

CENTRAL CITY SECTOR PLAN

BACKGROUND REPORT

March 19, 2013

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This document is a draft for public review as part of the development of the Central City Sector Plan.

To find out more about this plan go to www.knoxmpc.org. If you have any questions about the Background Report please contact Mike Reynolds or Mike Carberry at 215-2500.

CENTRAL CITY SECTOR PLAN

I. Background Section

A. Overview of Comprehensive Planning Process

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.

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** 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 the Growth Plan, twelve sector plans, corridor and small area plans, and system-wide plans.

The **Growth Plan** 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.

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

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Sector Plans provide a detailed analysis of land use, community facilities, and transportation for 12 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.

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.



Downtown Knoxville and the surrounding neighborhoods.

B. A Summary of projects in recent years

The 2003 Central City Sector Plan proposed several objectives, actions and programs regarding neighborhood conservation, economic development, corridor revitalization and urban design. The following is a summary of the objectives and 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 was adopted in 2005 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.”

- The Infill Housing Overlay District was placed over the neighborhood to protect against incompatible new construction.
- A buffer/greenway is being planned between 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 Oakwood-Lincoln Park Neighborhood Plan was adopted in 2006. It 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 Infill Housing Overlay District 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 Infill Housing Overlay (IH-1) District, and associated Heart of Knoxville Infill Housing Design Guidelines, were adopted 2006. The overlay is intended to foster infill redevelopment and major additions that are compatible with the design of original houses in older Knoxville neighborhoods.

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

The Mechanicsville Commons neighborhood (2006) was the first to utilize the Traditional Neighborhood Development (TND-1) District.

- Mechanicsville Commons replaced the College Homes public housing facility and reintroduced the grid street network with alleys and a mix of uses.
- New structures resemble the design and siting of those in 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.

Façade Improvement Program (2005), and associated guidelines (2006), were developed during Empowerment Zone planning. The guidelines were originally drafted to address the façade improvement program in the Broadway-Central Avenue 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) recommends 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,” creating zoning that allows 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 (C-2) zone has been used in instances where existing structures are being renovated as a means of complying with zoning until the draft 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 (D-1) District and associated design guidelines (2007) resulted in design review standards for new projects and renovations in the downtown area. Making downtown Knoxville a place to live, work, and play has been a long-term goal that is continually bearing fruit.

- 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 also 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.

- A new road cross section has been designed to reduce the number of travel lanes from four to three, increase the width of the sidewalks and relocate the overhead utilities underground.
- A form-based zoning code is under development but the design standard recommendations of the plan are used to determine design compatibility until the form code is adopted.
- The Cumberland Avenue Parking Study (2008) provides options for handling increased parking demand as

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development becomes intensified as proposed in the Cumberland Avenue Plan.

The Magnolia Avenue Corridor Plan (2009) covers a large area stretching from Magnolia Avenue north of downtown to Burlington, Hall of Fame Boulevard 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.

More than 150 bicycle racks have been installed in the sector, most of them through a grant program offered by the Transportation Planning Organization. Racks were included in the streetscape improvement projects described above. Knoxville’s first “bike corral,” which transforms an on-street parking space into bike parking, was installed on Central Avenue in the Old City in 2012.



Proposal for mixed-use development east of the Old City from the Magnolia Avenue Corridor Plan.

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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 I-275/North Central Street Corridor Study (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 the other improves Marion Street from Bernard Avenue to Baxter Avenue. Phase two will include completing the frontage road, make improvements to key intersections in the area and build a greenway along Second Creek 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 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 more narrow right-of-way and roads in the Hillside 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 more narrow 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.

C. Community Profile

From 1990 to 2000, Central City’s total population decreased by 8.9 percent; however, from 2000 to 2010 the total population grew by 2.9 (see Table 1). The largest growth occurred among those aged 45 to 64 from a 13.5 percent share of total population in 2000 to 18.1 percent in 2010. This may be due to the existing population aging, along with “empty nesters” moving into the area. Population aged 20 to 34 grew by 11.2 percent from 2000 to 2010, partly due to an increase in the availability of student housing, but also due to an influx of families with children under 5 as seen in the correlation of the increases. Population aged 65 years or more has significantly declined since 1990, which may be the result of out-migration due to profit-taking as real estate values rise and younger families move into the sector.

Table 1. Population by Age and Sex

	1990	2000	Change (%)	2010	Change (%)
Under 5 years	3,103	2,807	-10.5	3,195	12.1
5-19 years	12,133	11,729	-3.4	11,225	-4.3
20-34 years	18,298	15,670	-16.8	17,645	11.2
35-44 years	5,438	5,617	3.2	4,769	-17.8
45-64 years	7,123	7,503	5.1	8,980	16.4
65+ years	6,786	4,836	-40.3	3,770	-28.3
TOTAL	52,881	48,162	-8.9	49,584	2.9
Male	26,615	23,140	-15.0	24,274	4.7
Female	29,384	25,022	-17.4	25,310	1.1

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 5.3 percent and the county balance has grown 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

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 Sector Populations

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

D. 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. 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	3655	3581	3614	3578	3572

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.

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.

Libraries

Central City is served by three libraries of the county library system: 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).

Public Safety

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

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 Avenue. 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.

Table 5. Central City 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
Total Acreage	419.62
Total Acreage of Close-to-Home-Parks	236.6
Acres of Close-to-Home per 1,000 people	4.23



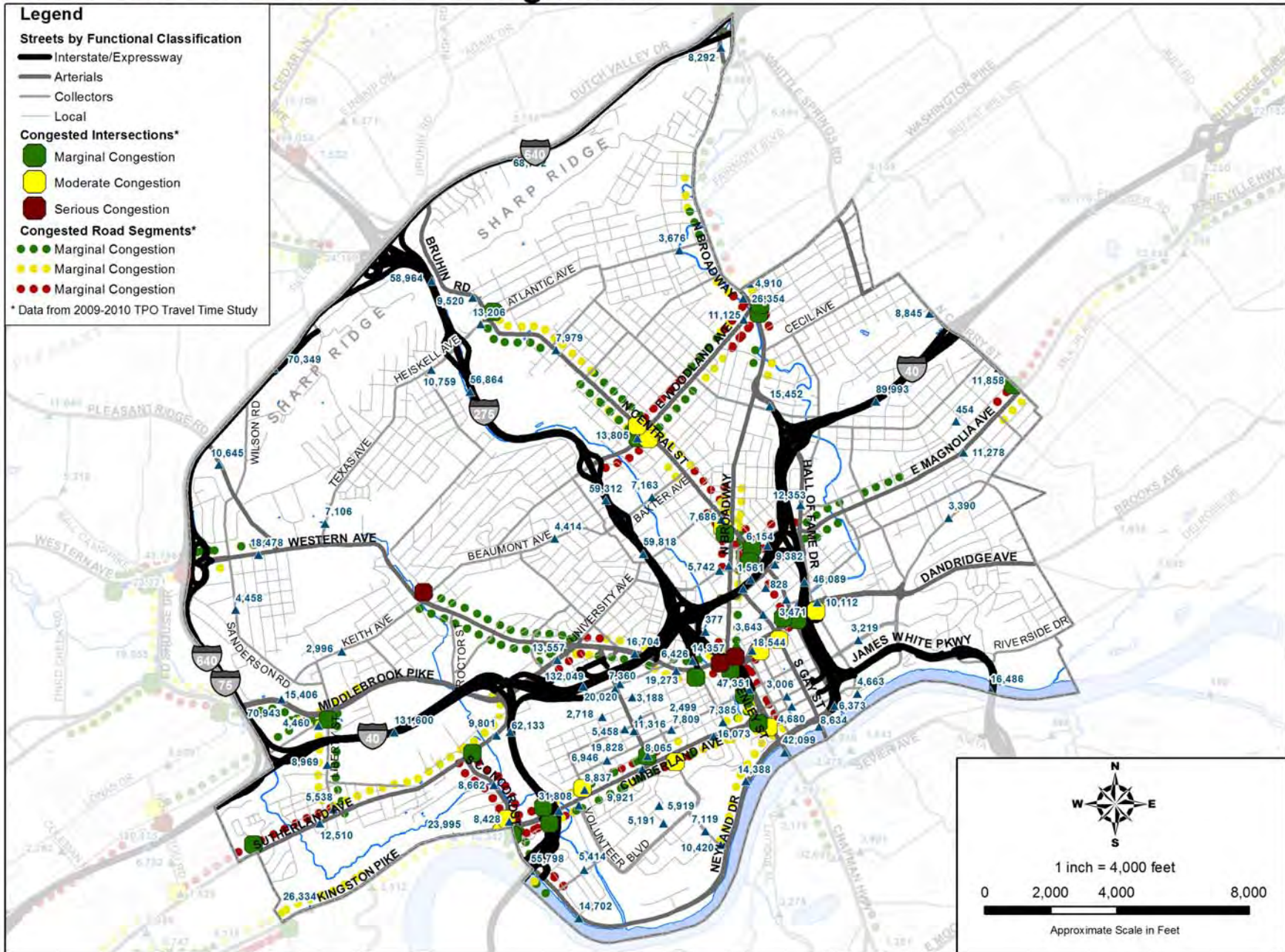
East Tennessee Veterans Memorial in World's Fair Park

MPC, the City of Knoxville and Knox County collaborated on the *Knoxville-Knox County Park, Recreation, and Greenways Plan*. See Appendix A for excerpts for the recommended park and greenway improvements in the Central City Sector.

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.

Road Classes and Traffic Congestion



E. 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 and Bike Lanes

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

The second category includes those 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.

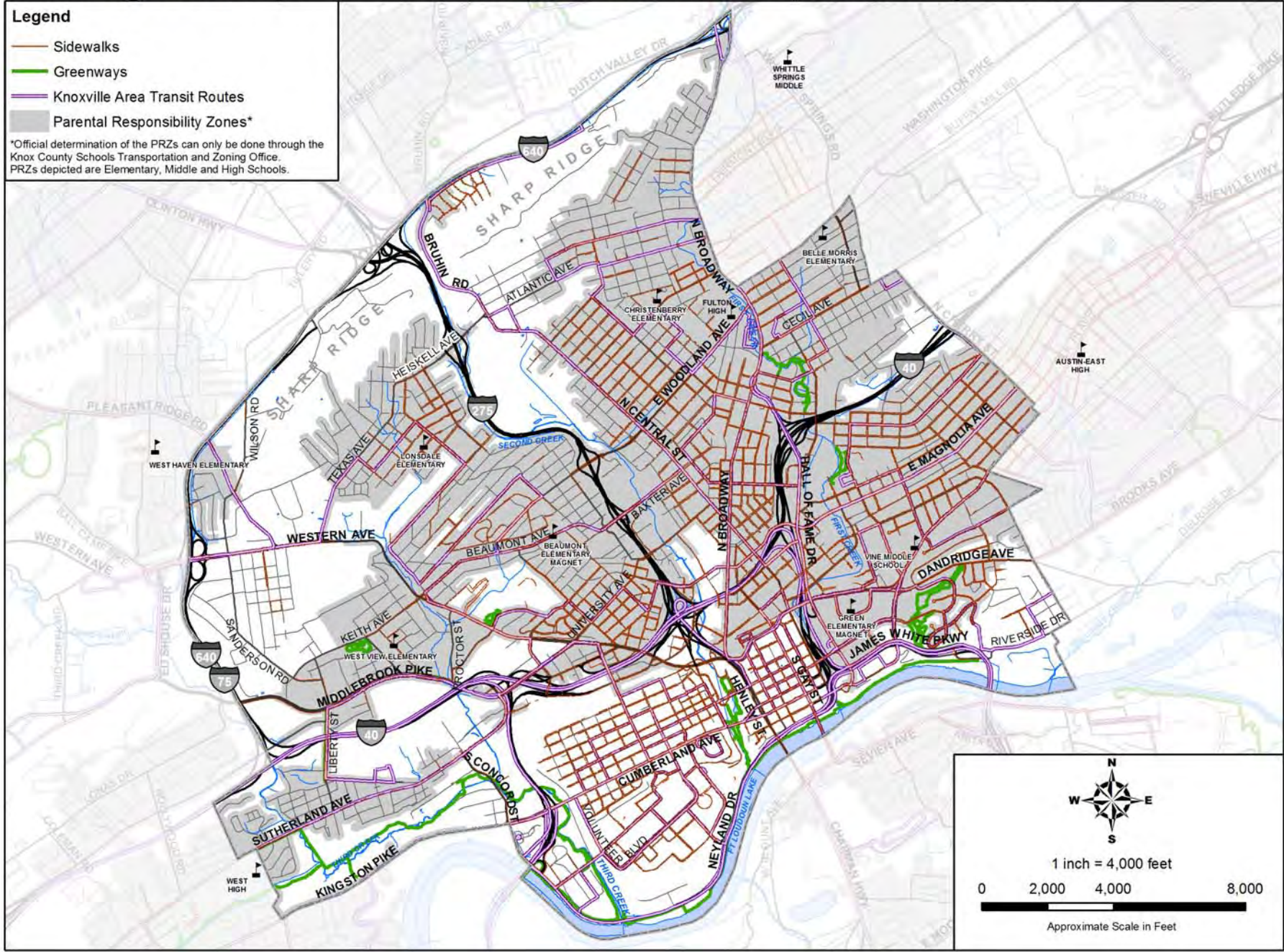
Additionally, there are no general requirements to provide sidewalks with new development. However, the subdivision regulations do give MPC the right to require sidewalks, and often do in Parental Responsibility Zones (PRZ) near schools. The PRZ is an area of one (1) mile from elementary schools and 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 generally 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.

There are a few dedicated bike lanes in the sector, most notably along Magnolia Avenue, Hall of Fame Boulevard, 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.



Streetscape improvements to North Gay Street included new sidewalks, lighting, on-street parking, and bio-retention that infiltrate stormwater and includes landscaping.

Existing Transit, Pedestrian and Parental Responsibility Zones



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The City of Knoxville has signed two of the TPO designated bike routes in this sector, one between downtown and Cedar Bluff (going through Fort Sanders and Bearden) and one between downtown and New Harvest Park (going through 4th and Gill, Belle Morris, Edgewood Park and Fairmont/Emoriland neighborhoods). The City will be signing a third route through this sector, between downtown and the Knoxville Zoo/Chilhowee Park, in 2013/2014.

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.

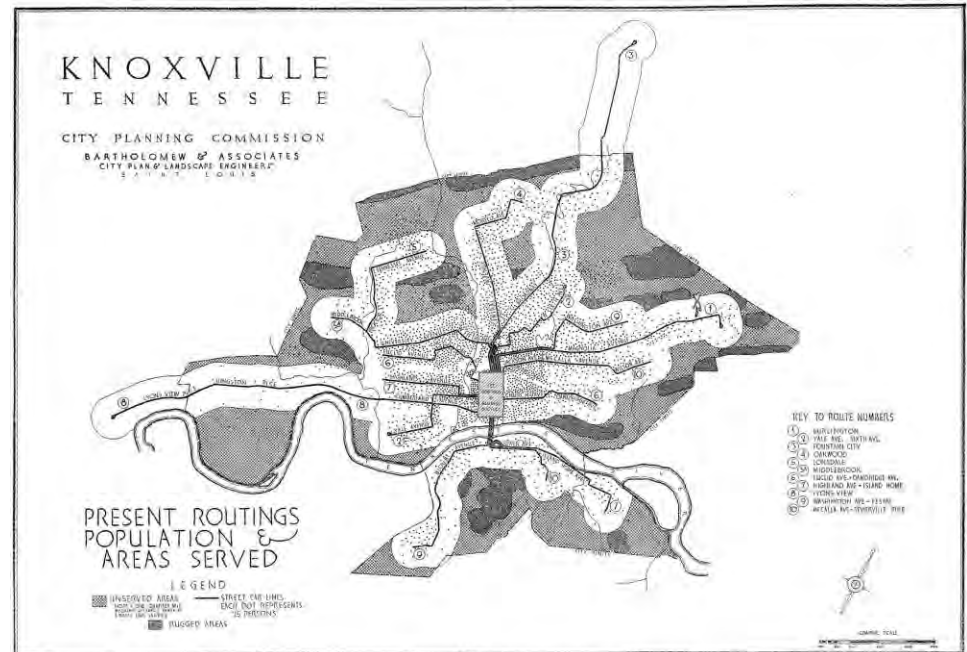
Scenic Highways

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.

Mass 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, 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.



Transit system map from the 1930 City of Knoxville General Plan

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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.

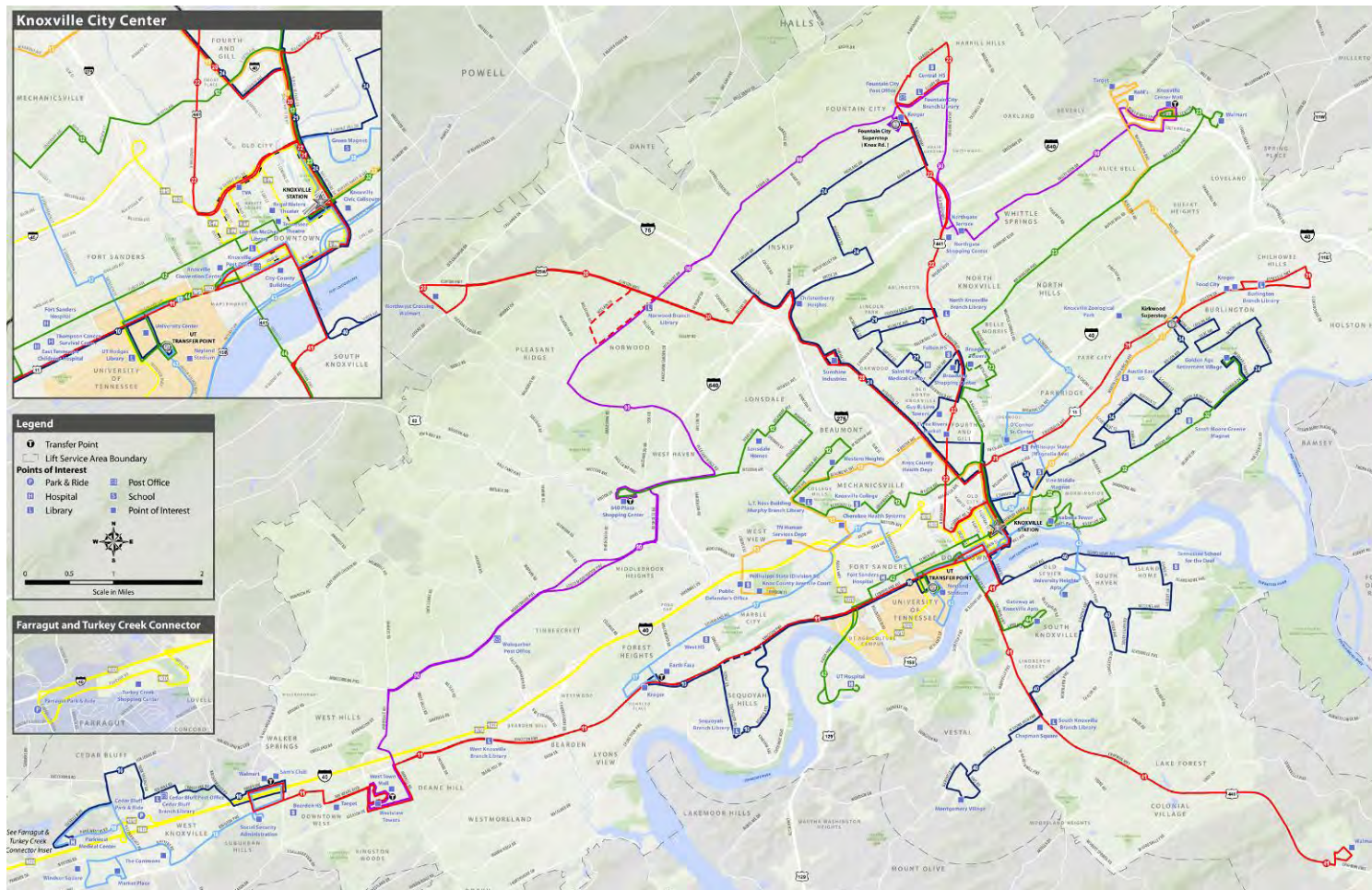
The bus system was privately owned until 1967, when the City of Knoxville took over renaming it the Knoxville Transportation Corporation. In 1978, the City by ordinance created the Knoxville Transportation Authority (KTA) to oversee the operations of the transit system. Also, at that time the transit service was renamed to K-Trans. In 1989, K-Trans moved into a brand new administrative office and maintenance facility at 1135 East 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 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.

Bus ridership over the last 60 years has varied greatly. When the street cars gave way to buses, ridership initially stayed strong with 21.9 million passengers being reported in 1950. However, by 1960 ridership had dropped to 8.2 million riders. The greatest reasons being the movement of city residents to the suburbs and the acquisition of personal automobiles. During the 1960s and on through the 1970s ridership saw marginal drops each year with ridership in 1979 being 6.9 million. Ridership did spike during the early-to-mid 1970s during the energy crisis and following recession. Also, during that time the transit system's express bus system surged to an all time high of close to 300,000 riders, many who were employed by TVA in downtown Knoxville. Ridership saw an increase in 1982 associated with the World's Fair being located in downtown Knoxville. After 1982, ridership began a downward spiral that would bottom out in FY 1995 at 1.8 million riders. The decline in ridership can be attributed to a variety of factors including city residents moving to the county, businesses and jobs moved from the city and downtown to the suburbs, the city schools which purchased thousands of bus tickets consolidated with the county schools, TVA stopped supporting the express routes, the free trolleys tried to institute a fare which cut ridership in half, cheap and abundant fuel, and a fairly strong economy allowed people to purchase cars. The declining ridership started K-Trans on a series of service cuts and fare increases which in the end only perpetuated the downward trend even more. In trying to respond to the declining ridership, K-Trans in 1995 instituted a major route revision and also change its name to Knoxville Area Transit (KAT) while launching a major marketing campaign. From FY 1996 to FY 2002 annual ridership increased to 2.4 million annually. In FY 2003, KAT entered into a partnership with the University of Tennessee to provide campus transit service. Ridership continued to increase jumping to 3.9 million annual trips in FY 2008. While much of this can be attributed to the University of Tennessee service, FY

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2008 saw several hurricanes damage the oil refineries in the Gulf of Mexico driving gas prices up over \$4.00 a gallon. Each time gas prices spiked, KAT saw a corresponding increase in ridership. By FY 2010, ridership had settled back to around 3.2 million passengers a year. During FY 2010, KAT opened their brand new, state-of-the-art Knoxville Station and KAT also made another round of significant route improvements. Since then, KAT ridership has increased to 3.6 million trips as reported in FY 2012.

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 door-to-door paratransit service for those persons who are disabled. The KAT fixed route bus and trolley system consists of 28 routes, served by a fleet of 74 buses and trolleys, and 20 demand response vans. The KAT regular bus system generally runs from 5:30 a.m. to midnight



Map of the overall Knoxville Area Transit system, as of 2013.

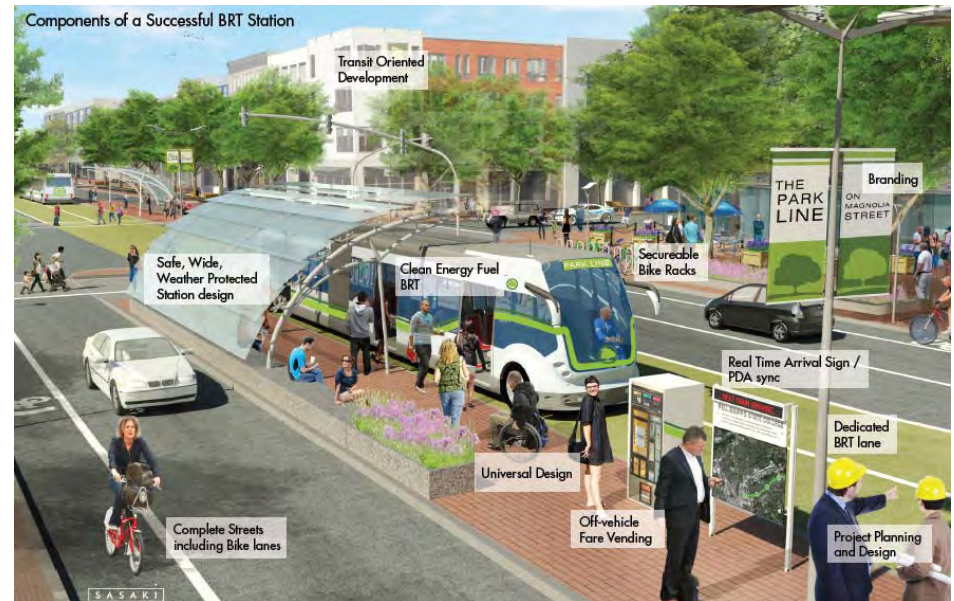
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Monday through Friday and 7:00 a.m. to midnight on Saturday. Every route is slightly different in its hours of operation and fewer routes are operated on Saturday. On Sunday, the four main corridor routes – Kingston Pike, Magnolia Avenue, Broadway, and Chapman Highway run from 10:15 a.m. to 7:00 p.m. All KAT buses are lift-equipped for persons who are disabled. Most buses also have bike racks. A one day pass is \$1.50 and a transfer is 50 cents. Seniors, students, and persons who are disabled can ride for a reduced fare. Routes run at least hourly with some of the main corridor routes running every 30 minutes. 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.

In 2013, several significant changes are occurring to KAT service. In February, KAT eliminated the Farragut Express Route. This was due to declining ridership and a decision by the Town of Farragut to no longer help subsidize the route. This is the last of KAT's express routes. Starting June of 2013, KAT will no longer provide the University of Tennessee service. The University of Tennessee decided to contract with a private provider. Due to some changes at the federal level, KAT will be receiving some additional funding. Because of the reduction in services, KAT is in a position to have additional equipment and they are proposing some significant service improvements. While some routes will have some minor adjustments the main improvement is the routes on the main corridors will go from 30 minute service to 15 minute service and some of the other routes will go from 60 minute service to 30 minute service. On February 28, 2013, the Knoxville Transportation Authority adopted the new service improvements, which will officially begin on June 3, 2013.

Implications for the Future: In October 2012, a team of transit consultants, STV and Sasaki, released a draft study, known as 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



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

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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 will be identified during the course of creating 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.

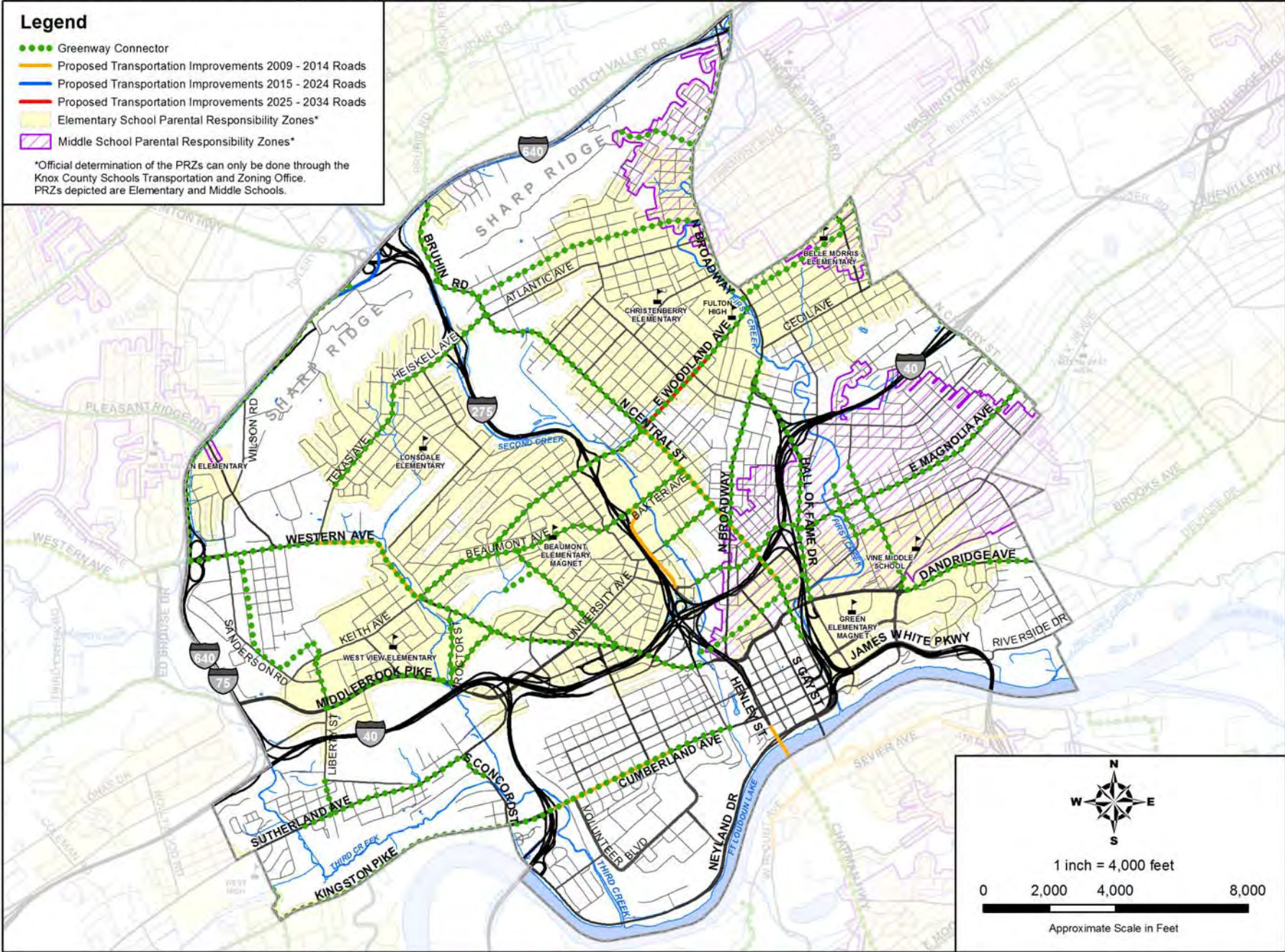
Western Avenue

The one mile stretch of Western Avenue, from Texas Avenue to Major Avenue, is being improved from two lanes to four lanes to serve existing and future traffic demands, provide route continuity and correct existing deficiencies. The widening will match the existing four lane sections on each end of the project and introduce sidewalks and bike lanes to this section of Western Avenue. The existing railroad crossing at the Keith Avenue intersection will be eliminated and Keith Avenue will be realigned south of Western Avenue. Both Western Avenue and Keith Avenue will have viaducts over the railroad.



Planned improvements and realignment to Western Avenue and Keith Avenue.

Planned Roadway Improvements



Others

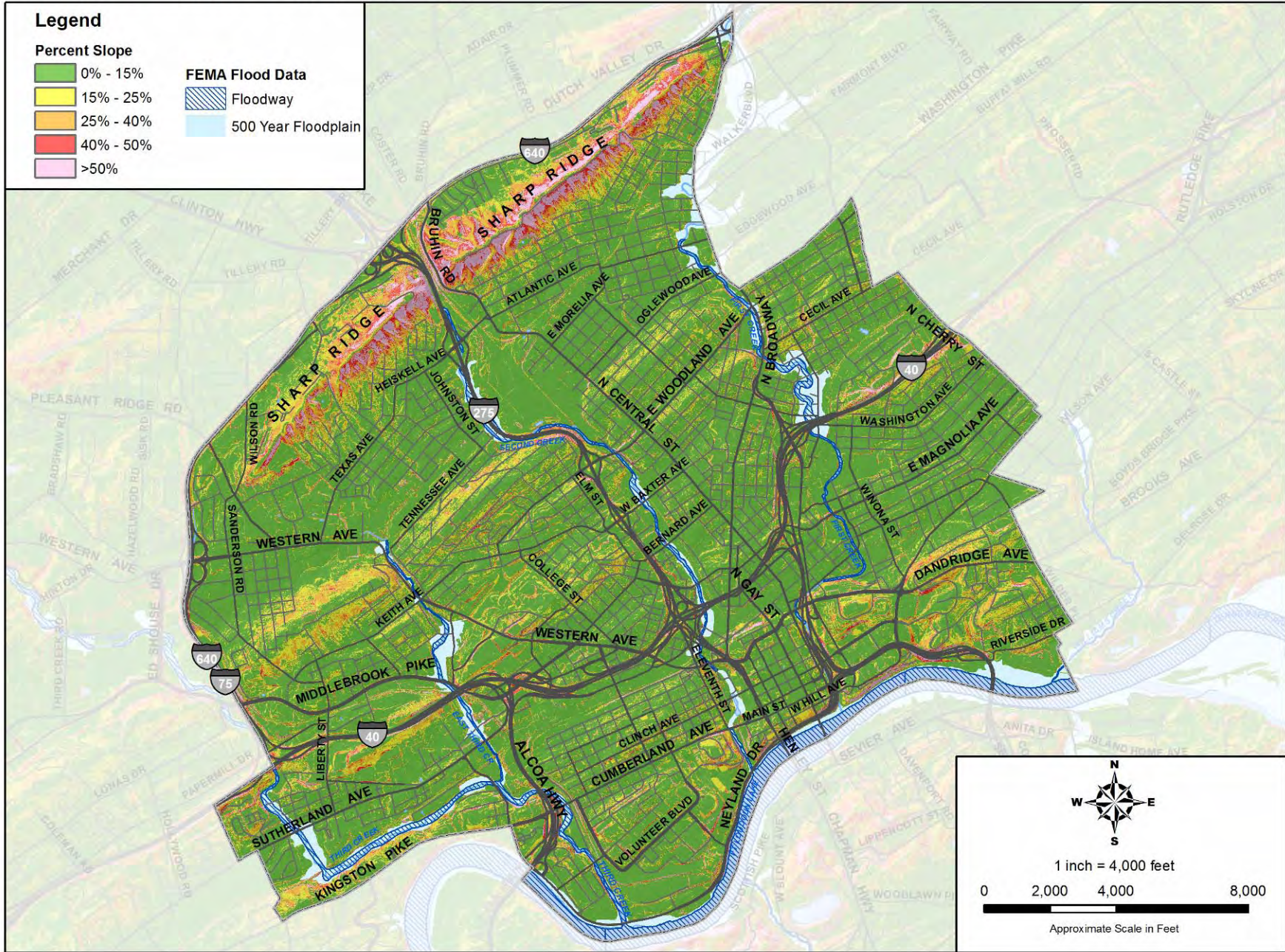
Several adopted plans described in pages 3 - 6 call for specific transportation and streetscape improvement programs. The recommendations are as summarized below:

- “Complete street” road design, which includes reduced travel lanes, on-street parking, improved sidewalks and transit, bike lanes, pedestrian-scaled lighting and landscaping.
 - *Broadway-Central-Emory Place Small Area Plan*
 - *Cumberland Avenue Corridor Plan*
 - *Magnolia Avenue Corridor Plan*
 - *Martin Luther King, Jr. Avenue Corridor Plan*
- *I-275/North Central Street Corridor Study*: create a frontage road to improve access to and create a greenway along Second Creek.
- *Oakwood-Lincoln Park Neighborhood Plan*: implement traffic calming and improved sidewalks.



“Complete street” concept from the Magnolia Avenue Corridor Plan.

Environmental Constraints



F. Environmental Resources and Environmental Constraints

Topography

The *Hillside and Ridgetop Protection Plan* is the result of the Joint City/County Task Force on Ridge, Slope and Hillside Development and Protection. The 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.

The *Hillside Plan* policies (as of 2012) regarding development on steep slopes and ridgetops within the HRPA are as follows:

Residential densities within slope categories for purposes of calculating an overall density in the planned residential zones:

- 15 to 25 percent slopes: 2 dwelling units per acre
- 25 to 40 percent slopes: 1 dwelling unit per 2 acres
- Slopes greater than 40 percent: 1 dwelling unit per 4 acres
- Densities on ridgetops are determined on a case-by-case basis.

Other criteria:

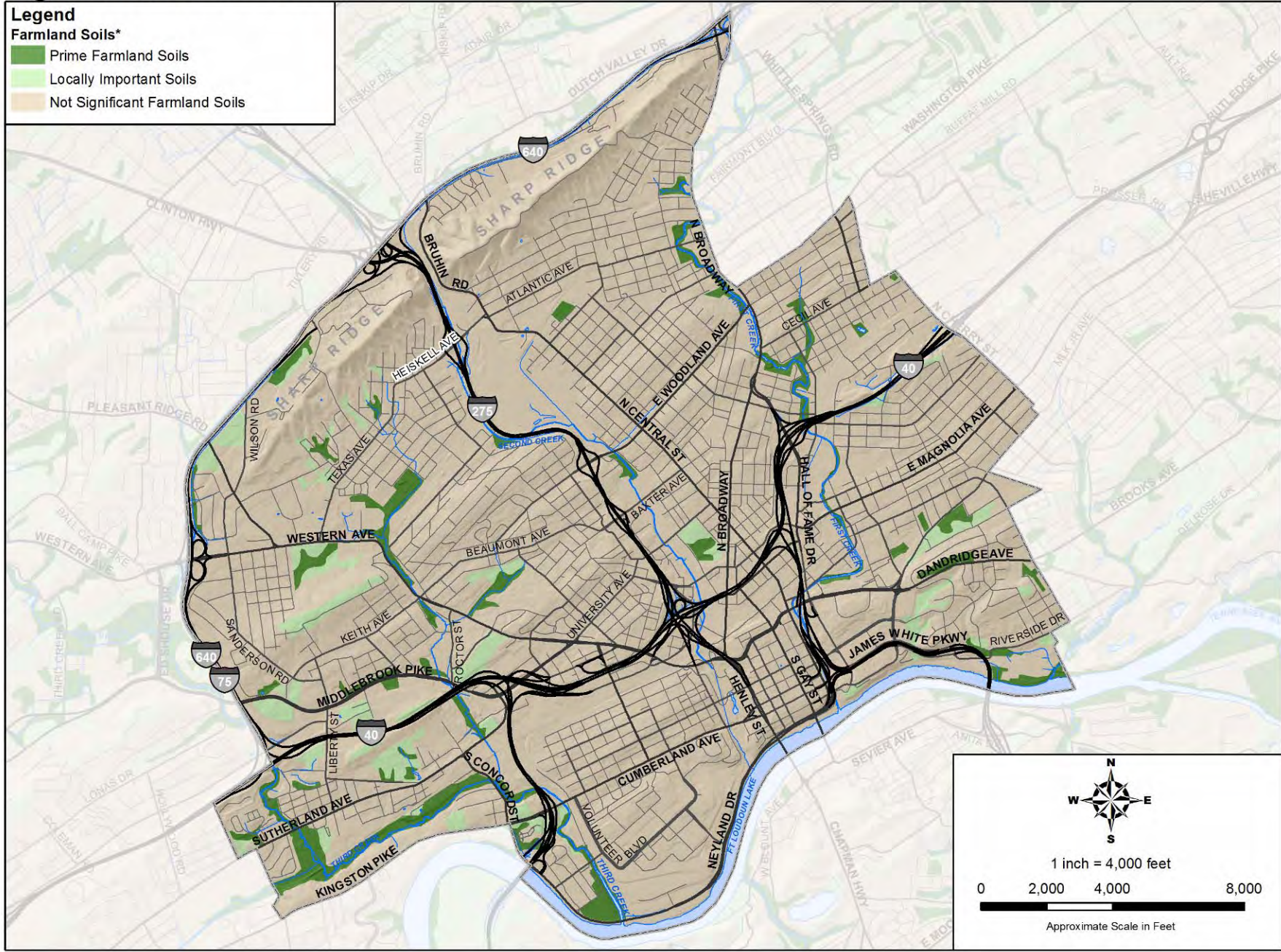
- Medium-density residential and Office development on 15 to 25 percent slopes: clear no more than 50 percent of the HRPA and structures should have a footprint no more than 5,000 square feet.
- Commercial development that extends into 15 to 25 percent slopes, slope restoration and reforestation of cut-and-fill areas.
- Industrial development is not recommended on slopes that exceed 15 percent.
- Non-residential uses in the HRPA; recommended to use planned development zones.

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.

Agricultural Soils



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 continuing 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.

A 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.

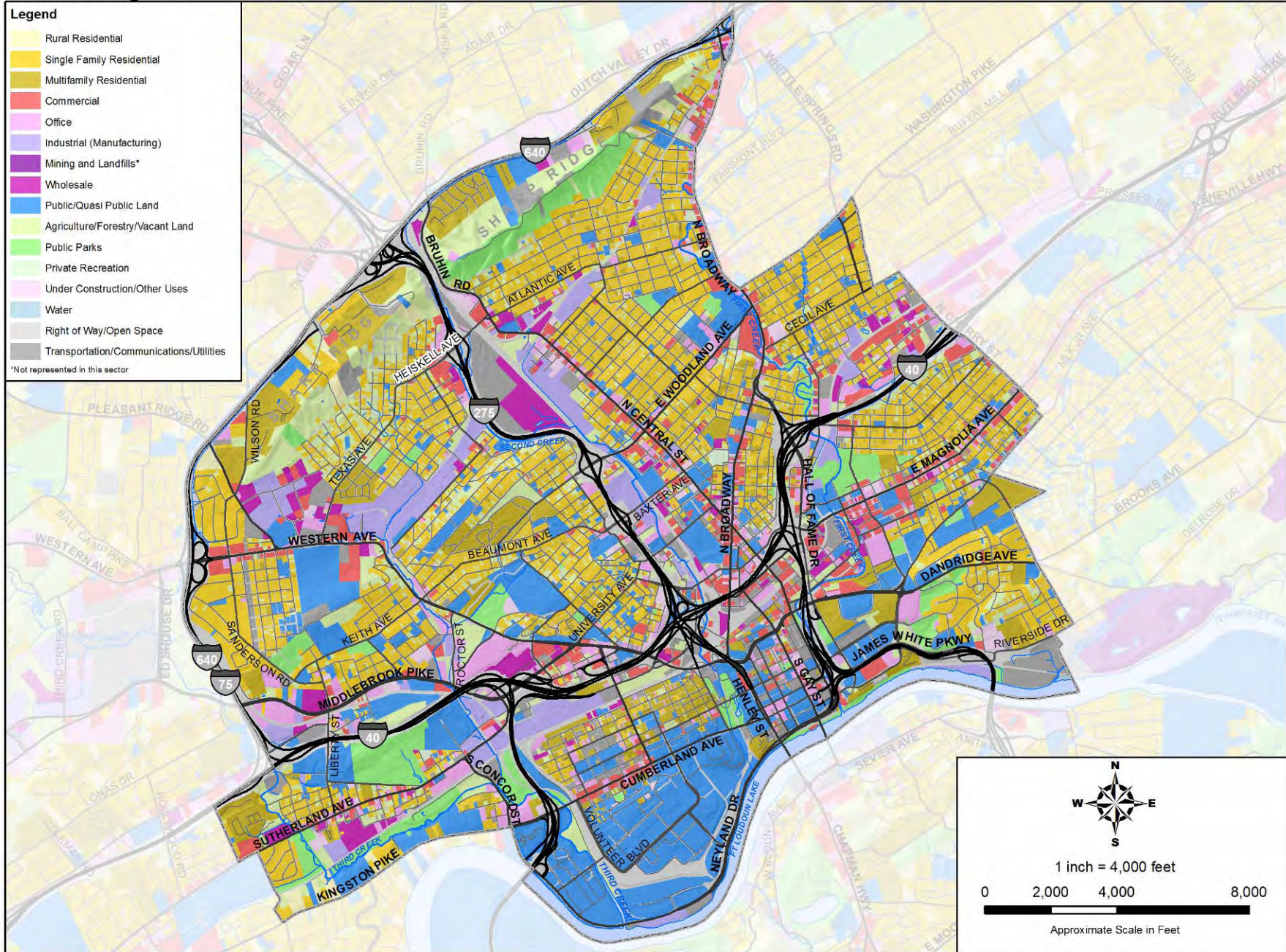
Water Quality

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. TDEC also includes the creeks on its 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.

Existing Land Use



G. Land Use and Development Trends

Existing Land Use

The predominant land use (with exception of Right 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. Existing Land Use

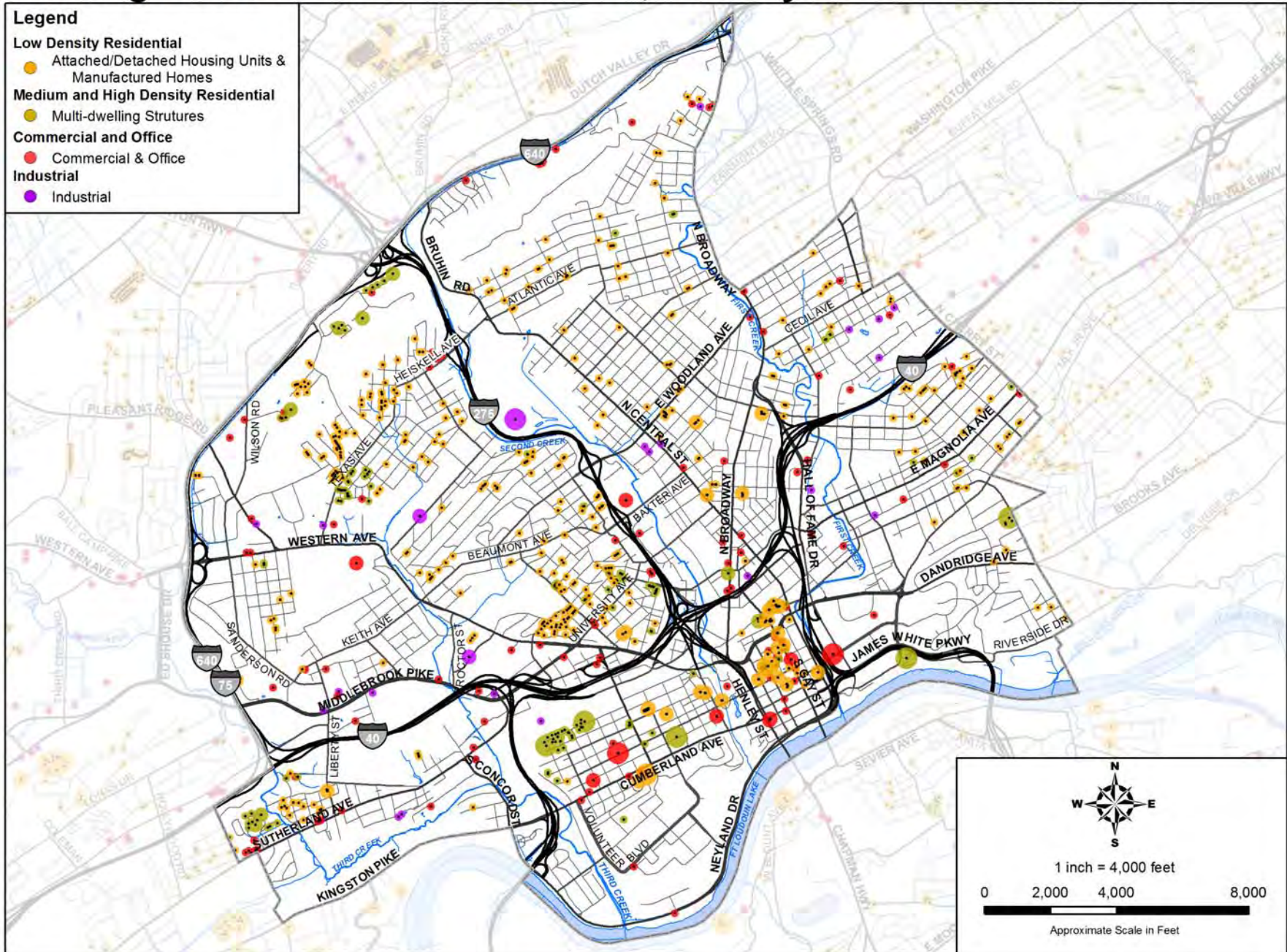
Land Use	Acres	Percentage
Agriculture/Forestry/Vacant Land	813.1	8.0%
Commercial	452.1	4.4%
Industrial (Manufacturing)	389.2	3.8%
Multifamily Residential	705.0	6.9%
Office	367.7	3.6%
Private Recreation	9.7	0.1%
Public Parks	468.5	4.6%
Public/Quasi Public Land	1,385.8	13.6%
Right of Way	2,687.9	26.3%
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%

Residential Development Trends

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 houses repairs after the hail storm in 2011 (for example, roof repair), with some areas of the city and county hit worse than others.

Building Permits - New Construction, January 2003 - December 2012



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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 (89 percent less); and the average permit value for attached housing units was \$68,647, compared to \$82,321 for all city sectors (20 percent less).

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 of 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.

Table 7. Residential Building Permits for new Construction (January 2003 – December 2012)

	Central City		Percent of City Total	
	Number of Units	Permit Value	Number of Units	Permit Value
Mobile Homes	13	\$ 520,480	21%	19%
Attached Housing Units (Condos/Townhouses)	588	\$ 40,364,491	27%	22%
Detached Housing Units	365	\$ 21,046,607	16%	9%
Multi-family Units (Apartments/ Rental)	2,019	\$ 120,420,158	60%	57%
Total	2,985	\$ 182,351,736		29%

Building Permits - Renovations, Alterations, Additions, January 2003 - December 2012

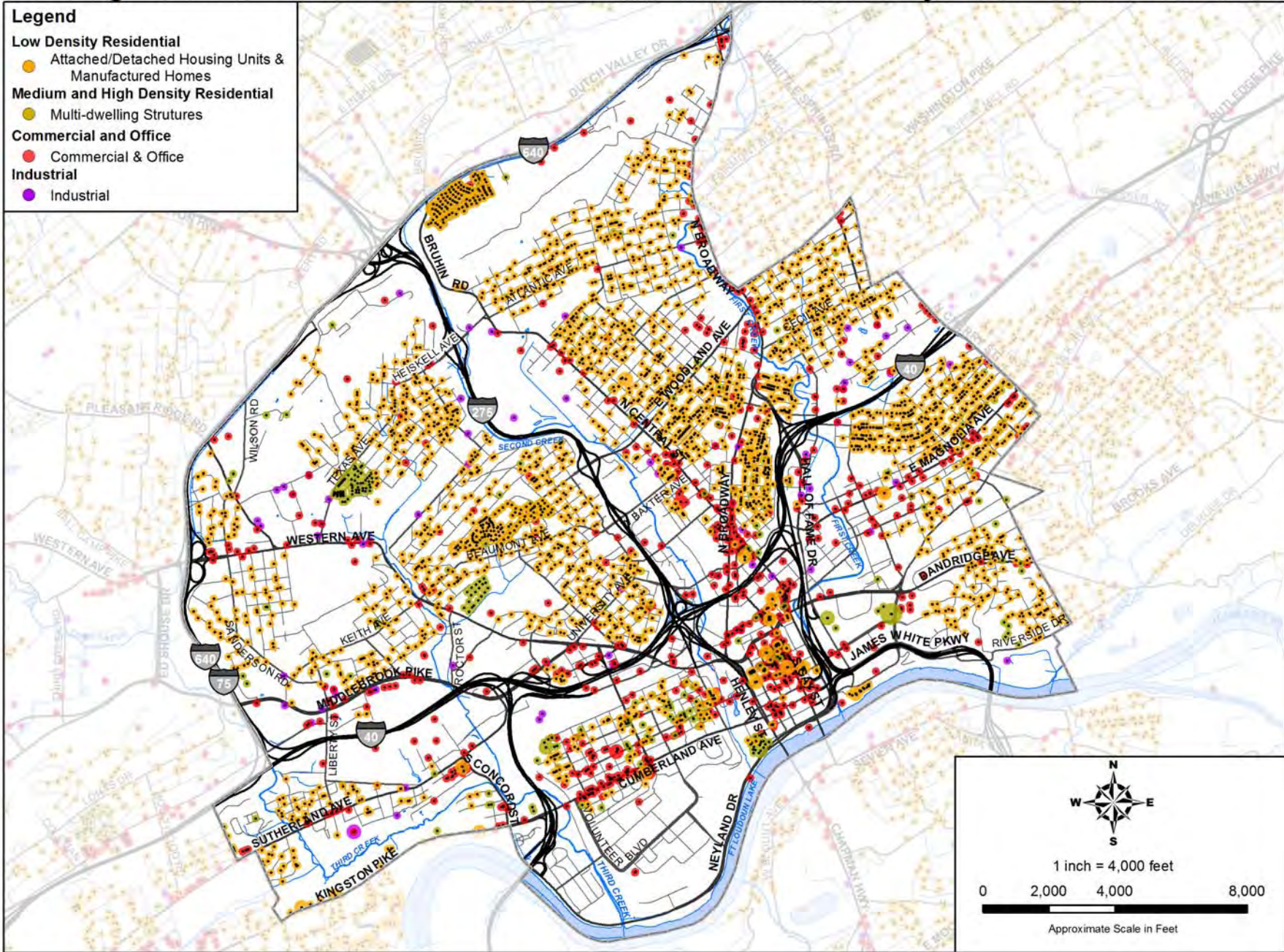


Table 8. Residential Building Permits for Renovation/Alteration/Addition (January 2003 – December 2012)

	Central City		Percent of City Total	
	Permits Issued	Permit Value	Number of Permits	Permit Value
Mobile Homes	1	\$ 125	50%	38%
Attached Housing Units (Condos/Townhouses)	361	\$ 18,044,143	46%	59%
Detached Housing Units	2,864	\$ 37,944,203	30%	22%
Multi-family Units (Apartments/ Rental Duplexes)	618	\$ 63,999,724	40%	62%
Total	3,844	\$ 119,988,195		39%

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 of 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 (4.5 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 of 27.1 percent of the new construction permits (52.2 percent of the permit value) and 45 percent of the renovation permits (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 (92 percent more); and the average for renovation projects was \$160,556, compared to \$154,398 for all city sectors (4 percent more).

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



Sysco in the I-275 Business Park

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

	Central City		Percent of City Total	
	Permits Issued	Permit Value	Number of Permits	Permit Value
Commercial	135	\$ 124,816,740	18%	19%
Industrial	29	\$ 45,447,951	27%	52%
Total	164	\$ 170,264,691		23%

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

	Central City		Percent of City Total	
	Permits Issued	Permit Value	Number of Permits	Permit Value
Commercial	1,503	\$ 187,726,289	30%	31%
Industrial	103	\$ 16,537,288	45%	47%
Total	1,606	\$ 204,263,577		32%

Recent Land Use Plan Recommendations

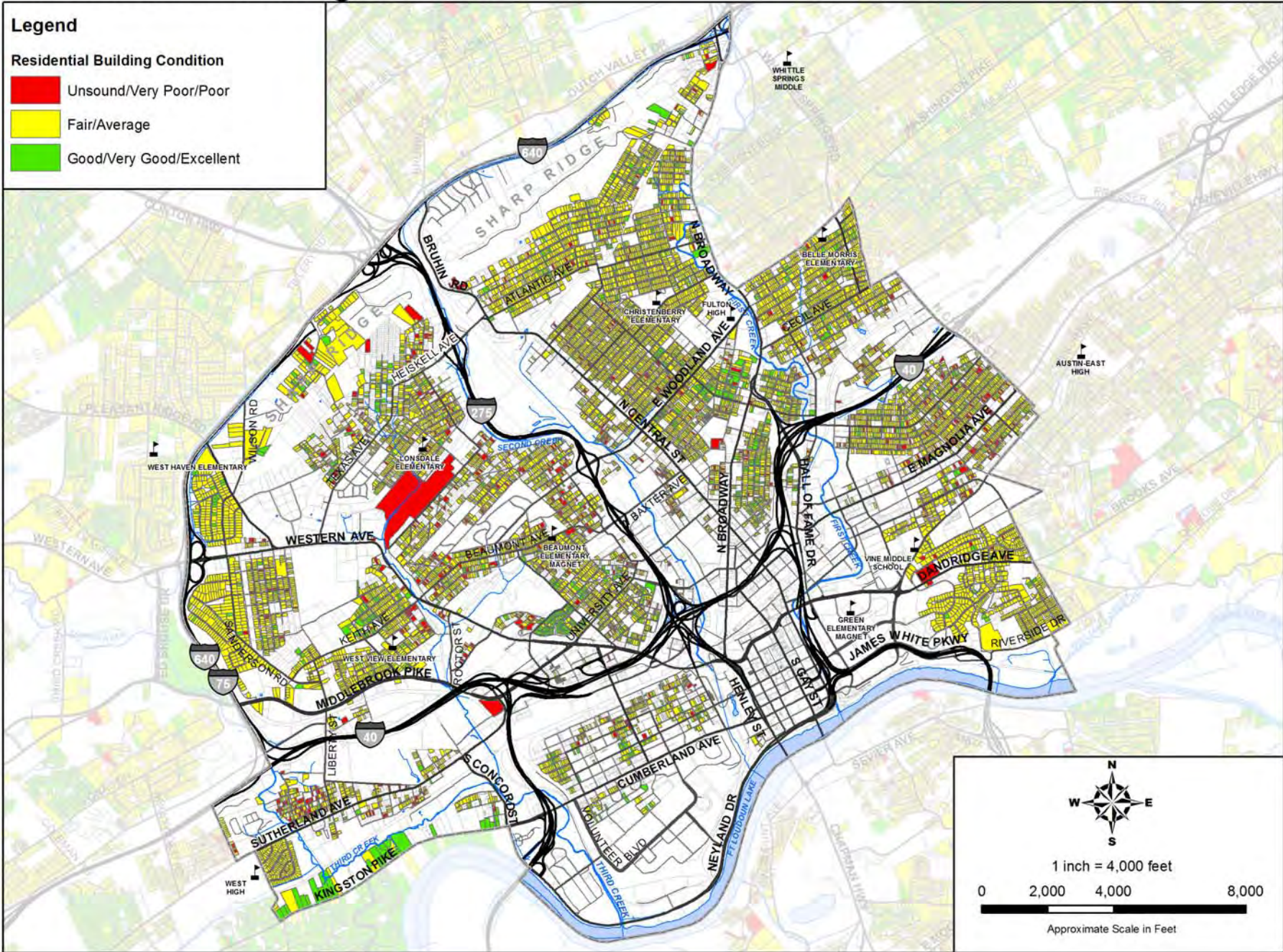
Redevelopment Areas

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.

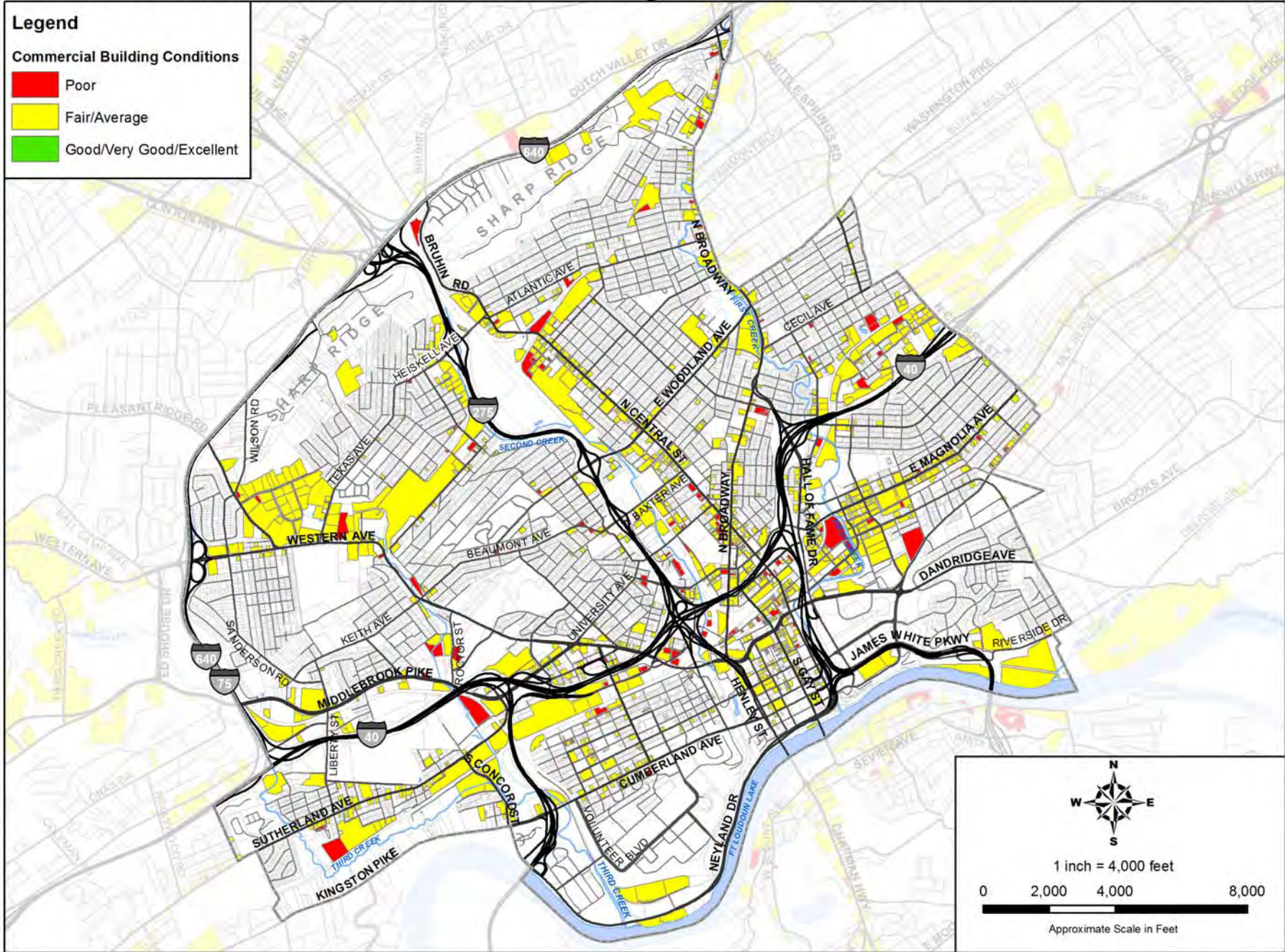
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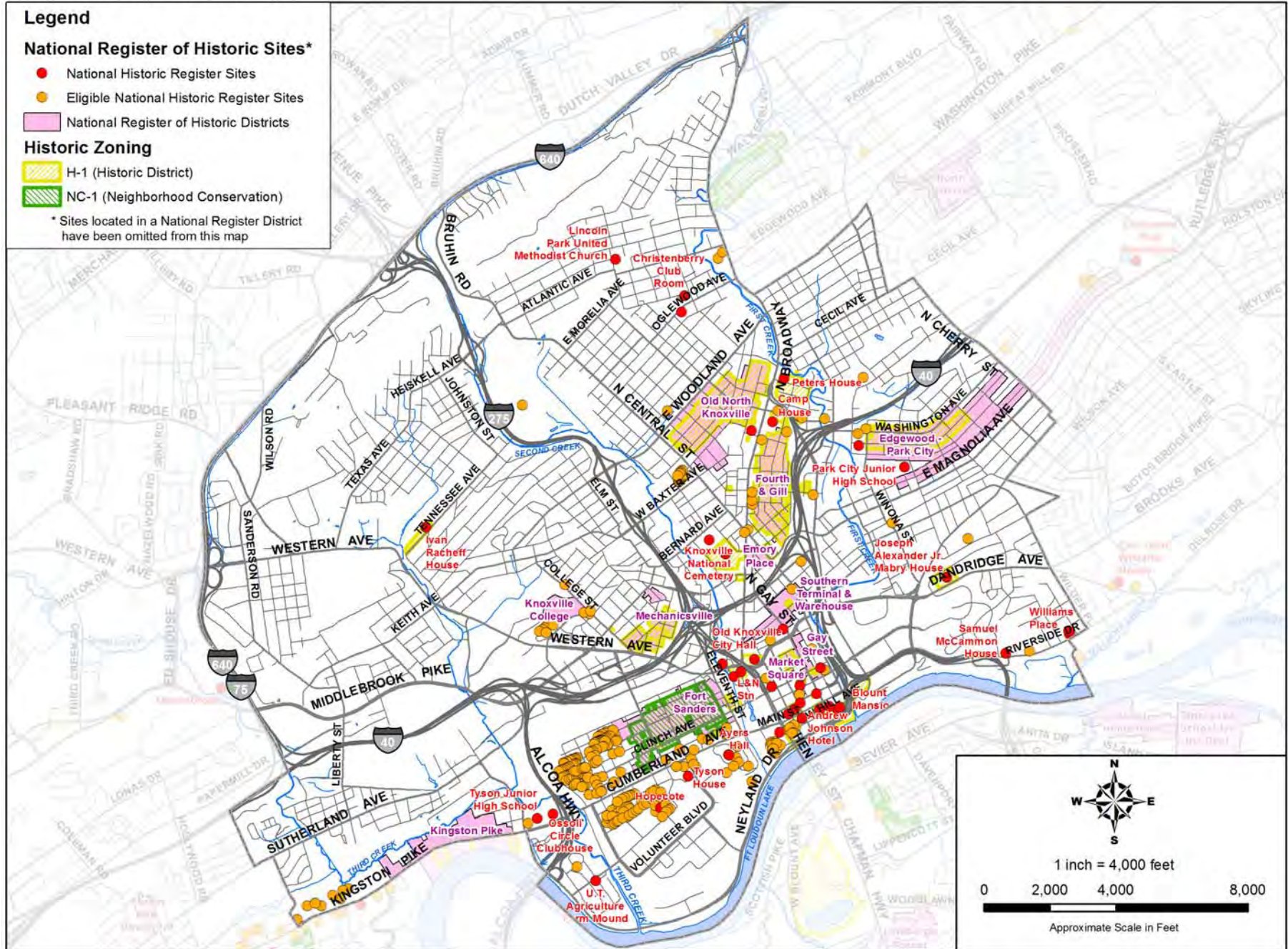
Residential Building Conditions



Commercial-Industrial-Office Building Conditions



Historic Resources



H. Central City's Historic Resources

Central City is home to the largest concentration of historic resources in Knox County. Numerous commercial and residential historic districts dot the sector, and beyond these are a plethora of individual historic structures of varying age, style and significance. The Knoxville Historic Zoning Commission detailed a list of properties that best represent Knoxville's history and development, in a document titled *The Future of Knoxville's Past* (2006). Credit is due to the authors of the document for providing meaningful descriptions of sites.

The following is a non-exhaustive list of Central City's notable historic resources, including properties listed on the National Register of Historic Places, those classified as Historic Preservation Overlay (H-1) or Neighborhood Conservation Overlay (NC-1), those considered by the Historic Zoning Commission to be a historic resource (no designation), and finally, those that are eligible or potentially eligible for overlay or register designation. Due to the unusually large number of listings, the following notation system will be used to indicate how each listing is recognized for its historic value:

N = National Register of Historic Places

H = Historic Preservation Overlay (H-1)

C = Neighborhood Conservation Overlay (NC-1)

E = Eligible or potentially eligible

Residential Districts

Fort Sanders Historic District was developed in Queen Anne, Colonial Revival, Tudor Revival, and other styles atop and around the Civil War fort that figured so prominently in the siege of Knoxville. *N, C*

Fourth & Gill Historic District (and extension) is roughly bounded by I-40, Broadway, Central and 5th Avenues. Queen Anne, Italianate, Gothic Revival, Colonial Revival, Tudor Revival, and Craftsman houses make up the bulk of this Victorian-era district. The area developed during the era of streetcar suburbs; residents worked in downtown Knoxville and commuted to their jobs in railroad, manufacturing, and wholesale businesses nearby. *N, H*

Kingston Pike Historic District contains buildings which are unique in their representation of individual architectural eras and their portrayal of Knoxville history. These include the H.L. Dulin House and the Bleak House. (Note: only the north side of Kingston Pike is within the Central City). *N*

Maplehurst is a grouping of residential buildings of Mission, Tudor Revival, Bungalow, and Spanish Colonial Revival styles. It illustrates downtown housing in the early twentieth century. *E*

Masonic Court/Kendrick Place was constructed in 1916 and is Victorian Vernacular in style. These two-story brick units are the last remaining historic downtown row houses, and are representative of residential living in downtown Knoxville in the early 20th century. *E*

Mechanicsville Historic District contains some of Knoxville's earliest remaining examples of housing that developed to serve local industries. The workers in the iron industry and railroads were known as "mechanics." It is from them that this area took its name. Architectural styles include Queen Anne, Italianate, Neoclassical and Craftsman designs. *N, H*

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Minvilla (1913) is a row house complex developed as a link between the commercial activity of downtown Knoxville and the prominent residential neighborhoods to the north, with streetcar lines as the link between the two. It was designed by Baumann Brothers, constructed by Brimer England Bros., and built by H. Clay Bondurant, all noteworthy developers in the early 20th century Knoxville. *N, H*

Old North Knoxville Historic District (and extension) has undergone rapid restoration and redevelopment in the past decade, as historic houses have been restored from multifamily housing back to single family housing. The architectural styles found in Fourth & Gill are also found here. Porches, elaborate interior and exterior details, ceilings and large rooms are hallmarks of the houses in this neighborhood. *N, H*

Individual Residences

Blount Mansion was built by William Blount, Governor of the Territory South of the Ohio River, a signer of the U.S. Constitution, and a drafter of the Tennessee Constitution. One of the first homes built in what was to become Knoxville, it is maintained today as a museum highlighting Blount's achievements and Knoxville's frontier. *N, H*

Camp House was built by Major Eldad Cicero Camp, and is built in the Richardsonian Romanesque style. The carriage house remains on site. *N*

Craighead-Jackson House is part of the Blount Mansion complex and was built in the federal style by John Craighead. *N, H*

James Park House (1812) is a two-story Flemish bond brick Federal home that was reportedly built on a lot originally owned by Governor John Sevier, who intended to build his townhouse here when Knoxville was Tennessee's capital. The lot was purchased by James Park, noted Knoxville merchant, who supposedly built his home according to Sevier's plan. *N, H*

Mabry-Hazen House was built by Joseph Mabry, a significant Knoxville of the Civil War era. It was later purchased and occupied by Hazen and his family until it recently became a house museum. An eclectic blend of Italianate and Greek Revival styles mark this two-story frame home. *N, H*

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

Wilder, Gen. John T. House (1904) was built at Riverside Drive as a summer home for General Wilder, a Union general who was appointed by four successive U.S. Presidents to administer military pensions in East Tennessee. *N*



James Park House, restored in 2002 for the Gulf and Ohio Railroad headquarters.

Commercial Districts

Depot/N. Fifth Warehouse District (c.1910-1950) is an area that links the Southern Depot and Warehouse District with Edgewood-Park City, and contains warehouses and manufacturing buildings that reflect Knoxville's industrial growth in the first half of the 20th century. *E*

Emory Place Historic District 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. *N*

Gay Street Commercial Historic District includes buildings in various Victoria era, as well as Neoclassical, Renaissance Revival, and Art Deco styles. Noteworthy architectures include 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 reflect that history and significance. *N*

Market Square Historic District (1854) was given to the City of Knoxville by William Swan and Joseph Mabry 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, and most were constructed between 1875 and 1925. Market Square continues to provide a local market, and a gathering place. *N, H*

Southern Terminal & Warehouse Historic District (c.1870-c.1920) includes the Southern Terminal and the buildings built to house the regional wholesale trade and distribution that were created by the railroad. Noteworthy buildings include Sullivan's Saloon and the Jackson Avenue warehouses. *N, H*

Individual Buildings

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

Burwell Building/Tennessee Theater (1928) has Renaissance Revival stylings, and the theater itself was built as a "Moorish Movie Palace." *H*

Candy Factory (1925) was the operational headquarters of Littlefield & Steere, a candy company. The building utilizes Art Deco and Commercial Vernacular styles. *H*

Christenberry Club Room was designed by Charles Barber and was built as a neighborhood center. *N*

General Building (1926-1931) was designed by Barber McMurray in the Renaissance Revival style. *N*

Holston Building (1913) began as Holston National Bank, and has housed numerous businesses and law firms. The Neoclassical building was designed by John Kevan Peebles of Norfolk, Virginia. *N*

Iron Foundry (1875) is the surviving building from the Knoxville Iron Company, which had its beginnings in the Civil War. The Victorian Vernacular Commercial building was part of a nail factory and warehouse. *N*

Knoxville Business College is a late Victorian building constructed for the residence and private medical practice of Dr. S. M. Miller, and is commonly known as the "Keyhole Building" because of its distinctive front entryway. *N*

Old Knoxville City Hall is comprised of seven buildings. The primary is an 1846 Greek Revival style building built by Jacob Newnan, with an additional wing built in 1848. A west wing was added to that building in 1853, an Italianate

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Classroom building in 1874, the Romanesque 1879 Chapel designed by Baumann Brothers, and a Neoclassical Classroom building in 1901. The final addition was made in 1904 to the Romanesque building. *N, H*

Knox County Courthouse (1885) was designed by Stephenson & Getaz. *N, H*

Knoxville Post Office & Federal Building (1934) is a Baumann and Baumann structure clad in East Tennessee marble and contains elements of both Art Moderne and Art Deco styling. *N, H*

L & N Freight Depot (1904, rebuilt 1922) was constructed concurrently with L & N Station, and was rebuilt in 1922 after it was substantially damaged by a fire. *N.*

L & N Station (1904) was designed by Richard Monfort, Chief Engineer for L & N. The building is designed in Victorian Vernacular style, incorporating several stylistic elements from the Victorian era. *N*

Lamar House Hotel/Bijou Theater (c.1818, 1837, 1900-1909) was initially constructed as a private residence before it became the Lamar House Hotel. When Gay Street was regarded in 1837, it was extensively altered to incorporate new entrances. The 1900-1909 renovations resulted in the Bijou Theater. *N, H*

Medical Arts Building (1929-1930) was constructed as an office building. Designed by Manley & Young, it was built in the Gothic Revival style and is noted for its elaborate terra cotta embellishment. *N*

Ossoli Circle Clubhouse (1933) is a one story, brick Colonial Revival building designed by Charles I. Barber, Barber & McMurray. Ossoli Circle is known as a leader in advancing women's issues. *N*

The Standard Knitting Mill (1910) is a half-million-square-foot Commercial Vernacular building which employed thousands of Knoxvilleians at its peak in the 1960s.

Schools

Brownlow Elementary School (1913, 1926) was named for Col. John Bell Brownlow and built in the Colonial Revival style. *H*

Oakwood School (1914) was design by Lewis C. Waters and is a two story brick building that served as the neighborhood elementary school until its closing. *E*

Park City Junior High School (1874) was designed by C. F. Baumann and was the first grammar school in Knoxville. *N*

Peabody School (1874) was designed by C. F. Baumann to be the first grammar school in Knoxville. The building has been altered, but bears traits of Italianate style in its original design. The two-story brick building is significant for its architecture and relevance to social history. *E*

Tyson Junior High School (1936) is a two story building designed by Baumann & Baumann. It was made possible by the Public Works Administration, and is primarily a Neoclassical design with art Deco influences. *E*



The former Brownlow Elementary School in the Fourth and Gill neighborhood was renovated into lofts in 2009.

University of Tennessee, Knoxville has been a central institution of the city for 150 years. Several buildings are notable for their architecture their storied academic histories, including Ayers, Dabney, and Ferris Halls, and the Alumni Gymnasium. *N, E*

Churches

Central United Methodist Church (1927) was designed in the Gothic Revival style by Baumann & Baumann. *N*

Church Street Methodist Church (1930) was designed by Barber & McMurray, with John Russell Pope of New York as consulting architect. The church is a distinctive Gothic Revival structure. *N*

First Baptist Church (1923-24) was designed by the Nashville architectural firm of Dougherty & Garner, and built by Worsham Brothers. This building is noteworthy for its Octagonal sanctuary and Neoclassical detailing, and its representation of the history of the congregation. *N*

First Presbyterian Church & Cemetery (c.1790, 1910) is Knoxville’s first cemetery, monuments, and statuary illustrating early settlement. The 1910 church is a Neoclassical structure with a Tiffany-style stained glass window, with both the cemetery and the primary building illustrative of history and architecture. *N*

Immaculate Conception Church (c.1885) is a Victorian Gothic two-story brick church with a clock tower in a turreted spire. This church is significant as the site of the first Catholic parish in Knoxville.

Lincoln Park United Methodist Church (1926) was designed in the Neoclassical style and is almost entirely unaltered from its original construction. *N*

St. John’s Episcopal Church (c.1893) is primarily Richardsonian Romanesque in design, with significant architectural details that include its slate roof, rose windows, turrets, parapets and buttresses. *E*

Sites, Structures & Signs

Gay Street Bridge (1898) was designed by Charles E. Fowler, of the Youngston Bridge Company. It was the fifth bridge at the foot of Gay Street, providing access to the south side of the river. *H*

Henley Street Bridge (1932) was designed by Marsh Engineering of Des Moines, Iowa. *H*

James White Fort (c.1960) was initially built by James White as a fort or station. It was moved from that location over 100 years later, and recaptured and returned to its current downtown location almost 50 years ago. Outbuildings portray frontier life in East Tennessee. *H*

Knoxville College Historic 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 area. *N*

Old Gray Cemetery & Office (c.1850, 1897, 1902) is named in honor of Thomas Gray, the English poet who wrote “Elegy Written in a Country Church Yard.” It is significant for its fencing, design, grave markers, and the porter’s lodge and gateposts on Broadway. The cemetery is closely tied to the history of Knoxville from 1850 forward, and many of Knoxville’s noteworthy residents from that period are buried there. *N, H*

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Racheff Gardens (1947) was established by Ivan Racheff, the owner of Knoxville Iron Company. The designation includes the former office building of the Knoxville Iron Works, built in 1902 and converted by Racheff to an office and apartment. *N, H*

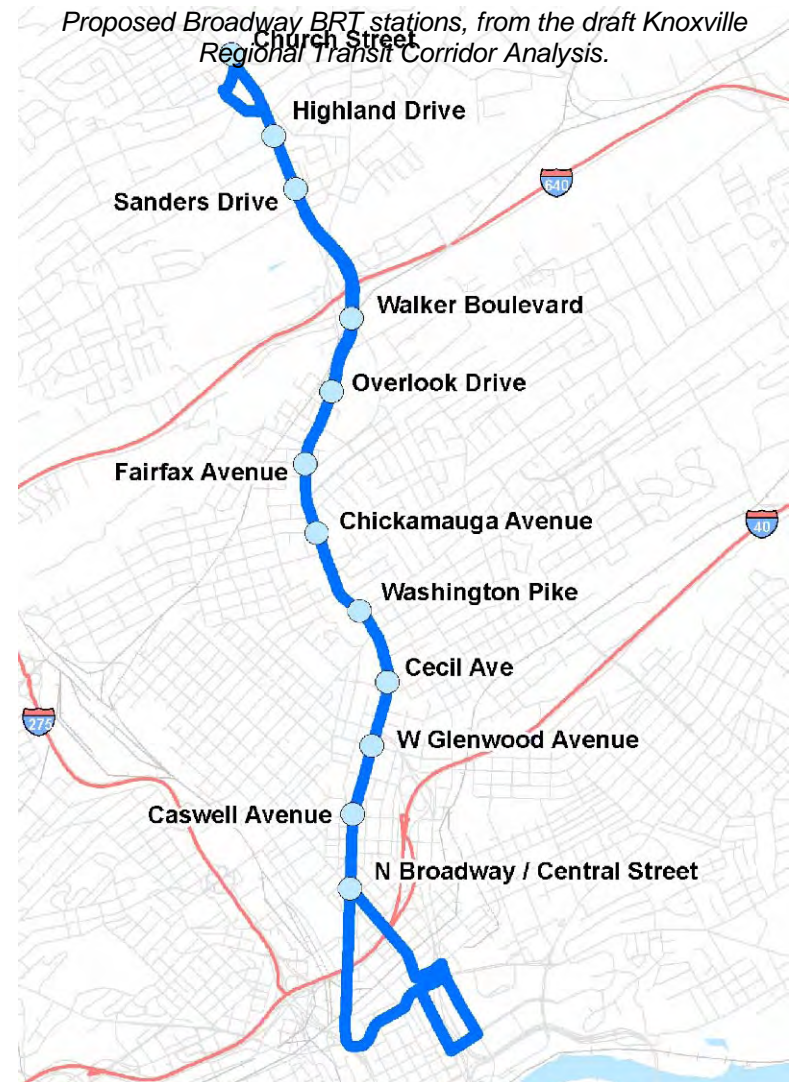
Talahi (1929) is a site that is part of Sequoyah Hills, and includes gateposts, fountains, fences and other elements that draw on the Native American lore of this area and merge it with the tradition of landscaped suburban development. *N*

UT Agriculture Farm Mound is a burial mound constructed by the Hamilton People, a late Woodland civilization.

I. Implications for corridor and small area planning in developing this plan

The Broadway corridor: Like all sectors, the Central City Sector has boundaries along Census Tract lines. Broadway, from Washington Pike to I-640, is that boundary for both the Central City and East City sectors. This year (2013) marks the first time that the plans for the Central and East sectors will be updated concurrently. In doing so, MPC will examine the land use and transportation issues along this section of Broadway comprehensively to create a corridor plan. As pointed out in the transit section, Broadway is a street that has been identified as a potential bus rapid transit (BRT) route. To realize such transit, the implications of population and employment will be explored. Other considerations might include urban design and the means to make the corridor more pedestrian friendly.

Sutherland Avenue/Concord Street area: various changes have occurred in this vicinity that warrants a close examination of future land development potential. Cherokee Mills and the former Perkins School have been restored and are used for office purposes. The Southeast Precast Corporation has closed its doors after operating since 1924. The University is interested in acquiring that property with 85,000 square foot warehouse, possibly to house its Facility Services operations. The former TDOT property is now an Army National Guard operation. The Shamrock Company's mulch site was a source of concern this past year as a fire burned for days there, impacting the surrounding area. Finally, there is an unusual mix of houses and business on the western edge of the area near West High School. MPC will examine issues and potential in making more detailed plan proposals for this area.



APPENDIX A:

Excerpts from the

Knoxville-Knox County Park, Recreation and Greenways Plan

December 2009

VI. Plan Recommendations—City Sectors

Introduction

This chapter contains the park and greenway plan recommendations for each sector in the city. A plan map is presented for each sector. Because sector plans are updated periodically, the recommendations of this chapter can also be updated without having to overhaul the entire city-county park plan.

In developing the recommendations for the six city sectors, several tools were used to determine the proposed locations for parks. The first step was examining the existing system, making recommendations for improvements to the existing system, and then determining which areas were being served and which areas were under served. This was done using a combination of public input from meetings and surveys and mapping analysis. (See Appendix D.)



Victor Ashe Park

In order to implement the proposals on the following pages, capital improvement programming, using local, state and federal funds will be needed. However, there are several other public and private programs that can be developed to create the park system; they are identified in Chapter VII.

As a long range plan, it will take years to realize the proposed park and greenway improvements. In order to give direction to the acquisition and improvement programs, MPC and the city and county park departments have outlined short and mid-range objectives. See the appendices for the following:

- Appendix C: Park Acquisition Recommendations
- Appendix E: Greenway Priorities
- Appendix F: Short term Improvement Program for Existing Parks



Lonsdale Park is neighborhood serving.

The following recommendations include several proposals for smaller, neighborhood serving facilities in the city. The creation of new parks should include public input and should be designed to meet the needs of the residents the facility is intended to serve.

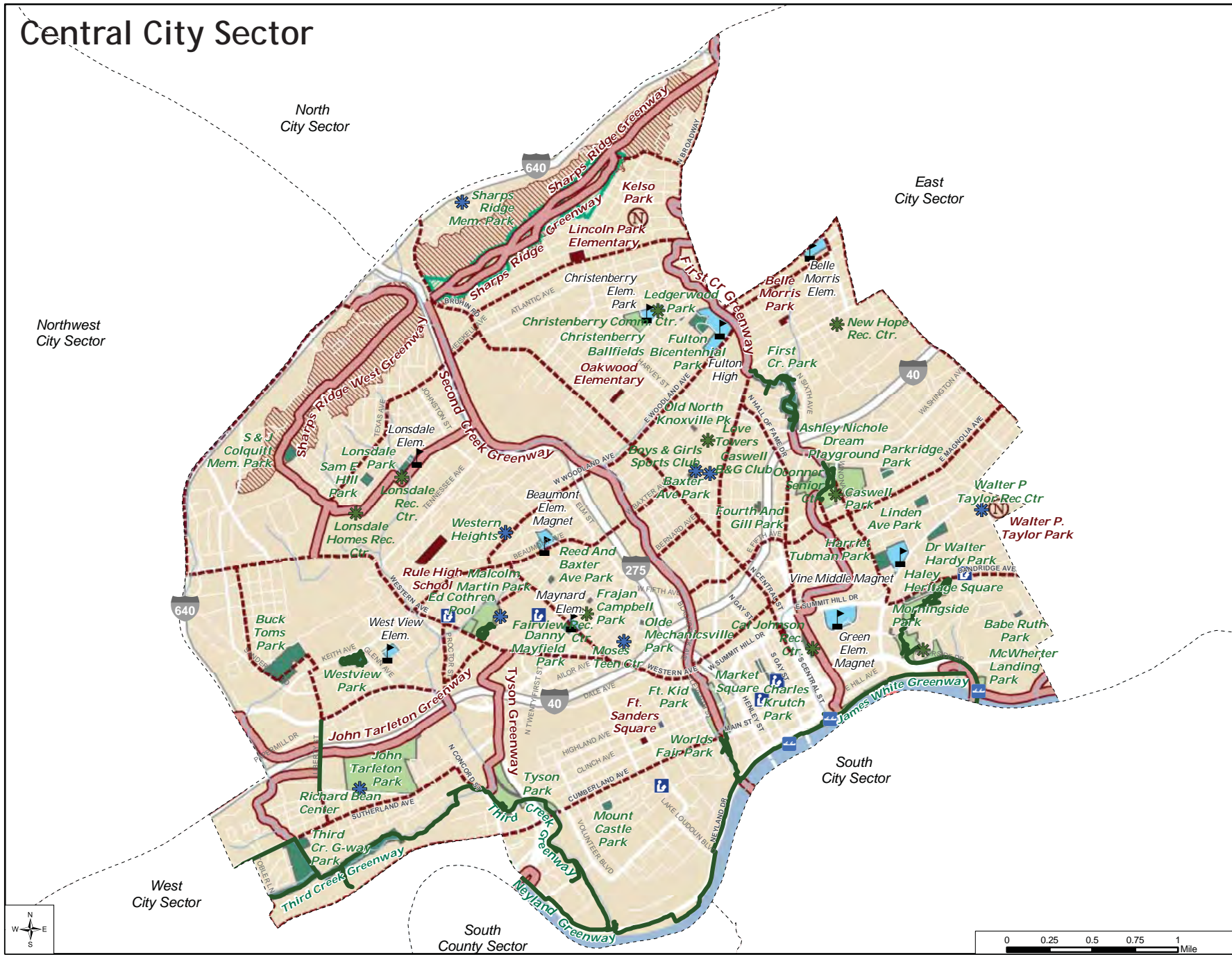
Central City Sector

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.)

Recommendations: Park Acquisitions and Reuse of Public Resources





Neighborhood parks and squares—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 (creating a gateway to Five Points and the Magnolia corridor); Kelso Park (if rehabilitation of this former industrial yard is feasible); and Montcastle Park expansion or reconfiguration (making a more direct connection between the university and Cumberland Avenue; see concept in the Cumberland Avenue Plan); and a new square or park on the Walter P. Taylor Homes site at the time of its redevelopment. Details regarding other proposals follow.

Central City Sector






Park and Greenway Proposals





Proposed Parks: General Vicinity

-  Neighborhood Park
-  Community Park
-  District/Regional Park
-  District Recreation Center












Proposed Parks: Specific Location

-  Neighborhood Park
-  Community Park
-  District / Regional Park





Proposed Greenways and Blueways

-  Greenway
-  Greenway Connector
-  Ridge Conservation Corridor
-  Blueway Access Location

Existing Park Facilities

-  Community and District/Regional Parks
-  Neighborhood Park
-  Open Space / Natural Area
-  Private/Quasi-public Parks
-  Golf Courses
-  School Parks
-  Public Recreation Center
-  Quasi-public Recreation Centers
-  Greenways
-  Blueway Access Location
-  Blueway Rest Stop

Other Information

-  Libraries
-  Streams
-  City of Knoxville Boundary
-  Planning Sector Boundary

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.

Oakwood School Reuse—Preserve this century-old school, a property eligible for National Register of Historic Places. Additionally, reuse the school building for housing or a neighborhood serving public facility. Remove the asphalt areas to accommodate a neighborhood park.

UT/Fort Sanders Neighborhood Square—Create a public square at the corner of Laurel Avenue and Sixteenth Street (currently a surface parking lot). The site is associated with Civil War history. The square should be designed to accommodate festivals, music and related special events in conjunction with the Laurel Theatre.

Proposed Greenways and Greenway Connectors

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.

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.

Recommendation: Recreation Center

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.

Appendix C: Park Land Acquisition Recommendations for the Next 15 years

While the overall plan is conceived as a long-range (30 year) vision of the future park system, certain priorities can be identified to meet existing and anticipated needs. The following recommendations, which are outlined by planning sector, are based on several factors: existing deficiencies in relation to park standards, growth that can be expected in relation to designated urban and suburban areas, and conservation of natural areas.

Central City

- Rule High School: Reclaim/reuse the old Rule High School fields for community recreation purposes.
- Oakwood Elementary School: Establish a park on the former school grounds (taking into account environmental factors).
- Kelso Park: Investigate, particularly from environmental standpoints, the potential reuse of the Kelso Oil site for park use; and consider residential development in conjunction with the park.

East City

- East Burlington Neighborhood Park: Acquire approximately 5 acres for a park.
- Burlington Square: Create a plaza or park as part of revitalization of the Burlington mixed use/commercial area.
- Prosser Road Community Park: Develop a master plan for the public land at this location,

conserving its natural assets and transferring to the City's Park and Recreation Department for management.

- Williams Creek Parks: Establish a park or square at Harrison Street; and develop a linear park connection to the botanical gardens.
- Chilhowee Park (south of Magnolia Avenue): Develop a master plan for a multi-use park, which would be opened on a daily basis.

North City

- Franklin Square: Work with the Disabled American Veteran's Association to establish this park and connect to the Fountain City Lake via the stream valley.
- Neighborhood Parks: Acquire five to 10 acres in the vicinity of the confluence of Murphy Creek and White's Creek, Rowan Road and Dante Road (along the proposed greenway) for park development.

Northwest City

- Neighborhood Parks: Acquire 5 to 10 acres in the vicinity of Oak Road and Murray Drive.

South City

- South Waterfront Parks: Acquire the space for parks and a greenway, including River Plain Park.
- Urban Wilderness and Historic Trail system: Continue to establish this open space system and develop a trail.

- Vestal Plaza: Create the plaza as part of building redevelopment and connect via a greenway to Mary Vestal Park.

West City

- "Branch Park": Acquire neighborhood park space at the confluence of the creeks and connect to Fourth Creek Greenway.



A vision for the South Waterfront park system.

Appendix E: Greenway Priorities

The recommended 5- and 15-year greenway priorities, outlined on the following pages, were created as a result of the advice of MPC staff, the parks and recreation departments and their Greenway Commission and Advisory Board, and the Transportation Planning Organization staff. The major factors in making the recommendations included connectivity between greenways, natural resource protection, providing links to parks, school and employment centers, and equity in developing greenways across all communities.

Greenway Priority Matrix

Five Year Program Intent

- Create or extend trails that form the most needed connections to the overall greenway system, particularly in serving as walking and biking routes to schools, parks and employment centers.
- Establish the priorities for grant applications and capital improvement programs
- Create a manageable list of potential

greenways, which will be the focus of trail routing alternative studies for setting aside and acquiring easements.

Fifteen Year Program Intent

- Establish a secondary list of trail priorities in developing urban and suburban areas.
- Create a secondary list of potential greenways, which will be a later focus of trail routing alternative studies.

City-County Greenways: Recommended Improvements by Segment

10-Mile Creek Greenway

5 Year Program

- Carmike Wynnsong 16 Theater to Kingston Pike
- Kingston Pike to West Valley Middle School (city and county project)
- Link to Catholic High School (county project)

15 Year Program

- West Valley Middle School to I-140 (county project)

Knox/Blount (Alcoa Highway) Greenway

5 Year Program

- Buck Karnes Bridge to county line (funded; details being worked out as of 2009)

Middlebrook Pike/Hardin Valley Road Connector

5 Year Program

- Fourth Creek @Weisgarber to Bearden Middle School (consider as a sidepath design)

Middlebrook Pike/Hardin Valley Road Connector *(continued)*

15 Year Program

- Weisgarber to 3rd Creek (consider sidepath design)
- Bearden Middle to Pellissippi Community College (consider sidepath design)

Murphy Creek/White Creek Greenway

15 Year Program

- First Creek to Washington Pike (city and county project)
- Greenway Drive/Beverly Road to Ritta Elementary

Smoky Mountain Railroad Greenway

5 Year Program

- Mary Vestal Park to Charter E. Doyle (“cost out” crusher run surface; city project)

15 Year Program

- Charter E. Doyle Park to Bower Field (county project)

City Greenways: Recommended Improvements by Segments

Adair Greenway

- 5 Year Program
 - Adair Park to First Creek

Baker Creek Greenway

- 15 Year Program
 - Mary James Park to South Waterfront

First Creek Greenway

- 5 Year Program
 - Caswell Park to First Creek Park
 - Caswell Park to river
 - “Duck Pond” to Adair Drive
- 15 Year Program
 - Walker Boulevard to First Creek Park
 - Adair Drive to Walker Boulevard (coordinate with I-640 interchange improvements)

Fourth Creek Greenway

- 5 Year Program
 - Weisgarber Trail to Lakeshore Park (coordinate routing with Northshore/Kingston Pike improvement program)
 - Bearden Elementary to Lakeshore

Goose Creek Greenway

- 5 Year Program
 - Finish asphalt trail from Mary Vestal Park to South Waterfront

Hastie Park-Ijams Nature Center

- 5 Year Program
 - Hastie Park to Will Skelton trail (natural surface trail in conjunction with mountain bike interests)

Holston River Greenway

- 5 Year Program
 - James White Parkway to Holston River Park (consider a crusher run surface)
- 15 Year Program
 - Love’s Creek to Boyds Bridge on the east and southeast side of the river

James White Greenway

- 5 Year Improvement Program
 - Create connection across S. Knoxville Bridge and extend to South Doyle Middle School
- 15 Year Program
 - Moody Avenue to John Sevier (construct with James White Parkway extension)

Lonsdale Greenway

- 5 Year Program
 - Texas Avenue to Sysco (consider crusher run surfaced trail)
- 15 Year Program
 - Sharps Ridge loop

Love’s Creek: Recommended Segments

- 5 Year Program
 - Knoxville Center Mall to Spring Place Park
- 15 Year Program
 - Babelay/Murphy Road (coordinate with Murphy Road improvements)
 - Holston Middle School to Holston Hills
 - Spring Place to Holston Middle School

Papermill Bluff Greenway

- 5 Year Program
 - Weisgarber Road to Holman Road (funded)

Second Creek Greenway

- 5 Year Program
 - Upper Second Creek connection (funded)
- 15 Year Program
 - Sysco to World’s Fair Park (set aside easements with I-275 corridor redevelopment activities)

Sharps Ridge Greenway

- 5 Year Program
 - Broadway to Washington Pike (consider powerline routing)

South Waterfront

- 5 Year Program
 - Island Home to Scottish Pike (design and develop as per South Waterfront Vision Plan)

Third Creek

- 5 Year Program
 - Sutherland to Victor Ashe Park
 - Greenway connector from Tobler to Third Creek trail

Urban Wilderness and Historic Corridor

- 5 Year Program
 - UT Hospital to State Wildlife Management Area (consider soft surface trail)

Williams Creek Trail and Botanical Gardens Connector

- 5 Year Program
 - Union Square/Five Points to Tennessee River
 - Botanical Garden to Williams Creek

Appendix F: Short-term Improvement Program for Existing Parks

The park inventory and survey was used to outline recommendations for specific improvements. The following list is based on conditions of facilities and staff evaluations to create better use of existing park land and related resources.

Central City Sector

- **Buck Toms Park:** Create a master plan for a passive park, provide signs designating the park and its rules, provide benches and plant trees and shrubs to improve its appearance. Additionally, expand to include lots along Piedmont and Sanderson Avenues. This would be compatible with the existing cemeteries and the rolling beautiful terrain.
- **Central City Dog Park:** Develop the dog park at the edge of the Old City.
- **Fulton Bicentennial Park:** Provide sidewalk connections to and from St. Mary's Hospital for the benefit of guests and visitors. Additionally, provide pathway within the park that will connect to nearby sidewalks.
- **Sharps Ridge Memorial Park:** Designate the roadway, Sharps Ridge Memorial Park Drive, with a sign noting that it is bike facility as well as vehicular road. Extend the natural-surface trail as a loop around the crest of the ridge.

East City Sector

- **Chestnut Square Park** (formerly Union Square Park): Vacate the right-of-way of Curie Place and assimilate that land into the park. New sidewalks should be provided along with passive

recreation opportunities such as picnic tables and benches.

- **Chilhowee Park:** Create daily use activities at this park, reopen the portion of the park south of Magnolia Avenue as a neighborhood park with field space for active and passive recreation during non-event times.
- **Holston River Park and Boyd's Island:** Expand the park to the west along Riverside Drive, add access points to Boyd's Island and partner with UT to allow a trail loop there.
- **Knoxville Botanical Gardens:** Work with the Garden Board to extend this open space system westward to Williams Creek Greenway.
- **Skyline Park:** Repair the surface of the basketball courts and repair or replace the goals and benches.

North City Sector

- **Fountain City Recreation Center:** Improve basketball court, kitchen and play structure.
- **Oakland Recreation Center:** Preserve the existing structure for its merits as part of African American history. Develop an improvement program, including better access.

Northwest City Sector

- **Cumberland Estates Recreation Center:** Create a master plan for this resource and expand the opportunities for outdoor recreation.
- **West Hills Park:** Complete the second phase of tennis center improvements.

South City Sector

- **Cecil Webb Park:** Create a master plan. Consider an expanded open space system, linking Dogwood Elementary and the old South Knoxville High School.
- **Sam Duff Memorial Park:** Provide improvements to the park based on the public process and master plan provided by the East Tennessee Community Design Center.
- **William Hastie Natural Area:** Provide natural surface trails and connection to surrounding neighborhoods, Marie Myers Park and Ijams Nature Center.

West City Sector

- **Deane Hill Recreation Center:** Repair playground equipment and consider expansion for additional outdoor recreation.
- **Rocky Hill Ballfields:** Renovate bathrooms and provide more trash receptacles.
- **Lakeshore Park:** Redesign the greenway trail where the slope is too steep in order to meet ADA standards.
- **Sequoyah Hills Park:** Repair parking lot and exercise stations.
- **Westview Park:** Repair existing playgrounds, courts and goals, the gazebo and trail surfaces.
- **Whitlow Logan Park:** Assess facilities in relation to the needs of the neighborhood; some citizens recommended tennis court repair, others felt that the court space could be used for another purpose.