were at the base of Sharp's Ridge in Lonsdale, Mechanicsville, Mechanicsville Commons, and downtown.

### Multi-dwelling Units

There were 2,019 new dwelling unit permits and 618 renovation/alteration/addition permits issued, with a total permit value of \$120,420,158 for new construction and \$63,999,724 for renovations. Compared to all city sectors, Central City comprised 60.1 percent of the new multi-dwelling construction permits (56.6 percent of the permit value) and 40.2 percent of the renovation permits (61.6 percent of the permit value). The average permit value per new dwelling unit in the Central City was \$59,643, compared to \$63,316 for all city sectors (6 percent less).

The majority of new and renovated multi-dwelling structures are located in the downtown and Fort Sanders area, Sutherland Avenue near West High School and adjacent to I-640, at the base of Sharp's Ridge.

### Commercial Development

Commercial development includes commercial and office uses. There were 135 new construction permits and 1,503 renovation/alteration/addition permits issued. Compared to all city sectors, Central City comprised 18 percent of the new construction permits (18.9 percent of the permit value) and 30.3 percent of the renovation permits (31.5 percent of the permit value). The average value per permit for new development in the Central City was \$924,568, compared to \$884,548 for all city sectors (4.4 percent more); and the average value for renovation projects was \$124,901, compared to \$120,294 for all city sectors (3.8 percent more).

The majority of the projects are in downtown, Downtown North, and Fort Sanders communities.

### Industrial Development

There were 29 new construction permits and 103 renovation/alteration/addition permits issued. Compared to all city sectors, Central City comprised 27.1 percent of the new construction permits (52.2 percent of the permit value) and 45 percent of the renovation permits

**Table 9. Non-Residential Building Permits  
for New Construction  
January 2003 – December 2012**

Type	Central City Sector		Percent Share of City Total	
	No. of Permits	Permit Value	No. of Permits	Permit Value
Commercial	135	\$124,816,740	18%	19%
Industrial	29	\$45,447,951	27%	52%
<b>TOTAL</b>	<b>164</b>	<b>\$170,264,691</b>		<b>23%</b>

**Table 10. Non-Residential Building Permits  
for Renovation/Alteration/Addition  
January 2003 – December 2012**

Type	Central City Sector		Percent Share of Citywide	
	No. of Permits	Permit Value	No. of Permits	Permit Value
Commercial	1,503	\$187,726,289	30%	31%
Industrial	103	\$16,537,288	45%	47%
<b>TOTAL</b>	<b>1,606</b>	<b>\$204,263,577</b>		<b>32%</b>

(46.8 percent of the permit value). The average value per permit for new development in the Central City was \$1,567,170, compared to \$813,456 for all city sectors (63.3 percent more); and the average for renovation projects was \$160,556, compared to \$154,398 for all city sectors (3.9 percent more).

The projects are spread throughout the sector with the largest investment coming from Sysco in the I-275 Business Park.

### Redevelopment Areas

Knoxville Community Development Corporation (KCDC) is responsible for planning and implementing neighborhood redevelopment plans aimed at revitalizing blighted properties and struggling communities. The majority of these redevelopment plans are for Central City, such as those for Magnolia Avenue, I-275, Jackson Avenue and Downtown North. For an overview of redevelopment plans, see KCDC website [www.kcdc.org](http://www.kcdc.org).

# Central City Sector: New Construction - January 2003 - December 2013

## LEGEND

### Low Density Residential

- Attached/Detached Housing Units & Manufactured Homes

### Medium and High Density Residential

- Multi-dwelling Structures

### Commercial and Office

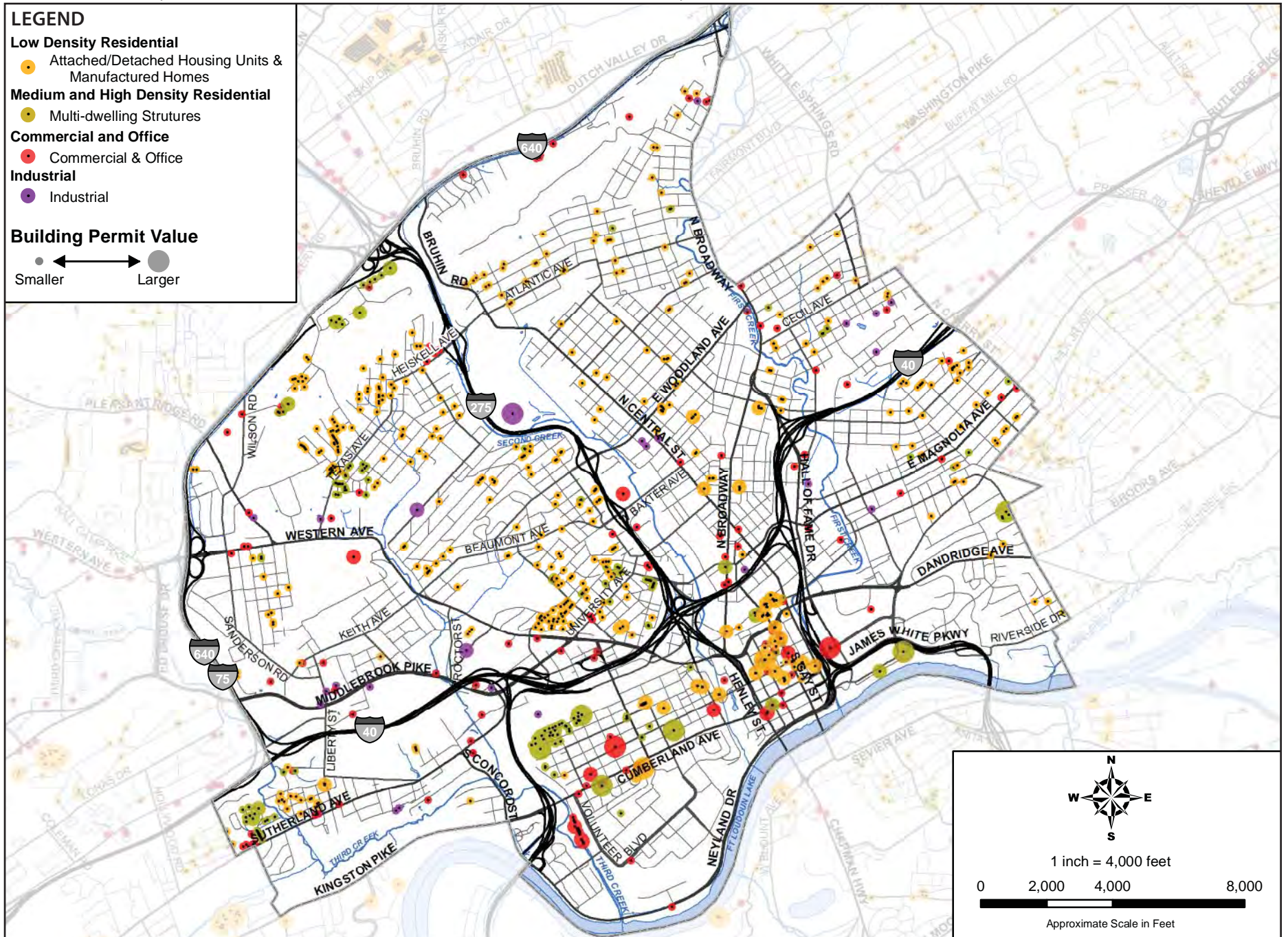
- Commercial & Office

### Industrial

- Industrial

### Building Permit Value

- Smaller
- Larger





# Central City Sector: Renovations, Alterations, Additions - January 2003 - December 2013

## LEGEND

### Low Density Residential

- Attached/Detached Housing Units & Manufactured Homes

### Medium and High Density Residential

- Multi-dwelling Structures

### Commercial and Office

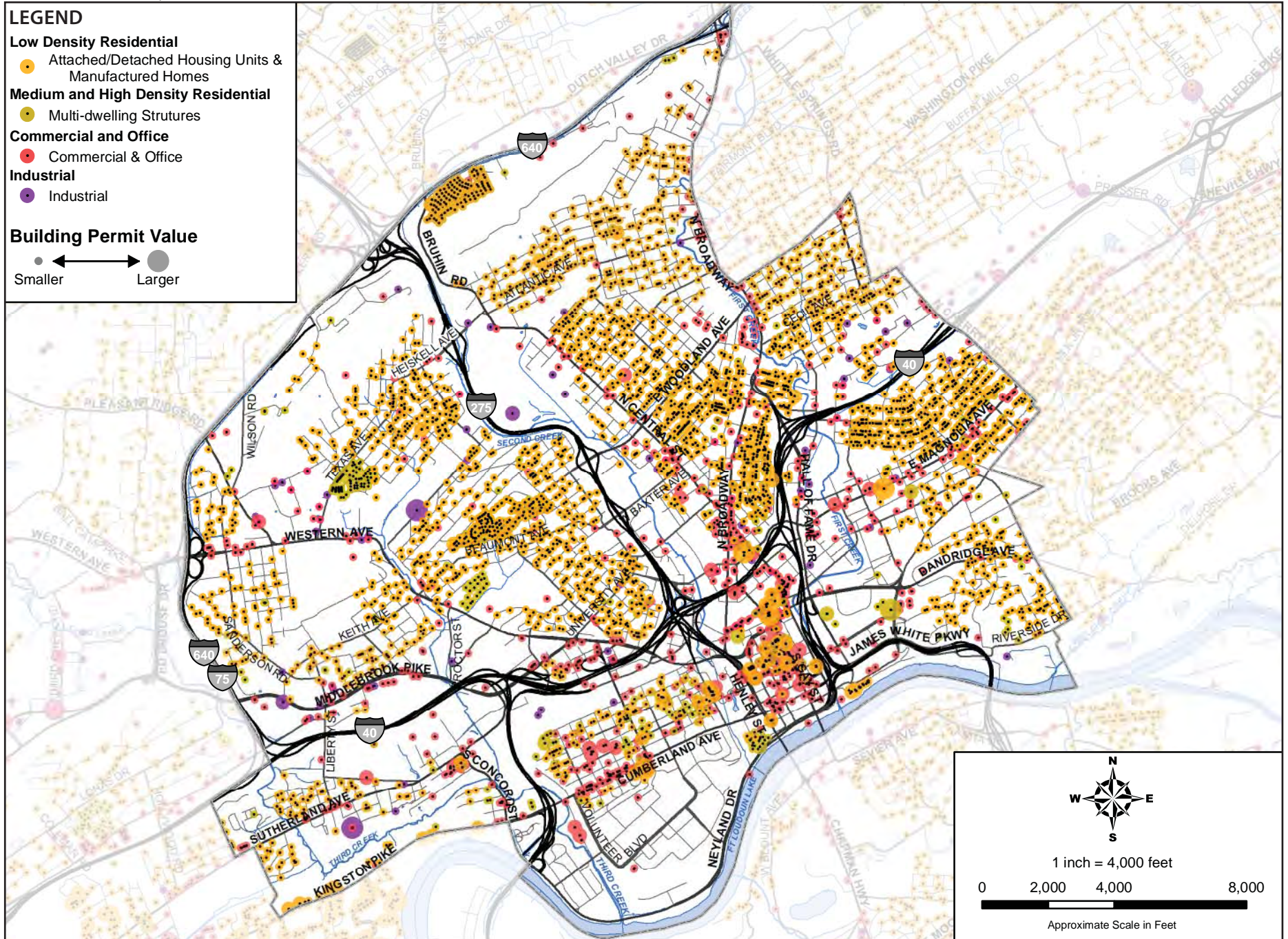
- Commercial & Office

### Industrial

- Industrial

### Building Permit Value

- Smaller
- Larger



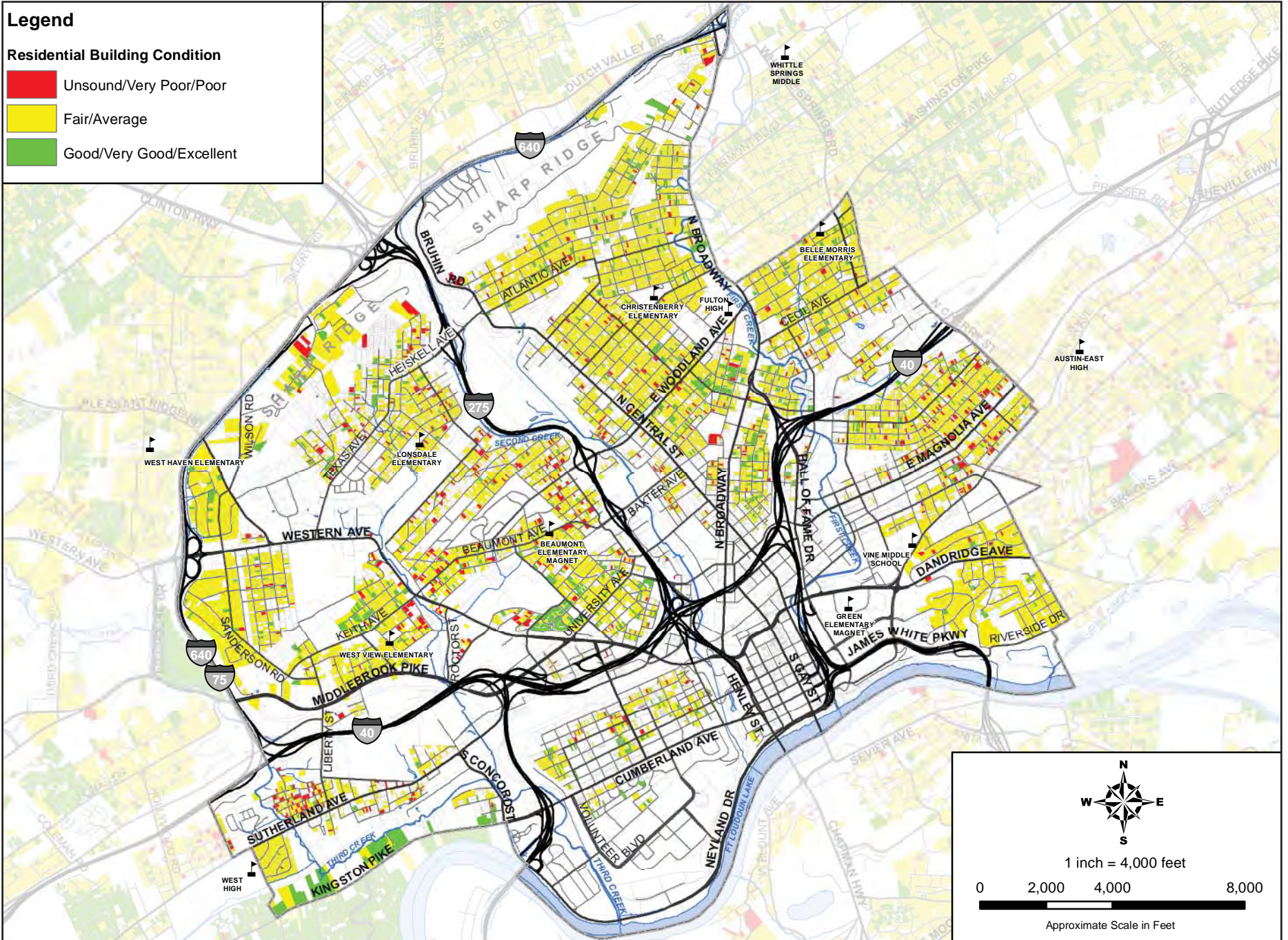


# Central City Sector: Residential Building Conditions

## Legend

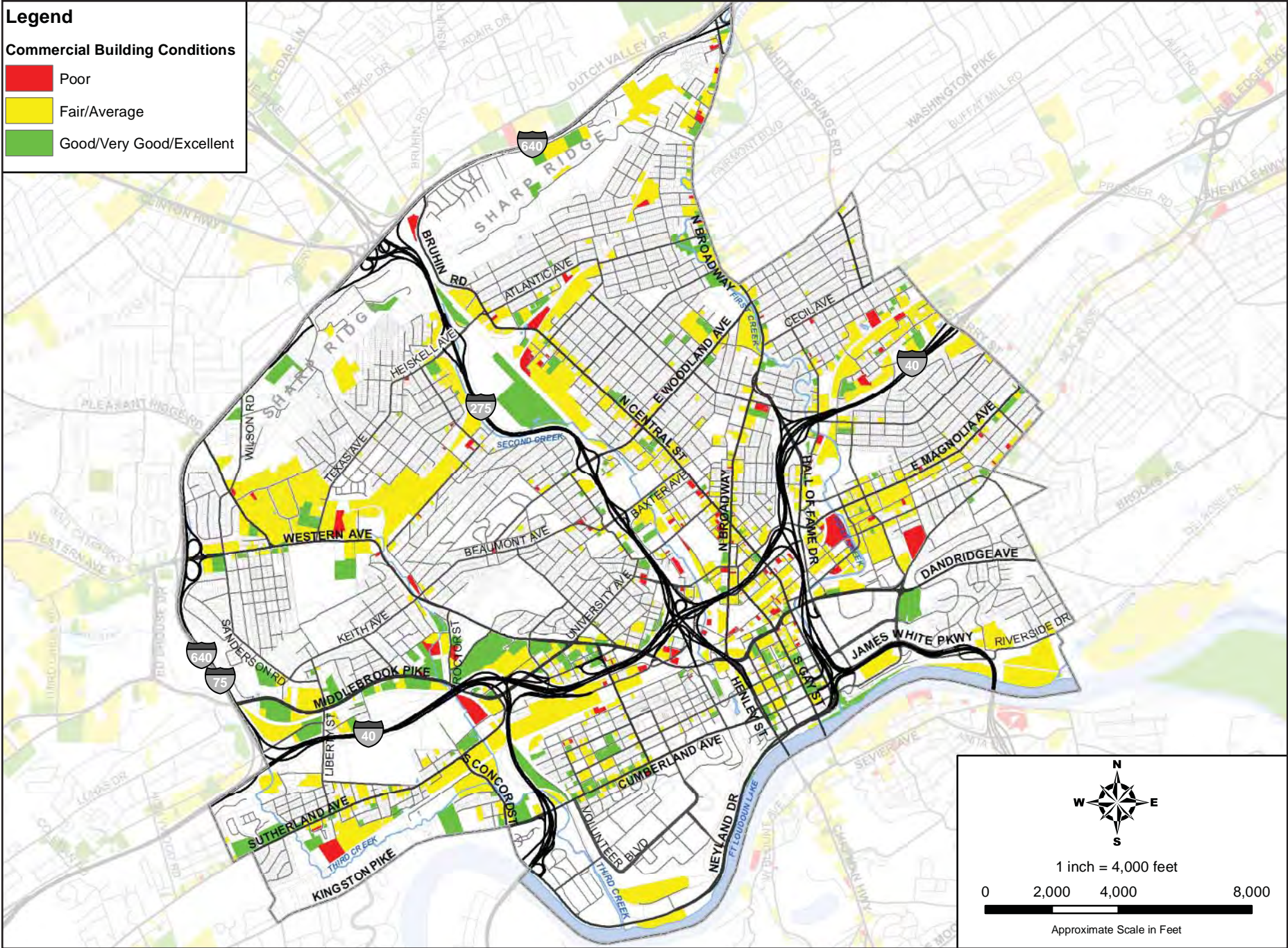
### Residential Building Condition

- Unsound/Very Poor/Poor
- Fair/Average
- Good/Very Good/Excellent





# Central City Sector: Non-Residential Building Conditions





## Section 2:

# Land Use, Community Facilities, Green Infrastructure, Historic Resources, and Transportation Plans

### LAND USE PLAN

The 15-Year Land Use Plan is a basis for land development and conservation, including zoning decisions. Those zoning decisions are made periodically through recommendations of the Metropolitan Planning Commission and decisions by City Council or County Commission. The list of zoning districts that are recommended in relation to the following land use plan designations and policies are outlined in Appendix B.

### Proposed Land Use Policies

**Low Density Residential (LDR):** Primarily residential at densities of less than 6 dwelling units per acre (city)

**Traditional Neighborhood Residential (TDR):**

Primarily residential and is characterized by neighborhoods where a mix of detached and attached houses, sidewalks, smaller lots, and alleys have typically been or are to be created. Densities in the range of 4 to 8 units per acre typical (city).

**Medium Density Residential (MDR):** Primarily residential at densities from 6 to 24 dwelling units per acre (city).

**Medium Density Residential/Office (MDR/O):** These uses have similar development characteristics, scale of buildings, areas devoted to parking, yard spaces, and location requirements. In areas designated MDR/O, either use can be created. These uses provide a buffer to low density residential areas, particularly when located adjacent to a thoroughfare or as a transition between commercial uses and a neighborhood.

**Office (O):** Business and professional offices and office parks.

**Technology Park (TP):** This land use primarily includes offices and research and development facilities. The development standards of the Tennessee Technology Corridor Development Authority should be used for such districts.

**General Commercial (GC):** Primarily existing strip commercial corridors, providing a wide range of retail and service-oriented uses.

**Neighborhood Commercial (NC):** This classification includes retail and service-oriented uses intended to provide goods and services that serve the day-to-day needs of households, within walking or short driving distance.

**Community Commercial (CC):** Retail and service-oriented development, including shops, restaurants, and “big box” retail stores

**Light Industrial (LI):** This classification is typically used in older industrial areas, which are compatible with residential, office, and retail uses, such as assembly, packaging, and indoor warehousing.

**Heavy Industrial (HI):** This classification is typically used in older industrial areas, which are compatible with residential, office, and retail uses, such as chemical processing, production of materials, and heavy outdoor storage.

**Mining (HIM):** Primarily existing quarry or mining operations

**Civic/Institutional (CI):** Land used for major public and quasi-public institutions, including schools, colleges, churches, correctional facilities, utilities, and similar uses.

**Public Parks and Refuges (PP):** Existing parks, wildlife refuges, or similar public or quasi-public parks, open spaces, and greenways.

**Other Open Space (OS):** Cemeteries, private golf courses and similar uses.

**Hillside/Ridge Line Protection Areas (HP):** Used to identify hillsides, ridges and similar features that have a slope of 15 percent or more

**Stream Protection Areas (SP):** Areas subject to flooding as identified on Knox County flood maps. For streams that do not have a mapped flood zone, state and local storm water regulations, creating non-disturbance areas, apply.

**Water (W):** Primarily the Tennessee River

**Major Rights-of-way (ROW):** Primarily the rights-of-way of interstates.

**Neighborhood Mixed Use Center (MU-NC):** A low intensity mixed use district typically located at an intersection of a local street and thoroughfare. The buildings should be designed with a residential character and scale to complement the surrounding neighborhood.

**Community Mixed Use Center (MU-CC):** A mixed use district located on a transit line, predominantly made up of commercial and office uses within ¼ mile of higher intensity residential uses. The redevelopment of vacant or largely vacant shopping centers are considerations for these centers.

**Regional Mixed Use Center (MU-RC):** A high intensity mixed use district located adjacent to downtown or along a major arterial served with transit. Downtown Knoxville's Central Business District is a regional mixed use center.

**Urban Corridor Mixed Use (MU-UC):** Several street corridors within the city have potential for redevelopment with a mix of retail, restaurants, office and residential uses. Commercial cores should be created at points (nodes) along these corridors.

**Table 11. Hillside and Ridgetop Protection Plan Policies\***

**Low Density Residential** density limits within the Hillside and Ridgetop Protection Area (HRPA) :

- 15 - 25 percent slope = two houses per acre in the low density residential areas; one house per acre in agricultural and rural residential areas
- 25 - 40 percent slope = one house per two acres
- 40+ percent slope = one house per four acres
- Ridgetops are generally the more level areas on the highest elevations of a ridge. Because the shapes of Knox County ridges are so varied, the ridgetop area should be determined on a case-by-case basis with each rezoning and related development proposal.

**Medium Density Residential and Office development** within the HRPAs that extends into the 15 to 25 percent slopes should only be considered :

- If the slope is closer to 15 percent and the building footprint does not exceed 5,000 square feet per one acre
- If the slope is closer to 25 percent and the building footprint does not exceed 5,000 square feet per two acres
- All proposals should be subject to the approval of a use on review and site plan by the Metropolitan Planning Commission.

**Commercial development** within the HRPAs that extends into the 15 to 25 percent slopes:

- Slope restoration and reforestation of cut-and-fill areas should be accomplished to minimize the long term impact to water quality and lessen forest canopy loss.

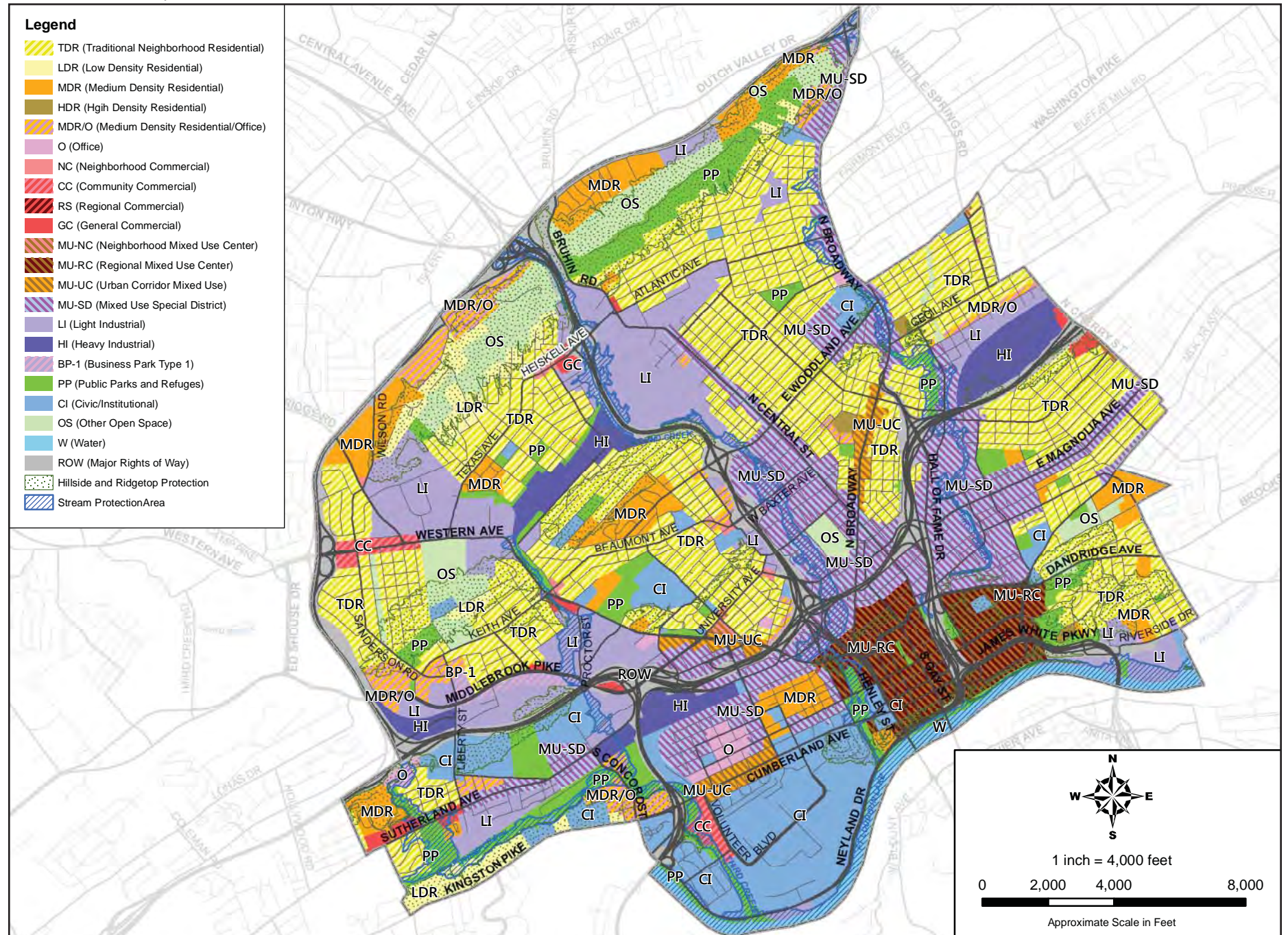
**Height of new buildings** within the HRPAs:

- Limit to 35 feet.

*\*Please note that this is not a complete list of the policies from the Knoxville-Knox County Hillside and Ridgetop Protection Plan, as adopted by County Commission Resolution RZ-12-1-101 on January 23, 2012.*



# Central City Sector: Proposed Land Use Plan





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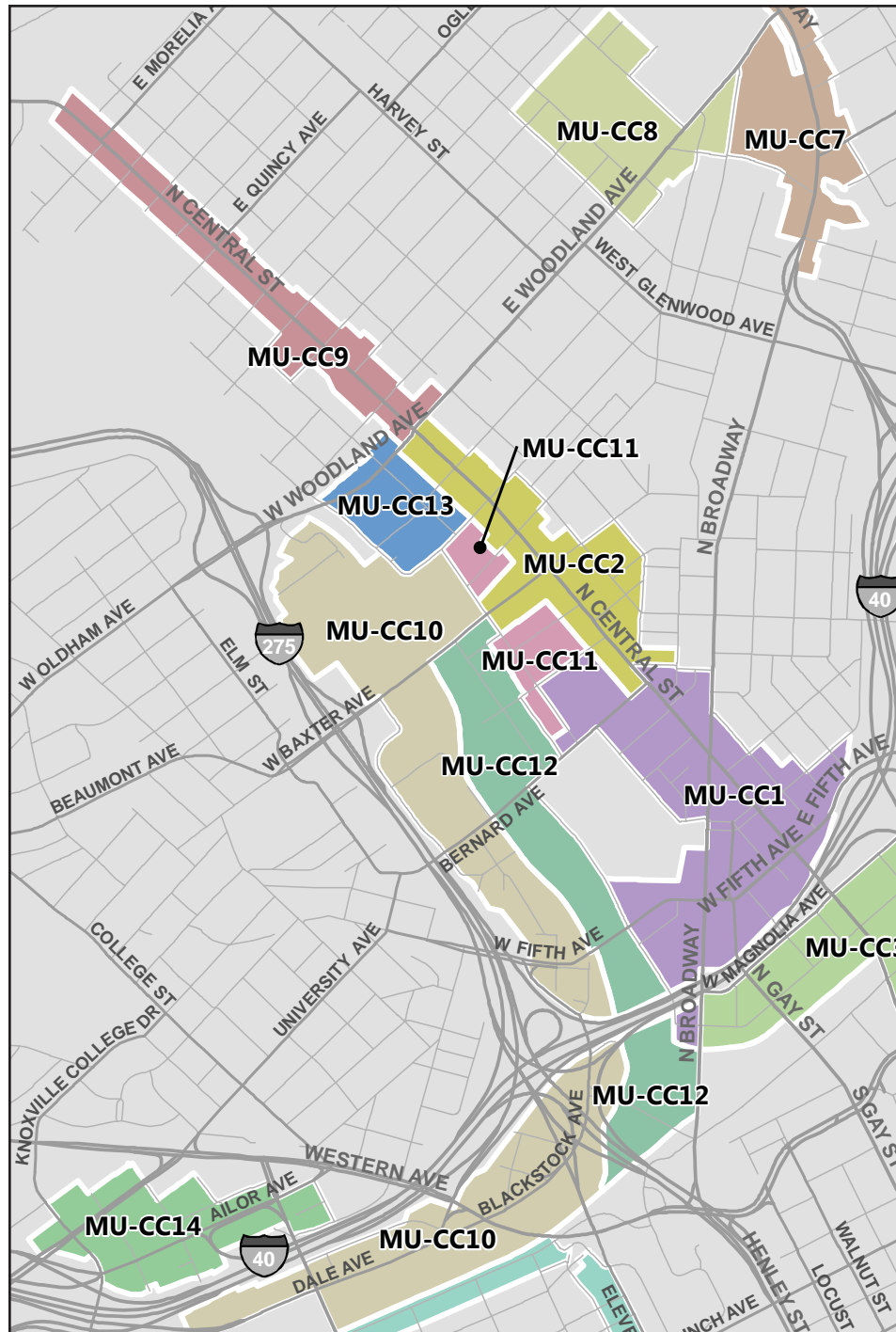
## SPECIAL LAND USE DISTRICTS

There are several areas that are capable of sustaining different mixes of land uses. In other words, a broad brush of proposing only one land use may not be prudent in view of changing conditions and the dynamics of the local economy. All of the following districts are well located in terms of good transportation and infrastructure. In addition, several districts incorporate recommendations from adopted “small area plans” (see Appendix D). Each district lists the recommended uses and zoning.

### NOTE:

The following land use recommendations should be consistent with the land use classifications, including location criteria, as listed in Appendix B.

See Appendix E for MU-CC22, in addition to the Special Land Use Districts section.



## BROADWAY-CENTRAL-EMORY PLACE CORRIDOR

These mixed use districts were created with the adoption of the *Broadway-Central-Emory Place Small Area Plan*, (MPC, 2007)), which was developed in conjunction with the *I-275/North Central Street Corridor Study* (MPC, 2007) and the *Downtown North/I-275 Redevelopment and Urban Renewal Plan* (KCDC, 2007).

The plan recommendations are organized based on three major components:

- Extending the downtown area northward
- Creating a mixed-use environment and better design along the Central Street corridor
- Improving the commercial character of Broadway

In 2009-10, the City established a steering committee and hired a consultant to further develop the concepts from the small area plan resulting in illustrative streetscape plans for North Central Street and North Gay Street. Many of the transportation recommendations are being implemented using the ‘road diet’ (also referred to as ‘complete streets’) concepts to reallocate underutilized roadway to allow the installation of street trees, on-street parking and bike lanes.

The adoption of a new zoning district that allows a mix of uses, such as a form-based code or corridor overlay, has yet to be accomplished and should be the primary focus moving forward. As the reuse of existing buildings continue and new buildings are developed, the availability of parking should be evaluated to ensure adjacent residential districts are not adversely affected.

## MU-CC1:

### Downtown North Mixed Use District

The Downtown North district is an extension of downtown to include areas around Emory Place. As part of this plan, the MU-CC1 district is being extended to include the properties of a similar nature north of the Central Street and Broadway intersection that are currently in the MU-CC2 (North Central Street Corridor) district. This area is bounded by Broadway, Bearden Place and Bernard Avenue.

### Recommended Uses

A mix of uses should be allowed for the entire district, including residential, office and commercial development. The concept is to allow mixed-use building forms that are more urban-oriented (for example, multiple stories with small or no front yard setbacks) and designed to enhance the pedestrian experience. Along local streets the scale of buildings and uses should be compatible with adjacent residential uses.

- Regional Mixed Use Center (MU-RC)
- Urban Corridor Mixed Use (MU-UC,
- Office (O)
- Medium Density Residential (MDR)
- Traditional Neighborhood Residential (TDR)
- General Commercial (GC) uses can also be considered on side streets where these uses currently exist, such as Jennings Avenue and Bearden Place.

### Recommended Zoning

Form District or Corridor Overlay District zoning should be developed for the area. Basic and Planned Development district zones that allow a “recommended use”, or mix of these uses, for this district can be considered and should be conditioned with the applicable “Development characteristics” of Appendix 3 (Mixed-Use Development Guidelines) in the *Broadway-Central-Emory Place Small Area Plan*. The development characteristics include guidelines for building setbacks and height, commercial building design, parking, driveway access, open space, and lighting.



*Broadway and North Central Street could be transformed with the reuse/renovation of existing structures and complimentary infill development.*



### Transportation Improvements

- Continue to implement the concepts presented in the *Downtown North Streetscape Project* (City of Knoxville, 2010) schematic designs.
- Make all major streets a ‘complete street’ that is designed and operated to enable safe access for all users, including pedestrians, bicyclists, motorists and bus riders of all ages and abilities.
- Consolidate curb-cuts as redevelopment occurs.
- Enhance the pedestrian gateways to downtown, particularly under I-40.
- Enhance KAT service by frequency and amenities.



## MU-CC2:

### Central Street Corridor Mixed Use District

(south of Woodland Avenue)

This district is intended to preserve the historic qualities of this area and promote new development that creates a consistent built pattern with that of the historic structures. As part of this plan, the MU-CC2 district is being extended to include the properties facing West Baxter Avenue between North Central Street and Wray Street, and North Central Street from Oklahoma Avenue to Woodland Avenue. The residential character of West Baxter Avenue should be retained by renovating/reusing the existing houses, and scaling new structures in respect to these houses.



Two-story, mixed-use development is appropriate for the Central Street corridor, particularly in the area of Happy Holler.

### Recommended Uses

A mix of uses should be allowed for the entire district, including residential, office and commercial development. The concept is to allow mixed-use building forms that are more urban-oriented (for example, multiple stories with small or no front yard setbacks) and designed to enhance the pedestrian experience. Along local streets the scale of buildings and uses should be compatible with adjacent residential uses.

- Urban Corridor Mixed Use (MU-UC)
- Office (O)
- Medium Density Residential (MDR)
- Traditional Neighborhood Residential (TDR)
- General Commercial (GC) uses can also be considered on side streets where these uses currently exist, such as Baxter Avenue and West Scott Avenue.

### Recommended Zoning

Form District or Corridor Overlay District zoning should be developed for the area. Basic and Planned Development district zones that allow a “recommended use”, or mix of these uses, for this district can be considered and should be conditioned to the applicable “Development characteristics” of Appendix 3 (Mixed-Use Development Guidelines) in the *Broadway-Central-Emory Place Small Area Plan* (MPC, 2007). The development characteristics include guidelines for building setbacks and height, commercial building design, parking, driveway access, open space, and lighting.

### Transportation Improvements

- Continue to implement the concepts presented in the *Downtown North Streetscape Project* (City of Knoxville, 2010) schematic designs.
- Make all major streets a ‘complete street’ that is designed and operated to enable safe access for all users, including pedestrians, bicyclists, motorists and bus riders of all ages and abilities.
- Consolidate curb-cuts as redevelopment occurs.
- Enhance Knoxville Area Transit (KAT) service by frequency and amenities.

## Magnolia Avenue Corridor

The purpose of the *Magnolia Avenue Corridor Plan* (MPC, 2009) is to create opportunities to enhance development along Magnolia Avenue. It focuses on mixed-use development, encouraging the renovation/reuse of existing structures, developing a ‘complete streets’ improvement strategy for Magnolia Avenue, and improving the parks and greenways within the corridor.

Since the adoption of the corridor plan, the City has hired consultants to study various recommendations in detail to provide a path to implementation, including:

- *Magnolia Avenue Streetscapes Project* (draft 2014)  
The study makes recommendations for implementing the streetscape and ‘complete streets’ concepts on a ‘model block’ for which the rest of the corridor could follow.
- *Greenway Corridor Feasibility Study Project* (underway)  
This is a detailed study for approximately twelve greenway corridors, including extensions of First Creek Greenway north and south from Caswell Park and a connection of First Creek and Second Creek Greenways.
- *Bicycle Facilities Plan* (draft 2014)  
This is a comprehensive plan for bicycle connections with on-street bicycle facilities, such as bike land and shared lanes, as the primary focus. Greenway trails are recommended where on-street facilities are not feasible or generally not recommended.

A form-based zoning code has been drafted and the concepts are referenced in the *Magnolia Avenue Corridor Plan* (MPC, 2009). These concepts should be consulted to condition rezoning requests to further the intent of the plan, or as a new form-based and overlay district zoning is developed.

Plans to reference for additional information:

- *Magnolia Avenue Corridor Plan* (MPC, 2009)
- *Magnolia Avenue Warehouse District Redevelopment and Urban Renewal Plan* (KCDC, 2011)

## MU-CC3: SOMAG Mixed Use District

The South of Magnolia Avenue (SOMAG) district includes the northern edge of Downtown, East Summit Hill Drive, portions of the Old City, and the warehouse district south of Magnolia. As part of this plan, the MU-CC3 district is being extended to include the properties of a similar nature that front on both sides of McCalla Avenue and the south side of Linden Avenue, from Winona Street to Bertrand Street.

### Recommended Uses

A mix of land use should be allowed, including office, wholesale and retail commercial, warehousing and light manufacturing, and residential development. Along East Summit Hill Drive, office, medium to high density residential and institutional uses are appropriate. The concept is to allow mixed-use building forms that are more urban-oriented (for example, multiple stories with small or no front yard setbacks) and designed to enhance the pedestrian experience. Vertical mixed use may be accommodated.

- Regional Mixed Use Center (MU-RC)
- Light Industrial (LI)
- Office (O)
- High Density Residential (HDR)
- Medium Density Residential (MDR)

## Recommended Zoning

Form District or Corridor Overlay District zoning should be developed for the area. Basic and Planned Development district zones that allow a “recommended use,” or mix of these uses, for this district can be considered and should be to conditioned with the applicable design concepts in the *Magnolia Avenue Corridor Plan* (MPC, 2009).

Such design concepts/standards may include, but are not limited to:

- Consistent front and side yard landscaping
- Allowances in a reduction in parking
- Consistency in building setbacks/settings
- Buffers between commercial and adjoining residential properties
- Adherence to adopted plans

## Transportation Improvements

- On-street parking should be marked and provided throughout the area. Willow Avenue, for example, is used by employees for on-street parking and could be striped for diagonal parking.
- The Gateway Projects streetscape improvement concepts for Gay, Williams and Central Street from the *Magnolia Avenue Corridor Plan* (MPC, 2009)

### THE GATEWAY PROJECTS

The City has worked with the Tennessee Department of Transportation on improving the Gay, Williams and Central Street gateways to provide security and enhance the aesthetics under I-40. Landscaping, lighting and signs should be part of this program and should be compatible from one block to another. Street trees should be planted in bulb-outs that define and protect on-street parking areas.

*Magnolia Avenue Corridor Plan*  
MPC 2009



*AIA captured the potential for the Williams Street gateway.*



## Community Facility Improvements

- First Creek Greenway rails-to-trails concept from the *Magnolia Avenue Corridor Plan* (MPC, 2009)

Potential greenway and future development at Willow Avenue



### FIRST CREEK GREENWAY

The First Creek Greenway forms the eastern edge of the SOMAG focus area. A significant portion of the greenway will be realized by the SmartFIX40 improvements. The greenway will be a recreational and transportation asset to this gateway and nearby neighborhoods. AIA provided a vision of the greenway and potential redevelopment along the creek.

*Magnolia Avenue Corridor Plan*  
MPC 2009



## Other Improvements

- New Sullivan Street cross-street connection concept from the *Magnolia Avenue Corridor Plan* (MPC, 2009)
- The supplemental zoning regulations should be amended to allow a district parking program with shared parking under I-40, James White Parkway and Hall of Fame Drive viaducts and on-street parking. The intent is that the district parking plan would be recognized by MPC and City Council as the program serving existing and future development in the Downtown North/Old City area, and reduce the need for required off-street parking.
- The City's *Façade Improvement Program* should be used to improve the area's historic buildings. The U.S. Secretary of Interiors Standards for Rehabilitation should be used to ensure that the historic character of the area is not jeopardized.

### NEW SULLIVAN STREET

The concept for the re-creation of Sullivan Street, was proposed a decade ago, when the area's merchants worked with the City to adopt the Old City Master Plan. There would be several advantages in making a street connection between Jackson Avenue and Willow Avenue: foremost would be new development opportunities, which would line the street with a mix of commercial and residential uses. Perhaps equally important is the creation of better pedestrian flow around the Old City, enabling people to walk

along a new block without going through neglected, largely empty spaces. Cooperation with adjacent merchants and the Southern Railroad, which once used the parcel along Willow Avenue as a rail siding, will be key to redevelopment. The new parking under the viaducts can reasonably meet many of the parking demands for new development in this area.



*Magnolia Avenue Corridor Plan*  
MPC 2009



#### DESIGN CONCEPT FOR NEW SULLIVAN STREET

1. Preserved buildings
2. Patio to be extended
3. New cobble-like street
4. Sidewalks and bollards
5. New buildings lining the street
6. Potential expansion or outdoor eating





An artist's depiction of the 'complete street' improvements for Magnolia Avenue and potential mixed-use development along the corridor.

#### **MU-CC4: Magnolia Gateways Mixed Use District**

Both Hall of Fame Drive and the first portion of Magnolia Avenue are significant gateways to Downtown Knoxville. The *Magnolia Avenue Corridor Plan* (MPC, 2009) recommends enhancing these gateways by implementing a 'complete street' design for Magnolia Avenue and developing new zoning to allow mixed-use development. Implementation of these plan recommendations are underway; MPC drafted a form-based zoning code for the area in 2009 and the *Magnolia Avenue Streetscape Plan* draft report was released by the City in May 2014.

The land use and zoning recommendations for this district are split into four sub-areas because of the complex patterns of historical development. As part of this plan, the MU-CC4 district is being extended to include the properties of a similar nature that front on both sides of Sixth Avenue, between Hoitt Avenue and Interstate 40; including the blocks between Sixth Avenue and Seventh Avenue. This extension is now part of The Rail Corridor sub-area.

#### **Recommended Uses**

The following sub-areas are from the *Magnolia Avenue Corridor Plan* (MPC, 2009). Appendix A of that plan has additional information about these sub-areas.

##### ***Hall of Fame Drive Area***

A mix of uses should be allowed in this corridor, including office, commercial, institutional and residential development. In the area near Gill Avenue, the scale of the Victorian-era houses is appropriate for future development.

- Neighborhood Mixed Use Center (MU-NC)
- Medium Density Residential (MDR)
- Traditional Neighborhood Residential (TDR)
- Along Hall of Fame Drive, Urban Corridor Mixed Use (MU-UC) can be considered on both sides and Light Industrial (LI) uses can be considered on the east side.

##### ***Magnolia Avenue and Washington Avenue Area***

A mix of uses should be allowed in this corridor, including office, commercial, institutional and residential development. The pedestrian-friendly, landscaped boulevard should be the setting for higher intensity uses, including commercial, office and apartment development.

- Urban Corridor Mixed Use (MU-UC)  
Note: MU-UC uses should not be used north of Caswell Park.
- Neighborhood Mixed Use Center (MU-NC)
- Office (O)
- Medium Density Residential (MDR)
- Traditional Neighborhood Residential (TDR)



### Caswell Park Residential-Office Area

With the park as a centerpiece, higher intensity residential and office uses should be fostered along East Fifth Avenue and Woodbine Avenue (west of Winona Street), taking advantage of this recreation asset. The design and scale of buildings should be compatible with the surrounding neighborhood.

- Office (O)
- Medium Density Residential (MDR)
- Traditional Neighborhood Residential (TDR).

### The Rail Corridor (including extension)

A mix of higher density residential, wholesale commercial/distribution and utility uses should be fostered. The First Creek Greenway can be a catalyst for reuse and redevelopment. Vertical mixed use may be accommodated.

- Community Mixed Use Center (MU-CC)
- Light Industrial (LI)
- Office (O)
- Medium Density Residential (MDR)
- Traditional Neighborhood Residential (TDR)

### Recommended Zoning

Form District or Corridor Overlay District zoning should be developed for the area. Basic and Planned Development district zones that allow a “recommended use,” or mix of these uses, for this district can be considered and should be to conditioned with the applicable design concepts in the *Magnolia Avenue Corridor Plan* (MPC, 2009). Such design concepts (standards) may include, but are not limited to, consistent front and side yard landscaping, allowances in a reduction in parking, consistency in building setbacks/settings, buffers between commercial and adjoining residential properties, and adherence to adopted plans.

### Transportation Improvements

- Transform Magnolia Avenue into a ‘complete street’: create better-defined bike lanes, continue street tree planting, define on-street parking and provide more landscaping. The City’s *Magnolia Avenue Streetscape* plan, which should be completed in late-2014, should be referenced for the proposed streetscape improvements.
- Add a landscaped median to Hall of Fame Drive, which can also serve as a pedestrian refuge island.

### WINONA STREET & CASWELL PARK AREA REVITALIZATION

The improvements to Caswell Park have been significant, including a walking path, a new playground and additions to the O’Conner Center. The First Creek trail will be extended through the area. The land use plan and form code proposals would allow office uses and a variety of residences, such as the infill housing and apartments northwest of the park. Reuse of the Standard Knitting Mills, depicted here to show a residential renovation, is also a foremost concern.

*Magnolia Avenue Corridor Plan*  
MPC 2009



### NORTHEAST CORNER OF THE MAGNOLIA AVENUE-HALL OF FAME DRIVE INTERSECTION

This is the signature block for redevelopment. This School Board-owned area rises on a knoll above the streets. The views of the site and of the skyline would be dramatic. The changes in topography can be used for more intensive development, particularly with underground parking.

*Magnolia Avenue Corridor Plan*  
MPC 2009

### Community Facility Improvements

- Create a bike and/or trail connection from the Fourth and Gill neighborhood to Caswell Park.
- Complete the First Creek Greenway with a rails-to-trails connection to downtown.
- Install shade trees or canopies in the parks, particularly at playgrounds.

### Other Improvements

- The “signature” development concept from the *Magnolia Avenue Corridor Plan* (MPC, 2009).
- Maintain the façade improvement program, using U.S. Secretary of Interior Standards in designing the renovations to ensure that the historic character of the area is not jeopardized.

## MU-CC5:

### Magnolia Avenue

(North Bertrand Street to Cherry Street)

Early development in the area was primarily residential, with pockets of small commercial structures around major intersections. Many residential structures remain, often expanded or converted to office or commercial use. In the post-World War II era, Magnolia Avenue was designated a federal highway and expanded and it became an attractive location for commercial development being the major thoroughfare into Knoxville from the east. Following the construction of I-40, the corridor changed again with traffic volumes dropping significantly and investment changed with more fast food and strip centers being developed.

### Recommended Uses

A mix of uses should be allowed along Magnolia Avenue. Current zoning, largely C-3 (General Commercial), should be replaced or supplemented with design-oriented zoning such as a form-based code or corridor overlay district. This would allow continued use of existing residential, office and commercial structures that are historic to the area and the renovation of other existing structures that are transformed to comply with the proposed form code. Vertical mixed use may be accommodated.

- Urban Corridor Mixed Use (MU-UC),
- General Commercial (GC)
- Office (O)
- Medium Density Residential (MDR)
- Traditional Neighborhood Residential (TDR)

### Recommended Zoning:

Form District or Corridor Overlay District zoning should be developed for the area. Basic and Planned Development district zones that allow a “recommended use,” or mix of these uses, for this district can be considered and should be to conditioned with the applicable design concepts in the *Magnolia Avenue Corridor Plan* (MPC, 2009). Such design concepts/standards may include, but are not limited to, consistent front and side yard landscaping, allowances in a reduction in parking, consistency in building setbacks/settings, buffers between commercial and adjoining residential properties, and adherence to adopted plans.

### Transportation Improvements

- Transform Magnolia Avenue into a ‘complete street’: create better-defined bike lanes, continue street tree planting, define on-street parking and provide more landscaping. The City’s *Magnolia Avenue Streetscape* plan, to be completed in late-2014, should be referenced for the proposed streetscape improvements.
- Enhance KAT service by frequency and amenities.

### Community Facility Improvements

- Implement the ‘Cherry Street Square’ streetscape and mixed-use development concepts from the *Magnolia Avenue Corridor Plan* (MPC, 2009).



#### CHERRY STREET SQUARE

Cherry Street is a connector to I-40 and a gateway to Magnolia Avenue. When it was widened to support additional travel demands, it was envisioned that Cherry Street would be extended southward and the right-of-way was purchased for this connector. That project is no longer being considered.

The wide right-of-way currently has underutilized travel and turn lanes, which could be reclaimed as public open space. As envisioned in the AIA drawings, this area could be converted to a public square with buildings facing the square. A monument or similar feature should be a centerpiece of this square.

*Magnolia Avenue Corridor Plan*  
MPC 2009



## MU-CC-6:

### Martin Luther King, Jr. Avenue

(within Five Points)

In the late 1960's, Walter P. Taylor Homes public housing complex was developed with 500 dwelling units. The layout, scale and materials present a drastic change in the residential character of the surrounding neighborhood. In 2012, Knoxville's Community Development Corporation (KCDC) began developing a master plan for this complex with the intent of replacing all of the old public housing structures with a development that more closely resembles the residential character of the surrounding neighborhoods. Of the original 500 units, only 144 remain. In 2011, the first of the new housing developments was completed and is an 85-unit senior housing facility called The Residences at Eastport. The facility includes the renovated Eastport Elementary School (c. 1930) and an extensive expansion.

This mixed-use district was created with the adoption of the *Martin Luther King, Jr. Avenue Corridor Plan* (MPC, 2006). As part of this sector plan, the MU-CC6 district is being extended to include five lots owned by KCDC on the north side of Martin Luther King, Jr. Avenue, west of McCalla Avenue. The properties that front the north side of Martin Luther King, Jr. Avenue, from approximately McConnell Street to North Chestnut Street, are within this district; the properties on the south side of this area are in the East City Sector. When developing new zoning for the MLK corridor, the recommendations of the *East City Sector Plan* (MPC, 2014), *Five Points Comprehensive Redevelopment Plan*, (KCDC, 2000) and the *Five Points Master Plan* (KCDC, draft 2014) should be considered.

### Recommended Uses

A mix of uses should be allowed along Martin Luther King, Jr. Avenue, including institutional, residential, office, and retail commercial. In the long-term, current C-3 General Commercial zoning should be replaced with design-oriented zoning. The concept is to allow mixed-use building forms that are more urban-oriented (for example, multiple stories and small front yard setbacks) and designed to enhance the pedestrian experience.

- Neighborhood Mixed Use Center (MU-NC)
- General Commercial (GC)
- Office (O)
- Traditional Neighborhood Residential (TDR)
- Low Density Residential (LDR)

### Recommended Zoning

Corridor Overlay District zoning should be developed for the area. Basic and Planned Development district zones that allow a "recommended use", or mix of these uses, for this district can be considered and should be conditioned with the applicable design concepts in the *Martin Luther King, Jr. Avenue Corridor Plan*, (MPC, 2006). Such design concepts (standards) may include, but are not limited to, alley access, parking, curb cuts, landscaping, lighting, and the establishment of a front yard space.

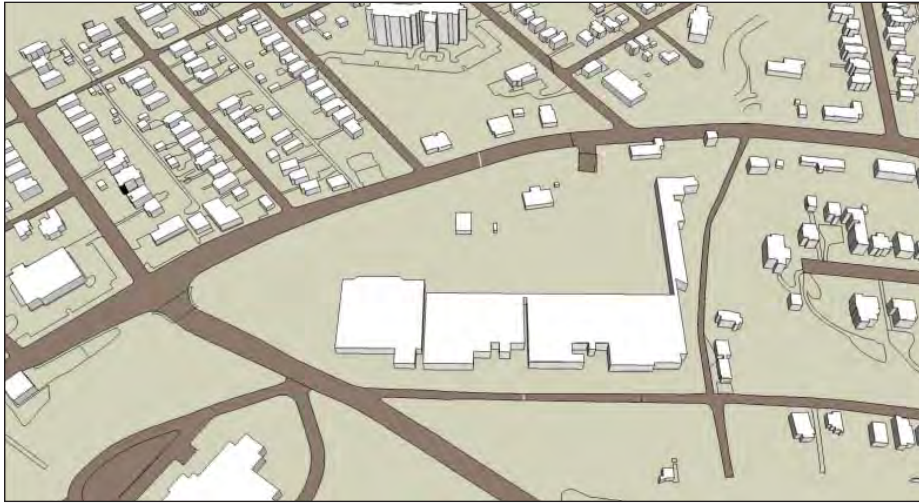
### Transportation Improvements

- Improve connectivity within the area by creating a seamless connection from Magnolia Avenue to Riverside Drive by aligning North Olive Street and McConnell Street; and extend the surrounding street grid into the redevelopment of the Walter P. Taylor Homes public housing complex.
- Improve the Martin Luther King, Jr. Avenue streetscape by widening the sidewalks and adding street trees.
- Obtain adequate rights-of-way to install bike lanes on Martin Luther King, Jr. Avenue.



The Residences at Eastport is an affordable, exclusive, community for seniors (62 and older) accommodating 85 one-bedroom units. The complex has 60 new construction units with the remaining 25 units located in the newly renovated Eastport Elementary School.

**MU-CC7:**  
**Broadway Mixed Use District**  
(Hall of Fame Drive to I-640)



*A visualization of the redevelopment of the Broadway Shopping Center*

In 1905, a trolley line was constructed on Broadway, connecting Emory Place to Fountain City. Before WWII, Broadway was mainly a residential corridor. After WWII, with the establishment of the federal highway program, the character of the road changed from a road supporting mass transit, slow travel speeds, shallower setbacks, and neighborhood-serving businesses to a road designed primarily for the automobile with higher travel speeds, large signs, large parking lots in front of strip commercial development, larger setbacks and loss of green space.

Within the boundaries of this district, properties that front both sides of Broadway are fully within the Central City Sector from Hall of Fame Drive to the south side of Washington Pike. When developing new zoning for the Broadway corridor, the recommendations of the *East City Sector Plan* (MPC, 2014) should also be considered for the eastern half of Broadway from Washington Pike to Interstate 640.

**Recommended Uses:**

A mix of uses should be allowed along Broadway, including residential, office and commercial development. In the long-term, current C-3 General Commercial zoning should be

replaced with design oriented zoning such as a form-based code or corridor overlay district. The concept is to allow mixed-use building forms that are more urban-oriented (for example, multiple stories and small front yard setbacks) and designed to enhance the pedestrian experience. Large shopping centers present opportunities for nodes of more intense development along the corridor. Vertical mixed use may be accommodated for the entire district.

- Community Mixed Use Center (MU-CC)
- Urban Corridor Mixed Use (MU-UC)
- General Commercial (GC)
- Office (O)
- Medium Density Residential (MDR)
- Traditional Neighborhood Residential (TDR)

**Recommended Zoning**

Form District or Corridor Overlay District zoning should be developed for the area. Basic and Planned Development district zones that allow a “recommended use,” or mix of these uses, for this district can be considered. The recommended zoning should address design standards, such as consistent front and side yard landscaping, allowances in a reduction in parking, consistency in building setbacks/ settings, buffers between commercial and adjoining

residential properties, and adherence to adopted plans such as the *Knoxville Street Tree Master Plan* (MPC, 2002). These measures could address the extensive post-1950 strip commercial development that is present today and foster more intensive redevelopment to support transit.

**Transportation Improvements**

- Develop a corridor plan that creates a new road profile balancing pedestrian, automobile, bicycle, and mass transit needs. Of particular concern for pedestrian connectivity and safety are the Hall of Fame Drive and Interstate 640 interchange areas. Look at access management and signalization.
- Speeding is an issue in some of the adjacent neighborhoods. The specific streets and the solutions for traffic calming need to be addressed through a revised City traffic calming policy.
- Improve KAT service by enhancing amenities and increasing frequency.

**Community Facility Improvements**

- Extend the First Creek Greenway north to Fulton High School, and then toward Fountain City to link the northern neighborhoods.



## **MU-CC8:**

### **Medical Center Mixed Use District**

This district includes the Tennova Physicians Regional Medical Center (formally St. Mary's) and the surrounding medical office and commercial uses. With the potential relocation of an unknown amount of the hospital, the uses within this district could change dramatically. The intent of this district is to provide options based on this potential shift away from medical uses.

#### **Recommended Uses**

**Option 1:** If the site continues to be used as a regional medical center with the majority of its medical uses remaining at this campus

Office uses should be allowed to continue in this district, allowing hospital expansion and other supporting uses. The design and scale of the buildings should be complimentary to the surrounding neighborhood.

- Office (O)

**Option 2:** If the hospital operations are scaled back Portions of the site could be reused for High Density Residential, Office, and Retail along Woodland Avenue. Areas outside of the hospital currently designated Office could convert to the Medium Density Residential/Office (MDR/O) designation or Traditional Neighborhood Residential (TDR). Further study may be warranted once the extent of continued use by the hospital is known. The design and scale of the buildings should be complimentary to the surrounding neighborhood.

- Office (O)
- Medium Density Residential (MDR)
- Traditional Neighborhood Residential (TDR)
- Recommended uses of the adjacent MU-CC6 should be considered along Woodland Avenue from Broadway to Huron Street.

#### **Recommended Zoning**

**Option 1:** Basic and Planned Development district zones that allow a “recommended use” can be considered.

**Option 2:** Form Code or Corridor Overlay District zoning should be developed for the area. Basic and Planned Development district zones that allow a “recommended use”, or mix of these uses, can be considered and should be conditioned to require “development plan” review to ensure infill development is compatible with the surrounding neighborhood; including, but not limited to, building setbacks, height and parking location and screening.

## **MU-CC9:**

### **Central Street Corridor Mixed Use District** (north of Woodland Avenue)

In the early part of the 20<sup>th</sup> century, the northern portion of Central Avenue was comprised primarily of houses, some churches and corner stores. The adjacent residential neighborhoods of Oakwood and Lincoln Park provided housing for the workers at the nearby rail yard and mantle factory. As the west side of Central Street transitioned into a major job center with the growth of the Dempster Brothers business, and Central Street became a federal highway, the houses began transitioning to commercial uses to serve the workers, residents and travelers. After the construction of the interstate system, the commercial businesses in the area began to decline.

The *Broadway-Central-Emory Place Small Area Plan* (MPC, 2007) recommends extending the Central Street Corridor Mixed Use District (MU-CC2) north along Central Street. In addition, the *Oakwood-Lincoln Park Neighborhood Plan* (MPC, 2006) refers to Broadway and Central Street as “having significant potential for mixed use infill development that could benefit adjacent neighborhoods ... and a greater range of neighborhood-oriented land

uses, including higher density housing and retail uses, are potential scenarios for these corridors.” The land use and transportation recommendations are similar to those in the MU-CC2 district south of Woodland Avenue.

#### **Recommended Uses**

A mix of uses should be allowed along Central Street including residential, office and commercial development. The concept is to allow mixed-use building forms that are more urban-oriented (for example, multiple stories with small or no front yard setbacks) and designed to enhance the pedestrian experience. On the east side of Central Street, properties that front on side streets should not be a commercial use. The scale of buildings should be compatible with adjacent residential uses.

- Urban Corridor Mixed Use (MU-UC)
- General Commercial (GC)
- Office (O)
- Medium Density Residential (MDR)
- Traditional Neighborhood Residential (TDR)

#### **Recommended Zoning**

Form District or Corridor Overlay District zoning should be developed for the area. Basic and Planned Development district zones that allow a “recommended use”, or mix of these uses, can be considered and should be conditioned to the applicable “development characteristics” of Appendix 3: Mixed-Use Development Guidelines in the *Broadway-Central-Emory Place Small Area Plan* (MPC, 2007). The development characteristics include guidelines for building setbacks and height, commercial building design, parking, driveway access, open space, and lighting.

#### **Transportation Improvements**

- Continue the concepts in the *Downtown North Streetscape Project* (City of Knoxville, 2010) schematic designs.
- Improve Central Street as a ‘complete street’ that is designed and operated to enable safe access for all users, including pedestrians, bicyclists, motorists and bus riders of all ages and abilities.
- Consolidate curb-cuts as redevelopment occurs.
- Enhance KAT service by frequency and amenities.

The intent of these mixed use districts are to further the land use, transportation and community facility recommendations of the *Downtown North/I-275 Corridor Redevelopment and Urban Renewal Plan* (KCDC, 2007). Since the adoption of this redevelopment plan several commercial and industrial

Plans to reference for additional information:

- *Downtown North/I-275 Corridor Redevelopment and Urban Renewal Plan* (KCDC, 2007)
- *I-275/North Central Street Corridor Study* (MPC, 2007)
- *Broadway-Central-Emory Place Small Area Plan* (MPC, 2007)

**LEGEND**

- EXISTING BERNARD AVE (STRIPING)
- EXISTING FIFTH AVE (MEDIAN WORK & STRIPING)
- EXISTING BLACKSTOCK AVE (STRIPING)
- BAXTER AVENUE WIDENING AND RESURFACING
- BLACKSTOCK AVENUE EXTENSION
- MARION STREET IMPROVEMENT
- PROPOSED CURB AND GUTTER
- PROPOSED SIDEWALK
- PROPOSED GREENWAY
- PROPOSED GRASS STRIP
- PROPOSED CURB AND SIDEWALK REPLACEMENT
- SLOPE EASEMENT
- PROPOSED DRIVEWAY
- PROPOSED RETAINING WALL
- PROPOSED R.O.W.
- CUT SLOPE
- FILL SLOPE
- CONSTRUCTION EASEMENT

**SCALE:** 1"=100'

**Map Labels:** BLACKSTOCK AVE, BERT AVE, BLACKSTOCK EXTENSION, PHILIP METAL INC., SECOND CREEK, SOUTHERN RAILROAD, BERNARD AVE, MARION ST, DAVIS CREEK, VAL ST, W BAXTER AVE, I-275 SB, I-275 NB.



## MU-CC10:

### Gateway Corridor Mixed Use District

In the *Downtown North/I-275 Corridor Redevelopment and Urban Renewal Plan* (KCDC, 2007) this district is referred to as the Mixed Use 1: (MU-CC1) district. It primarily represents the area between I-275 and Second Creek south of Woodland Avenue, and between I-40 and the railroad tracks west of Second Creek. Many of the properties along I-275 and I-40 are underutilized (often poorly maintained). As gateways to downtown, these corridors should be more attractive and their economic development potential should be more fully realized.

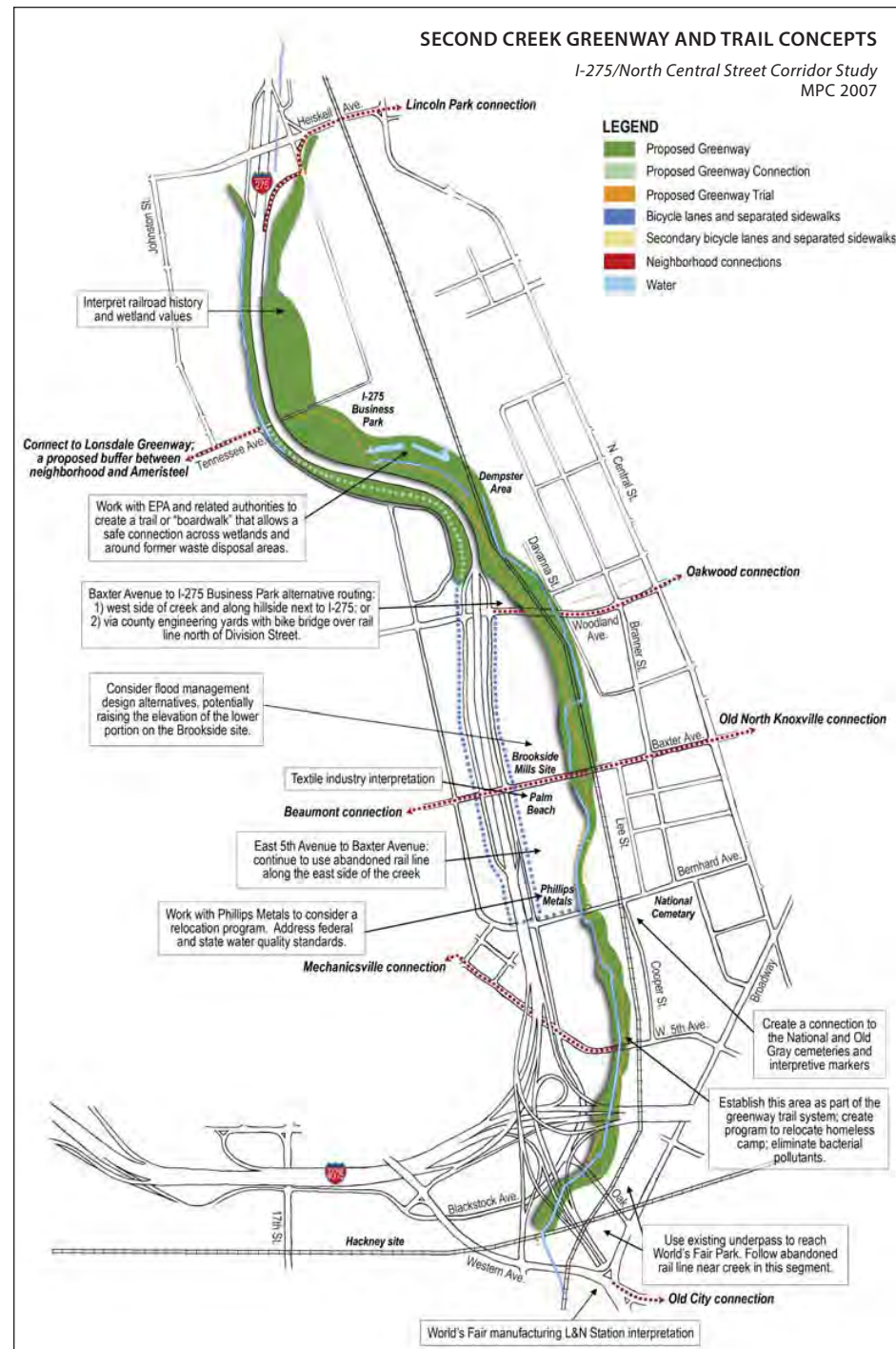
### Recommended Uses

A mix of uses should be allowed, including office, light manufacturing, wholesale and retail commercial, and residential. Vertical mixed use may be accommodated (for example, a shop or restaurant at ground level with office uses above). Office building and office components of industrial buildings should be closer I-275 and along east/west-oriented streets, such as Baxter Woodland and Bernard; and industrial and warehouse distribution uses could be located toward the interior portion of the corridor where rail access is provided. Retail commercial and residential should be only created via a mixed use development plan.

- Community Mixed Use Center (MU-CC)
- Light Industrial (LI)
- General Commercial (GC)
- Office (O)
- Medium Density Residential (MDR)

### Recommended Zoning

Form District or Corridor Overlay District zoning should be developed for the area. Basic and Planned Development district zones that allow a “recommended use,” or mix of these uses, for this district can be considered and should be conditioned with the applicable design concepts in the *Redevelopment Plan*. Such design concepts (standards) may include, but are not limited to, consistent building setback relative to the street system, parking and delivery locations, landscaping and signage, and building height.



## Transportation Improvements

Road connectivity improvements between 17<sup>th</sup> Street and Woodland Avenue. The City is proposing to make improvements between Fifth Avenue and Bernard Avenue in 2015. With the recent redevelopment of the Brookside Mills site, a direct connection from Baxter Avenue to Woodland Avenue, along the same route as the 2015 improvements may not be possible; however, an improved connection in this area may still be warranted.

## Community Facility Improvements

Create a greenway and trail along Second Creek, which could connect the northern neighborhoods of Lonsdale and Oakwood-Lincoln Park to World's Fair Park, Downtown, and the waterfront. For more information, see the Second Creek Greenway and Trail concepts in the *I-275/North Central Street Corridor Study* (MPC, 2007).

**MU-CC11:**

In the *Downtown North/I-275 Corridor Redevelopment and Urban Renewal Plan* (KCDC, 2007) this district is referred to as the Mixed Use 2: MU-CC2 district. The area includes two small residential areas west of North Central that have had many conversions to other uses; one being the area around the Knox County Health Department and the other being adjacent to Happy Holler. In view of the relatively small lot sizes and existing housing, the residential character of these neighborhoods should be conserved while allowing office uses; particularly those associated with health and social services.

**Recommended Uses**

A mix of uses should be allowed, including office and residential.

- Office (O)
- Medium Density Residential (MDR)
- Traditional Neighborhood Residential (TDR)

**Recommended Zoning**

Basic and Planned Development district zones that allow a “recommended use,” or mix of these uses

**MU-CC12:**

In the *Downtown North/I-275 Corridor Redevelopment and Urban Renewal Plan* (KCDC, 2007) this district is referred to as the Mixed Use 3: (MU-CC3) district. This area is east of Second Creek and adjacent to the railroad south of Baxter Avenue. The existing uses are predominantly wholesale and retail commercial, and industrial uses. A buffer should be provided for the residential uses east of Lee Street.

**Recommended Uses**

A mix of uses should be allowed, including wholesale and retail commercial, railroad-related and general industrial.

- Light Industrial (LI)
- General Commercial (GC)

**Recommended Zoning**

Basic and Planned Development district zones that allow a “recommended use,” or mix of these uses

**Community Facility Improvements**

Create a greenway and trail along Second Creek, which could connect the northern neighborhoods of Lonsdale and Oakwood-Lincoln Park to World’s Fair Park, Downtown, and the waterfront.

**MU-CC13:**

In the *Downtown North/I-275 Corridor Redevelopment and Urban Renewal Plan* (KCDC, 2007) this district is referred to as the Mixed Use 4: MU-CC4 district. This is a small area surrounding West Scott Avenue, between North Central Street and Second Creek. The existing uses are predominantly wholesale and retail commercial, and light manufacturing. Residential uses are still in this area and should be allowed to remain or converted to office uses.

**Recommended Uses**

A mix of uses should be allowed, including light manufacturing, wholesale and retail.

- Light Industrial (LI)
- General Commercial (GC)
- Existing residential structures can be considered for the same recommended uses in the MU-CC11 district.

**Recommended Zoning**

Basic and Planned Development district zones that allow a “recommended use,” or mix of these uses



An artist's depiction of office and warehouse development along Ailor Avenue and Blackstock Avenue

**MU-CC14:****Ailor Avenue Mixed Use District**

This district includes the area around Ailor Avenue north of I-40 and west of 17<sup>th</sup> Street. The area has a broad mix of uses including residential, office, commercial, wholesale, and light industrial. Because the area has good visibility from the interstate and has close proximity to the University of Tennessee and downtown, it could be a good location for more intense office uses. Small businesses that require light industrial or commercial zoning are also ideally suited for the area.

**Recommended Uses**

A mix of uses should be allowed including office, commercial, light manufacturing, and wholesale. Vertical mixed use may be accommodated (for example, a shop or restaurant at ground level with office uses above).

- Light Industrial (LI)
- General Commercial (GC)
- Office (O)

**Recommended Zoning**

Basic and Planned Development district zones that allow a “recommended use,” or mix of these uses can be considered.



## FORT SANDERS NEIGHBORHOOD

Fort Sanders is one of the most densely populated neighborhoods in the City of Knoxville. With the neighborhood's proximity to downtown, two regional hospitals and the flagship campus of the University of Tennessee, it is an ideal location for many residents and it acts as a gateway for many of Knoxville's visitors. With these assets comes the challenge of coordinating quality growth while maintaining the rich character and history that give Fort Sanders its unique identity.

Plans to reference for additional information:

- *Fort Sanders Neighborhood Plan* (MPC, 2000)
- *Cumberland Avenue Corridor Plan* (MPC, 2007)

### MU-CC15:

This district consists of areas along Clinch Avenue between 16<sup>th</sup> Street and 11<sup>th</sup> Street; including the neighborhood commercial area at the intersection of James Agree, two large apartment complexes (one of which is under construction), one hotel, and several offices and houses. Most of the district is on the south side of Clinch Street, which has seen the most transition from residential to other uses. The surface parking lot that encompasses the half block along Clinch Avenue, between James Agree Street and 14<sup>th</sup> Street, is an opportunity for a mixed-use development that includes neighborhood commercial uses and is scaled compatibly with the surrounding houses. If appropriate zoning is not available to allow a mixed-use development, extending the Neighborhood Conservation (NC-1) Overlay zone should be for this property to allow compatible development within a Basic or Planned Development zone.

### Recommended Uses

A mix of uses should be allowed including residential, office, retail and restaurants. The retail and restaurant uses should be located along 16<sup>th</sup> Street and 11<sup>th</sup> Street, and near the James Agee Street intersections of White Avenue and Clinch Avenue. The Neighborhood Conservation (NC-1) Overlay district should be extended into areas not already covered to ensure that infill development is compatible with the surrounding neighborhood.



*Mixed-use buildings, like this one in Atlanta, could be appropriate along Clinch Avenue.*

- Neighborhood Mixed Use Center (MU-NC)
- Office (O)
- High Density Residential (HDR)
- Medium Density Residential (MDR)
- Automobile-oriented uses, such as gas stations, are not appropriate.

### Recommended Zoning:

Form Code or Corridor Overlay District zoning should be developed for the area. Basic and Planned Development district zones that allow a “recommended use”, or mix of these uses, for this district can be considered and should be conditioned to require “development plan” review to ensure infill development is compatible with the surrounding neighborhood; including, but not limited to, building setbacks, height and parking location and screening.

### MU-CC16:

This district wraps around the eastern and northern edges of Fort Sanders and is meant to allow higher residential densities outside of the historic core of the neighborhood. Along Grand Avenue, there is a broad mix of uses that have been compatible with the residential uses (including office, wholesale and retail) and should be allowed to continue. High density residential uses have slowly been replacing these non-residential uses; this trend will likely continue.

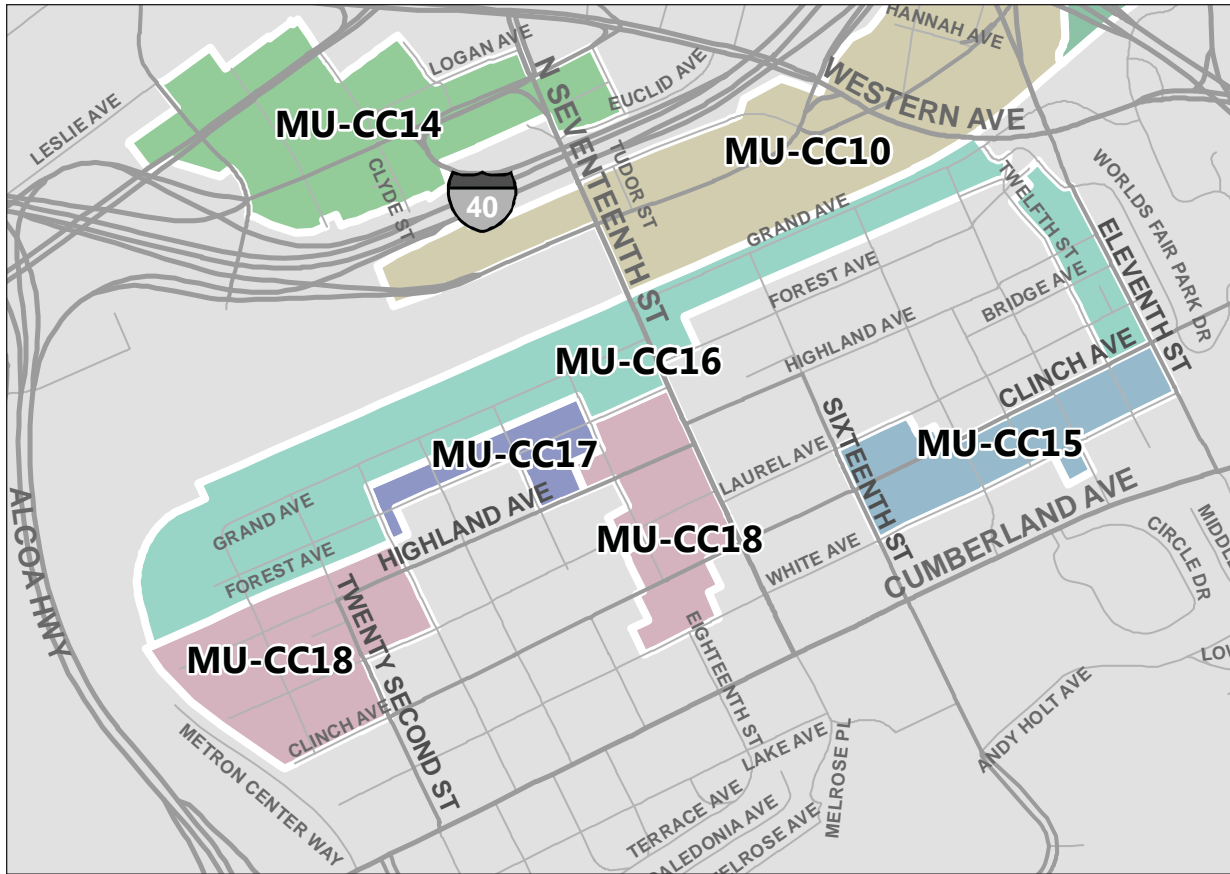
### Recommended Uses

Residential uses are appropriate for the entire district. The existing office, wholesale, warehouse/distribution, and retail along Grand Avenue should be allowed to continue on those sites as a stand-alone use, or as a mix with other uses. The design and scale of the buildings should be complimentary to the surrounding neighborhood.

- High Density Residential (HDR)
- Medium Density Residential (MDR)
- Along Grand Avenue:
  - Office (O)
  - Business Park Type 2 (BP-2)
  - Neighborhood Mixed Use Commercial (MU-NC)

### Recommended Zoning

Basic and Planned Development district zones that allow a “recommended use”, or mix of these uses, for this district can be considered and should be conditioned to require “development plan” review to ensure infill development is compatible with the surrounding neighborhood; including, but not limited to, building setbacks, height and parking location and screening. The C-2 (central business district) zone is not appropriate in this district.



#### **MU-CC18:**

Houses original to the neighborhood and new office buildings that are designed with a residential character and scale, characterize this district. This district is west of 17<sup>th</sup> Street and split by the Fort Sanders Hospital and East Tennessee Children's Hospital complexes. In the R-2 (general residential district) zone, medical facilities are considered a "use and structure permitted on review"; if considered, these uses should be located on the edge of the residential neighborhood areas, closer other non-residential uses such the hospitals.

#### **Recommended Uses**

A mix of residential uses, including other uses allowed as a "use and structure permitted on review" within the applicable residential zones. The design and scale of the buildings should be complimentary to the surrounding neighborhood.

- Medium Density Residential (MDR)
- Traditional Residential Neighborhood (TDR)

#### **Recommended Zoning**

Basic and Planned Development district zones that allow a "recommended use" for this district can be considered.

#### **MU-CC17:**

This district is the north side of Forest Avenue, between 21<sup>st</sup> Street and 18<sup>th</sup> Street, and primarily consists of houses and apartments. This area is intended to be a transition area between the hospital and the various uses along Grand Avenue.

#### **Recommended Uses**

A mix of uses should be allowed, including residential and office. The design and scale of the buildings should be complimentary to the surrounding neighborhood.

- Office (O)
- High Density Residential (HDR)
- Medium Density Residential (MDR)
- Traditional Residential Neighborhood (TDR)

#### **Recommended Zoning**

Basic and Planned Development district zones that allow a "recommended use", or mix of these uses, for this district can be considered and should be conditioned to require "development plan" review to ensure infill development is compatible with the surrounding neighborhood; including, but not limited to, building setbacks, height and parking location and screening. The C-2 (central business district) zone is not appropriate in this district.



## MARBLE CITY/SUTHERLAND AVENUE SMALL AREA PLAN

### History

As of 1863, the East Tennessee and Georgia Railroad and a few small roads were the only signs of development in the area known today as Sutherland Avenue. By the early 1900s, marble and textile industries had been established. The nickname “Marble City” was given to the area. Most of the employees that worked there lived within walking distance of the industries. Marble City School emerged in 1913.

John Tarleton Institute and Park are significant assets for the area. John Tarleton, orphaned at seven, made his way from New England to Knoxville where he worked as a store clerk for Cowan-Dickinson mercantile for forty years. He lived frugally and acquired real estate holdings in Knoxville and Texas. He died in 1895 and in his will directed that his property in Knoxville be sold to create the John Tarleton Institute on a remaining unsold section of his property for “children between the ages of six and eighteen, of good moral character and unable to educate themselves.”

### Natural Resources and Environmental Impacts

The Tennessee Department of Environment and Conservation (TDEC) has identified several brownfield sites, which are places that are contaminated with petroleum or other pollutants.

Marble City lies entirely within the Third Creek Watershed. TDEC has classified the creek as an impaired stream (E. coli bacteria) and human contact should be avoided. In recent years, the City has repaired significant degradation of the west fork of Third Creek.

In 2012 a mulch fire occurred at the Shamrock Organic Products’ site on Ailor Avenue. The event produced air quality and water problems in surrounding areas, including Mechanicsville. The site had become overburdened with too much mulch material, which fueled the fire for days. As a consequence, the City now has safeguards regarding mulch pile heights. Fortunately, an analysis regarding the mulch fire demonstrated that long-term effects on water quality, such as dissolved oxygen, have not occurred.

### Household Income and Housing Conditions

Approximately 30 to 50 percent of the residential population within the Sutherland Avenue area is at or below the poverty level. This is significantly higher than the averages for Knox County (14.7 percent) and Tennessee (18.4 percent). The housing is older than most places in Knoxville and was built modestly to meet the needs of the workers.

### Existing Land Use and Zoning

The acreage and proportions of existing land uses can be seen below. While there are significant manufacturing firms, processing such goods as concrete and food-related products, the uses only comprise about 7 percent of the area’s land. Rail access has been critical to their location. On the southern side of Sutherland Avenue, abutting the railroad, the light industrial zoned properties are numerous and have replaced the residential fabric of the older Marble City neighborhood.

A variety of businesses line Sutherland Avenue, ranging from outdoor recreation shops to building material suppliers to car repair shops to restaurants. An important reuse was the transformation of Cherokee Mills to office space. With only a few exceptions, the commercial and industrial buildings are in fair or average condition.



Cherokee Mills

Toward the western end of the small area and on the northern side of Sutherland Avenue are the Sutherland Park and Prestwick Ridge and Dunhill Apartments, which are home to a significant number of residents. A small mobile home park abuts Division Street.

Public facility and utility uses are extensive, including the National Guard Armory, Young Williams Animal Center, John Tarleton Park, the TVA substation, and the Knox County Juvenile Court. Knox County’s Department of Parks and Recreation offices and the Helen Ross McNabb Center’s Home for Children are other significant uses. Office and public facility uses can be found along Division and Liberty Streets, including Pellissippi State’s Division Street Campus, and the Tennessee College of Applied Technology.

### Implications for Future Land Use

Historically, the Sutherland Avenue area has been home to both neighborhoods and industrial uses. Some warehouse and manufacturing firms have started redevelopment of land where houses once stood. The land use plan should recognize the established industrial uses and consider ways to reduce the impact on adjacent uses. Small businesses that require light industrial zoning are ideally suited for the areas west of Concord Street.

Being an area that is close to University of Tennessee and downtown, increasing opportunities for housing and creating walkable neighborhoods are possible. The foremost areas are the Marble City neighborhood situated around Perkins School and land in the west end of the study area, which are close to the UT Recreation Complex.

Because of the variety of uses along Sutherland Avenue, a mix of uses should be fostered, including medium density residential, commercial and office uses. Smaller scale industrial uses could also be continued. As part of this mixed use area buffering of properties with conflicting uses, such as light industrial and manufacturing uses are also recommended.

## PROPOSED LAND USE PLAN

### MU-CC19:

#### Marble City

(Concord Street to John Tarleton Park)

#### Recommended Uses

A mix of uses should be allowed including residential and office. Commercial uses can be considered when fronting on Sutherland Avenue. The concept is to allow mixed-use building forms that are more urban-oriented (for example, multiple stories and small front yard setbacks) and designed to enhance the pedestrian experience.

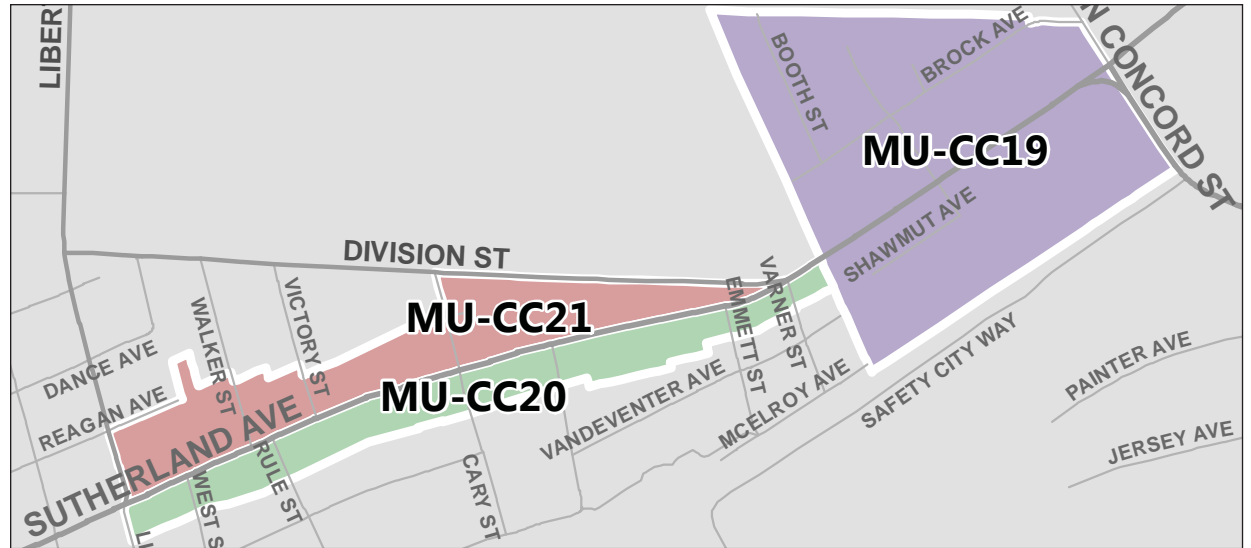
- Office (O)
- Medium Density Residential (MDR)
- Traditional Neighborhood Residential (TDR)
- Urban Corridor Mixed Use (MU-UC)

#### Recommended Zoning

Corridor Overlay District zoning should be developed for the area. Basic and Planned Development district zones that allow a “recommended use,” or mix of these uses, for this district can be considered. The recommended zoning should address design standards, such as window and door openings in relation to the street, consistency in street facing setbacks, front and side yard landscaping, buffering between commercial/industrial and residential properties, location of parking, the consolidation of access points, and locations for commercial loading.



Mixed-use buildings, like this one in Nashville, could be used to allow for a variety of uses within this district.



### MU-CC20:

#### Sutherland Southside

(Division Street to Liberty Street)

#### Recommended Uses

A mix of uses should be allowed including office, commercial, light manufacturing, and wholesale.

- Light Industrial (LI)
- General Commercial (GC)
- Office (O)

#### Recommended Zoning

Corridor Overlay District zoning should be developed for the area. Basic and Planned Development district zones that allow a “recommended use,” or mix of these uses, for this district can be considered. The recommended zoning should address design standards, such as window and door openings in relation to the street, consistency in street facing setbacks, front and side yard landscaping, buffering between commercial/industrial and residential properties, location of parking, the consolidation of access points, and locations for commercial loading.

### MU-CC21:

#### Sutherland Northside

(Division Street to Liberty Street)

Expansion of this district may be warranted with further study to include the entire area between Sutherland Avenue, Liberty Street and Division Street.

#### Recommended Uses

A mix of uses should be allowed including residential, office and commercial. The concept is to allow mixed-use building forms that are more urban-oriented (for example, multiple stories and small front yard setbacks) and designed to enhance the pedestrian experience.

- Urban Corridor Mixed Use (MU-UC)
- General Commercial (GC)
- Office (O)
- Medium Density Residential (MDR)

#### Recommended Zoning

Corridor Overlay District zoning should be developed for the area. Basic and Planned Development district zones that allow a “recommended use,” or mix of these uses, for this district can be considered. The recommended zoning should address design standards, such as window and door openings in relation to the street, consistency in street facing setbacks, front and side yard landscaping, buffering between commercial/industrial and residential properties, location of parking, the consolidation of access points, and locations for commercial loading.



## Other Land Development and Zoning Recommendations

### I-4 Zone District

The I-4 district is the heaviest of the City's industrial zoning districts, allowing uses that could present hazardous concerns such as emission of odor, dust, smoke, gas, and noise. There are several potential solutions to these concerns:

- Require that the most noxious uses within the I-4 zone be considered via "use on review" rather than a permitted use, so that site and use specific recommendations can be developed at the time of rezoning.
- Create a new industrial zoning district, such as I-5 in which to put the most noxious/potentially harmful uses and recommend it only for areas that are well buffered from dense residential areas (for example, fertilizer plants)
- Develop performance standards for the more potentially hazardous industrial uses.

### Redevelopment Potential and Options

Because of many low building values in the corridor, the redevelopment potential is significant for a variety of uses, including industrial, and a mix of residential, office and commercial. Potential solutions include:

- Create a corridor overlay to address mix of uses, similar to the *Bearden Village Opportunities Plan* (MPC, 2001)
- Create standards for industrial redevelopment that would encourage buffers, including landscaping and quality fencing.

### Open Space Assets and Opportunities

The area is fortunate to have some of Knoxville's foremost park and recreation resources. These include John Tarleton Park, the Third Creek Greenway and outside the study area the grounds of West High School and the UT Recreation Complex (although public use of those resources is limited). In addition, Safety City is a facility operated through the Police Department for teaching bicycle and fire safety. The facility also has a playground and multi-use field. Its role as a community resource has potential for expansion.

## Transportation and Streetscape Improvements

Sutherland Avenue is a minor arterial that carries about 12,000 cars per day. It is generally a two-lane facility with turning lanes at Tobler Lane, Liberty Street, N. Concord Street, and Middlebrook Pike. A disconnected sidewalk network is characteristic of both sides of the avenue and there are few pedestrian crosswalks. The Third Creek Greenway Trail serves some bicyclists and connects to Sutherland Avenue near Cox Street.

### Proposed Improvements

- **Pedestrian Safety** Missing links in the sidewalks system make Sutherland Avenue a high priority candidate for sidewalk improvements.
- **Bicycle Facilities:** While the greenway provides a good connection between UT and Bearden, connections to businesses on Sutherland Avenue are lacking. "Sharrows" (traffic lanes shared with bicyclists) should be pursued in the next five years, with the eventual goal to install bike lanes in 15 years.
- **Transit:** Sutherland Avenue is a KAT bus route with several stops, a shelter should be considered.
- **Beautification:** Street, yard and parking lot landscaping are needed.
- **Truck Traffic Issues:** Truck traffic is a concern and appropriate routes, entrances and exits should be designated to assist in the mix of uses surrounding the industrial area.

### Long-Term Improvement Considerations

- The right-of-way dedication requirement for Sutherland Avenue in the *Major Road Plan* is seventy (70) feet, which can accommodate an improved road and streetscape. A three-lane road with medians, turn lanes and bike lanes, may be supported.
- Re-establish the connection from Sutherland Avenue to Dale Avenue, along Donald Lee Derrickson Avenue and Euclid Avenue (closed). This link could improve truck and other vehicle access to I-40, I-275 and the new I-275 business park access road. If this connection is not feasible for vehicles, it should be considered for pedestrians because it provides a more direct east/west route to the Fort Sanders and downtown areas than is currently possible.



An improved sidewalk system, bike lanes and turning medians, would benefit usability of Sutherland Avenue and increase access for businesses and neighborhoods along the corridor.

## PARKRIDGE NEIGHBORHOOD SMALL AREA PLAN

Parkridge was among the earliest of Knoxville's suburbs, emerging as trolley lines were created to link residents with downtown. The first line was a horse-drawn trolley car that ran along part of Washington Avenue. By 1890,



*Washington Avenue street car in the 1890s*

Image courtesy of the McClung Historical Collection of the Knox County Public Library System

however, Fernando Cortes Beaman, a college professor, had begun to develop a 1,100-acre dairy farm as a subdivision. He had already started to create Lake Ottossee (later Chilhowee Park) as an entertainment venture. His subdivision dream was enhanced when he captivated the interest of William McAdoo in building streetcar lines. As the routes were created along Magnolia Avenue and Washington Avenue, Victorian-era houses were constructed, mainly on the lots platted by the Edgewood Land and Improvement Company. In turn, the company attracted the interest of George Barber, a local architect who eventually started a house plan and home building mail order business. Parkridge contains Barber's own house and an outstanding collection of other Barber-designed houses. Later architectural styles include Craftsman, Foursquares and Tudor Revival houses. Much of the area is on the National Register of Historic Places. Parkridge Middle School (converted into condominiums) and Caswell Park are noteworthy resources.

During the 1920s, Knoxville's more affluent residents began moving to automobile suburbs on the outskirts of town, and the city's streetcar suburbs, including Park City,

gradually transitioned into working-class neighborhoods. One of Park City's primary employers, Standard Knitting Mill, built a large factory on the neighborhood's western end in 1900. At its height, this factory employed over 5,000 workers; however, it closed in 1989.

The Parkridge Community Organization (PCO) describes Parkridge as an urban neighborhood with approximately 3,500 people living in 1,800 houses and is home to nine churches and six non-profit organizations.

### Historic Preservation

Much of Parkridge is on the National Register of Historic Places yet the Historic Zoning (H-1) Overlay covers a smaller portion of the neighborhood. When the guidelines for the overlay were written, the following was recognized, "Adjacent to the boundaries of Edgewood-Park City are many other houses that reflect the architectural styles and economic strength of 19th and 20th century Knoxville. Those buildings are also eligible for listing under an H-1 overlay, and should be included in the future as their owners desire the protection of a local historic designation." The overlay area has been the focus of restoration work, lending strength to the neighborhood.

### Recommendation

- Pursue expansion of the historic zoning overlay.



### Streets, Trees and Sidewalks

Parkridge has very long blocks whose lengthy sides run parallel with the avenues. Sidewalks were developed on some side streets. On-street parking spaces are heavily

used. Tree canopy over front yards and sidewalks is generally lacking. Although there are some planting spaces between the streets and sidewalks, they were not planted with street trees. Many of the spaces are too narrow for tree planting.

### Recommendations

- Complete the sidewalk system, particularly focusing on Polk, Bertrand, Monroe, Boruff, Spruce, Adams, Olive and Lemon Streets.
- Working with the City's urban forester, Tree Board, and such organizations as Keep Knoxville Beautiful, the Parkridge Community Organization should foster a street and yard tree planting program.
- Traffic calming measures should be put in place along Washington Avenue. Other avenues should be examined in this regard.

### Neighborhood Edges

Interstate 40, Cherry Street, Magnolia Avenue and Hall of Fame Boulevard form the edges. A sound barrier has been installed to reduce interstate noise. Cherry Street has a mix of uses; some of the buildings are vacant and in less than good condition. Magnolia Avenue was the subject of a recent corridor plan, calling for a mixed use development, new zoning code and streetscape improvements.

### Recommendations

- Consider a corridor overlay for Cherry Street that would create sign, and building placement and appearance standards, especially for commercial uses.
- Continue implementation the *Magnolia Avenue Corridor Plan* (MPC, 2009), including streetscape improvements and form-based zoning code.
- Hall of Fame Boulevard should be landscaped with street and yard trees. As a gateway to downtown, a landscaped median should be a long-term objective. A form-code or commercial corridor overlay should be pursued.

### Building Improvement Programs

Outside the historic district, building conditions and upkeep problems are often seen. Some apartment developments detract from neighborhood value. At the west end the Standard Knitting Mill is in dire need of reuse, and a general cleanup (older fencing, junk yards) is in order.



## Recommendations

- Foster reuse of the Standard Knitting Mill as a mixed use project (allowing office, retail and residential use). The Central Business District (C-2) zone is appropriate as long as use on review is conditioned.
- The Parkridge Community Organization should work with the City's Community Development Department to pursue renovation, blight removal and other programs.
- The proposed Heart of Knoxville Residential District (R-1HK) zoning would be appropriate for Parkridge and should be considered.
- The small neighborhood shopping district at Washington Avenue and Winona Street should be given façade improvement program attention.

## Parks, Greenways and Bicycle Facilities

The primary assets are the Parkridge Park, Caswell Park with its Ashley Nicole Dream Playground and walking trail, and limited segments of the First Creek Greenway. As of the Fall 2013, the city is working with a consultant on a routing plan for greenway expansion.

## Recommendations

- Working with the neighborhood, the city should create an improvement plan for Parkridge Park, examining multipurpose, natural play space and a protected community garden. Redesign of the basketball area is needed, and the entrance from Woodbine Avenue should be enhanced. Expansion of the park should be considered when adjacent vacant lots become available.
- Shade trees should be planted in the surroundings to the Ashley Nicole Dream Playground.
- Join Parkridge to the Old North and 4th and Gill neighborhoods by creating a bicycle riding connection to Broadway along Hall of Fame Boulevard. The eastern end of Gill Avenue would be the most direct connection, but would require coordination with property owners east of the railroad line.
- Develop a bicycle/pedestrian connection from the 4<sup>th</sup> and Gill neighborhood to Caswell Park and the First Creek Greenway.
- Extend the First Creek Greenway to the river and northward toward Fountain City.

## OTHER OPPORTUNITY AREAS

### Whittle Springs Corridor

Whittle Springs Road was created in the nineteenth century. It led to the springs just south of Sharp's Ridge, where a hotel and golf course were created in 1902. With the advent of the automobile, neighborhoods began to form nearby, such as Fairmont (1924) and North Hills (1927). Following World War II, housing development was largely directed to returning veterans and their families. Ranch houses were built in many blocks. Commercial development was largely clustered at the Washington Pike intersection. Two historic civic structures, Belle Morris School (1915) and Fire Station 11, are still in use today. This pattern of development is important because it has led to neighborhood stability, and needs to continue.



*There are several areas along Whittle Springs Road that could be redeveloped into neighborhood-oriented mixed use, like the example below.*



The Whittle Springs Road corridor is split between the Central City and East City sectors by Washington Pike. The objectives and recommended programs for this corridor are:

- Retain the low density residential character in the adjoining neighborhoods.
- Pursue a general rezoning of the single family areas in the north end of the corridor and to the northeast of Washington Pike that are zoned Medium Density Residential (R-2). More appropriately, they should be Low Density Residential (R-1).
- Sidewalks repairs should be undertaken in some areas (5-year program).
- Sidewalks/complete streets (15-year program) with two schools as destinations, consider sidewalks on each side of the road; bike lanes may be difficult along the road, given R-O-W width, but should be considered; sidewalk connections should be made to Old Broadway and under I-640, as the interchange is upgraded.
- Neighborhood Commercial (C-1) zoning is appropriate for the commercial parcels. That zone also allows offices and on-site residences. Maintain the neighborhood commercial sector plan designation but no expansion should be pursued.
- Foster redevelopment/revitalization programs for the commercial properties. Facade improvement and other assistance programs should be explored.
- Reduce the amount of impervious surfaces when redeveloping/remodeling commercial properties. Landscaping is needed on commercial properties, especially to define sidewalk edges, and yard trees are needed to complement the character of the residential setting.
- Corridor overlay zoning with design guidelines should be considered. Such guidelines should include sign and lighting standards that are more in keeping with the scale of the neighborhood commercial buildings, and architectural and landscaping design provisions. With such a code, consolidation of entrance points to commercial properties should be pursued.



The Northeast Waterfront is an appropriate location for mixed-use development, like the image at right from the Knoxville South Waterfront Vision Plan that depicts development on the other side of the river.

## Northeast Waterfront

(former General Shale Brick plant area)

The Northeast Waterfront includes the industrial areas along the Tennessee River, below the James White Parkway Bridge; the majority of which is the former General Shale Brick site that is currently owned by the Knoxville Utilities Board. The area has historically been used for industrial purposes because it has various transportation options for bulk cargo, including barge, rail and truck; and is adjacent to workforce

housing. While the site is viable for continued industrial use, there is potential to allow a mix of uses similar to that in the South Waterfront Form District across the river. In addition, McWhorter Landing Park could be extended along the river where the proposed greenway is shown on the Community Facilities Plan map, whether the land use changes or not.

## OTHER OPPORTUNITIES

### Corridor Overlay District (CO-1)

Through community input in the sector plan update process, MPC staff heard that people are concerned with establishing better design standards on the major commercial corridors within the Central City Sector. Furthermore, the recent corridor plans for Broadway, North Central Street, Magnolia Avenue and Martin Luther King, Jr. Avenue address these same design concerns. In response to these concerns, MPC staff recommends the adoption of a new Corridor Overlay District (CO-1).

The purpose of this district is to enable the designation of certain roadway corridors with an overlay zone district. This will supplement the regulations found elsewhere in the zoning ordinance so as to conserve natural, historic, and aesthetic features, provide better access management, and provide appropriate screening and buffering of vehicle parking and loading areas. The intent of the overlay district is to:

- Promote the health, safety and welfare of the community
- Promote the safe and efficient movement for all modes of travel, including motorized vehicles, bicycles, and pedestrians
- Create a sense of place that is aesthetically pleasing and environmentally sustainable
- Establish consistent and harmonious design standards for development

A separate public input process would be used for each corridor allowing for multiple overlay standards. This would help address the uniqueness of Knoxville's corridors, including, but not limited to: Broadway, Magnolia Avenue, Martin Luther King, Jr. Avenue, North Central Street and Whittle Springs Road.

The guidelines/standards for a CO-1 overlay district may include the following elements:

- Building and related development characteristics
- Lot characteristics, including setbacks/lot coverage
- Landscaping and lighting
- Access management
- Stormwater management
- Signs
- Other features that may be unique to the corridor



Landscaping and sign control (like the above monument sign) are key elements of corridor design standards.



### Heart of Knoxville Residential District (R-1HK)

Through community input in the sector plan update process, MPC staff heard that people are concerned with establishing better design standards within their neighborhoods. In response to this concern, MPC staff is recommending the adoption of a new residential zoning district called the Heart of Knoxville Residential District (R-1HK). This is a zoning district intended for Heart of Knoxville neighborhoods, defined as Knoxville's pre-1950s neighborhoods found within Interstate 640.

Today's current zoning districts predominantly found within these neighborhoods (R-1, R-1A and R-2) do not recognize their small lot patterns. In addition, the current zoning does not address design standards, sometimes resulting in incompatible development within these neighborhoods.

Examples of incompatible development include shallow roof pitch and orientation, absence of porches, and no front door or windows facing the street. The design standards within R-1HK address these design elements.

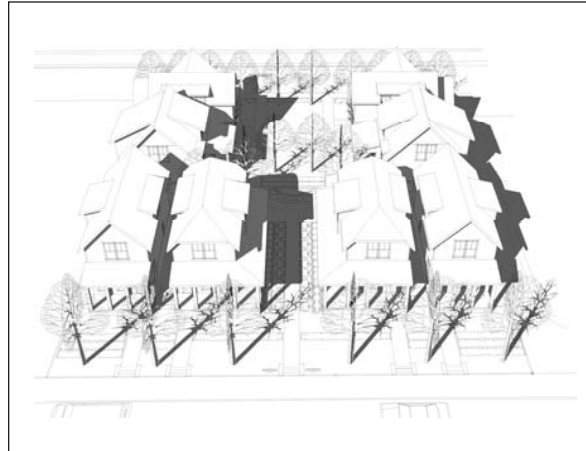
The adoption of R-1HK would give these neighborhoods a tool to:

- Promote neighborhood stability and facilitate housing development
- Strengthen desirable physical features and design characteristics, and a neighborhood's identity, charm and flavor
- Enhance pedestrian-oriented streets
- Prevent blight, caused by incompatible and insensitive development
- Promote and retain affordable housing
- Encourage the harmonious, orderly and efficient growth and redevelopment in older Knoxville neighborhoods

The new zoning district is intended to regulate new houses, duplexes, and multi-dwelling structures. The opportunity to do better infill development on existing and smaller lots, and courtyard development are offered by this zone. It includes design standards and principles that are not present in our current zones, and having these in place would enhance the physical attributes of neighborhoods.

These standards and principles include:

- Use on review for multi-dwelling structures
- Provisions to allow for accessory dwelling units
- Provisions to allow courtyard development
- When there is no usable alley, parking must be 20 feet beyond the front façade
- On-street parking may fulfill parking requirement
- Exteriors of residential structures would need to be made of brick, clapboard-like material, stone, or wood-like shingles
- Street facing elevations must contain 25% doors and windows
- Porches or stoops when 75% or more of the surrounding structures has them



*Illustration of courtyard development*

These standards were developed using the *Heart of Knoxville Infill Housing Guidelines*. Those guidelines have been used by the City's infill housing programs and Infill Housing Overlay districts (IH-1), found within Lonsdale, Oakwood Lincoln Park, and Edgewood Park neighborhoods. The R-1HK zone uses the same design principles, but instead of separate guidelines, the principles have been standardized into the new base zone.

### New Mixed-Use Basic or Planned Zone District(s)

The Central City Sector is the most intensely developed area in Knoxville with a complex land use pattern requiring special zoning that allows different, yet compatible uses to be within close proximity. With few exceptions, the current zoning ordinance is meant to separate uses and create large setbacks/buffers, without acknowledgement to how the design of the development affects the surrounding urban fabric.

Many of the "special mixed use districts" try to meet this need by recommending the following: 1) condition existing zones to require certain design standards, which is neither ideal for encouraging appropriate development nor easy to administer by the City; or 2) create new design-based zoning districts. Recently, form and overlay zoning districts have been the primary method for creating codes with design standards (such as the South Waterfront and Cumberland Avenue Form Districts, and the Downtown Design Overlay District). While these codes are very effective, they are specific to a location and cannot be easily translated and used in other areas. In addition, because of the complexity of creating and adopting the design standards, they may only be viable for a portion of a proposed mixed use district and the extended timeframe for adopting these regulations may stifle development proposals that meet the intent of the plan in the meantime.

A new zone (or set of zones) should be created that can be requested on a site specific basis and that meets the site design and use needs of the proposed mixed use districts. These zones should have development standards that allow vertical mixed-use development, similar to how the proposed Heart of Knoxville Residential District (R-1HK) has development standards for residential uses. This new zoning should be intended for commercial corridors with a high level of transit service, which are appropriate for larger, higher intensity development; and neighborhood corner stores or commercial nodes, which are appropriate for smaller, lower intensity development. The design standards and uses permitted within the Traditional Neighborhood Development (TND-1) and Town Center (TC-1) could be used as a basis for developing the new zoning code(s).



*Mixed-use developments of this scale are appropriate for many urban corridors.*



*Small, neighborhood-oriented commercial uses can be more closely integrated with residential areas.*

In addition, the current C-7 (pedestrian commercial district) zone, which was specifically created for the Cumberland Avenue “strip”, is no longer used and could be repurposed to allow mixed-use development along other urban corridors. The C-7 district had design guidelines and a review board, which could be replaced with similar development standards and, if needed, “development plan” review by the Metropolitan Planning Commission to ensure compatibility with surrounding uses.



## COMMUNITY FACILITIES PLAN

This portion of the plan is directed to future parks, school improvements and other facilities that are needed for the community growth and provided in a prudent manner in relation to the conservation of scenic, historic and environmental assets.

### Parks, Greenways and Recreation Facilities

In 2009 the city and county adopted the Knoxville-Knox County Park, Recreation and Greenways Plan (“park plan”). The purpose of this long-range master plan is to meet the park and recreation facility needs of the Knoxville and Knox County population that is projected reach 525,940 by 2030. Additionally, it is a priority of this plan to conserve open spaces within Knox County including critical natural features such as streams, rivers and forested areas.

In the Central City Sector, because of its historic neighborhood schools and through the success of early 20th century park planning, this sector has a good distribution of park and public resources. The keys to the improvement program are reclaiming underutilized sites (for example, abandoned schools, continuing to upgrade existing parks and forming greenway connections).

Over time, the recommendations of the park plan may either be implemented or no longer viable for various reasons, and new recommendations may emerge as part of a sector plan update. As a means of refining and keeping the park plan current, the following recommendations will amend the Central City section of the park plan upon adoption of this sector plan update.

General Park and Greenway Recommendations from the Central City Sector Plan Survey:

- Complete the First and Second Creek Greenway connections from downtown to the neighborhoods.
- Develop a plan for the locations and distribution of dog parks.
- Provide additional shade (trees/canopies) and benches.
- Utilize “natural playscape” design principles when designing park improvements, such as natural topography, boulders, stumps and logs.



### Neighborhood Parks & Squares Recommendations

Acquire space for new neighborhood parks (5 to 10 acres each) or squares (1 to 5 acres each) in the general vicinity indicated on the plan.

#### • Cherry Street Square

Create a public square by reusing the wide Cherry Street right-of-way, south of Magnolia Avenue.

#### • Walter P. Taylor Homes

Create a new square or park on the Walter P. Taylor Homes site at the time of its redevelopment.

#### • Belle Morris Park

Create a neighborhood and linear park, connecting to First Creek Greenway (using utility corridor and related space).

#### • Lincoln Park School Reuse

Reclaim the asphalt areas as public park space, marking on-street parking for evening school use, and provide an outdoor basketball court. Another option for a neighborhood park within the Lincoln Park neighborhood is the vacant parcels surrounding the Lincoln Park United Methodist Church and west of the railroad line. This park could provide multipurpose open space and provide a walking loop within the park.

- **Rule High School Reuse**

Reclaim/reuse the old Rule High School fields for community recreation purposes.

- **Kelso Park**

Investigate the potential reuse of the Kelso Oil site for park use; and consider residential development in conjunction with the park.

- **UT/Fort Sanders Neighborhood Park**

Create a park at the corner of Laurel Avenue and Sixteenth Street (currently a surface parking lot and utility substation). The site is associated with Civil War history. The park should be designed to accommodate special events in conjunction with the Laurel Theatre.

### **Greenway/Greenway Connector Recommendations**

The sector's major greenway systems should include:

- **First Creek Greenway Extension**

Link the existing greenway to Caswell Park, continue south to the Old City via the former railroad line and on to the James White Greenway. Link the existing greenway north to Fulton High School along Broadway and continue along First Creek to link the north Knoxville neighborhoods.

- **Lonsdale Greenway**

To buffer the neighborhood and provide access to Sharps Ridge and Second Creek Greenways, extend this greenway to Buck Toms Park.

- **Second Creek Greenway**

Connect along Second Creek between Lonsdale and World's Fair Park. An extension of this greenway would link the World's Fair Park with the Old City and the proposed First Creek Greenway.

- **Sharps Ridge Greenway**

Create a natural-surface trail from Sharps Ridge Memorial Park extending to McAnnally Ridge.

- **Greenway Connectors**

North Central Street, Western Avenue, Cumberland Avenue and Magnolia Avenue are the major streets that should be improved to safely accommodate both pedestrians and bicyclists.

### **Recreation Center Recommendation**

- **Lonsdale Recreation Center**

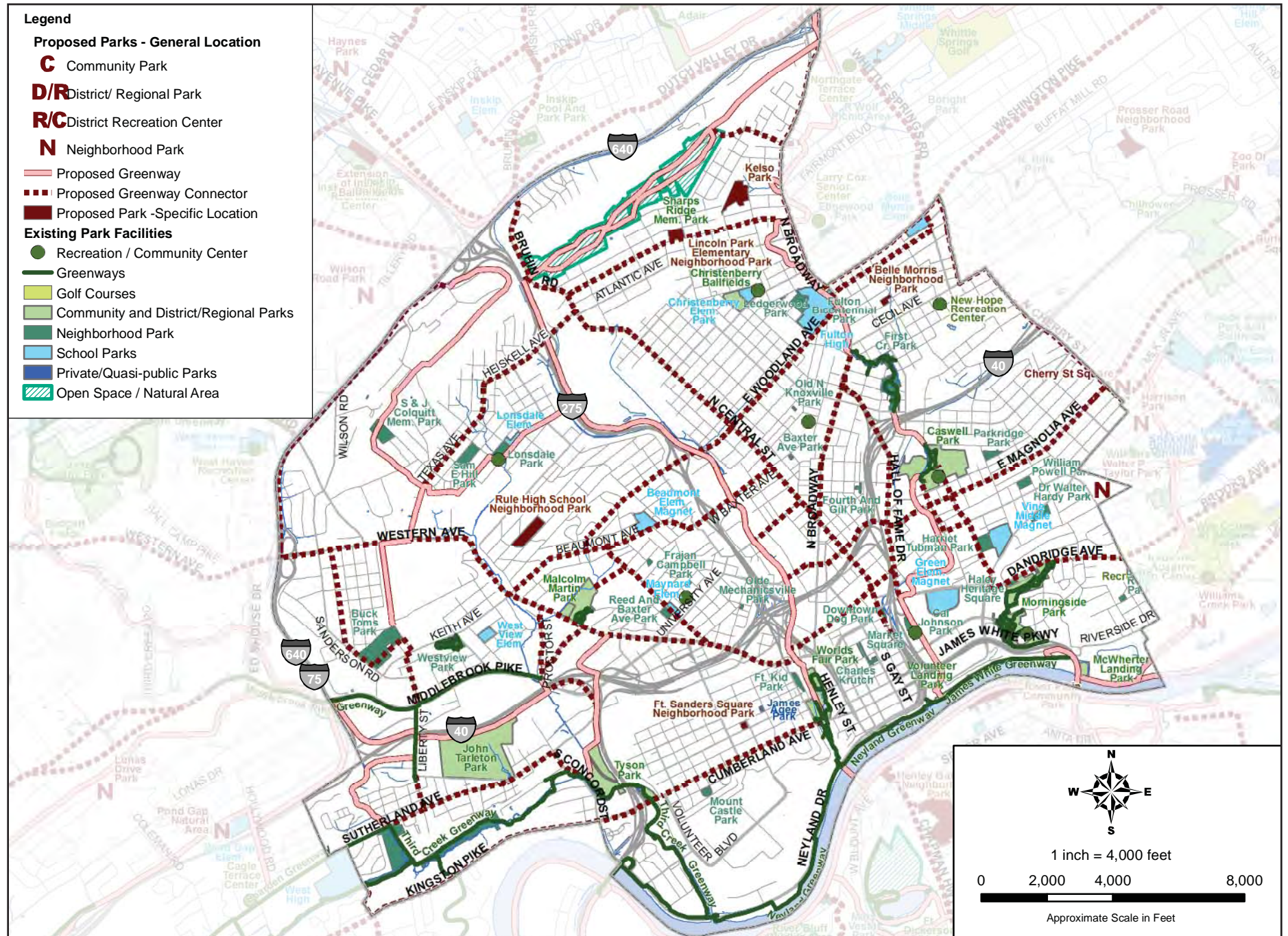
Expand the existing facility to provide space for league basketball and other community uses, or consider expanding the gym facilities at Lonsdale Elementary School and allow for public access, this could be accomplished through a partnership between Knoxville City Parks and Recreation and the Knox County School Board.



Conceptual site plan for redevelopment of the Walter P. Taylor Homes site in the Five Points area.



# Central City Sector: Community Facilities Plan





## Other Park and Trail Opportunities

### • West View Historic Cemetery District

Create a trail system through the historic cemeteries in the West View neighborhoods to connect Buck Toms Park, West View Park, and West View Elementary. This trail could connect to the KUB property adjacent to Tom Bucks Park and into the unused vegetated ridge of New Grey Cemetery to Western Avenue, and on to Lonsdale Park. A conceptual trail system has been designed by the Community Design Center, in coordination with the West View Community and funded by the City of Knoxville Community Development Department.

### • Odd Fellows Cultural Heritage Park

A partnership between the Knoxville Re-Animation Coalition and the University of Tennessee have developed and begun implementing a plan to rehabilitate and make improvements to the historic Odd Fellows and Potter's Field cemeteries. The concept is to clear the cemeteries of vegetative overgrowth and develop walking paths, the first of which is 1,000 feet long and is called the "community passage".

## IMPROVEMENTS TO HISTORIC CEMETERIES CAN HELP NEIGHBORHOODS REDISCOVER THEIR HERITAGE



*The Community Design Center studied use and linkages between all of the historic cemeteries in the West View neighborhood, including Crestview, Jewish, Lons, Longview, Middlebrook, and Southern Chain. Their design efforts focused on improving Crestview, Longview and Southern Chain Cemeteries; concentrating on security, defining edges, and entrances.*



*The Knoxville Re-Animation Coalition and University of Tennessee College of Architecture and Design proposed a rehabilitation of the historic Odd Fellows and Potter's Field cemeteries. This collaborative project seeks to address the negative physical and social influences affecting the area and to offer the community a safe, engaging, and respectful environment to rediscover its heritage. A cemetery survey, fragment retrieval, demarcation study, planting ceremonies and creation of walking paths are some of the project activities.*





## GREEN INFRASTRUCTURE PLAN

Green infrastructure represents the natural resources needed for environmental, social and economic sustainability, including existing parks, schools, natural areas, wooded hillsides, lakes, creeks, and existing and proposed greenways. A well-connected green infrastructure system has both environmental and economic benefits to communities. These benefits include clean air and water, increased property values, and healthier citizens.

The Green Infrastructure Plan incorporates the components of the *Knoxville-Knox County Park, Recreation and Greenways Plan*; the *Knoxville-Knox County Hillside and Ridgetop Protection Plan*; the Knox County and City of Knoxville Stormwater Ordinances; and the *Knoxville-Knox County Tree Conservation and Planting Plan*, which calls for tree planting along streets and new landscaping standards for parking lots.

It also relates to existing ordinances and manuals, including:

### Floodways and Floodplains

Structures are not allowed in the floodway zones for the city and county (F-1 and F). For streams with a designated 100-year floodplain, fifty percent of the floodplain can be filled. Development on wetlands and sinkholes is limited by the city and county stormwater ordinances.

### Stormwater Best Management Practices

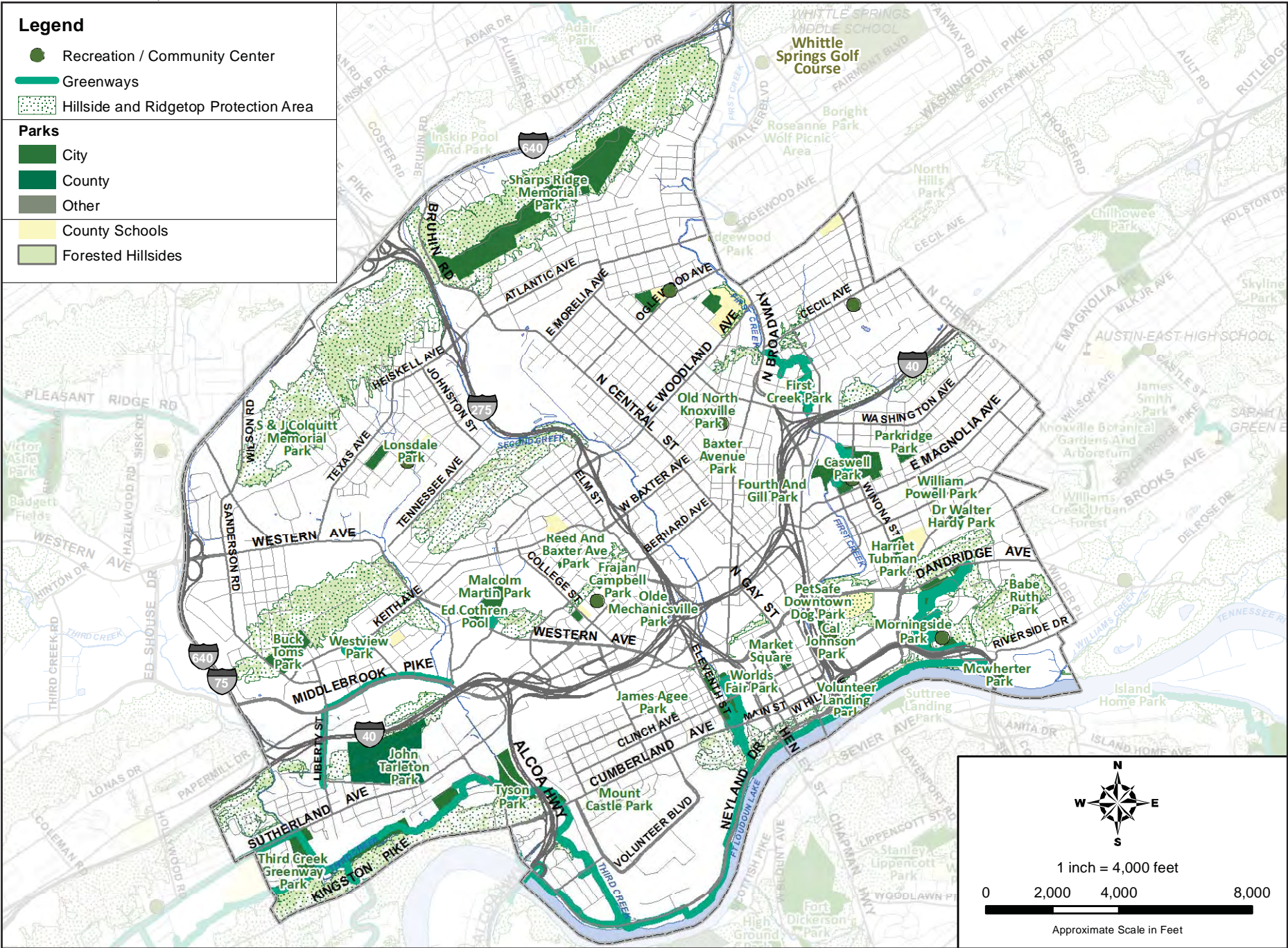
Such practices include bio-retention areas, wetland enhancement and porous paving systems. The practices are illustrated and discussed in *Knox County's Stormwater Management Manual, 2008* and the *City of Knoxville Best Management Practices Manual*.

The implementation strategies are as follows:

- **Conserve wooded hillsides**, which help maintain our natural ridge system and reduce stormwater runoff.
- **Protect the area's watersheds system**, fostering more widespread use of development practices that reduce stormwater runoff and protect water quality.
- **Continue to expand the greenway system** within and beyond the sector plan boundary, especially by expanding the parks and open space system along the river and creeks.
- **Connect residential areas to natural areas and community facilities** such as schools and parks.
- **Enact conservation subdivision regulations** to foster green infrastructure protection while allowing clustered residential development.
- **Enable homeowners and community groups to identify the most productive soils for personal and community gardening.**



# Central City Sector: Green Infrastructure Plan





# URBAN AGRICULTURE & FOOD ACCESS

Knoxville is home to the first food policy council in the world. The Food Policy Council was created in 1982 and includes appointees made through the Knoxville and Knox County mayors. Along with the appointed members, there are associate members; together they work to address issues of food security, access and equity.

Recently, there has been building interest in food systems planning, including food access and urban agriculture. Public health impacts, such as rates of obesity, diabetes and heart disease have demonstrated strong correlations with lack of access to healthy affordable food. Burgeoning interest in local food, including the growth of farmers markets and community gardens, is creating a robust local food economy. Cities across the world, including Knoxville, are looking at reuse of blighted properties for urban agriculture, as a means of job creation and neighborhood stabilization. These neglected spaces have the capacity to become income generators as well as providing a space for social interaction to further strengthen connections between neighbors.

The Knox County Health Department, the City of Knoxville and other organizations have been working to address these challenges and interests. A recent focus has been addressing the problem of "food deserts," which are sections of the city where populations are challenged by low-income and low access to be able to reach a supermarket or large grocery store. The majority of food deserts are located in the Central City and East City Sectors.



*Food deserts in the Central City Planning Sector*



## POLICES TO ADDRESS FOOD DESERTS



Allowance of gardening and urban agriculture practices by right in all zone districts

Use of Community Development Block Grants and other grants to enable food desert populations to have the means to create community garden and agricultural programs

Acceptance and promotion of certain defined urban agricultural activities (for example, hoop houses where plants can be propagated, and allowances for goats)

Adoption of conservation subdivisions and courtyard development ordinances to provide incentives for creation of common open space that can be used for community gardens and urban agriculture practices

Performance standards for protecting adjacent property owners from larger scale commercial operations (such as buffering and fencing)

## HISTORIC RESOURCES PLAN

### Historic Preservation Program

The goals for historic preservation are threefold:

1. Preserve all buildings and districts that are on the National Register of Historic Places.
2. Support more National Register of Historic Places nominations and Historic Overlay (H-1) Districts.
3. Cooperate with non-profits and property owners to develop strategies to stabilize and restore historic resources.

The historic resources listed below are only those that have preservation recommendations. There are many buildings, districts and sites in the Central City Sector that are listed, or eligible to be listed, on the National Register of Historic Places given their age, history and architectural characteristics. The historic site survey and cultural resources plan for Knoxville and Knox County, *The Future of Our Past* (1988) and subsequent updates, have a description of all historic properties inventoried within the Central City Sector.

### General Recommendations

1. Update design guidelines for local Historic Overlay Districts (H-1).
2. Prepare a thematic nomination of the public schools and fire stations that are eligible for, but not listed on the National Register of Historic Places.
3. Partner with the private sector on preservation and stabilization programs for historic resources by supporting façade grants, the implementation of the demolition-by-neglect prevention ordinance and National Register of Historic Places nominations to facilitate income tax credits for rehabilitation. Where appropriate, support the application of city-based programs such as tax increment financing and payment in lieu of taxes.



• **Andrew Johnson Hotel** (1926-1930) was designed by Baumann & Baumann in the Renaissance Revival style.

**Recommendation:** Support Historic Overlay (H-1) District designation.

### • Dandridge-Morningside Neighborhood District

(c. 1910-1940) is a residential area of four-blocks stemming south from Dandridge Avenue (including Morningside, Leconte, and Groner drives as well as Lapsley Place) that retains a cohesive neighborhood context and streetscape. The houses include stately Colonial Revival homes from the first quarter of the 20th century as well as Craftsman cottages dating to the 1920s



and into the 1940s. Two of the more prominent houses include James E. Thompson's two-story brick Colonial Revival (1920) and the gambrel-roofed James and Ethel Beck House (1912) now serving as a cultural center.



**Recommendation:** Evaluate the establishment of a Neighborhood Conservation (NC-1) or a Historic Overlay (H-1) district for the area described above, including adjacent properties fronting Dandridge Avenue.



### • E. Depot Street/Georgia Avenue Warehouses

(c. 1910-1950) comprise a group of early warehouses along Georgia Avenue (formerly N. Fifth Avenue) on both the north and south sides of Magnolia Avenue. The area is loosely bordered by E. Fifth Avenue on the north and E. Depot Street on the south, and links the Edgewood-Park City neighborhood with the Jackson Avenue warehouse area. These buildings reflect Knoxville's industrial growth during the first half of the 20th century.

**Recommendation:** Consider a National Register of Historic Places nomination to facilitate rehabilitation tax credits.

### • Edgewood-Park City Historic Overlay District

(c.1880-1925) is a locally designated historic district within the neighborhood known as Parkridge, and is a



smaller area within the National Register-listed Park City Historic District. The neighborhood was built as a streetcar suburb that attracted the efforts of nationally known residential architect George F. Barber, and still has



a large collection of Barber houses. The area illustrates the expansion of Knoxville's middle class during the district's period of significance.

**Recommendation:** Support expansion of the local historic overlay district.



• **Emory Place National Register of Historic Places District** (c.1890-1915) contains examples of early twentieth century residential hotels and apartment buildings. It was the terminus for the streetcar to Fountain City, and was home to the first city park, an early farmers' market, and manufacturers such as the Walla Walla Gum Factory.

**Recommendation:** Evaluate the expansion of the National Register of Historic Places district north and west along Broadway and Central Street to make rehabilitation tax credits to available. Support the continuation of the façade improvement program.



• **Fire Station Number 11** (1913), located on Whittle Springs Road, this Tudor-revival style edifice is a notable example of civic architecture that enhances the character of the Edgewood-Park City and North Hills neighborhoods.

**Recommendation:** Support a thematic National Register of Historic Places nomination for this and other historic fire stations throughout the city.



• **Fort Sanders National Register of Historic Places/ Neighborhood Conservation Overlay District** (c.1880-1920) was developed in Queen Anne, Colonial Revival, Tudor Revival, and other styles atop and around the now-gone Civil War fort that figured so prominently in the siege of Knoxville.

**Recommendation:** Maintain and/or expand the boundaries of the National Register of Historic Places and the local Neighborhood Conservation District (NC-1) to guide the appropriate renovation and/or reuse of structures.



• **Fourth & Gill National Register of Historic Places/ Historic Overlay District** (c.1880-1925) is roughly bounded by I-40, Broadway, Central Street and 5th Avenue. Queen Anne, Italianate, Gothic Revival, Colonial Revival, and Craftsman houses extant throughout this Victorian-era district. The area developed

during the era of streetcar suburbs. Residents worked in downtown Knoxville and commuted to nearby jobs in railroad, manufacturing, and wholesale businesses.

**Recommendation:** Continue City-based programs such as façade improvements to encourage the redevelopment of commercial properties at the edges of the neighborhood, such as those along Broadway and Central Street corridors. Assess the zoning at the edges of the district to eliminate inappropriate non-residential zoning on residential structures.

• **Gay Street Commercial National Register of Historic Places District** (c.1880s-1930s) includes buildings



in various styles of the Victoria era, as well as Neoclassical, Renaissance Revival, and Art Deco styles. Noteworthy architecture includes the S&W Cafeteria and the Kress Building. This district has been home to banks, department stores, and other businesses that made downtown a regional center, and reflects that history and significance.

**Recommendation:** Continue façade improvement programs. Evaluate the support for the establishment of a Historic Overlay (H-1) district.





• **Immaculate Conception Church** (c.1885) located at 414 W. Vine Avenue, is a Victorian Gothic two-story brick church with a clock tower in a turreted spire. This church is significant for its architecture, and as well as for the site. The site, but not the church building, is that of the first Catholic parish in Knoxville.



**Recommendation:** Support nomination to the National Register of Historic Places.

• **Kingston Pike National Register of Historic Places District** (c.1834-1935) contains residential structures which are unique in their representation of individual architectural eras and their portrayal of Knoxville history. These include the H.L. Dulin House, Bleak House, Crescent Bend, The Nicholas and Westwood. (Note: only the north side of Kingston Pike is within the Central City).



**Recommendation:** Evaluate the establishment of a Historic Overlay (H-1) or Neighborhood Conservation (NC-1) district.



• **Knoxville College National Register of Historic Places District** (1876 - 1929) consists of eight buildings, several of which were constructed by students. The campus is strongly tied to the history of minority education in the Knoxville area.

**Recommendation:** Work with the city's Public Services Department and partner with the College and Knox Heritage to support a preservation and stabilization program.



• **Maplehurst** (c.1913-1925), located on Hill Avenue, is a grouping of residential buildings of Mission, Tudor Revival, Bungalow, and Spanish Colonial Revival styles. The area illustrates downtown housing in the early twentieth century.

**Recommendation:** Support nomination to the National Register of Historic Places, enabling preservation tax credits for renovation. Support the establishment of a local Historic Overlay (H-1) district.



• **Market Square Commercial National Register of Historic Places/Historic Overlay District** (1875-1925) was given to the City of Knoxville by William Swan and Joseph Mabry in 1854 with the provision that it always be used as a farmers' market. Most of the buildings that surround the central square are Victorian Vernacular Commercial in style. Market Square continues to thrive as a local market and a gathering place.

**Recommendation:** Update the historic district design guidelines to provide clarity as well as flexibility for storefront renovation.



• **Kendrick Place** (1916), located at Union and Locusts streets, contains row houses that were constructed in 1916 and is Victorian Vernacular in style. These two-story brick units are the last remaining downtown structures of their type, and are representative of residential living in downtown Knoxville in the early 20th century.



**Recommendation:** Support nomination to the National Register of Historic Places.



• **McCammon (Samuel) House** (1849-1851) is a two-story brick Federal home built by Knoxville farmer Samuel McCammon and contains one of the former James White homes on its property.

**Recommendation:** Support Historic Overlay (H-1) District designation.

• **Mechanicsville National Register of Historic Places/ Historic Overlay District** (c.1880-1920) contains some of Knoxville's earliest remaining examples of housing that developed to serve nearby industries. The workers in the iron and railroad industries were known as "mechanics" and the area was named for these workers. Architectural styles include Queen Anne, Italianate, Neoclassical, and Craftsman.



**Recommendation:** Enhance the City's code enforcement programs and continue implementing the Façade Improvement Program for non-residential structures which are along the edges of the district.



• **Minvilla Manor** (1913), located at W. Fifth Avenue and Broadway, is a row house complex developed between the commercial center of downtown Knoxville and the prominent residential neighborhoods to the north. The complex was designed by Baumann Brothers; constructed by Brimer England Brothers; and built by H. Clay Bondurant, all noteworthy developers in the early 20th century Knoxville.

**Recommendation:** Continue transitional housing program and foster compatible redevelopment in the surrounding blocks.



• **Old North Knoxville National Register of Historic Places/Historic Overlay District** (c.1880-1920) has seen significant physical improvements in the past decade, as historic houses have been restored to single-family housing. Queen Anne, Italianate, Gothic Revival, Colonial Revival, and Craftsman houses make up the bulk of this Victorian-era district. Porches, elaborate interior and exterior details, ceilings and large rooms are hallmarks of the houses in this neighborhood.

**Recommendation:** Support expansion of the Historic Overlay (H-1) zoning overlay to the east of Broadway.



• **Pryor-Brown Parking Garage** (between 1925 and 1929), located at 314 W. Church Avenue, the building was Knoxville's first multi-level parking garage and is one of the oldest remaining in the country. Pryor Brown, an entrepreneur, was a pioneer in transportation services, and launched one of Knoxville's first automobile taxi companies from this site.

**Recommendation:** Support City-based efforts such as the Façade Improvement Program as well as infrastructure improvements to incentivize adaptive reuse of the building. Support the expansion of the Gay Street National Register of Historic Places District to include the property and to make rehabilitation tax credits available.



• **Rule High School** (1927) at 1914 Vermont Avenue, was built as a junior high school, but in 1938 became a combined junior-senior high school. The school was touted as a model for racial integration. Since Rule High School was closed in 1991, it has sat vacant. The Knox County school system has surplusd the building. It has been named to the "Fragile 15" endangered list by Knox Heritage.

**Recommendation:** Support City-based programs to incentivize adaptive reuse of the building.



• **Saint John's Episcopal Cathedral** (c.1893), at 413 Cumberland Avenue, is primarily Richardsonian Romanesque in design, with significant architectural details that include its slate roof, rose windows, turrets, parapets and buttresses.

**Recommendation:** Support nomination to the National Register of Historic Places.



• **Southern Terminal and Warehouse and the Jackson Avenue Warehouse National Register of Historic Places Districts** (c. 1870- 1920) includes the Southern Railway Terminal and depot, and railroad warehouses constructed along Jackson Avenue to house regional wholesale trade and distribution activity. Noteworthy buildings include Sullivan's Saloon.

**Recommendation:** Support expansion of the Historic Overlay District (H-1) and the Southern Terminal National Register of Historic Places District.

• **The Standard Knitting Mill** (1910), located at 1400 Washington Avenue, is a half-million-square-foot vernacular industrial building which employed thousands of Knoxvilleans at its peak in the 1960s.

**Recommendation:** Support nomination to the National Register of Historic Places to facilitate rehabilitation tax credits.



• **Tennessee Supreme Court Building** (1954) located at 719 Locust Street at the intersection with Cumberland Avenue is no longer in use. This art moderne-style building was listed on the Knox Heritage 2013 Fragile Fifteen list. It was designed by Baumann and Baumann architects and features East Tennessee marble with a strong vertical glassed central entry foyer. The city has received and reviewed proposals from developers; however, none have yet been found to be appropriate for the site.

**Recommendation:** Support the hosting of a charette led by the Urban Land Institute to provide input on the appropriate mix of uses for this building, and subsequently issuing a new request for proposals.



• **University of Tennessee, Knoxville** has been a central institution of the city for 150 years. Several buildings are notable for their architecture and storied academic histories, and three are on the National Register of Historic Places: Ayers Hall, Hopecote House and Tyson House. Other buildings that are either officially or potentially eligible are:

- C.E. Brehm Animal Sciences Building
- Cowan Cottage
- Early Learning Research Center
- Earth and Planetary Sciences
- Estabrook Hall
- Ferris Hall
- Jessie Harris Hall
- McClung Museum
- Morgan Hall
- TVA Greenhouse

**Recommendation:** Support National Register of Historic Places nominations for additional campus buildings to heighten awareness of their significance.



# Central City Sector: Historic Resources

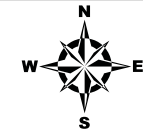
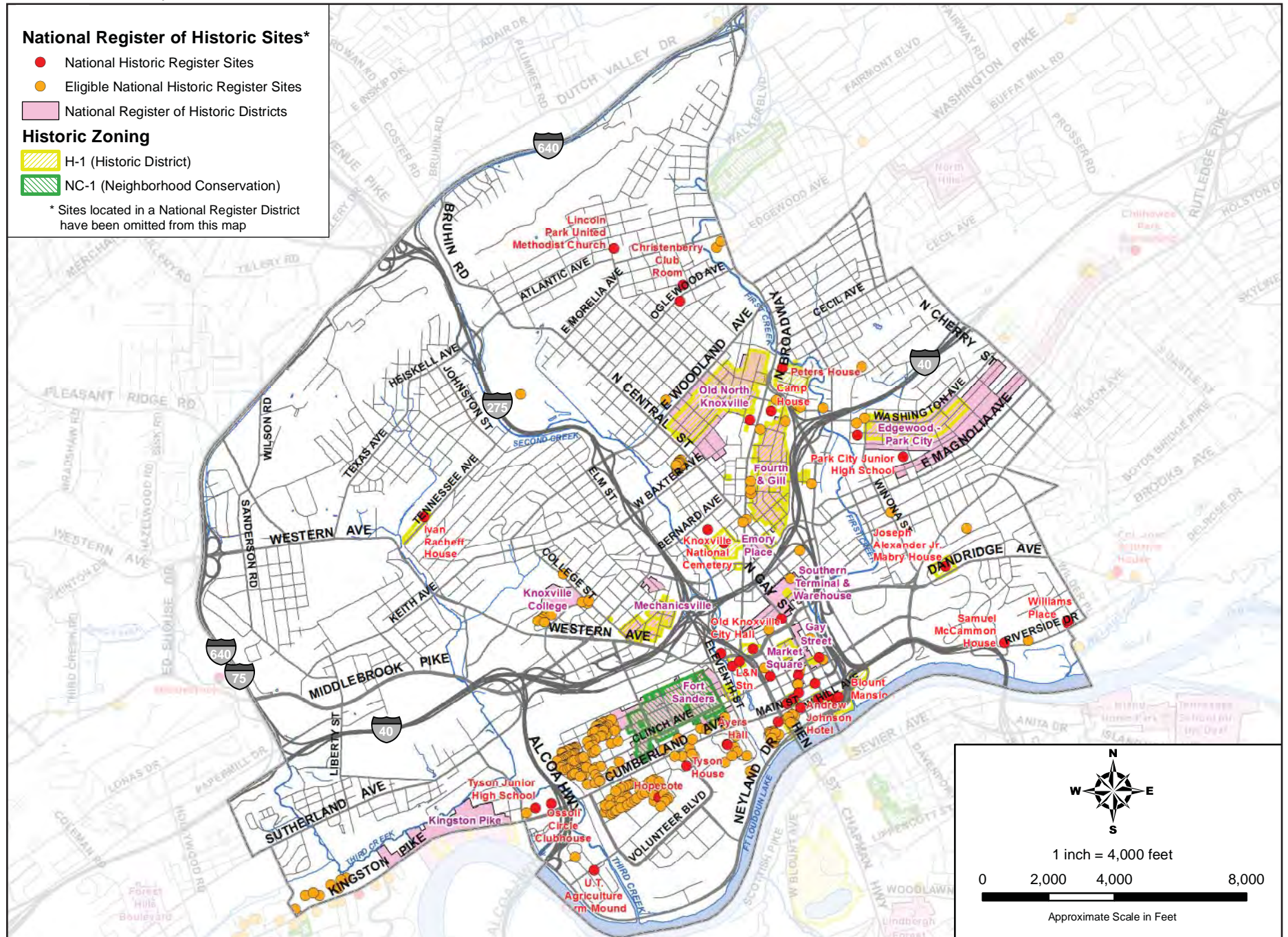
## National Register of Historic Sites\*

- National Historic Register Sites
- Eligible National Historic Register Sites
- National Register of Historic Districts

## Historic Zoning

- H-1 (Historic District)
- NC-1 (Neighborhood Conservation)

\* Sites located in a National Register District have been omitted from this map



1 inch = 4,000 feet

0 2,000 4,000 8,000

Approximate Scale in Feet

## TRANSPORTATION PLAN

The transportation recommendations are based on previously adopted plans and studies, including the *Knoxville Long Range Regional Mobility Plan 2040*, *Magnolia Avenue Corridor Plan*, *Martin Luther King, Jr. Corridor Plan*, *Broadway-Central-Emory Place Small Area Plan*, and *Downtown North/I-275 Corridor Redevelopment and Urban Renewal Plan*. The Central City Sector portion of the Mobility Plan is presented on the following page. During the course of public meetings, changes were not suggested to this plan map.

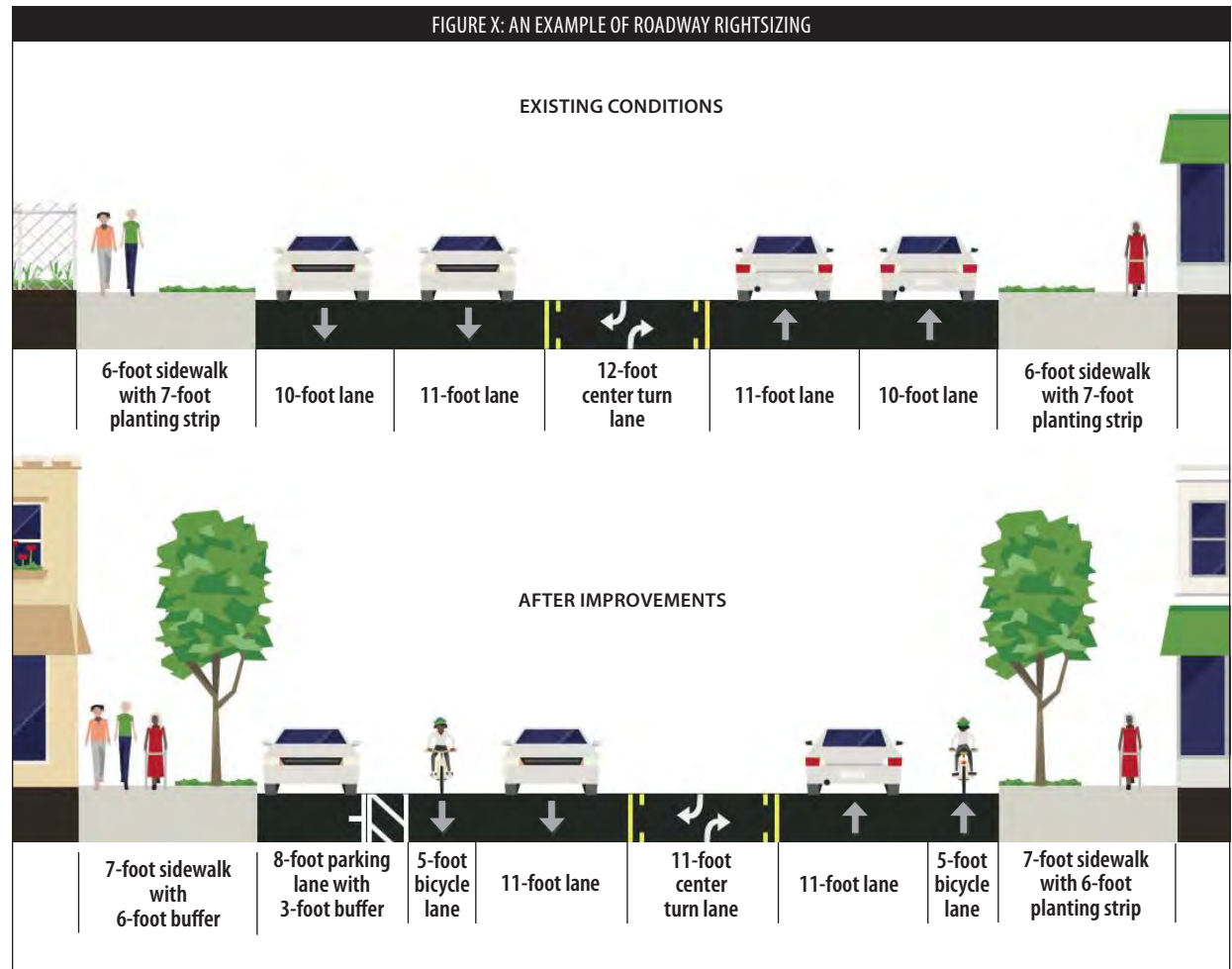
Prior to implementation of the following proposed projects, there should be opportunities for additional public input to address such potential issues as impacts related to adjacent land use, neighborhood protection, and environmental and cultural resource protection. These are principles that are important in developing a sustainable transportation system. It is vital to develop and maintain a transportation network that is accessible, provides mobility to all residents, and does not adversely impact the environment. To meet these goals this plan recommends several implementation tools such as corridor overlay districts, complete streets, and greenway connectors. The complete streets principles should guide all future roadway projects.

### Complete Streets

Complete streets are designed and operated to enable safe access for all users. Pedestrians, bicyclists, motorists and transit riders of all ages and abilities are able to safely move along and across a complete street.

In 2009, City Council adopted a resolution endorsing a “complete streets policy”, “adopt and enforce (TDOT bicycle and pedestrian facility) policy for transportation arteries”, and “to undertake future transportation policy development in accordance with nationally accepted standards for complete streets practice, as outlined by the National Complete Streets Coalition”. Additional guidance can be found in the *Complete Streets Design Guidelines* created by the Knoxville Regional Transportation Planning Organization in 2009.

In some instances the existing paved road is wide enough to accommodate complete street strategies. This is



sometimes called “rightsizing”, which is the process of reallocating a street’s space to better serve its full range of users. In general, roads with four lanes are good candidates for rightsizing because the inside lanes are used for left turn movements and require traffic behind to stop. An example of this being implemented is Cumberland Avenue near the University of Tennessee campus and North Central Street.

### Recommendations:

Considerations for more detailed road designs include:

- Roads with a four-lane cross section (example: Concord Street between Kingston Pike and Sutherland Avenue)

- Broadway
- North Central Street
- Fifth Avenue (University Avenue to Hall of Fame Drive)
- Hall of Fame Drive
- Magnolia Avenue
- Martin Luther King, Jr. Avenue
- Sutherland Avenue
- Texas Avenue
- University Avenue
- Whittle Springs Road



## Traffic Calming

In recent years, neighborhood residents have expressed concern about speeding traffic along their streets. Traffic calming involves a set of design strategies aimed at reducing motor vehicle speeds, improving safety and enhancing quality of life. The goal of traffic calming efforts is to balance vehicle traffic on local streets with other uses such as walking and bicycling. The City of Knoxville is currently analyzing calming program/policy options to address appropriate calming measures in neighborhoods. Typical traffic calming measures and their benefits are depicted in Appendix C.

### Recommendations:

The traffic calming recommendations of recently adopted plans should be studied further, including: *Fort Sanders Neighborhood Plan* (2000), *Lonsdale Neighborhood Plan* (2005), *Oakwood-Lincoln Park Neighborhood Plan* (2006), *Martin Luther King, Jr. Avenue Corridor Plan* (2007), and the *Parkridge Small Area Plan*.

## Sidewalk Improvements

Priority areas include Parental Responsibility Zones (PRZ) where students do not have bus service to and from school. In 1993 the Knox County Board of Education established guidelines for Parental Responsibility Zones or PRZs in Knox County. These guidelines state that for elementary schools, students within an area of one (1) mile from the school by the shortest route shall not have transportation services provided by Knox County Schools. For middle and high schools the PRZ is one and a half (1.5) miles.

In addition, many of the participants during the public input sessions express the desire for pedestrian connections to destinations such as parks, employment centers, retail and entertainment.

### Recommendations:

- The installation of sidewalks within PRZs is a high priority.
- Implement the sidewalk improvement projects in the *Mobility Plan* recommendations:
  - Atlantic Avenue  
(between Pershing Street and Broadway)

- Caledonia Avenue  
(between Volunteer Boulevard and Lake Avenue)
- Forest Avenue  
(between 21<sup>st</sup> Street and 23<sup>rd</sup> Street)
- Grand Avenue  
(between 19<sup>th</sup> Street and 23<sup>rd</sup> Street)
- Kingston Pike  
(between Neyland Drive and Towanda Trail)
- 21<sup>st</sup>, 22<sup>nd</sup> and 23<sup>rd</sup> Street  
(between Grand Avenue and Highland Avenue)

## Bicycle Facility Improvements

The City of Knoxville is currently preparing a Bicycle Facilities Plan that will determine a 50 mile City-wide bikeway network focused on improving the accessibility, safety and convenience of traveling by bicycle. Within those 50 miles of planned bikeways, the consultants will make recommendations for 20 high priority, short term projects that address barriers to cycling and/or improve important connections in the bikeway network. These projects will include both on-road and off-road facilities.

During the public input sessions the bicycle facilities that were recommended most were connecting neighborhoods to downtown Knoxville, the University of Tennessee and nearby recreational opportunities, like greenway trails and parks. Currently, very few neighborhoods have bicycle connections that provide a safe and convenient route to these desired locations.

### Recommendations:

- Implement the recommendations of the *Bicycle Facilities Plan*.
- The following connections were recommended in recently adopted plans or during Central City Sector Plan public input sessions and should be studied further:
  - East Knoxville (Morningside and Five Points area) to downtown
  - Parkridge neighborhood to downtown and the waterfront
  - North Knoxville neighborhoods to downtown and the University of Tennessee
  - Lonsdale neighborhood to downtown
  - Marble City area (Sutherland Avenue) a more direct connection to Fort Sanders and downtown

## Transit

Knoxville Area Transit (KAT) has recently incorporated improvements to the transit system in the Central City, including a new central transit station and increasing bus frequency on the most heavily traveled routes. KAT also has plans to incorporate an electronic system for providing arrival times of buses at transit stops or via applications on consumer mobile device.

For the respondents of the 2013 Central City Sector Plan Resident Survey, the improvement to the KAT system that would most likely increase their use is the need for more amenities, such as bus shelters and benches. The other high priority recommendations are more frequent service and an electronic system for arrival times, which KAT has already taken steps to incorporate.

The Knoxville Regional Transportation Planning Organization (TPO) released the *Knoxville Regional Transit Corridor Study* in 2013, which examined major corridors in the TPO planning area to determine if any could support higher capacity transit service by 2034. The study determined that three corridors (North Broadway, Cumberland Avenue/Kingston Pike, and Magnolia Avenue) could support Bus Rapid Transit (BRT) service, assuming that land use policy changes are implemented to allow higher levels of development intensity at transit station nodes. The BRT system could include dedicated bus lanes, traffic signal priority for buses, and enhanced passenger stations along the corridors.

### Recommendations:

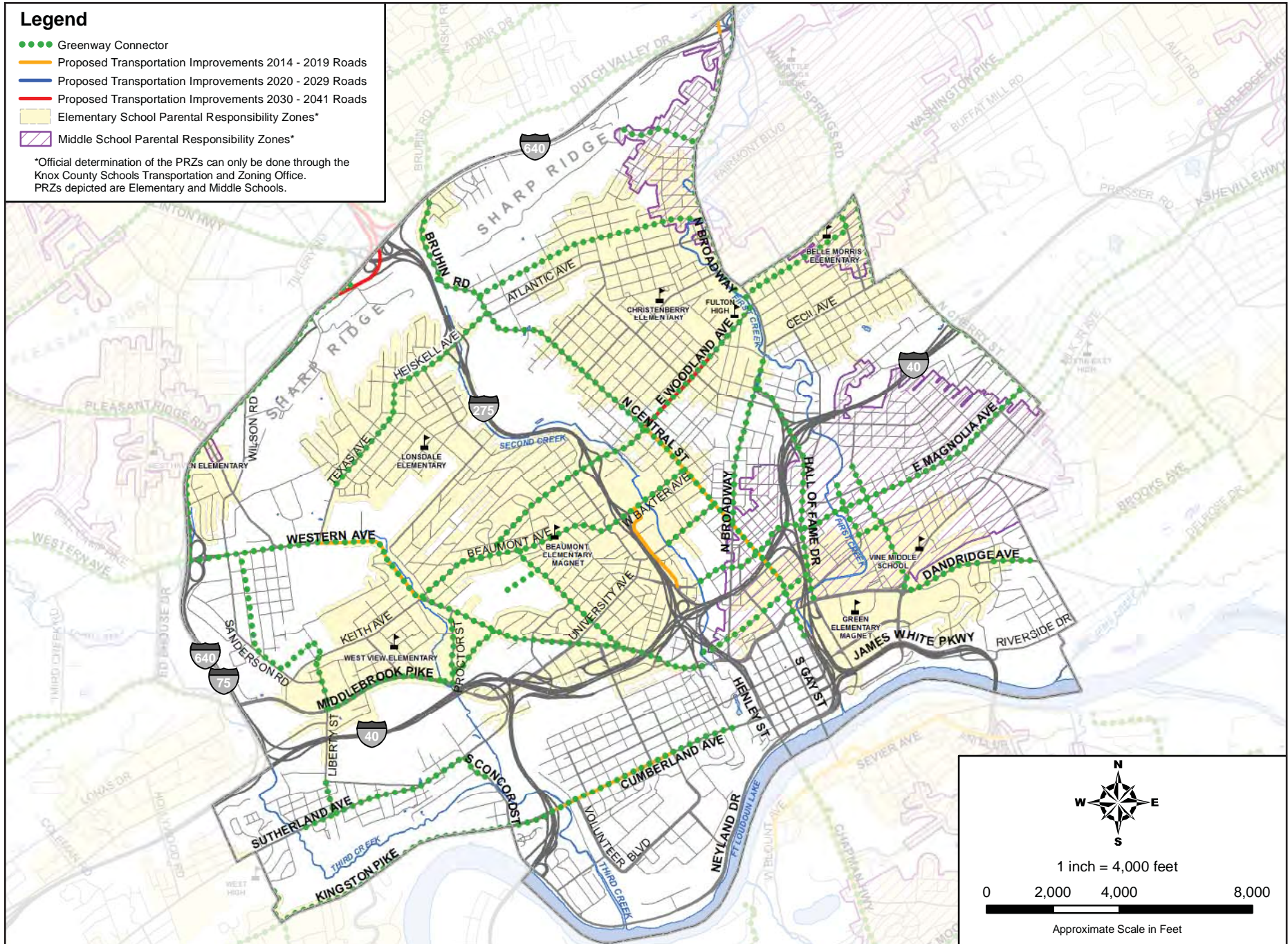
- Incorporate additional amenities to bus stop locations, including benches and shelters.
- For the Magnolia Avenue, North Broadway and Cumberland Avenue/Kingston Pike corridors, consider the recommendations of the *Knoxville Regional Transit Corridor Study* as new roadway designs and zoning codes are developed
- Create detailed plans for each of the recommended bus rapid transit (BRT) corridors in the *Knoxville Regional Transit Corridor Study*.

# Central City Sector: Planned Roadway Improvements

## Legend

- Greenway Connector
- Proposed Transportation Improvements 2014 - 2019 Roads
- Proposed Transportation Improvements 2020 - 2029 Roads
- Proposed Transportation Improvements 2030 - 2041 Roads
- Elementary School Parental Responsibility Zones\*
- Middle School Parental Responsibility Zones\*

\*Official determination of the PRZs can only be done through the Knox County Schools Transportation and Zoning Office. PRZs depicted are Elementary and Middle Schools.





## Section 3:

# Five- and Fifteen-Year Improvement Plans

The Improvement Plan recommends projects and programs to be implemented for the first five and the next ten years following plan adoption. The 5-Year Plan should be reviewed annually in preparing the capital improvements program (CIP).

<i>Project or Program</i>	<i>5-Year</i>	<i>15-Year</i>	<i>Responsible Agency</i>
<b>LAND USE</b>			
Develop design-based code for the following “special mixed use districts”: Downtown North, Central Street Corridor, SOMAG, Magnolia Gateways and Magnolia Avenue	X		City/MPC
Develop design-based code for “special mixed use districts” on Broadway, Sutherland Avenue, MLK, Jr. Avenue, and Clinch Avenue (MU-CC15)		X	City/MPC
Develop new mixed-use Basic or Planned Development zoning district(s) that can be used on small sites or areas.	X		City/MPC
Development new “urban” industrial zoning code and/or amend the existing Industrial zones to be more compatible near residential areas; specifically considering the uses permitted by right and additional buffering requirements	X		MPC/City
Adopt a new zoning district: Heart of Knoxville Residential (R1-HK)	X		City/MPC
Adopt a new zoning district: Corridor Overlay (CO-1)	X		City/MPC
Adopt conservation subdivision regulations to foster green infrastructure protection while allowing clustered residential development.	X		MPC
Amend the zoning ordinance to allow gardening and urban agriculture practices by right in all zone districts.	X		MPC/City
Implement the Five Points Master Plan and redevelopment of Walter P. Taylor homes.	X	X	KCDC/City
Continue façade improvement program for Broadway, Central Street, MLK, Jr. Avenue, and Magnolia Avenue.	X		City
<b>COMMUNITY FACILITIES</b>			
First Creek Greenway: Caswell Park to First Creek Park, Caswell Park to river (include rails-to-trails concept from <i>Magnolia Avenue Corridor Plan</i> ).	X		City
First Creek Greenway: Walker Boulevard to First Creek Park		X	City
Second Creek Greenway: Upper Second Creek connector	X		City
Second Creek Greenway: Sysco to World’s Fair Park	X		City
Sharp’s Ridge Greenway Corridor: multiple phases.	X	X	City
James White Greenway : Create connection across South Knoxville Bridge and extend to South Doyle Middle School	X		City
Lonsdale Greenway: Texas Avenue to Sysco (consider crusher run surfaced trail)		X	City
Lonsdale Greenway: Extend to Buck Toms Park		X	City
Third Creek Greenway: Sutherland Avenue to Victor Ashe Park.		X	City
Add shade trees (or canopies) to Ashley Nicole Dream Playground; evaluate need at other playgrounds	X	X	City
Rule High School: Reclaim/reuse the old fields for community recreation purposes		X	City/County
Investigate the potential reuse of Kelso Oil Company site (particularly from environmental standpoint) as a park; consider residential development in conjunction with a park		X	City
Parkridge Park: Develop a improvement plan, examining multipurpose, natural play space and a protected community garden. Expand park if adjacent vacant properties become available.	X	X	City
Create a bike or trail connection from the Fourth and Gill Neighborhood to Caswell Park.		X	City
Create a new square or park on the Walter P. Taylor Homes site as proposed in the Five Points Master Plan.		X	KCDC/City

<i>Project or Program</i>	<i>5-Year</i>	<i>15-Year</i>	<i>Responsible Agency</i>
<b>HISTORIC PRESERVATION</b>			
Dandridge/Morningside neighborhood: Evaluate for adoption of a Historic (H-1) or Neighborhood Conservation (NC-1) overlay zone.	X		MPC
Parkridge: Pursue expansion of the Historic Overlay (H-1) zone.		X	MPC
Emory Place National Register Historic District: Evaluate extending the district north and west along Broadway and Central Street.	X		MPC
Gay Street: Evaluate the support for the establishment of a Historic Overlay (H-1) district.	X		MPC/City
Knoxville College: Work with city's Public Service Department and partner with the College and Knox Heritage to support a preservation and stabilization program.	X		MPC/City
Southern Terminal & Warehouse National Register Historic District: Support the expansion of the Historic Overlay (H-1) district within this district and expansion of the National Register district into the broader Old City and Downtown North area.		X	MPC
Kingston Pike National Register Historic District: Evaluate the support for establishing a Historic Overlay (H-1) district or Neighborhood Conservation (NC-1) district.		X	MPC
Update design guidelines for local Historic Overlay (H-1) districts.	X		MPC
<b>TRANSPORTATION</b>			
<b>ROADWAY AND STREETScape IMPROVEMENTS</b>			
• Develop new road cross sections for Broadway (north of Hall of Fame Drive) and Sutherland Avenue.	X		TDOT/City
• Implement the road cross sections and streetscape improvements for North Central Street and the Magnolia Avenue "model block".	X		TDOT/City
• Implement <i>Five Points Master Plan</i> transportation recommendation to extend Louise, Selma and Wilson Avenues into Walter P. Taylor homes site.	X	X	City/KCDC
• Sutherland Avenue: Acquire rights-of-way to allow turning lanes, medians and bike lanes where warranted.		X	City
• Sutherland Avenue: Provide signage for a designated truck route from the industrial area on the southern side of the corridor to the interstate via Middlebrook Pike.	X		City
• Implement the I-275 frontage road recommendation.	X		City
• Hall of Fame Drive: Improve the visibility of 6th Avenue for motorists	X		TDOT/City
• Hall of Fame Drive: Install a landscaped median and/or pedestrian refuge islands		X	TDOT/City
• Seek a public/private partnership to implement the "New Sullivan Street" cross-street connection concept in the Old City from the <i>Magnolia Avenue Corridor Plan</i> .		X	City
<b>BICYCLE FACILITIES</b>			
• Magnolia Avenue: Implement the recommendations of the <i>Magnolia Avenue Streetscapes Project</i> .	X	X	TDOT/City
• Sutherland Avenue: Install "sharrows".	X		City
<b>SIDEWALKS</b>			
• Install/repair in Parental Responsibility Zones (PRZ); install during new construction, and implement the identified sidewalk projects in the <i>Long Range Regional Mobility Plan 2040</i> .	X	X	City
• Sutherland Avenue: Install sidewalks were missing.		X	City
• Pedestrian crosswalks at North Concord Street, John Tarleton Park, Liberty Street, and Cox Street into the greenway entrance	X		City
• Parkridge: Complete the sidewalk system, particularly focusing on Polk, Bertrand, Monroe, Boruff, Spruce, Adams, Olive and Lemon streets.	X	X	City
<b>TRAFFIC CALMING</b>			
• Parkridge: Evaluate the need for traffic calming measures along Washington Avenue, and other avenues as needed.	X	X	City
<b>TRANSIT</b>			
• Enhance KAT amenities and frequency of service.	X	X	KAT/City
• Further evaluate the establishment of a Bus Rapid Transit (BRT) system on Broadway, Magnolia Avenue and Cumberland Avenue/Kingston Pike.		X	TPO/KAT



## APPENDIX A: Public Participation

MPC staff developed a survey, attended eight neighborhood and business group meetings, held five public meetings as means to reach out to the community for public input. At the meetings, staff utilized comment cards, surveys, and took notes to capture public input.

### Neighborhood Leaders Meeting

After the Central City Background Report was completed, MPC staff reached out to the sector's neighborhood leaders to develop a survey that was used to garner initial input. The neighborhood leaders and the City's Office of Neighborhoods helped with the distribution of the survey.

### Neighborhood and Business Group Meetings

MPC staff presented background information, survey results, and development concepts at meeting with Dandridge Avenue Neighborhood Watch, North Knoxville Business and Professional Association, Oakwood-Lincoln Park Neighborhood Association, Old North Knoxville, and Parkridge Community Organization.

### Sector Plan Meetings • Round 1 (July 2013)

MPC staff held two meetings and presented the survey results and held an open house discussion with initial development concepts on display boards. Input was gathered through staff notes and comment cards.

### Sector Plan Meetings • Round 2 (October 2013)

MPC staff held two public meeting and presented the draft plan recommendations and held an open house discussion with display boards that had further details about the draft plan recommendations. Input was gathered through staff notes and comment cards.

### Sector Plan Meeting • Round 3 (July 2014)

MPC staff held an open house discussion with display boards that summarized the proposed plan recommendations. The final draft of the plan was also available for review. Input was gathered through staff notes and comment cards.

### Survey (May 2013-July 2014)

The survey was a twenty-six question, non-scientific poll regarding neighborhoods, land use, community facilities and transportation. There were 500 responses.

### Neighborhood Specific

- The most important issues in neighborhoods are: *crime prevention/safety* (72%), *blighted/run down properties* (55%) and *protecting architectural character* (50%)

### Land Use

- Magnolia Avenue ranked the highest as a location for *new commercial* (89%) and *office* (80%).
- Central Street and Sutherland Avenue ranked highest for location of *new apartments* (65%).
- Cumberland Avenue ranked last for *new apartments* (49%), however, the new form district zoning adopted in 2013 will allow some of the most intense residential uses in the city.
- *Dine-in restaurant* (51%), *hardware store* (38%) and *clothing store* (25%) are the services most lacking near neighborhoods.
- When properties are developed or redeveloped (mattering not if it is single-family, multifamily or commercial) the highest ranked concern is *design/architectural style*, with other major concerns being *parking*, *height/size* and *traffic*.
- For job creation and economic development, *redevelopment opportunities* (3.3 rating average, out of 5) ranked highest, while *growth in manufacturing* (2.0) ranked the lowest.
- Manufacturing/warehouse development is supported most in *older, underutilized industrial areas*, which is also a redevelopment opportunity area.

### Community Facilities

- *Schools* received the lowest rating for community facilities and services (2.3 rating average, out of 5), with all others rating average (3) or better.
- 46% use *greenways daily or weekly*.
- *Landscaping/plantings* and *community gardens* are

consistently one of the most desired improvements for larger parks.

- *Enhancing existing parks/greenways* and *enhancing existing schools* (7.9 ranking average, out of 10) are the most desired improvements to communities; followed by *new parks/greenways* and *new schools*.

### Transportation

- Transportation mode of choice is the *personal vehicle* with 76% using daily.
- *Walking* is the next highest with 36% using daily, or 69% using daily or 1-3 times per week.
- 43% *work or go to school in the Central City sector*, with an additional 12% *working at/from home*.
- 32% *live within 2 miles of work*, and an additional 21% *live within 5 miles of work*.
- The most preferred improvements to major roads are: *street trees/landscaping*, *better sidewalks/crosswalks*, and *bike lanes*.
- 71% feel there is a *need to slow traffic in neighborhoods for pedestrian safety*.
- 69% feel *comfortable walking and/or cycling in their neighborhood*.
- To increase the amount of walking and/or cycling, 73% recommend *more greenway trails*, 61% *more sidewalks* and 60% *more bike lanes*.
- To increase the use of Knoxville Area Transit buses, 32% recommend *more amenities* (shelters, benches, etc.) and *more frequent service on main thoroughfares*, and 30% recommend an *electronic system for arrival times*.
- 27% *do not want to use the bus system*.
- *Transit service* and *traffic conditions* are the highest ranked aspects of the transportation system (3.0 ranking average, out of 5), with *bike lanes* (2.3) being the lowest.
- *Sidewalks* and *crosswalks* are the most desired transportation improvement to the community (6.3 ranking average, out of 8), followed by *increased safety* (5.6) and *street trees* (4.9).

## APPENDIX B: Land Use Classifications

AGRICULTURAL and RURAL RESIDENTIAL LAND USE CLASSIFICATIONS		
<b>Agricultural (AG) and Agricultural Conservation (AGC)</b> This includes farmland in the county's Rural Area as designated in the Growth Policy Plan. Undeveloped tracts with the best soils for agriculture are considered as the primary areas for agricultural conservation (AGC). Agricultural land uses are not generally recommended in the City of Knoxville, nor in the County's Planned Growth Area.		
<b>Location Criteria:</b> <ul style="list-style-type: none"> <li>Farmland in the Rural Area as designated in the Growth Policy Plan</li> <li>Land where soils are designated as prime or locally important by the U.S. Department of Agriculture are considered for agricultural conservation (AGC)</li> </ul>	<b>Recommended Zoning and Programs:</b> County's Rural Area: A new zone AC (Agricultural Conservation) is proposed for Agricultural Conservation (AGC) areas, allowing agriculture and one dwelling unit per 30 acres, minimum. (Note: This density will require a change to the zoning ordinance.) Additionally, conservation easement and related programs should be considered to preserve prime farmland.	<b>Other Zoning to Consider:</b> A or PR @ densities of one dwelling unit per acre where dwellings are clustered in one portion of a subdivision.
<b>Rural Residential (RR)</b> Very low density residential and conservation/cluster housing subdivisions are typical land uses.		
<b>Location Criteria:</b> <ul style="list-style-type: none"> <li>Rural areas characterized as forested (tree covered), especially on moderate and steep slopes</li> <li>Sites adjacent to agricultural areas (AG or AGC) where conservation/cluster housing subdivisions may be appropriate</li> </ul>	<b>Recommended Zoning and Programs:</b> County's Rural Area: OS, E, RR (Rural Residential, a new zone with densities of one dwelling unit per acre or less), or PR @ densities of one dwelling unit per acre where dwellings may be clustered in one portion of a subdivision	<b>Other Zoning to Consider:</b> A in the Growth Plan's Rural Area
RESIDENTIAL LAND USE CLASSIFICATIONS		
<b>Traditional Neighborhood Residential (TDR)</b> This land use is primarily residential and is characterized by neighborhoods where a mix of detached and attached houses, sidewalks, smaller lots and alleys have typically been or are to be created. Densities in the range of 4 to 8 dwelling units per acre are typical.		
<b>Location Criteria:</b> <ul style="list-style-type: none"> <li>Neighborhoods like those in the 'Heart of Knoxville' where lots are typically less than 50 feet wide, and usually have sidewalks and alleys. This area is essentially the 19th and early 20th century grid street neighborhoods, mostly located within the I-640 beltway.</li> <li>City's Urban Growth Area or county's Planned Growth Areas where neighborhood or community mixed use development is identified (see Mixed Use and Special Districts section)</li> </ul>	<b>Recommended Zoning and Programs:</b> City: R-1A or RP-1 [with an Infill Housing (IH-1), Neighborhood Conservation (NC-1) or Historic (H-1) Overlay]; TND-1; and new residential zone(s), based on lot sizes less than 7,500 square feet  County's Planned Growth Area: PR and new TND zoning.	<b>Other Zoning to Consider:</b>  City: R-1, R-1A and RP-1 (without overlays), R-2  County's Planned Growth Area: RA, RB and PR (with conditions for sidewalks, common open spaces and alleys)



## RESIDENTIAL LAND USE CLASSIFICATIONS . . . continued

### Low Density Residential (LDR)

This type of land use is primarily residential in character at densities of less than 6 dwelling units per acre (dus/ac). Conventional post-1950 residential development (i.e. large-lot, low-density subdivisions) and attached condominiums are typical.

<b>Location Criteria:</b> <ul style="list-style-type: none"> <li>• Land served by water and sewer utilities and collector roads</li> <li>• Slopes less than 25 percent</li> </ul>	<b>Recommended Zoning and Programs:</b> City: R-1, R-1E and RP-1 at less than 6 dus/ac and new residential zones based on lot sizes greater than 7,500 square feet and 75 feet or greater frontage. County's Planned Growth Area: RA, RAE and PR at less than 6 dus/ac.	<b>Other Zoning to Consider:</b> City: R-1A and A-1 County: A and RB
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### Medium Density Residential (MDR)

Such land uses are primarily residential at densities from 6 to 24 dwelling units per acre (city) and 6 to 12 (county). Attached houses, including townhouses and apartments are typical. Mobile home parks are another form of this land use.

<b>Location Criteria:</b> <ul style="list-style-type: none"> <li>• As transitional areas between commercial development and low density residential neighborhoods</li> <li>• On land with less than 15 percent slopes</li> <li>• Along corridors that are served by or proposed to be served by transit, with densities proposed to be above 12 dwelling units per acre and to be served by sidewalks</li> </ul>	<b>Recommended Zoning and Programs:</b> City: R-2, R-3 and R-4 (within the 'Heart of Knoxville' area such zoning should be accompanied by an IH-1, NC-1 or H-1 overlay); otherwise, R-1A, RP-1, RP-2 or RP-3. Densities above 12 dus/ac should be within ¼ mile of transit service with sidewalk connections to transit service. County's Planned Growth Area: PR, densities above 12 dus/ac should be within ¼ mile of transit service with sidewalk connections to transit service; RB at 6 or more dus/ac may be considered with use on review. (Note: This proposed 6 dus/ac threshold for use on review will require a zoning ordinance change.)	<b>Other Zoning to Consider:</b> City's Urban Growth Boundary: R-2, R-3 and R-4
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### High Density Residential (HDR)

This land use is primarily characterized by apartment development at densities greater than 24 dwelling units per acre.

<b>Location Criteria:</b> <ul style="list-style-type: none"> <li>• On major collector and arterial streets, adjacent to regional shopping and major office districts (office sites allowing four or more stories); these sites must be identified in sector or small area plans</li> <li>• Within the CBD or its adjacent areas, such as portions of the Morningside community</li> <li>• On relatively flat sites (slopes less than 10 percent)</li> <li>• Along corridors with transit and sidewalks</li> </ul>	<b>Recommended Zoning and Programs:</b> City: C-2, RP-2 and RP-3, and new form-based codes (e.g. South Waterfront). R-3 and R-4 (with an IH-1, NC-1 or H-1 overlay in the 'Heart of Knoxville' area)	<b>Other Zoning to Consider:</b> TC-1 and TC (where higher density residential is part or a mixed-use project)
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## RESIDENTIAL LAND USE CLASSIFICATIONS . . . continued

### Medium Density Residential/Office (MDR/O)

Office and medium residential uses typically have similar development characteristics: scale of buildings, areas devoted to parking, yard spaces and location requirements (on thoroughfares). In areas designated MU-MDR/O, either use can be created. These uses provide a buffer to low density residential areas, particularly when located adjacent to a thoroughfare or as a transition between commercial uses and a neighborhood.

Location Criteria:	Recommended Zoning and Programs:	Other Zoning to Consider:
<ul style="list-style-type: none"> <li>See Medium Density Residential (MDR) criteria</li> </ul>	City: RP-1, RP-2, RP-3 County: PR	City: O-1, O-2 County: OB

## OFFICE and BUSINESS/TECHNOLOGY LAND USE CLASSIFICATIONS

### Office (O)

This land use includes business and professional offices and office parks.

Location Criteria:	Recommended Zoning and Programs:	Other Zoning to Consider:
<ul style="list-style-type: none"> <li>Low intensity business and professional offices (less than three stories) may be transitional uses from commercial or industrial uses to neighborhoods</li> <li>Generally level sites (slopes less than 15 percent)</li> <li>Access to major collector or arterial streets, particularly within one-quarter mile of such thoroughfares</li> <li>Highest intensity office uses (development that is four or more stories), should be located in close proximity to arterial/freeway interchanges or be served by transit</li> </ul>	City: O-1, O-2, O-3, or a new office zone that requires site plan review  County's Planned Growth Area: OA, OC, PC (with covenants) or a new office park zone that requires site plan review	In areas that are identified in sector plans exclusively as office land uses, OB.

### Technology Park (TP)

This land use primarily includes offices and research and development facilities. The target area for such development has been the Pellissippi Technology Corridor. Additional districts could be created in other areas of the city or county. The development standards that are adopted by the Tennessee Technology Corridor Development Authority should be used for such districts.

Location Criteria:	Recommended Zoning and Programs:	Other Zoning to Consider:
<ul style="list-style-type: none"> <li>Within the Technology Corridor or subsequent areas designated for Technology Park development</li> <li>Sites near freeway interchanges or along major arterials</li> <li>Water, sewer and natural gas utilities available</li> </ul>	City: BP-1  County's Planned Growth Area: BP and PC (with covenants limiting uses to research/development)	EC (with limitations to require office and research/development uses)

## RETAIL and RELATED SERVICES LAND USE CLASSIFICATIONS

### Rural Commercial (RC)

This classification includes retail and service-oriented commercial uses intended to provide rural communities with goods and services that meet day-to-day and agricultural-related needs.

Location Criteria:	Recommended Zoning and Programs:	Other Zoning to Consider:
<ul style="list-style-type: none"> <li>At the intersection of two thoroughfares (arterial or collector roads)</li> <li>Rural commercial nodes should generally not exceed more than 300 feet in depth and lots and not extend more than 300 feet away from the intersection</li> </ul>	County's Rural Area: CR PC as provided in Growth Policy Plan	CN



## RETAIL and RELATED SERVICES LAND USE CLASSIFICATIONS . . . continued

### Neighborhood Commercial (NC)

This classification includes retail and service-oriented commercial uses intended to provide goods and services that serve the day-to-day needs of households, within a walking or short driving distance. Neighborhood commercial uses may also be accommodated within neighborhood centers (see Mixed Use and Special Districts).

<b>Location Criteria:</b> <ul style="list-style-type: none"> <li>• Generally located at intersections of collectors or arterial streets at the edge of or central to a neighborhood</li> <li>• New NC should not be zoned for or developed within ½ mile of existing commercial that features sales of day-to-day goods and services</li> <li>• Automobile-oriented uses (e.g. gas stations or convenience stores) should be located on arterial street at the edge of neighborhood</li> <li>• Should not exceed the depth of the nearby residential lots and not extend more than a block (typically no more than 300 feet) away from the intersection</li> </ul>	<b>Recommended Zoning and Programs:</b> City: C-1 County's Planned Growth Area: CN	<b>Other Zoning to Consider:</b> SC-1
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### Community Commercial (CC)

This land use includes retail and service-oriented development, including shops, restaurants, and what has come to be known as "big box" retail stores; typical service area includes 20,000 to 30,000 residents. Community commercial uses may also be considered within community centers (see Mixed Use and Special Districts).

<b>Location Criteria:</b> <ul style="list-style-type: none"> <li>• Locate at intersection of arterial streets</li> <li>• Sites should be relatively flat (under 10 percent slope) and with enough depth to support shopping center and ancillary development.</li> <li>• Vehicular and pedestrian connections should be accommodated between different components of the district (e.g. between stores, parking areas and out-parcel development)</li> <li>• Infrastructure should include adequate water and sewer services, and major arterial highway access</li> <li>• Community commercial centers should be distributed across the city and county in accordance with recommended standards of the Urban Land Institute</li> </ul>	<b>Recommended Zoning and Programs:</b> Because of traffic and lighting impacts (potential glare) and buffering needs of surrounding interests, 'planned zones' should be used.  City: SC-2, PC-1 and PC-2.  County's Planned Growth Boundary: PC or SC	<b>Other Zoning to Consider:</b> As infill development within areas already zoned C-3, C-4, C-5 and C-6 (City), and CA, CB and T (County)
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## RETAIL and RELATED SERVICES LAND USE CLASSIFICATIONS . . . continued

### Regional Commercial (RS)

This land use includes retail and service-oriented development that meets the needs of residents across Knox County and surrounding areas. Development typically exceeds 400,000 square feet; malls have been a typical form and 'life-style centers' (e.g. Turkey Creek) are examples of regional-oriented commercial uses. Regional commercial uses may also be considered in Regional Centers (see Mixed Use and Special Districts).

<b>Location Criteria:</b> <ul style="list-style-type: none"> <li>• Flat sites (under 10 percent slope)</li> <li>• Locate near interstate interchanges with major arterial highway access</li> <li>• Water, sewer, gas and stormwater systems should be capable of handling the development</li> <li>• Vehicular and pedestrian connections should be accommodated between components of the development</li> </ul>	<b>Recommended Zoning and Programs:</b> Because of the magnitude of the traffic and environmental impacts, planned zones should be used.  City: SC-3, PC-1 and PC-2  County's Planned Growth Boundary: PC	<b>Other Zoning to Consider:</b> As infill development within areas already zoned C-3, C-4, C-5 in the City CA, CB and SC in the County
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### General Commercial (GC)

This category includes previously developed strip commercial corridors providing a wide range of retail and service-oriented uses. Such land use classification and related zoning should not be extended because of the adverse effects on traffic-carrying capacity, safety and environmental impacts. Redevelopment of commercial corridors, including mixed use development, should be accommodated under planned or design-oriented zones.

<b>Location Criteria:</b> <ul style="list-style-type: none"> <li>• Existing commercial areas</li> </ul>	<b>Recommended Zoning and Programs:</b> City: C-6 and PC-1 County's Planned Growth Area: PC New corridor design overlays when designated as special districts (see Mixed Use and Special Districts)	C-3, C-4, C-5, SC-1, SC, CA and CB for infill commercial development in areas previously zoned for commercial uses
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## MIXED USE and SPECIAL DISTRICTS

There are several types of mixed-use areas: neighborhood, community and regionally-scaled districts and urban corridors. Mixed Use areas can be developed with higher intensity uses because of infrastructure and ability to sustain alternative modes of transportation. Development plan review is crucial. These areas should typically be created with sidewalks. Shared parking may be considered. Automobile and truck-dependent uses, such as heavy industrial, distribution and highway-oriented commercial uses should not be located in neighborhood, community and regional mixed-use centers. There are likely to be several distinctions between types of mixed use designations. Each Sector Plan and the One Year Plan will have a separate section which outlines the intent of each mixed use district and the development criteria for the district.

### Neighborhood Mixed Use Center (MU-NC)

These are the least intense of the proposed mixed use districts. Residential densities of 5 to 12 dus/ac are appropriate within the area. Locations at the intersection of a local street and thoroughfare are generally most appropriate. The surrounding land uses should primarily be planned for low or medium density residential. The buildings of these centers should be designed with a residential character and scale to serve as a complement to the surrounding neighborhoods.

<b>Location Criteria:</b> <ul style="list-style-type: none"> <li>• Flat terrain (slopes generally less than 10 percent)</li> <li>• Currently served by or planned to be served by sidewalks</li> <li>• The location does not include auto and truck-oriented uses such as industrial, strip commercial and warehouse/distribution uses unless the proposal calls for a redevelopment of such areas</li> <li>• At the intersection of a local street and throughfare</li> <li>• Next to low or medium density residential</li> </ul>	<b>Recommended Zoning and Programs:</b> TND-1	<b>Other Zoning to Consider:</b> Other form- or design-based codes
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## MIXED USE and SPECIAL DISTRICTS . . . continued

### Community Mixed Use Center (MU-CC)

These centers are envisioned to be developed at a moderate intensity with a variety of housing types (8 to 24 dus/ac). The core of the district, with its predominant commercial and office uses, should be within ¼ mile of the higher intensity residential uses (such as townhouses and apartments). The district should be located within a ¼-mile radius of an intersection of the thoroughfare system (a collector/arterial or arterial/arterial intersection). In addition to sidewalks, the district should be served by transit. Redevelopment of vacant or largely vacant shopping centers are considerations for these centers.

<b>Location Criteria:</b> <ul style="list-style-type: none"> <li>• Flat terrain (slopes generally less than 10 percent)</li> <li>• Areas currently served by or planned to be served by sidewalks</li> <li>• The location does not include auto and truck-oriented uses such as industrial, strip commercial and warehouse/distribution uses unless the proposal calls for a redevelopment of such areas</li> <li>• Within a ¼-mile radius of an intersection of the thoroughfare system (a collector/arterial or arterial/arterial intersection)</li> <li>• Commercial/office core should be within ¼ mile of the higher intensity residential uses (e.g. townhouses and apartments)</li> <li>• Areas currently served by or planned to be served by sidewalks and transit services</li> </ul>	<b>Recommended Zoning and Programs:</b> TC-1, TC	<b>Other Zoning to Consider:</b> Other form- or design-based codes
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### Regional Mixed Use Center (MU-RC)

These are envisioned to be highest intensity mixed use centers. These districts should be served by sidewalk and transit systems and be located on a major arterial, adjacent to an Interstate highway or adjacent to downtown. Housing densities in the core of such districts can be 24 or more dus/ac. Downtown Knoxville's Central Business District is a regional mixed use center.

<b>Location Criteria:</b> <ul style="list-style-type: none"> <li>• Flat terrain (slopes generally less than 10 percent)</li> <li>• Currently served by or planned to be served by sidewalks</li> <li>• The location does not include auto and truck-oriented uses such as industrial, strip commercial and warehouse/distribution uses unless the proposal calls for a redevelopment of such areas</li> <li>• On a major arterial, adjacent to an interstate highway or adjacent to downtown</li> </ul>	<b>Recommended Zoning and Programs:</b> C-2 in the Central Business District (Downtown); an adaptation of C-2 for the 'Downtown North' area (Central City Sector); TC-1, TC or new form-based codes (and regulating plans) for other community and regional centers	<b>Other Zoning to Consider:</b> Other form- or design-based codes
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### Urban Corridor Mixed Use (MU-UC)

Several street corridors within the city have potential for redevelopment with a mix of retail, restaurants, office and residential uses. Commercial cores should be created at points (nodes) along these corridors, allowing a vertical mix of uses (for example, shops at ground level and apartments above); such nodes should not be more than four blocks long.

<b>Location Criteria:</b> <ul style="list-style-type: none"> <li>• Corridors should have sidewalks, transit services, street trees and related beautification</li> <li>• Capable of sustaining on-street parking along corridor or along side streets</li> </ul>	<b>Recommended Zoning and Programs:</b> City: form-based or design-based codes (e.g. South Waterfront)
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## MIXED USE and SPECIAL DISTRICTS . . . continued

### Mixed Use Special District (MU-SD)

These can include designations to address urban design, pedestrian and transit-oriented development and vertical mixed use in designated areas. The areas may include older portions of the city or county where redevelopment and/or preservation programs are needed for revitalization purposes.

#### Location Criteria:

- Case-by-case analysis is recommended

#### Recommended Zoning and Programs:

TND-1, TC-1, TC, especially in greenfield areas, or form-based or designed-based codes as noted in the Sector Plan and One Year Plan for each of these districts.

### Mixed Use Special Corridors (MU-CD)

These can include designations to address urban design and environmental concerns along commercial or industrial corridors (where overlays for aesthetic reasons or sidewalks may be recommended, like the Chapman Highway corridor). Other potential corridor designation could include rural/farmland conservation areas.

#### Location Criteria:

- Case-by-case analysis is recommended

#### Recommended Zoning and Programs:

Should be noted in the Sector Plan and One Year Plan for each of these districts.

## INDUSTRIAL AND WAREHOUSE/DISTRIBUTION LAND USE CLASSIFICATIONS

### Light and Heavy Industrial (LI and HI) and Mining (HIM)

These classifications are typically used to identify older industrial areas, which were intended for manufacturing, assembling, warehousing and distribution of goods. Light industrial uses include such manufacturing as assembly of electronic goods and packaging of beverage or food products. Heavy industrial uses include such processes used in the production of steel, automobiles, chemicals, cement, and animal by-products and are viewed as clearly not compatible with areas designated for residential, institutional, office and retail uses. Quarry operations and asphalt plants are a particular form of heavy industrial, generally located in rural areas.

#### Location Criteria:

- Existing industrial areas
- Within one mile of an interstate interchange with access via standard major collector or arterial streets

#### Recommended Zoning and Programs:

**City:** I-1, I-2, I-3 and I-4 (infill development, using those zones, may be appropriate); C-6, PC-2 and a new planned, industrial zone, that requires site plan review, may be warranted to address environmental and transportation issues and surrounding community concerns.  
**County's Planned Growth Boundary:** LI; EC zone should be used in future development

#### Other Zoning to Consider:

**County:** I (Industrial) zoning should be used in cases involving rezonings to accommodate mining activities and should be accompanied by buffering and other conditions to protect adjacent property owner. PC, LI, I and CB may be considered for infill industrial development.

### Business Park Type 1 (BP-1)

Primary uses are light manufacturing, office and regionally-oriented warehouse/distribution services in which tractor-trailer transportation is to be a substantial portion of the operations. A zoning category which requires site plan review is expected in the development or redevelopment of such areas. Site plans shall address landscaping, lighting, signs, drainage, and other concerns that are raised in the rezoning process. Substantial landscaped buffers are expected between uses of lesser intensity, particularly residential, office and agricultural uses.

#### Location Criteria:

- Relatively flat sites (predominant slopes less than 6 percent) out of floodplains
- Relatively large sites (generally over 100 acres)
- Away from low and medium density areas or where truck traffic would have to go through such areas
- Areas with freeway and arterial highway access (generally within two miles of an interchange)
- Rail access is a consideration
- Can be served with sanitary sewer, water and natural gas

#### Recommended Zoning and Programs:

**City:** I-1, C-6, PC-2 or a new Planned Industrial Park zone

**County's Planned Growth and Rural Areas:** EC

#### Other Zoning to Consider:

PC



## INDUSTRIAL AND WAREHOUSE/DISTRIBUTION LAND USE CLASSIFICATIONS . . . continued

### Business Park Type 2 (BP-2)

Primary uses are light manufacturing, offices, and locally-oriented warehouse/distribution services. Retail and restaurant services, which are developed primarily to serve tenants and visitors to the business park can be considered. A zoning category which requires site plan review is expected in the development or redevelopment of such areas. Site plans must include provisions for landscaping, lighting and signs. Substantial landscaped buffers are necessary between uses of lesser intensity, particularly residential, office and agricultural uses.

<b>Location Criteria:</b> <ul style="list-style-type: none"> <li>• Relatively flat sites (predominant slopes less than 6 percent) out of floodplains</li> <li>• Relatively large sites (generally over 100 acres)</li> <li>• Away from low and medium density areas or where truck traffic would have to go through such areas</li> <li>• Freeway and arterial highway access (generally within two miles of an interchange)</li> <li>• Rail access is a consideration</li> <li>• Sites that can be served with sanitary sewer, water and natural gas</li> </ul>	<b>Recommended Zoning and Programs:</b> <b>City:</b> I-1, C-6, PC-2 or a new Planned Industrial Park zone  <b>County's Planned Growth and Rural Areas:</b> EC	<b>Other Zoning to Consider:</b> PC
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## PARK, PUBLIC INSTITUTIONAL, OTHER OPEN SPACE & ENVIRONMENTAL PROTECTION LAND USE CLASSIFICATIONS

### Public Parks and Refuges (PP)

This land use classification contains existing parks, wildlife refuges or similar public or quasi-public parks, open spaces and greenways. It also contains quasi-public spaces, which are owned by civic or related organizations. Location criteria is not needed relative to large components of the park system, like community, district and regional parks and refuges; these areas are generally established through capital expenditures or land transfers from state or federal governments.

<b>Location Criteria:</b> <ul style="list-style-type: none"> <li>• Neighborhood parks, squares and commons should be within ¼ mile of residents in the traditional residential areas (particularly the 'Heart of Knoxville') and within ½ mile of residents within the balance of the city and county's Planned Growth area.</li> <li>• Greenways should be located along or within the flood plains of streams and rivers/reservoirs. Other potential locations include ridges and utility corridors.</li> </ul>	<b>Recommended Zoning and Programs:</b> <b>City:</b> OS-1  <b>County's Planned Growth and Rural Area:</b> OS, E and OC  A new zone should be created to designate parks, schools and similar institutional lands for both city and county jurisdictions.	<b>Other Zoning to Consider:</b> Other zones that allow parks and open space as permitted uses.
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### Civic/Institutional (CI)

Land used for major public and quasi-public institutions, including schools, colleges, the university, churches, correctional facilities, hospitals, utilities and similar uses.

<b>Location Criteria:</b> <ul style="list-style-type: none"> <li>• Existing public uses, other than parks and greenways</li> <li>• Quasi-public uses of two acres or more</li> </ul>	<b>Recommended Zoning and Programs:</b> City and County: New zoning categories for such uses or continue to use conventional zones (e.g. O-1, O-2 and OC)	<b>Other Zoning to Consider:</b> Other zones that allow civic/institutional as permitted uses.
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### Other Open Space (OS)

Land uses include cemeteries, private golf courses, and similar uses.

<b>Location Criteria:</b> <ul style="list-style-type: none"> <li>• Existing cemeteries, private golf courses and private open spaces</li> </ul>	<b>Recommended Zoning and Programs:</b> City: OS-1 and a new zone created to designate parks, schools and similar institutional lands County's Planned Growth and Rural Area: OS, E and OC	<b>Other Zoning to Consider:</b> A-1, and A
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**PARK, PUBLIC INSTITUTIONAL, OTHER OPEN SPACE & ENVIRONMENTAL PROTECTION LAND USE CLASSIFICATIONS . . . continued**

**Hillside/Ridge Top Protection Areas (HP)**

This classification is used to identify hillsides, ridges and similar features that have a slope of 15 percent or more. Open space, recreation land or very low density housing (one dwelling unit per two acres) is recommended for slopes exceeding 25 percent. For slopes of 15 to 25 percent, housing densities should not exceed 2 dus/ac). Office uses may also be considered. Building height should not exceed 35 feet.

<p><b>Location Criteria:</b></p> <ul style="list-style-type: none"> <li>Hillsides greater than 15 percent slope</li> </ul>	<p><b>Recommended Zoning and Programs:</b></p> <p><b>City:</b> RP-1, OS-1 and a new hillside protection zoning overlay, that has standards for various residential and office land uses and the amount of land disturbance that can take place relative to the degree of slope.</p> <p><b>County's Planned Growth and Rural Areas:</b></p> <p>OS, E, A (on slopes less than 15 percent) and PR; a new hillside protection zoning overlay, that has standards for various residential and office land uses and the amount of land disturbance that can take place relative to the degree of slope.</p>	<p><b>Other Zoning to Consider:</b></p> <p>Other zones that require use-on-review</p>
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**Stream Protection Areas (SP)**

Typically these are areas which are subject to flooding. Such areas include both the floodway, which carries the significant portion of stormwater, and the 500-year flood fringe, which the city and county govern with various stormwater regulations.

<p><b>Location Criteria:</b></p> <ul style="list-style-type: none"> <li>Floodways and flood fringes</li> </ul>	<p><b>Recommended Zoning and Programs:</b></p> <p><b>City:</b> F-1 and 'planned zones' (such as RP-1 and PC-1), which entail site plan review.</p> <p><b>County's Planned Growth Area:</b> F and 'planned zones' (such as PR and PC), that require site plan review to address flooding and stream protection issues</p>
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**Water (W)**

Typically includes the French Broad River, Holston River, Fort Loudoun Lake/Tennessee River, and Melton Hill Lake/Clinch River.

<p><b>Location Criteria:</b></p> <ul style="list-style-type: none"> <li>Rivers, TVA reservoirs</li> </ul>	<p><b>Recommended Zoning and Programs:</b></p> <p><b>City:</b> F-1</p> <p><b>County:</b> F</p>
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**Major Rights of Way (ROW)**

Generally, the rights-of-way of interstates and very wide parkways and arterial highways are depicted on the future land use map.



## APPENDIX C: Traffic Calming

Traffic Calming (also called Traffic Management) refers to design features and strategies that reduce vehicle speeds, improving safety and enhancing the quality of life within a particular neighborhood.

Traffic calming projects can range from minor modifications of an individual street to a comprehensive redesign of an entire road network.

The first part of this appendix provides a sample of different traffic calming strategies, and the second part examines some of the benefits communities have realized through traffic calming programs. Note that in the illustrative pictures that more than one type of design feature is often used to maximize the benefits.

### Examples of Traffic Calming Strategies and Features



#### **CURB EXTENSIONS “PINCH POINTS”**

Curb extensions, planters, or centerline traffic islands that narrow traffic lanes to control traffic and reduce pedestrian crossing distances (also known as “chokers”)



#### **SPEED TABLES, RAISED CROSSWALKS**

Ramped surface above roadway, 7-10 cm high, 3-6 m long



#### **TRAFFIC CIRCLES**

Small circles at intersections



#### **MEDIAN ISLAND**

Raised island in the road center (median) narrows lanes and provides pedestrian with a safe place to stop



#### **CHANNELIZATION ISLANDS**

A raised island that forces traffic in a particular direction, such as right-turn-only



#### **SPEED HUMPS**

Curved 7-10 cm high, 3-4 m long hump.





### **RUMBLE STRIPS**

Low bumps across road make noise when driven over



### **CHICANES**

Curb bulges or planters (usually 3) on alternating sides, forcing motorists to slow down



### **ROUNDBABOUTS**

Medium to large circles at intersections



### **PAVEMENT TREATMENTS**

Special pavement textures (cobble, bricks, etc.) and markings to designate special areas



### **BIKE LANES**

Marking bike lanes narrows traffic lanes



### **2-LANES NARROW TO 1-LANE**

Curb bulge or center island narrows 2-lane road down to 1-lane, forcing traffic for each direction to take turns



### **SEMI-DIVERTERS, PARTIAL CLOSURES**

Restrict entry/exit to/from neighborhood  
Limit traffic flow at intersections



### **STREET CLOSURES**

Closing off streets to through vehicle traffic at intersections or midblock



### **STREET TREES**

Planting trees along a street to create a sense of enclosure and improve the pedestrian environment





### WOONERF

Streets with mixed vehicle and pedestrian traffic, where motorists are required to drive at very low speeds

### TIGHTER CORNER RADII

The radius of street corners affects traffic turning speeds. A tighter radius forces drivers to reduce speed. It is particularly helpful for intersections with numerous pedestrians.

### ROAD DIETS

Reducing the number and width of traffic lanes, particularly on arterials

### HORIZONTAL SHIFTS

Lane centerline that curves or shifts

### NEOTRADITIONAL STREET DESIGN

Streets with narrower lanes, shorter blocks, T-intersections, and other design features to control traffic speed and volumes

### PERCEPTUAL DESIGN FEATURES

Patterns painted into road surfaces and other perceptual design features that encourage drivers to reduce their speeds

### SPEED REDUCTIONS

Traffic speed reduction programs/increased enforcement of speeding violations

### Benefits of Traffic Calming Programs

Traffic calming creates a set of checks and balances that compel those at the wheel to drive slowly and carefully, making streets safer for both drivers and pedestrians. Traffic calming tends to reduce total vehicle mileage in an area by reducing travel speeds and improving conditions for walking, cycling and transit use (see Table 1). Residents in neighborhoods with suitable street environments tend to walk and bicycle more, ride transit more, and drive less than comparable households in other areas. One study found that residents in a pedestrian friendly community walked, bicycled, or rode transit for 49 percent of work trips and 15 percent of their non-work trips, 18- and 11-percentage points more than residents of a comparable automobile-oriented community. Another study found that walking is three times more common in a community with pedestrian friendly streets than in otherwise comparable communities that are less conducive to foot travel.

**Table 1:  
Speed Impacts of Traffic Calming Measures**

	Sample Size	Average Speed Afterward (mph)	Average Speed Change	Average Percent Change
12' Humps	179	27.4	-7.6	-22
14' Humps	15	25.6	-7.7	-23
22' Tables	58	30.1	-6.6	-18
Longer Tables	10	31.6	-3.2	-9
Raised Intersections	3	34.3	-0.3	-1
Circles	45	30.2	-3.9	-11
Narrowings	7	32.3	-2.6	-4
One-Lane Slow Points	5	28.6	-4.8	-14
Half Closures	16	26.3	-6.0	-19
Diagonal Diverters	7	27.9	-1.4	-0.5

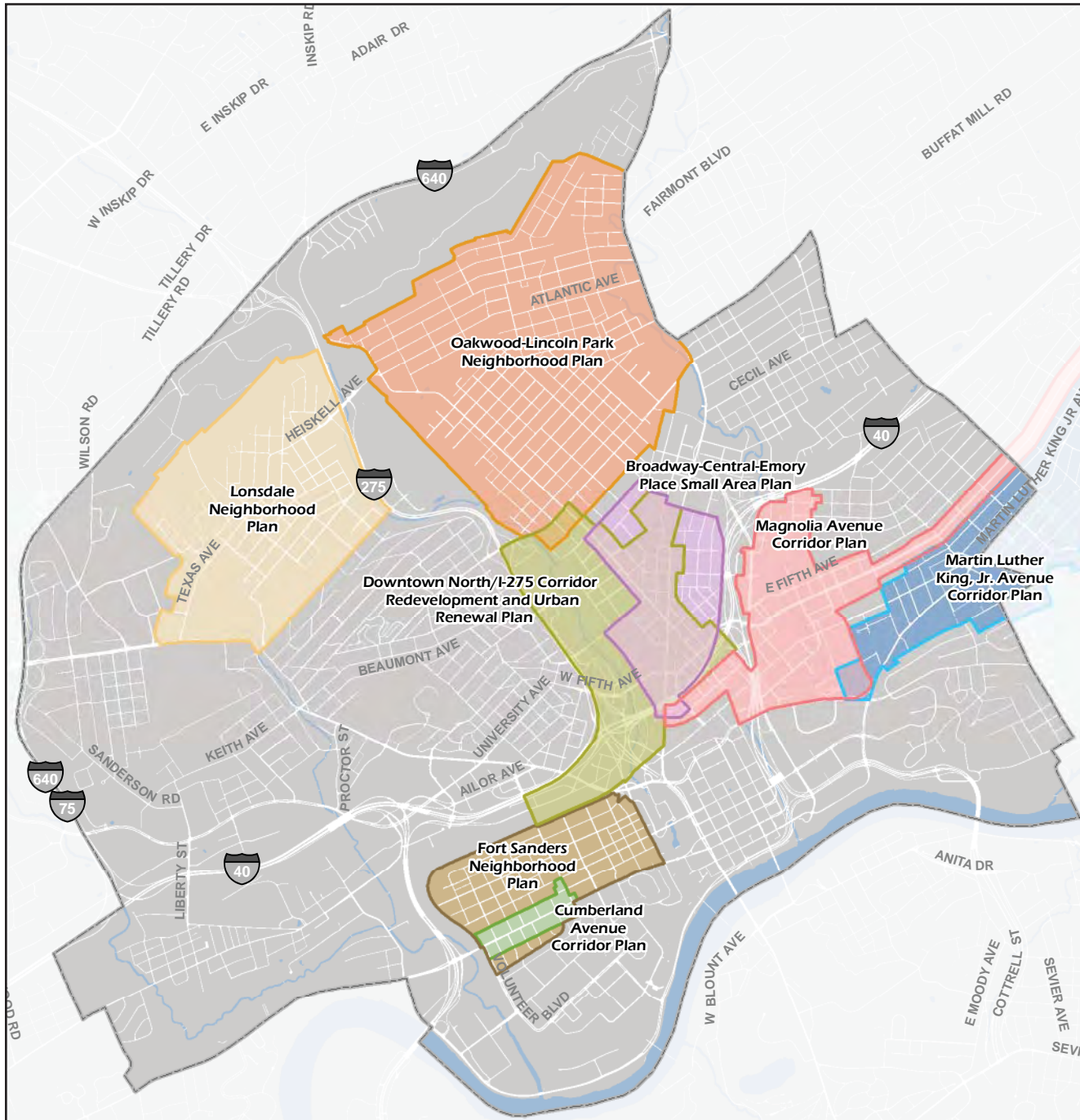
Source: [www.trafficcalming.org](http://www.trafficcalming.org) (Ewing, 1999)

In addition, Table 2 below highlights additional benefits that traffic calming measures can have on local streets.

**Table 2:  
Additional Traffic Calming Benefits**

Benefit	Description
Increased road safety	Reduced traffic accident frequency and severity, particularly for crashes involving pedestrians and cyclists
Increased comfort and mobility for non-motorized travel	Increased comfort and mobility for pedestrians and cyclists
Reduced automobile impacts	Increased non-motorized travel substitutes for automobile trips, reducing congestion, expenses and pollution
Increased community livability	Reduced noise and air pollution, and improved aesthetics
Increased neighborhood interaction	More hospitable streets encourage street activities and community interaction
Increased property values	Reduced traffic speed and volumes increase residential property values
Improved public health	More opportunities for walking and other physical activity
Source: Victoria Transport Policy Institute, Online TDM Encyclopedia, <a href="http://www.vtpi.org/tdm/tdm4.htm">http://www.vtpi.org/tdm/tdm4.htm</a>	

## APPENDIX D: Small Area Plans within the Central City Sector



*Fort Sanders Neighborhood Plan*  
(MPC, 2000)

*Lonsdale Neighborhood Plan*  
(MPC, 2005)

*Oakwood-Lincoln Park Neighborhood Plan*  
(MPC, 2006)

*Broadway-Central-Emory Place  
Small Area Plan*  
(MPC, 2007)

*Cumberland Avenue Corridor Plan*  
(City of Knoxville 2007)

*Downtown North/I-275 Corridor  
Redevelopment and Urban Renewal Plan*  
(KCDC, 2007)

*Martin Luther King, Jr. Avenue Corridor Plan*  
(MPC, 2007)

*Magnolia Avenue Corridor Plan*  
(MPC, 2009)



## **APPENDIX E:**

### **Special Land Use District Addition: MU-CC22 Fort Sanders Medical District**

#### **Recommended Uses**

This district is intended to address the long term needs of the large medical facilities that are located within Fort Sanders that contribute to the health and well-being of the greater community. Medical facilities in the district may include more than one major institution as well as offices for physicians, outpatient services, and other medical related services. The location of these facilities in one area provides for greater efficiency of development and the opportunity to share infrastructure such as parking. Accessible pedestrian connections among the different structures in the district and to the surrounding community should be provided as the district develops and new facilities are constructed. Providing for and preserving adequate access for all vehicles, from private automobile to emergency vehicles to transit, must be a priority as the district develops. Providing for appropriate transitions from the medical district to the surrounding development should be a goal of the district.

- Office (O)
- High Density Residential (HDR)
- Other land uses that support the needs of the medical facilities

#### **Recommended Zoning**

Basic and Planned Development district zones that allow a "recommended use", or mix of these uses, for this district can be considered and should be conditioned to require "development plan" review to ensure infill development is compatible with the surrounding neighborhood; including, but not limited to, building setbacks, height and parking location screening.

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