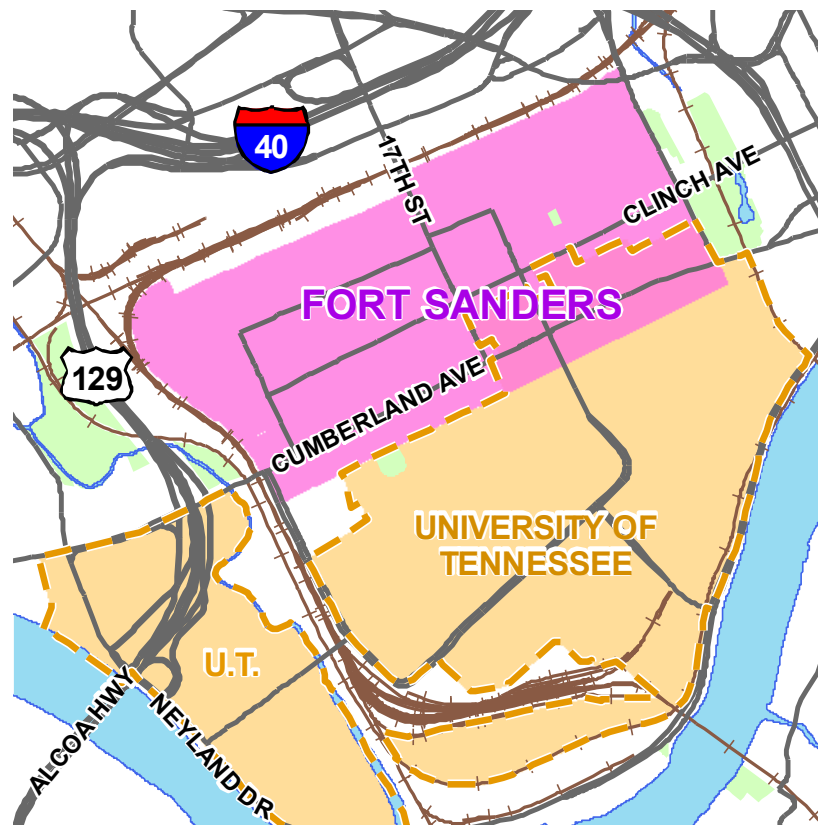


# Fort Sanders District Plan:

*A Neighborhood Implementation Strategy*

DRAFT November 2010





# **Fort Sanders District Plan:**

*A Neighborhood Implementation Strategy*

**DRAFT November 2010**

Adopted by:

Prepared by the Knoxville Regional Transportation Planning Organization and Knoxville-Knox County Metropolitan Planning Commission  
for the City of Knoxville Department of Policy and Communications

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The University of Tennessee  
Historic Fort Sanders Neighborhood Association  
Fort Sanders Stakeholder Group

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# Chapter 1: Background and Overview

In March 2009, the City of Knoxville and the Knoxville-Knox County Metropolitan Planning Commission (MPC) staff organized a stakeholder meeting for the Fort Sanders area in response to a request for long range planning. The meetings were held monthly on the first Thursday of the month at the Baker Center for Public Policy on Cumberland Avenue. The boundaries for the planning area are generally World's Fair Park to the east, the intersection of Kingston Pike and Neyland Drive to the west, Grand Avenue and industrial properties to the north, and the Tennessee River to the south.

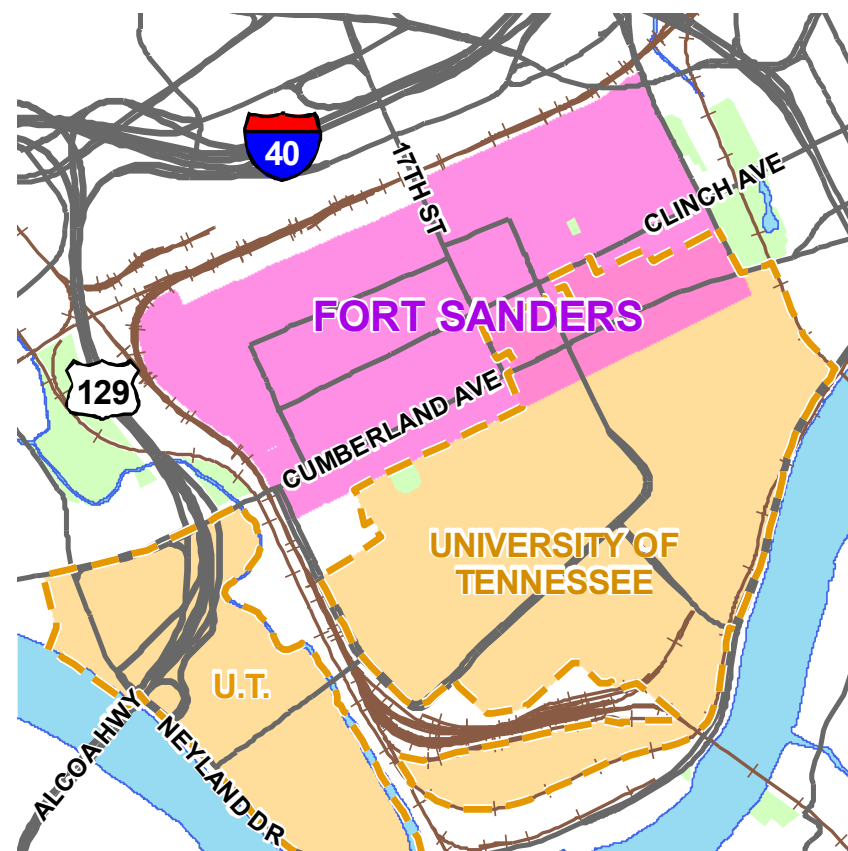
At the initial and subsequent meetings of stakeholders, the group identified several opportunities and constraints within the neighborhood including land use issues and quality of life issues. It was determined that the committee should be divided into two subcommittees on: 1) Physical Land Use, and 2) Quality of Life. These subcommittees met on the alternate month from the full committee.

## Introduction

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.

The purpose of this effort was to engage stakeholders in the area in a dialogue about long range planning for Fort Sanders and to open lines of communication between the various stakeholders, such that there was a constructive format for discussion and critical thinking with regards to problem solving within the neighborhood. As you will see in the following pages of this document, Fort

Sanders is a neighborhood that has weighed heavily on the minds of elected officials, city staff, planners, emergency responders, residents, institutions, business owners, students and others because of the critical role it plays in our city. We hope that the recommendations and updates provided within this document will lead to an improved quality of life and great future investment in the Fort.





# Chapter 2: History of Planning in the Fort Sanders Neighborhood

The University of Tennessee (UT) and Fort Sanders area received more planning attention than almost any other part of the City of Knoxville. Over the last 80 years more than 40 plans and studies have been produced that address some aspect of the Fort Sanders community. The first plan the Knoxville-Knox County Metropolitan Planning Commission (MPC) has record of that includes Fort Sanders was completed in 1930. It was part of a Comprehensive City Plan for Knoxville. This plan discusses increasing the capacity of 17th Street and other general topics related to the district such as, parks, zoning, and commercial usage. Another early report was a traffic report for the UT area completed in 1945. A Parking Needs Assessment was completed as early as 1963 for the district and a Preliminary Analysis for the Cumberland Avenue “strip” shopping area was completed in 1974. Appendix A includes a summary of all Fort Sanders planning related studies from 1927 to the present.



## Key Planning Efforts

Out of the more than 40 plans and studies the following played and are currently playing a key role in the development of the Fort Sanders neighborhood. Included are key recommendations that were made as part of each planning effort.

### Fort Sanders Rezoning Study (1964)

- Change zoning from R-2 to R-3 to allow higher densities
- Increase existing off-street parking requirements
- Develop a long range plan for new development

### Fort Sanders: Community Design Center Process and Plan (1971)

- Eliminate parking along Cumberland and widen sidewalks
- Underground utilities along Cumberland Avenue
- Improve Neyland Drive as the major east-west route and entrance to UT
- Establish a pedestrian and bicycle link to Tyson Park
- Encourage mixed use in certain areas
- Establish a neighborhood advisory committee to MPC

### Fort Sanders Small Area Plan (1978)

- Create R-3, R-4 and planned residential
- Create historic Conservation District
- Explore a C-7 Commercial district
- Establish a hospital district
- Establish a connection between Grand Avenue and Western Avenue
- Link Tyson Park and Fort Sanders
- Develop small open spaces

#### Old Town In Town – Fort Sanders: Neighborhood Design Plan (1982)

- Use landscaping to screen parking lots and dumpsters
- Create a distinct medical complex
- Make Cumberland Avenue more pedestrian oriented
- Encourage infill residential development

#### The Fort Sanders Neighborhood Plan (2000)

- Revise R-3
- Pursue a H-1 overlay
- Create James Agee Park
- Establish a sidewalk program
- Explore reducing Cumberland Avenue to three lanes
- Develop better code enforcement provisions

#### Cumberland Avenue Corridor Plan (2007)

- Reduce the number of travel lanes from four to three lanes
- Provide wider sidewalks
- Rewrite C-7 Design District regulations

### **Implemented Recommendations**

The following recommendations have been implemented to-date from these previous planning efforts and have influenced how the neighborhood has developed.

- Change from R-2 General Residential east of 17th Street to R-3 High Density Residential
- Required off street parking increased
- C-7 Pedestrian Commercial District created
- C-7 Design Review Committee established
- James Agee Memorial Park established
- H-1 Historic Overlay District created
- Trolley service established
- Clinch Avenue viaduct reopened
- NC-1 Neighborhood Conservation Overlay District established
- Connection from Grand Avenue to Western Avenue

## Chapter 3: Implementation Strategy

The following goals were gleaned from Fort Sanders Stakeholder Planning meetings held March 2009- November 2009. These goals were utilized to identify a series of recommendations and are included in the following charts.

- I. Maintain existing street connectivity and work to enhance connectivity of all modes to surrounding areas
- II. Enhance pedestrian amenities and circulation
- III. Improve traffic circulation and safety
- IV. Maintain and enhance the historic fabric of the neighborhood
- V. Create a safe and cohesive neighborhood

The recommendations that make up the implementation strategy are described in the following charts and organized by the timeframe for implementation. One Year Priorities reflect the most pressing issues identified by the stakeholders for the district. One to five years and five to ten years represent important recommendations that may require a longer implementation timeframe. The ongoing recommendations are those that should continue to be pursued by the appropriate stakeholders without regard to a specific timeframe.

In addition to a timeframe identified, each recommendation includes responsible parties, goals supported, and whether or not the recommendation should be included in the city's 2010-2011 Capital Improvement Program, a future Capital Improvement Program or included in the next update to the One Year Plan. See Map 1 for an overview of the strategies.

### Table 1: One Year Priority Recommendations

The following recommendations were identified by the Fort Sanders Stakeholder Committee as their top priorities for the upcoming fiscal year. All four of these projects should be included in the City of Knoxville's Capital Improvement Program.

Recommendations	Responsible Party	Goal
<b>A</b> Initiate study of safety & traffic flow on 17th Street (including a potential road diet) and make recommendation to COK Engineering; also implement safety improvements at 17th and Clinch and White Avenues	TPO/COK Engineering	II, III
<b>B</b> Install distinctive paving and/or markings (i.e. at major pedestrian crossings, add signs, etc.) - radiate from 17th Street	COK Public Works & Neighborhood Stakeholders	II, III
<b>C</b> Initiate neighborhood streetscape planning (street trees, bulb outs, pedestrian amenities, signage, gateways, model streets, cross sections, etc...)	TPO, ETCDC, COK Engineering, Neighborhood Stakeholders, COK Tree Board	I, II, III, V
<b>D</b> Update and begin implementing 5 year phased sidewalk improvement plan	COK Public Works	II, III



Tables 2, 3, and 4 include additional committee recommendations that should be pursued over the term timeframe and those recommendations that should be pursued on an ongoing basis (one–five years and five–10 years, and ongoing).

**Table 2: One to Five Year Recommendations**

RECOMMENDATION	Responsible Party	Goal	Capital Improvement Program	Sector Plan/ 1 yr. Plan
2.1 Create bus loading zones and install covered shelters near the medical complexes & other key areas	KAT, Ft. Sanders Medical Center, Childrens Hospital - joint partnerships	II		
2.2 Establish benefit or special assessment districts - to fund capital improvement projects	Neighborhood Advocate(s) (w/ assistance from law student intern)	I, II, III, IV & V		
2.3 Implement a parking management program	COK/Neighborhood Stakeholders	II, III	✓	
2.4 Revisit existing NC-1 guidelines east of the Ft. Sanders Medical Center	MPC	VI, V		✓
2.5 Implement neighborhood streetscape plan	TPO, ETDCDC, COK Engineering, Neighborhood Stakeholders			
2.5a Implement right-of-way beautification		II, III	✓	
2.5b Create gateways & determine preferred routes through neighborhood (i.e. Grand Avenue to 22nd Street)		III		
2.5c Identify pedestrian & vehicular gateway from Cumberland Avenue to the Hospital District & UT		I, III		
2.5d Sign pedestrian & bicycle right-of-way; e.g. crosswalk “it’s the law” signs		II, III	✓	
2.5e Improve and coordinate facades and signs		II, III		
2.6 Adopt a definition of landlord responsibilities	COK and Stakeholders	V		
2.7 Identify revisions or additions to codes enforcement & ordinances to address landlord/tenant issues	COK/Neighborhood Stakeholders	V	✓	

**Table 3: Five to Ten Years Recommendations**

<b>RECOMMENDATION</b>	<b>Responsible Party</b>	<b>Goal</b>	<b>Capital Improvement Program</b>	<b>Sector Plan/ 1 yr. Plan</b>
<b>3.1</b> Rebuild railroad overpass on Cumberland Avenue	COK, TPO, TDOT, CSX Railroad	II, III	✓	
3.1a Link Tyson Park and Fort Sanders Neighborhood	COK, TPO, TDOT, CSX Railroad	II	✓	
<b>3.2</b> Improve pedestrian access & flow from Fort Sanders neighborhood to the Knoxville Museum of Art to World's Fair Park	COK, KMA	II, III		
<b>3.3</b> Investigate north-south street connection from James Agee to Dale Street	COK	I		
<b>3.4</b> Investigate a street connection east-west from Grand Avenue to Concord Street to Sutherland Avenue (line up with Metron parking lot)	COK	I, III		

**Table 4: Ongoing Recommendations**

<b>RECOMMENDATION</b>	<b>Responsible Party</b>	<b>Goal</b>	<b>Capital Improvement Program</b>	<b>Sector Plan/ 1 yr. Plan</b>
<b>4.1</b> Creation of a permanent coalition of Fort Sanders Stakeholders to continue meeting on a quarterly basis	COK/Neighborhood Stakeholders	V		
<b>4.2</b> Continue coordination among KPD, UT Student Affairs and UTPD regarding student behavior and any illegal activities	KPD/UT/Neighborhood Stakeholders	V		
<b>4.3</b> Enforce university's risk management policies for student organizations & encourage self-policing	KPD/UT	V		
<b>4.4</b> Create ongoing annual inspections of rental properties in Fort Sanders	COK	IV, V		
<b>4.5</b> Improve streetscape with amenities such as lighting and trash receptacles	COK/TPO/Engineering	II, IV, V	✓	

# Appendix A:

## A Summary of Selected Fort Sanders Planning Related Studies

### Fort Sanders Rezoning Study<sup>1</sup>

Knoxville-Knox County Metropolitan Planning Commission & Knoxville City Council (1964)

#### *Summary*

Purpose of the study was to make recommendations and take the necessary action to implement changes in the zoning ordinance required to achieve a desirable land development pattern in the Fort Sanders area. Recommendations included the following:

- Change the existing zoning category of R-2 to R-3 to allow higher densities.
- Increase the existing off-street parking requirements from 1 to 1 ½ spaces per dwelling unit.
- The City of Knoxville and the University of Tennessee (UT) prepare a long-range development plan for the area which might include a renewal project to acquire sufficient tracts of land for new development.

### Fort Sanders Feasibility Survey Report Project No. Tenn R-92 (FS)<sup>2</sup>

Bost Engineering Company, Inc. (June 1968)

#### *Summary*

Knoxville Housing Authority contracted with Bost to conduct a survey of the neighborhood and determine the feasibility of an Urban Renewal Project. Recommendations from the report included:

- Divert traffic from 17th Street.
- Reroute through traffic around the periphery of the Fort Sanders area.

- Depress Cumberland Avenue to unite the Fort Sanders area with the UT area.
- Execute general clearance type urban renewal on Grand Avenue and east of 17th Street.
- Create provisions for adequate off-street parking within residential and commercial conservation areas.
- Initiate air pollution measures.

Due to intense opposition from residents in the area, city council chose not to approve the recommendations.

### Traffic Study and Functional Design: East-West Expressway

Wilbur Smith & Associates for TDOT (September 1968)

#### *Summary*

Authorized by TDOT in 1967, this study's purpose was to evaluate current and future traffic usage and to develop preliminary engineering studies and schematic designs for improvements to meet future traffic needs for I-40, I-75 and adjacent streets in the Fort Sanders area. The plan includes detailed recommendations for expressway, expressway interchanges and adjacent service street improvements. The plan also includes detailed functional plans of the recommended improvements.

### Fort Sanders: Community Design Process and Plan

East Tennessee Community Design Center, Inc. (September 1971)

#### *Summary*

The Fort Sanders neighborhood served as the "case study" for the Design Center's first planning efforts. The plan includes a record of the process, a summary of data collected, goals, objectives and policies, and a preliminary plan for the future of the neighborhood. The purpose of the plan was to serve

<sup>1</sup>Study referenced in Fort Sanders Design Process and Plan, September 1971; (pgs. 3-4).

<sup>2</sup>Report referenced in the Fort Sanders Design Process and Plan, September 1971; (pgs. 4-5)

as a resource for future Community Design Center endeavors and as a guide for future development in the Fort Sanders neighborhood.

The preliminary plan included a peripheral circulation, interior circulation and transit, interior land use, housing, hospital complex, and a proposal for Cumberland Avenue Redevelopment.

### **A Death in the Family**

Graduate School of Planning, University of Tennessee (August 1972)

#### *Summary*

A historical analysis of the evolution of one block in the Fort Sanders neighborhood from a park to a parking lot. The study area includes White Avenue and Clinch Avenue between 16th Street and 15th Street. The document provides an overview of the existing conditions within the block.

### **Fort Sanders Historic District**

Mark Sigel (1975)

#### *Summary*

Report was written as an attempt to define what structures in Fort Sanders are worthy of preservation and what steps should be taken to encourage preservation. The reference document includes a history of the neighborhood, analysis of a need for the historic district and an evaluation of structures.

### **Fort Sanders Small Area Plan**

Metropolitan Planning Commission and the City of Knoxville (April 1978)

#### *Summary*

The plan, adopted by city council, identified major issues, recommendations and a capital improvement program for the neighborhood. Highlights of the recommendations included:

- Recommended that a Historic Conservation District be established in selected areas.
- Recommended commercial and mixed-use land uses along Cumberland Avenue.
- Recommended the C-7 Commercial zoning.

- Eliminating the one way pair street system on 16th and 17th Street.
- Establishment of a hospital and related medical facilities district.
- Specific boundaries for the hospital complex are identified. Generally described as a nine block area of 19th and 22nd, White and Highland.

### **Interconnections & Open Space (city-wide)**

East Tennessee Community Design Center (1981)

#### *Summary*

The purpose of this study has been to design open space system for the inner city which would make Knoxville a more livable city. Concepts included: all inner city Knoxville should be a continuing exposition of intelligent energy use and the intelligent use of energy is the basis for creation of a more livable city. For Sanders is identified as one of the inner city neighborhoods where there is a great need for housing because of its close proximity to the University of Tennessee and downtown.

### **Fort Sanders: Neighborhood Design Plan**

Interim Report Phase One: Problems and Goals  
East Tennessee Community Design Center (1981)

#### *Summary*

Phase One of Four of planning effort that culminates in the Old Town in Town: Fort Sanders Neighborhood Design Plan. The interim report lays the framework by introducing the project and identifying problems and goals.

### **Fort Sanders: Neighborhood Design Plan**

Interim Report Phase Two: Strategies and Schematics  
East Tennessee Community Design Center (1981)

#### *Summary*

The Phase Two interim report takes the problems and goals identified in Phase One and makes recommendation on schematic design proposals for substudy areas in the neighborhood.

## Fort Sanders: Neighborhood Design Plan

Interim Report Phase Three: Design Development Studies  
East Tennessee Community Design Center (1981-1982)

### Summary

The Phase Three interim report continued the development of general plans for streets and traffic, future development categories, and preliminary design proposals for substudy areas and topics of special interests.

## Fort Sanders: Neighborhood Design Plan

Interim Report Phase Four: Ongoing Design Development  
East Tennessee Community Design Center (1982)

### Summary

The Phase Four interim report continued to work on the components of the framework for future development and finalized recommendations for circulation through the neighborhood.

## Old Town In Town

Fort Sanders: Neighborhood Design Plan  
The East Tennessee Community Design Center (1982)

### Summary

The plan, funded by the National Endowment for the Arts in 1979 builds on the recommendations made in the Knoxville-Knox County Metropolitan Planning Commission's Fort Sanders Small Area Plan (1978). Five major strategies were recommended for implementation of the plan:

1. Strengthen the neighborhood association and the development corporation.
2. Initiate a strong neighborhood education program to address housing renovation, financing strategies and energy conservation.
3. Establish an ongoing neighborhood design panel.
4. Form a benefit assessment district to share the cost of public improvements.
5. Amend the zoning ordinance to reflect the character of the neighborhood and actual development and design plans proposals.

Samples of specific recommendations include:

- New infill residential development on vacant lots
- Develop a few alleys for residential uses
- Renovation of existing homes
- Use street design to slow traffic
- Make other forms of transportation attractive so fewer trips within or close to the neighborhood are made by car
- Improve trash collection
- Develop small, open spaces
- Make White Avenue rather than Clinch the connector between 16th and 17th Street
- Make walking, bicycling and transit more attractive to residents by improving sidewalks, incorporating a neighborhood trolley service, and signing pedestrian and bicycle rights-of-way.
- Use landscaping to screen parking lots and beautify sidewalks
- Restrict height of new construction to protect solar access
- Cumberland Avenue – create a pedestrian-oriented, mall-type atmosphere; limit curb cuts; add plantings and street furniture; improve and coordinate facades and signs
- Medical Complex – create bus loading zones with covered shelters; install distinctive paving at major pedestrian crossings

## Lake Terrace Housing: A Proposal for the Conversion of Vacated U.T. Houses into Residential Use

East Tennessee Community Design Center (November 1992)

### Summary

Design guidelines and recommendations on what could be done when a house is vacated and available for renovation and re-use.

## Dumpster Jubilee

The East Tennessee Community Design Center (June 1993)

### *Summary*

Jubilee Community Arts requested a study on problems with neighborhood dumpsters and recommendations for how to improve solid waste collection practices in the Fort Sanders neighborhood.

Issues identified:

- Dense population creates maintenance problems
- Use and placement of dumpsters is an issue
- Dumpsters placed on sidewalks create confusion for the visually impaired and block pedestrians
- Open and unscreened dumpsters allow trash to become scattered
- Visual impact of haphazard placement of dumpsters
- Use and condition of dumpsters

The plan discusses existing remedies and proposed the following solutions:

- Individuals must get involved and report existing violations
- Enforcement is needed
- Good regulation that can serve as design guidelines is needed to prevent future problems
- The community needs to reduce solid waste and initiate serious recycling efforts

## The Fort Sanders Forum

Metropolitan Planning Commission (1998-1999)

### *Summary*

The Forum was appointed by Mayor Ashe in September 1998 to address development issues within the Fort Sanders area. The Forum was composed of representatives of the university, hospitals, property owners, preservationists and businesses. The Forum included four committees:

1. Land Use Committee
2. Community Facilities & Services Committee
3. Transportation Committee
4. Institutional Relationships & Finance Committee

The goal of the Forum was to develop guiding principles that would be used to develop a Historic Fort Sanders Neighborhood Plan.

## Fort Sanders Neighborhood Plan

Fort Sanders Forum (March 2000)

### *Summary*

The concepts that were developed in the Fort Sanders Forum are presented here. The implementation strategies presented in the plan are based on the guiding principles developed by the Fort Sanders Forum. The principles addressed land use, architecture and design, implementation tools and techniques, and transportation. The plan presents specific proposals for issues identified during the planning process. A few implementation strategies included in the plan were as follows:

- Revise R-3 zoning to avoid variances and foster complementary development.
- Pursue voluntary historic zoning (H-1) districts.
- Establish a Laurel Avenue park, considering it as a memorial to James Agee.
- Develop a five-year capital improvement program to replace, repair and add new sidewalks.
- Develop traffic calming program and evaluate feasibility of the three lane proposal along Cumberland Avenue.
- Create an organization for a neighborhood watch program.
- Outline existing code enforcement provisions.

## Fort Sanders Neighborhood Conservation District Design Guidelines

Knoxville-Knox County Metropolitan Planning Commission (September 2000)

### *Summary*

The purpose of the design guidelines are to:

- Foster development that is compatible with the historic buildings in the Fort Sanders neighborhood
- Promote sustainable neighborhood design
- Address dimensional constraints, that have resulted in requests for variances, while maintaining historic features, such as more shallow lot standards

- Provide guidance for decisions regarding the demolition of property

These guidelines do not regulate how property owners may use their property. The underlying zoning regulates uses associated with the property.

### **Traffic Study: Planned Residential Development in the Fort Sanders Area, Campus Pointe Apartment**

MACTEC Engineering & Consulting, Inc. (November 2003)

#### *Summary*

The purpose of this study was to:

- Document existing conditions
- Collect and analyze existing traffic data for intersections of Cumberland Avenue at 22nd Street and Grand Avenue at 17th Street
- Calibrate anticipated trip generation of project;
- Provide recommendation of appropriate cross sections of roadway in immediate area of the project, and
- Calculate the post project level-of-service at intersections of Cumberland Avenue at 22nd and Grand Avenue at 17th Street, and provide recommendations for improvements

This study recommended that the intersection of 17th Street and Grand Avenue be signalized.

### **Traffic Safety Plan for Fort Sanders Neighborhood**

City of Knoxville Traffic Engineering Division (October 2004)

#### *Summary*

This study investigates right angle crashes at the Fort Sanders Neighborhood, and a plan developed to reduce the number of accidents. The proposed plan would create additional all way stops, as well as pulling or relocating parking to improve visibility. The intention is to add parking and not reduce the amount of parking in the neighborhood while simultaneously reducing accidents by removing visual obstructions.

### **Cumberland Avenue Traffic Signal Basic Inventory Report**

URS (November 2006)

#### *Summary*

As part of the Cumberland Avenue Corridor Plan, traffic signal timing optimization was performed. Each intersection was reviewed from Poplar Drive and Cumberland to South Concord Street and Cumberland and south on Neyland Drive to Joe Johnson Drive. The report contains analyses and recommendations for all 18 intersections.

### **Cumberland Avenue Corridor Plan**

Glattig Jackson Kercher Anglin, Inc. (April 2007)

#### *Summary*

The purpose of the plan is to create a more attractive, economically successful and safe environment along Cumberland Avenue. This plan, adopted in April 2007 by the Knoxville-Knox County Metropolitan Planning Commission and the Knoxville City Council, would encourage a safer environment for the thousands of pedestrians that use the corridor day and night. The plan will reduce the number of lanes from four lanes to three lanes. It will provide wider sidewalks and create a more bicycle and transit friendly environment. In addition, the plan will add additional housing and commercial developments. The redevelopment plan could potentially encourage more than \$280 million in new private investment.

### **Fort Sanders Regional Medical Center Traffic Study**

Wilbur Smith Associates (February 2008)

#### *Summary*

The Fort Sanders Regional Medical Center Traffic study addresses the impact of closing 19th Street between Clinch Avenue and Laurel Avenue to accommodate a new building for the hospital. The addition would provide a direct connection between all the buildings and provide a more centralized entrance to the hospital from all parking areas. The study concentrates on the effects of the closure as well as possible alternate routes needed to counterbalance the closing of the north and southbound lanes between Laurel and Clinch Avenues. Alternate routes suggested include 18th, 20th, and 21st Streets. The study suggests closing

19th Street will improve pedestrian safety to and from the hospital. The results of the study determine that the lane closures will not create an unmanageable burden on the street system.

### **Fort Sanders Regional Medical Center Parking Study**

Wilbur Smith Associates (February 2008)

#### *Summary*

The Fort Sanders Regional Medical Center Parking Study addresses impact the proposed new building will have on the current Fort Sanders parking system. The proposed construction would displace two parking lots, provide two new structured levels of parking, and generate additional parking demand. To provide for the deficit created by the displacement of two parking lots, the proposed construction would require one structured parking facility with two levels at 150 spaces per level, and one structure with four parking garage levels at 150 spaces per level.

### **Cumberland Avenue Corridor Project: Parking Study**

Metropolitan Planning Commission/Knoxville Regional TPO (September 2008)

#### *Summary*

One of the primary goals of the parking study was to improve the overall character of the street and define the role parking has in the district. The study includes recommendations on effective parking management strategies that support transit, pedestrian and bicycle use and enhance the physical and economic environment of the corridor.

### **Additional Fort Sander's Related Planning Studies**

- Major Street System for Knoxville  
Harland, Bartholomew & Associates (1927)
- A Comprehensive City Plan for Knoxville  
Harland, Bartholomew & Associates (1930)
- Major Street Systems  
Bartholomew (Harland) and Associates (1941)
- River Front Plan  
City Planning Commission (1941)
- Traffic Report, UT Area  
Knoxville/Knox County Metropolitan Planning Commission (1945)
- Parking Needs-Knoxville, TN - Central Business District, UT  
Tennessee Department of Highways (1963)
- Summary of Urban Renewal Projects (includes Yale Avenue)  
Presented by Mayor Leonard Rogers (1967)
- Preliminary Analysis of the Cumberland Avenue Shopping Area and  
Proposal for Revitalization  
Center for Business and Economic Research, UT College of Business  
Administration (1974)
- C-7 and R-4 Zoning Ordinances  
City of Knoxville (1974)
- C-7 and R-4 Zoning Ordinances  
City of Knoxville (1974)
- Preliminary Analysis of the Cumberland Avenue Shopping Area and  
Proposals for Revitalization  
University of Tennessee, Center for Business and Economic Research  
(1974)
- Cumberland Avenue Redevelopment Plan  
Sam Boggess and Dave Bogess, UT School of Architecture (1975)
- Summary Bikeway Plan for Knoxville/Knox County  
Knoxville/Knox County Metropolitan Planning Commission (1975)
- Structure for Policy Analysis –A Case Study  
University of Tennessee Graduate School of Planning (1975)
- Cumberland Avenue Parking Study: Evaluation and Conceptual Plan  
East Tennessee Design Center (1975)
- Issues Involved in Alternative Methods of Financing Parking in  
Cumberland Area  
Barringer, Emily A., Charles Hunter, et. Al., University of Tennessee  
Graduate School of Planning (1976)
- Solid Waste Analysis of Cumberland Avenue  
489th Civil Affairs Company (1976)
- Community Development Proposal for Fort Sanders Community  
Barnes and Moorefield, Architects (1976)
- Tyson Park Rehabilitation Project: Application to Heritage  
Conservation and Recreation Service  
Knoxville Bureau of Recreation and Knoxville-Knox County  
Metropolitan Planning Commission (1979)

- Analysis of Selected Elements of the 1982 World's Fair Reuse Plan  
Knoxville-Knox County Metropolitan Planning Commission (1983)
- Information for Merchants Opening a Business within the Cumberland  
Avenue C-7 District  
Knoxville-Knox County Metropolitan Planning Commission (1985)
- Crime Prevention Through Environmental Design: Review of the "The  
Strip" Cumberland Avenue Area (1990)
- Cumberland Gateway: A report of the Mayor's Cumberland Avenue  
Task Force (1992)



# Appendix B:

## Summary of Ft. Sanders Stakeholder Group Meetings

The City of Knoxville Department of Policy and Communications held a series of stakeholder meetings from March 2009- December 2009.

The purpose of these meetings was to develop an action plan for future implementation strategies for the Ft. Sanders neighborhood. Meetings of the entire stakeholder group were held every other month and the two subcommittees met on the alternate months, all meetings were publicized and open for anyone to attend.

Subcommittee 1 (long term land use and physical plan) included representatives from the city, MPC, the neighborhood, Knoxville Regional TPO, Ft. Sanders Medical Hospital, East Tennessee Children's Hospital, UT, Knox Heritage, and KCDC.

Subcommittee 2 (Short term behavior and non-physical issues) included representatives from the neighborhood, the city, The Knoxville Fire Department, Knoxville Police Department, UT Police Department, city Law Department and city Zoning Inspections.

Below is a summary of the full Stakeholder Group meetings from March 2009 – November 2009 and include updates from the subcommittee meetings. December's stakeholder meeting consisted of reviewing recommendations found in this document.

### March 5, 2009

The meeting started with an introduction from Dr. Bill Lyons, Senior Director of Policy and Communications for the City of Knoxville, who addressed some of the recent activities within the Fort Sanders neighborhood including: the Cumberland Avenue Corridor Project, the 19th Street road closure process, and the improvements to the 16th Street corridor through the university and city's partnership. Additionally, he welcomed everyone to the process and noted that this meeting was to focus on the request for long range planning for this densely

populated neighborhood. Each participant then introduced themselves and their interest in the neighborhood.

Anne Wallace, Cumberland Avenue Project Manager for the City of Knoxville, then asked attendees to share their goals for this meeting and for long range planning in Fort Sanders. The following is a list of items that were discussed:

- Existing Plan Implementation – check for relevancy
- Program for owner occupied housing
- Program to engage stakeholders for workforce housing (live where you work)
- Understand and communicate regarding other initiatives: i.e. I-275 Redevelopment Area (city), UT's master plan, hospitals plans, Rohm & Haas' boundaries.
- Infrastructure assessment: roads, sidewalks, etc. Focus on all modes and internal/external traffic.
- Health & safety: garbage, housing, etc.
- Preservation of historic resources
- Deal with vacant and blighted property
- Parking management throughout the area
- Coupled improvements: leverage resources by working together
- Student population: civic engagements, service learning, ownership & responsibility
- Catalogue property uses
- List of resources to be distributed to residents
- Discussion of legal challenges: What can be done? "Carrots & Sticks"
- Redevelopment area conversation
- Growth zones and buffers for institutions within the area
- External safety issues
- Health of the whole neighborhood and ability to trust neighbors
- Quality of life for residents and visitors to the area

- Respect for all stakeholders and a continued relationship
- Keep hope alive and implement the vision

### Next Steps:

Consensus was reached that the stakeholders should continue to meet to review the published plans (1970's and 2000) and to assess the applicability of those plans and revisit some of the items presented.

Public involvement was discussed, but the stakeholders felt it would be important to answer the questions: where are we? And where are we going?, prior to involving the larger public. Additionally, funding concerns were raised given the challenges of the present economy and city budgets it will be important to suggest solutions that can be accomplished without solely depending on capital investment.

A request was made to involve the East TN Community Design Center because of their past involvement in planning for the neighborhood and their interest in promoting efforts like this. Also a representative from the fire department was requested given the nature of some code violations.

Finally, it was agreed that the stakeholders would meet on a monthly basis for the next several months to discuss the various aspects of the previous planning efforts lead by the MPC. It was noted that a base line of information including mapping land use and ownership, as well as transportation issues should be provided to the stakeholders.

### April 2, 2009

The meeting started with a power point presentation by Mark Donaldson, Executive Director of MPC. This presentation briefly covered the various plans that had been created for the Fort Sanders area over the last 82 years. A copy of the presentation will be sent to the Stakeholders.

In follow up to a request from the previous meeting Anne Wallace presented a zoning map and discussion centered on the different types of uses and zoning that are in the area.

### Next Steps:

- Review in detail the "Legacy Plans" for the Fort Sanders Area,

this includes all 40 documents dating back to the 1927 Harland Bartholemew City Plan.

- Review and discuss Institutional Master Plans (i.e. hospitals & university), this should be done with the intent to understand and anticipate institutional footprints.
- Implementation of agreed items should be considered with short term and long term goals. Examples include: sidewalks could be improved/ created through special assessment district and connections to Tyson Park are important.
- This item created the request that railroad representatives be contacted and invited to participate as stakeholders.
- Another request was made to invite UTPD to participate in stakeholder meetings as they supplement KPD's efforts and also have responsibilities in the Fort.
- Commend UTPD for their efforts towards student conduct.
- UTPD will use referral to student affairs and judicial review as means to address inappropriate behavior.

Transient Population: the majority of Fort Sanders population are students and are only present 9 months out of the year and the population changes with graduating students leaving and new students arriving every year.

- KPD noted that it was like reliving the problems every year.
- Most typical problems include: traffic, parking, theft
- "Parking garages do help the situation"
- Environmental design is important for safety
- Consider residential parking permit
- There is a significant difference between day to day issues for KPD vs. special events.

### "BEHAVIOR"

- Provide KPD with the necessary tools for enforcement (i.e. ordinances)
- These incidents provide challenges for public relations and media image for the neighborhood/area
- Different issues persist in different locations within the Fort
- Some incidents are perceived as random but consistent

**KFD**

- Neighborhood suggested a “walk & meet” for fire fighters to get to know residents without emergency situation or violation
- Traffic & parking is also a challenge for KFD as they are responding to incidents
- Single family structures “renovated” to multi-family dwellings provide issues for tenants & owners
- Issues of overcrowding within structures

**Education**

- Owners
- Tenants
- Request for more codes enforcement staff, especially a person to be pro-active
- Deal with illegal non-conforming uses

**Codes enforcement limitations**

- What comes next?

**Investment vs. Disinvestment**

Goals of the neighborhood:

- Carrots for redevelopment to single family / owner occupied

Redevelopment Plan (Housing Authority)

- Blight designation becomes possibility
- Seek other owners/developers
- This could be a challenge to explain to the public unless the goals were crafted for positive things like: preservation and ownership
- Objectives will be very important
- Opens door for public investment opportunities like TIF's & Façade grants

Incentives: NC-1 toward the west end of the neighborhood (22nd Street)

- B&B with owner occupancy
- Tax credits
- Employer created incentives for living in the area in which employees work

- “City Life Program”
- Banks & bridge loans will be important to success

**Block by block approach****EXPECTATIONS**

- Level playing field
- Public Streetscapes

“Business Improvement District” – would it be applicable here?

- Can it expand to low density?
- What about a special assessment district for streets (parking structures, etc)?

Is it realistic to increase owner occupied enough to create a balance to the equation of student population?

- “1 in 5 vs. 1 in 20”
- Especially on corner lots to anchor the streets
- Corporate housing programs

Fort Sanders Community Development Corporation

- Neighborhood based to increase owner occupied housing
- Deed restrictions
- Investment %

**May 7, 2009**

Welcome and introductions were made by Anne Wallace.

A presentation of the Fort Sanders Property Database was made by Ms. Anne Opachick, Baker Scholar. She discussed that the database includes: the tax id number, address, owner, owner address, and land use. The land use was formulated using another software product that was available to Ms. Opachick and is likely based on the property assessor's data and may not be accurate.

There was a question as whether or not the database can verify empty parcels. Ms. Opachick stated that the link to the GIS database ties to an aerial photo

and it is possible to assess if a structure is present. The aerial photos are updated every spring. Another request was to compare the database with the 1962 city directory and the uses listed to understand the legal pre-existing non-conforming uses. It may be possible to scan this document and tie to the database. There may also be a benefit to tying in other data sets like information from the police departments and the fire department. This could be done at the block level in order to minimize the impact to specific addresses or property owners.

The next order of business was to establish a strategy for addressing the challenges and opportunities that have been identified. The information that was collected at the last meeting logically breaks down into two sets of information:

1. Long term land use and physical plan
2. Short term behavior and non-physical issues

Therefore two groups or sub-committees will be formed by the stakeholders to address these issues. Mark Donaldson and MPC will lead Group 1. They will focus on improvements needing to be implemented in the public realm. The traffic study which is a segment of the land use plan will be finished by June. The end product of this group should be a “doable action plan” and this document should be a living document that gets updated as items are accomplished and new items are identified. The goal of this effort is a strong, vibrant, safe neighborhood that looks different than it currently does because of the plan and implementation.

At this point someone asked “Who represents the landlords (John Craig and Randall DeFord have property that is rented)? Students?” There is a need for the stakeholder group to reach out to the major complexes and to the students for representation.

Chief Washington made the point that Historic Fort Sanders Neighborhood is looked at differently from different perspectives. For example, the university looks at the neighborhood one way. UTPD’s perspective, neighborhood is not primary response area, but lots of UTPD resources are spent in this area. For example, the UTPD stats suggest and provide for 1 officer 24 hrs/day 7 days/week (or the equivalent of 5 full time officers) whereas KPD’s formula doesn’t warrant 1 officer for this area 24 hours/day. Ms. Wallace responded

that the efforts of this group were intended to be broad reaching and to extend beyond just the HFSNA area to include the university and the hospitals so that communications to flow back and forth between all the stakeholders.

Another comment was to make the individual master plans of the various institutions work together as a whole. This will be important for the land use planning. It was noted that the short term issues were not the original intent of this group, but that they have come up at each meeting and do impact the long term uses. Also these issues may be symptoms of the long range issues.

UT mentioned that new space planning standards have been adopted and there are significant updates that will impact their master plan. Brian Browning will bring it to the next committee meeting. Additionally, the institutions have been requested to bring maps with boundaries, “global in nature” to define the zones for the hospitals and university.

The long term goal of this effort is to provide a means of communications for stakeholders and ultimately improve the quality of life in this area.

#### **Next Steps:**

Group 1 (Long term land use and physical plan) will meet on Wednesday, May 27th at 3:00pm. Location to be determined. This group includes: Mark Donaldson, John Craig, Randall DeFord, Brian Browning, Chad Brown, Ginny Marrow, Rudy McKinley, Anne Wallace and a representative from zoning inspections.

Group 2 (Short term behavior and non-physical issues) will meet on Friday, May 22 at 9:00am. Location to be determined. This group includes: Cathy Irwin, Rob Dansereau, Robert Moyers, Bob Whetsel and representatives from KFD, KPD, UTPD, Law Dept., and Zoning Inspections.

## June 4, 2009

### Agenda Item I:

Welcome and introductions were made by Anne Wallace. The group would like to thank Chancellor Jimmy Cheek and our elected officials for attending this meeting.

### Agenda Item II:

Overview: A brief summary of the stakeholder's previous meetings and purposes was given for stakeholders attending for the first time.

### Agenda Item III:

Long Term Subcommittee: Mark Donaldson, Executive Director of MPC, provided an overview of the information that had been presented and discussed at the long term sub-committee meeting on May 27th. This included the distinct districts that are within the neighborhood area including the Cumberland Ave Corridor, the hospital district (Fort Sanders & Children's) and university property on the north side of Cumberland. It was recognized that the edges of these districts are very important to maintaining the look and feel of the neighborhood. Protecting the scale and form of development will be more important than the uses of these districts.

Another item that was discussed was the need for a park located on the west side of the neighborhood and that the existing school site could be transformed to a mixed use (school, hospital, & park) site to accommodate this recommendation.

17th street has been recognized as an opportunity for improvement since the 1927 plan for Knoxville. This street should be treated as a gateway into the neighborhood, University and other districts. One option is to consider a road diet, reducing the number of travel lanes from four to three and creating a turn lane that would clarify user's intents at White and Clinch Avenues.

Additional traffic recommendations included establishing an alternative route through the neighborhood utilizing 22nd Street and Grand Avenue. Street improvements should also be made at 22nd and Highland Avenue to facilitate movement for cars and pedestrians. A concept of connecting Grand Avenue to Concord Street and Sutherland Avenue has been discussed with the benefits of

providing better access to Tyson Park past Alcoa Highway.

The Fort Kid property came up as a potential reuse site. Someone noted that KMA's master plan includes a concept for that property, and it would be worthwhile to discuss options with them. Additionally, looking at World's Fair Park opportunities and facilities may be beneficial.

Another concept that was discussed at the subcommittee meeting was the concept of a special assessment district to fund different sets of capital improvements, such as: sidewalks, curbs, planting strips, street trees, etc.

Councilman Hultquist noted that the city of Charlotte, NC was focused on connectivity and that seems to be an issue in this neighborhood. He also noted that recently the city and CSX railroad worked on a project to improve stormwater and drainage under the railroad tracks, sharing the costs. Could a partnership be established to improve the drainage tunnels for pedestrian access too?

Vice Mayor Becker asked for clarification on the original boundary for the Fort Sanders "hospital district". Mark Donaldson used the working map to show the original 9 block boundary and to show where the hospital has the 9 blocks at this point. Additionally, the 2000 Fort Sanders Forum showed this district expanding to the north. At the subcommittee meeting there was discussion of the hospitals eastward progression and it was noted that the neighborhood would prefer the hospital to maintain its eastern boundary and continue development to the north.

Additionally, Vice Mayor Becker asked about why the school site could be a park and mixed use location. The reasons were that is on the edge of the residential area; using zoning and overlay tools a transition can be established; this area is ripe for investment in the public realm; this could be the core mixed use area for the western portion of the neighborhood; and finally it is within a 5 minute walking distance of most of the residences in this portion of the neighborhood. Someone noted that if this concept proceeds it would be good to contact Superintendent Jim McIntyre regarding the school board's position.

Design guidelines for the Neighborhood Conservation overlay could be revisited

to cover new development and the expansions of existing development.

The concept of connectivity from south of Lake Avenue was discussed briefly including the proposal for the Mount Castle esplanade. Additionally the concept of a gateway from Cumberland to the hospitals was discussed.

A request was made that the subcommittee expand their area of focus to include the proposed sorority village on Neyland and the former Robert Shaw site, especially for the purposes of bike and pedestrian connectivity. Jeff Maples, UT, noted that the fencing for the sorority village is intended to provide security and that there is no pedestrian access points to Cumberland at this time. Councilman Hultquist questioned this decision given the desire to create connectivity within the district. Mr. Maples responded that it might be possible to use the emergency gate during the day for pedestrian and bike connectivity, but that it would need to be closed at night. Also the location anticipates bus services and connections to the 3rd Creek Greenway along Neyland.

Agenda Item IV, Quality of Life Subcommittee: David Massey, Neighborhood Coordinator, and Bob Whetsel, Director of Redevelopment will be co-chairing the subcommittee on short term issues that has been renamed the “Quality of Life Subcommittee”. This subcommittee will be addressing the issues that have been discussed at previous meetings that really fall outside the realm of long range planning and will allow the other subcommittee to focus on land use issues. A major element this group will address is the transitional nature of a majority of the residential population in the Fort. With this recognition, there is a plan to have land lords participate in this subcommittee. A letter requesting participation from small, medium, and large scale land lords will be sent prior to the first subcommittee meeting on July 2.

One other item was discussed; John Craig suggested using World’s Fair Park as the eastern boundary for the neighborhood vs. 11th Street because it is easily recognizable to the general public also because of the Victorian Houses that were/are a part of the neighborhood.

#### **Agenda Item V: Partner’s Updates:**

Kim Trent, Knox Heritage, shared the recent donation of the 1011 Laurel Ave. Victorian house from Cardinal Development and Kensey Probasco Hays &

Assoc. Knox Heritage will renovate the home, update energy efficiency, provide solar panels and have deed restrictions for owner occupancy. Congratulations to Knox Heritage and best of luck on the work ahead!

Bobby Hubbs, KPD offered some comments regarding overall crime statistics. Most of the robberies that occur in the neighborhood are not commonly random, meaning the perpetrator and victim typically know each other and victim is known to have something the perpetrator wants. Parking enforcement tends to be a large issue in this area. Homeless panhandling also has an impact, may want to work with service providers for this area.

UTPD representative explained that the perception of a higher crime rate is largely due to the improved communications, informing students, staff and faculty when an incident occurs. Cathy Irwin noted that it might help if follow up information could be provided when an arrest has been made, etc. It was noted that there is a fine line between providing this information and violating a suspects rights.

John Craig asked a question regarding KPD’s new strategy for enforcing the open beverage rule. The city offered to follow up on this issue and provide information and the August meeting.

Anne Wallace reported the following update provided by Chad Brown of Covenant Health regarding the 19th Street closure:

“Physical construction on 19th Street by our contractors officially starts on July 2nd. In anticipation of this, we plan to close 19th one week earlier, June 22nd, to be able to monitor traffic / pedestrian flow and make any necessary changes before our construction contractors officially take over the space on July 2nd. As such, we plan to have extra staff temporarily stationed at key campus intersections to assist with questions and any other issues affected by this change. The duration or how long this staff will be assisting is TBD.

- Corner of 19th and Clinch
- Corner of 19th and Laurel
- Corner of 20th and Laurel
- Front Entrance of Emergency Room”

Additionally, Randall DeFord asked if there were plans to change Laurel Avenue to a 2-way street permanently. Neither Anne Wallace nor Tom Clabo was aware of this request and Anne offered to follow up on this item with city engineering and Covenant Health.

#### **Follow Up:**

On Friday, June 5, 2009 Anne Wallace had a conversation with Bill Cole, city engineering. Covenant Health has requested the change of Laurel Avenue from 19th Street to 20th Street. This was originally requested by Darrell Calloway and Covenant's contractor several months ago, but has recently become relevant to the construction progress. The original request was for a permanent change to 2-way traffic in this block. However, the city feels that it is pertinent to have a 30 day assessment period to understand the potential impacts of this change. After this period the city ask for public comment, prior to making a decision regarding the long term traffic pattern.

John Craig also requested that a blog be put together for the Fort Sanders Long Range Planning process, the Cumberland Avenue Corridor plan, and other issues that impact this area west of downtown.

#### **Follow Up:**

Anne Wallace has talked with the city webmaster and a blog is possible. One challenge will be to determine what to call the blog that is indicative of the diverse neighborhood and stakeholders in this area. We hope to have something together for you to review in the next few weeks.

### **August 6, 2009**

#### **Agenda Item I:**

Welcome and introductions were made and stakeholders introduced themselves.

#### **Agenda Item II, Subcommittee Updates:**

Updates were given by Mark Donaldson and Anne Wallace for the Physical Land Use subcommittee and Bob Whetsel and David Massey gave updates for the Quality of Life subcommittee.

#### **Agenda Item III, Actions, interim steps:**

Action items and interim steps were discussed for the CMAQ Application for sidewalks & bus shelters and the Safety Fund Application for 17th St. intersections.

#### **Agenda Item IV, Implementation Strategies and Prioritization:**

This section of the meeting was the focus of the discussion and is highlighted through the table on page 28 that sets the groundwork for the implementation strategies and priorities the group will recommend to MPC and City Council.

#### **Agenda Item V, Stakeholder Updates:**

Kim Trent noted the Knox Heritage Art & Architecture Tour coming up on September 4th, 2009.

The Historic Fort Sanders Neighborhood Association wanted to thank the City for cleaning and sweeping within the neighborhood.

Congratulations to UT on the start of a new Fall Semester, move in date is August 15th and classes start on August 19th.

#### **Agenda Item VI, Upcoming Meetings:**

1. Subcommittee meetings: September 3rd, 3:00
2. Full committee meeting: October 1st, 3:00

### **October 1, 2009**

#### **Agenda Item I:**

Welcome and introductions were made and stakeholders introduced themselves.

#### **Agenda Item II, Special Presentation:**

David Butler, Executive Director of the Knoxville Museum of Art (KMA), presented a model of the museum master plan. This planning was done by Sasaki Associates out of Boston, MA. The concept plan shows connectivity to the neighborhood and World's Fair Park, as well as, some inventive ideas for reusing parking lots and providing additional landscape in the area. The plan does include recommendations on property outside of KMA's ownership and

## FORT SANDERS FORUM IMPLEMENTATION STRATEGIES 8/6/2009

ACTION	RESPONSIBILITY	TIME FRAME	COMMENTS FROM FT SANDERS LRP
<b>Land use and Development Plan</b>			
1. Revise One Year Plan to reflect the development plan.	MPC and City Council	FY2000	This has been done and is done on a yearly basis by MPC & CC
2. Examine C-7 zoning (including C-7 guidelines) and potential extension to foster mixed use development.	MPC	FY2001	Started with the creation of the Form Based Code for Cumberland which is drafted, but needs to be adopted.
3. Revise R-3 zoning, particularly the dimensional requirements to avoid variances and foster complementary development.	MPC	FY2001	Needs to be done.
<b>Core Conservation Plan</b>			
1. Create programs to foster renovation of historic buildings, including financial means, informational meetings, and brochures on housing programs.	Knoxville Heritage, City Community Development Department	FY2001	This has been done with a number of successes, future projects should be assisted by the CDC and KCDC. Financial sources could include a redevelopment area with TIF's.
2. Revise provisions for condemned building to foster reuse rather than demolition (i.e "grandfather" those features which would not impair life or safety in renovating a building).	City Community Development Department in conjunction with the Home Builder's Association	FY2001	New building code has been adopted by the City of Knoxville
3. Create conservation easements program whereby development rights can be donated for National Register structures.	Knoxville Heritage	Ongoing	Facade easements are held at Knox Heritage, consider transfer of development rights (TDR's), look at Nashville's program.
4. Create ancillary requirements to Southern Building Code to foster preservation work.	City Community Development Department in coordination with other authorities and the Home Builder's Association	FY2001	International building code has been adopted with more flexible standards.
5. Work with property owners in the core conservation area to create neighborhood conservation guidelines which includes an advisory neighborhood design review committee.	MPC staff in conjunction with property owners and the Fort Sanders Neighborhood Association	FY2001	This has not happened, revise the existing guidelines for preservation and consider expansion to west side of neighborhood.
6. Pursue voluntary historic zoning (H-1) districts.	Fort Sanders Neighborhood Association	Ongoing	Highlight benefits and promote incentives.
7. Revise the neighborhood conservation zone (NC-1) to include a provision whereby renovation guidelines may be established.	MPC	FY2000	Need to expand to the west side of the neighborhood.
<b>Open Space and Parks Plan</b>			
1. Establish a Laurel Avenue park, considering it as a memorial to James Agee	City Parks & Recreation Department in conjunction with UT	FY2001-2003	Accomplished.
2. Develop and implement a park restoration program for Montcastle Park.	UT with neighborhood and student representatives	FY2001-2002	This needs to be done and may be in conjunction with the corridor plan and UT.
3. Acquire another park in the northwest portion of the neighborhood, if rezoning occurs.	City of Knoxville in conjunction with developers in the area	As needed	Work with Knox Co. Schools to share the school property for recreation purposes.
4. Develop a tree planting and preservation program using public and private space.	City Tree Board, City Public Service, Neighborhood and Merchant's Associations, Hospital and KUB	Annually	City and hospitals have done well with this item. 17th St. has recently been planted; look to continue and expand existing programs. Look for opportunities to plant on private properties (property agreements).
<b>Sidewalk Improvements Plan</b>			
1. Develop a five-year capital improvements program to replace, repair and add new sidewalks according to the plan. Maintain brick sidewalks, granite curbs and brass street name plates as part of this program.	City of Knoxville	FY2001-2005	City has done well replacing sidewalks, using CIP funding. In the future look for was to maintain and replace in kind historic features (i.e. brick, granite curbs, etc.)
<b>Transportation Plan</b>			
1. Consider extensions of trolleys to 22nd Street.	Linkages Group, City of Knoxville, KAT	FY2000-2001	This has been done with the Orange Route and Green Line
2. Develop traffic calming program and evaluate feasibility, cost and :down time: of the three lane proposal along Cumberland Avenue.	City Engineering, Cumberland Avenue Merchant's Association	FY2001-2002	In process through the FLP process and TPO
3. Work with property owners to propose a parking permit program for the residential areas of Fort Sanders.	MPC, City Community Development, Ft. Sanders Neighborhood Association	FY2002	This needs to be done.
4. Evaluate means to reopen Highland Avenue for westbound traffic from 11th Street and alternatives for better access to and from Grand Avenue.	City Engineering	FY2001-2002	This needs to be done. General discussion for 2-way streets will be considered with the traffic circulation study. Suggestion to consider roundabouts like 4th & Gill neighborhood.
<b>Crime Prevention</b>			
1. Maintain the evaluation program for crime locations and work with Cumberland Avenue Merchant's Association, Fort Sanders Neighborhood Association and property owners for CPTED and other solutions.	Knoxville Police Department	Ongoing	This is an issue to be addressed by the Quality of Life subcommittee; pursue contacts.
2. Create an organization for a neighborhood watch program.	Fort Sanders Neighborhood Association with KPD	FY2001	This was attempted, but did not meet the necessary 50% participation; may want to pursue an exception and include businesses, homeowners and institutions.
<b>Other</b>			
1. Outline existing code enforcement provisions (covering, for example, sight distances at intersections, trash containers, building maintenance) and publish a citizen's guide.	Various city departments	FY2000-2001	The citizen's guide has been created; these are items the Quality of Life subcommittee can address.
2. Develop clean-up/enhancement program, include means to screen/better locate dumpsters, provide pedestrian-oriented trash receptacles.	Various city departments, MPC, UT, hospitals, residents and property owners	FY2001	This has been accomplished.

that has not necessarily been adopted by the museum, but shows potential possibilities for future use. For more information on the KMA Master Plan please visit Sasaki's website: [www.sasaki.com](http://www.sasaki.com) or KMA's website: [www.knoxart.org](http://www.knoxart.org).

### **Agenda Item III, Subcommittee Updates:**

#### **A. Physical Land Use Planning:**

Anne Wallace provided an overview of the items discussed at the meeting including the recommendation that MPC revise the current R-2 (medium density residential zoning) and begin the process of rezoning a majority of the neighborhood from R-3 to the revised R-2. This should help to reduce the number of variance requests within the neighborhood for development or redevelopment projects. MPC plans to move forward with this item during its One Year planning process.

Another item that was discussed was the possibility of a redevelopment area. KCDC provided information about how to establish a redevelopment area (pros and cons) at the subcommittee meeting and cautioned the group that this tool is something that would have to be pursued at the will of the city administration. The full committee should consider whether or not to pursue a redevelopment area for Fort Sanders as one of the future action items.

The hospital representatives at the subcommittee meeting raised concerns regarding the back up of traffic on Cumberland Avenue due to the light cycle of the Metron Center Way traffic signal. In response to this concern a meeting between the City, KAT and UT has been scheduled for October 5th.

#### **B. Quality of Life Subcommittee:**

David Massey, Neighborhood Coordinator, provided an update from this Subcommittee meeting. Most of this meetings discussion focused on student behavior and suggestions on how to deal with the behavior. There were links noted between rowdy behavior and absentee landlords in some instances. It was also noted that students tend to respond more to UTPD than KPD because of the impact to student status that UTPD can have.

Recommendations were made to improve KPD and UTPD interaction and increase the consequences to students through the University from KPD.

Recommendations were also suggested to define landlord responsibilities regarding tenant behavior and building standards; document the cost to the city of KPD and Codes Enforcement calls in Fort Sanders; consider a "codes sweep" to i.d. substandard housing; and finally i.d. revisions or additions to ordinances that would address problems more effectively.

Another item that was suggested was the continuation of the Quality of Life subcommittee past the wrap up of the current Ft. Sanders Long Range Planning process to deal with these on-going issues. The university supported and encouraged the continuation of the subcommittee.

Another item that was discussed was the concern with the Greek system within the neighborhood because of a transition from using the more affordable, older housing as "off campus fraternity party houses". One suggestion was to work with the local and national administrators of the Greek organizations.

David Massey also noted that the city intends to organize a pilot project "code sweep" in an East Knoxville neighborhood within the next few months. Previously the system has been complaint driven, but the city is considering a new approach to be more proactive than reactive (modeling after a program in Chattanooga that has seen increased voluntary compliance). Fort Sanders is on the list of areas to consider for this sweep and a sweep could occur within 6 months.

Bob Whetsel noted that this approach may mean more vacant buildings within the neighborhood. Randall DeFord expressed concern that this might precipitate the demolition of historic housing and John Haas noted that it might also mean stripping historic structures of important details. A concern was noted that the quality of housing decreasing has lead to a decrease in the quality of tenant over time. There was some push back on that thought with the idea that low to moderate income tenants typically paid on time and kept the area nicer than middle to upper income tenants because they were concerned with keeping their housing.

Houses left unoccupied tend to be at greater risk for fires and other damages. It will be important to get KCDC involved early in the process if a code sweep moves forward in order to find alternative housing for residents that may be forced to vacate because of code violations. Additionally, it is important for

the health, safety and welfare of the community that the city continues to address these issues. One suggestion for vacant houses was “artistic boarding” that uses heavy duty plywood and painted images on the plywood to fool the eye into thinking the houses are occupied. This idea was received skeptically. Additionally, the neighborhood representatives felt it would be important to have a “carrot and stick” approach to the code violations within the neighborhood so as to minimize the negative impacts. Some suggestions for the “carrots” would be break for owner occupied units, find ways to encourage keeping the historic detail, set up something specifically for this sweep.

#### **Agenda Item IV, Implementation Strategies and Prioritization:**

Many items were suggested during the discussion of the subcommittee meetings. The subcommittees are tasked with bringing a list of items to proceed with to the next full committee meeting in December so that the items can be compiled and distributed to the appropriate agencies for action. The items from both subcommittees are anticipated to be partnered with the land use map and documentation of this process and distributed to the various stakeholders. Periodic meetings may be scheduled in the future to determine if goals are being accomplished.

#### **Agenda Item V, Stakeholder Updates:**

##### **University of Tennessee:**

The university has experienced a slight decrease in student population (600) by design. There are several major construction projects occurring on the campus right now, including: Ayers Hall renovation class space should be opened 2011; Engineering building at Cumberland and 11th should be open fall 2011 and street should be re-opened after steel work is finished in a few weeks; Easterbrook Building may start next summer and last 24-36 months; expansion of Neyland Sports Complex will shut down Chamique Holdsclaw Drive; Health Clinic will start construction on the site of the Old Rock in January and last 18 months; completion of Neyland Stadium work will start after last home game and end in August 2011. Finally, grading work has started for the Sorority Village and the city thanked the university for their work to preserve both natural and historic resources including significant trees and Civil War trenches. The infrastructure on this site should be completed in May 2010.

#### **Ft. Sander Regional Hospital/Covenant Health:**

The construction of the new medical office building should be complete within a year. The crane work will likely be finished in 2-3 more months. At that point the siding and interior work will start.

#### **Agenda Item VI, Upcoming Meetings:**

Subcommittee meetings: November 5th, 3:00 (Baker Center)

Conclusion Meeting - Full committee meeting: December 3rd, 3:00 (Baker Center)

There being no further business, the meeting was adjourned.

#### **Follow Up:**

Representatives from the city (Engineering Department and Policy & Communications), UT and KAT met on October 5, 2009 to discuss the concerns regarding the signal light at Metron Center Way. From this discussion, city engineering was requested to examine the current light to see if it is functioning on an actuation system. Additionally, engineering has been asked to examine the turning movements onto Alcoa Hwy (north & south bound). Also KAT was requested to provide documentation on the number of riders on these routes. The group agreed to reconvene in 3-4 weeks to continue discussion of possible solutions to this problem trying to balance all the user's needs.

### **March 4, 2010**

#### **Agenda Item I:**

Welcome and introductions were made and Stakeholders introduced themselves.

#### **Agenda Item II, Long Range Planning Draft Document:**

Amy Brooks, Transportation Planner and Anne Wallace, Cumberland Ave Project Manager provided an overview of the draft Long Range Plan document that is available on the blog at [www.cumberlandconnections.blogspot.com](http://www.cumberlandconnections.blogspot.com). Additionally, Jeff Welch provided an update on the work that the Transportation Planning Organization (TPO) is doing to assess 17th Street which was determined to be a priority by the Stakeholder group. One possible solution to the current traffic concerns is a road diet to reduce the four lanes to three lanes.

Also Mark Donaldson cover the information in Appendix C that included the proposed one year plan amendment, the zoning map, the form code and the city's capital improvement program.

### **Agenda Item III, Presentation regarding the conversion of Laurel Ave.:**

John Hunter, Chief Traffic Engineer discussed the request that the City has received from Ft. Sanders Regional Hospital to permanently convert Laurel Ave. from one way east bound to two way between 19th and 21st Streets. The comments from stakeholders are summarized below:

- John Haas would support two way traffic from 18th St to 22nd.
- Cathy Irwin expressed concern with regards to the school traffic, no west bound stop sign at 21st, and no wrong way sign for the current configuration west bound between 21st and 22nd.
- Randall DeFord asked about the traffic study that MPC was to provide for this area.
- Jeff Welch noted that the recommendation of their work was to have no major changes until the impact of the Cumberland Ave. Corridor project could be assessed (i.e. post construction).
- Jeff also mentioned the concern regarding impacts to Children's Hospitals main entrance. He also recognized that as an urban area it will see continuous changes and people tend to adjust.
- Bill Thurman noted that they (Children's) have not noticed an increase in problems since the temporary conversion.
- Randall DeFord asked about the recent conversions from one way to two way downtown (i.e. Walnut & Locust) and if they have been studied. Bob Whetsel noted that anecdotally that the streets seem to function just fine.
- Chad Brown with the hospital noted that the 19th Street closure has impacted traffic patterns and that creating this two way environment will help campus circulation.
- Consistency will bring clarification to an already confusing street pattern.
- Could changing the street pattern on other streets (i.e. 21st and northbound 19th) help the circulation through the neighborhood?
- Resolve parking issues further out into the neighborhood. The neighborhood representatives encouraged the hospital representatives to look further out than the streets adjacent to hospital property.

- Michael Gillespe with the Fire Department noted that they will "adapt and overcome".

### **Agenda Item IV, Stakeholder Updates:**

The University of Tennessee has recently started a Master Plan update and that will be an on going effort for the next several months.

Fort Sanders Regional Hospital should be finished with construction of the new medical office building by the end of the year. Their crane may be removed as early as June.

The City of Knoxville has received a Congestion Mitigation and Air Quality (CMAQ) grant for \$250,000 to repair, replace and place new sidewalks within the Ft. Sanders neighborhood. The current area of proposed sidewalks is in the northwest section of the neighborhood.

Knox Heritage put out a bid for solar panel construction on the house that they are restoring on the west side of the neighborhood (11th Street).

Office of Neighborhoods announced that the Codes Enforcement office will be conducting 4 code sweeps annually. David Massey outlined the procedure for this type of sweep and Robert Moyers said that notification is typically placed within the neighborhood. Neighborhood representatives were concerned that a mailing may need to be done to notify absentee owners. At this time the sweep would be planned for early fall.

The Historic Fort Sanders Neighborhood Association noted that they have continued working on the Community Development Corporation (CDC).

### **Agenda Item V, Establishment of Roles & Responsibilities:**

The group decided to maintain its current meeting date and time: the first Thursday of the month (quarterly) at 3:00pm and that either the Visitors' Center or the Knoxville Museum of Art would be the preferred location for future meetings. A new facilitator/chair was not elected at this time and anyone with an interest in serving in this role is encouraged to contact Anne Wallace (awallace@cityofknoxville.org). The next meeting will be held June 3rd. There being no further business the stakeholders adjourned.

## June 3, 2010

### Agenda Item I:

Welcome and introductions were made and Stakeholders introduced themselves.

### Agenda Item II, Long Range Planning Draft Document Update:

Mark Donaldson, Executive Director of the Metropolitan Planning Commission (MPC), presented information regarding the plan and its adoption process. Mark noted that the One Year Plan has already been amended to reflect the plan recommendations through the OYP process that occurred earlier this year. Additionally the plan document will be considered by MPC at the regularly scheduled June 10th meeting in the City County Building. If given a positive recommendation the document will proceed to City Council for adoption. Also contingent upon MPC's action is an update to the Sector Plan to reflect this plan. MPC will also be conducting work this fiscal year to 1) to look at R-3 high density residential requirements and make recommendations/amendments to that zoning; 2) update the existing NC-1 neighborhood conservation overlay district; and 3) work on creating a new NC-1 district on the western portion of the neighborhood.

### Agenda Item III, Cumberland Ave. Corridor Update:

#### A. Streetscape:

Bob Whetsel provided an update on the streetscape project which included discussing the option that the city has selected for detailed design from the public meeting held in April. This option recognizes that there are 5 less feet of right of way to work with than originally anticipated. The city plans to maintain 15-16 foot wide sidewalks through the district, two travel lanes and a center turn lane. Traffic will be slowed by this process and some diversion is likely. Kick off with the consultants will start next week. There will likely be another public meeting in six months and construction could start as early as 2012. The city would like to see the project constructed within 18 months and only impact one start of school/football season and only one winter construction season. Councilman Pavlis asked about improvements to alleys for bikes and pedestrians, the city will consider the alleys as part of this plan, but improvements will add to the project costs.

#### B. Form Code:

Anne Wallace gave a brief update regarding the Cumberland Avenue Corridor Form Code. The city has heard back from its independent consultants, Code Studio of Austin, TX, and some significant changes will need to be made to the structure of the draft code prior to any effort to adopting this code. The city staff who has been developing this code will be meeting next week to discuss next steps.

### Agenda Item IV, KUB Substation Update:

Gabe Bolas gave an update regarding this proposed project at the corner of Dale Avenue and 17th Street. The purpose of this substation is threefold, 1) to handle UT's additional load from news structures, 2) to increase reliability for the Ft. Sanders neighborhood, and 3) to provide for additional load from Dow Chemical Corporation. The local Dow office has been very supportive of the project and the parties involved are about 95% to an agreement regarding land acquisition. KUB plans to start grading work this summer or fall and hopes to start building in the spring of 2011 and complete the substation level later that summer. The public feedback was helpful and has been incorporated into the design of the exterior portions of the site and to minimize impacts of wiring throughout the neighborhood. KUB will seek additional input on the design as their plans are finalized.

### Agenda Item V, Ft. Sanders Code Sweep Discussion:

Robert Moyers from Neighborhood Codes Enforcement discussed the pilot project in the Park Ridge neighborhood with accompanying media blitz where neighborhood codes staff noted violations and handed out pamphlets of information to property owners. This was an educational and courtesy call to help reduce or prevent violations. There were 12-14 people including police and zoning officers to walk through the neighborhood. The success of the project was increased voluntary compliance. We anticipate the codes sweep occurring in September to educate the new student population and offer friendly reminders to landlords. Typically trash and rental issues are most commonly identified by this process. This is just an outside sweep. Councilman Pavlis asked about the metrics of success on the Park Ridge sweep and Robert Moyers noted that they didn't specifically have quantitative numbers but there was a lot of good will and positive feedback from the neighborhood.

**Agenda Item VI, Stakeholder Updates:**

Issues in the 2200 block of Laurel Ave. have subsided with current tenants moving out with the end of the school year.

University representatives noted that school starts back on August 18 and move in is scheduled for the weekend prior August 14.

Fort Sanders Regional noted that their new medical office building is still on track for the first tenants to move in November of this year. Between the parking garage at the corner of Laurel and 19th and the new garage associated with this building the hospital will have increased the number of parking spaces by about 900. Additionally, the City is still working on a lease agreement for public parking on the surface lots owned by the hospital between 19th and 20th adjacent to White Ave.

Traffic engineering is looking at Fort Sanders' neighborhood as a whole in terms of traffic issues, but does not anticipate making any significant changes to the traffic until the impacts of the Cumberland Ave. Corridor Project can be assessed. Also traffic engineering has been working with UT, KAT, Policy & Communications regarding changes to the Metron Center Way light and the Alcoa Highway on ramps in order to reduce congestion at these intersections. KAT will be changing their trolley route in August and a new striping pattern should be implemented at the same time.

The Henley Street Bridge closure is still on track for closure and construction work starting in January 2011.

**VII. On-going structure of the group**

No changes were made at this meeting. The next meeting is scheduled for September 2 at 3:00pm in the UT Visitors' Center on Kingston Pike.

There being no further business, the meeting was adjourned.

**June 17, 2010**

**Fort Sanders Long Range Planning with additional Property Owners**  
Finance Conference Room (662), City County Building

**Attendees:** Mike Gallegos, Alice Basler, Anna Gallegos, Jane Duncan, Anne Gallegos, Vance Thompson, Mike Harding, Jim Prose, Ed Neely, Tony Neely, Amy Brooks, Bob Whetsel, Tim Gibson, Jon Haas, and Anne Wallace

**Meeting Notes:**

The meeting started with introductions of those present. The Gallegos family noted that they own several properties west of 22nd Street. The Neely family indicated that they owned property predominately on the east side of 17th Street. Jon Haas indicated that he owned 15 properties. Tim Gibson is also an owner in the area but did not state a specific number or location. Bob Whetsel provided an overview of the process. The intent was to help reduce conflicts at every turn within the neighborhood and provide a forum for stakeholders to communicate.

Mike Gallegos recognizes that this is not a rezoning, but is concerned that a plan is the foundation for future zoning. Mr. Gallegos' specific concern is the Low to Medium Density Classification on the portion of the neighborhood west of 22nd Street since it is currently zoned R-2, Medium Density. Tim Gibson noted that the 900 pound gorillas in the neighborhood are the institutions (the hospitals and the University). Mr. Gibson thinks it is still possible to accomplish the goals of the plan, while acknowledging that there are lots of different stakeholders in this neighborhood. Fifty to one hundred properties are represented around the table at this meeting and these property owners are dealing with similar issues that cause problems for all owners. Mr. Gallegos feels that some of the most neglected properties in the western portion of the neighborhood are owner occupied. The rental properties in the area provide an economic base for owners and tax base for the city.

A major concern of these property owners is that they found the draft of the plan (its specific wording) last week when the document was going to be sent to MPC for review. They feel like they don't know enough about the ramifications of the plan and long term they do not want to be run out of business. Mr. Gallegos noted that a specific concern were the notes in the appendices of the document that refers to increasing owner occupied housing, which seems to be in direct conflict with their property use. There was discussion of postponing the adoption of the document for four months. However, a compromise was reached and the city agreed to postpone sending the document to MPC until the August MPC meeting.

Additionally these property owners felt it was important to note that not all students “are bad” and they were concerned that the students had been vilified by the previous discussion of the stakeholder group. They did note that there are obviously some students who choose poor behavior and negatively impact the area, but that most of the students are good tenants and neighbors.

There was also discussion of grandfathering of uses even if a rezoning were to occur, however, the property owners have had experiences where grandfathering was trumped by other issues. As discussed above the city will request the document be postponed for 30 days and the property owners requested an additional meeting within the next 30 days so that they can have time to further digest the plan. A subsequent item came up for discussion at the end of the meeting and it was dealing with the transient population that often uses the railroad tracks to cross over into Ft. Sanders and back to Tyson Park. A suggestion was made that a fence be installed adjacent to the railroad right of way to help reduce this migration pattern. It could also improve the safety of the railroad since it would discourage pedestrian use of the corridor.

## July 27, 2010

### Fort Sanders Long Range Planning with additional Property Owners

**Attendees:** Mike Gallegos, Alice Basler, Anna Gallegos, Jane Duncan, Anne Gallegos, Vance Thompson, Mike Harding, Ed Neely, Tony Neely, Mark Donaldson, Bob Whetsel, Mike Funderlu, and Anne Wallace

#### Meeting Notes:

The meeting started with introductions of those present. Anne Wallace provided a summary of the planning effort and the previous meeting with this group of property owners. In addition Ms. Wallace gave an update regarding a change to the plan for the Ft. Sanders School. Originally the group had discussed maintaining this property’s designation of public use so that at some point in the future if the school and possibly Children’s Hospital wanted to partner on a project for that space that the plan would reflect that desire. The plan currently showed the parcel as low to medium density residential with a neighborhood conservation overlay proposed.

The Gallegos family noted that it is a full time job working with property and houses to maintain rental property. They want to make sure that their current situation is maintained. However, Mark Donaldson noted that the current Sector Plan designation for this area is low to medium density residential (LMDR) and has been this designation since the last sector plan in 2003. A discussion followed regarding the difference between a sector plan and the zoning map. This group felt like more notification should have been given to property owners regarding the plan since a plan is the foundation for future zoning in the area.

Mike Gallegos expressed concern regarding the voices of stakeholders that were represented in this process. He feels that students and rental properties are good for the area. Also Mr. Gallegos said that they have great concern that low density residential plan designation would lead to down zoning and limit their ability to have rental units in their properties. Mr. Gallegos specifically stated that he would like to see the plan changed to medium density residential (MDR) for this area. Vance Thompson mentioned that a compromise might be reached if the plan could state MDR then they could potentially support the Neighborhood Conservation Overlay (NC-1) for the area west of 22nd. Ed Neely stated that they work with the NC-1 overlay in the eastern part of the neighborhood and that it becomes a matter of course for development/ redevelopment. However, it does take some getting used to and understanding what is in the code. Alice Basler said that it can be very expensive to build under the NC-1 overlay based on her recent experience with a property on 17th Street. Mike Funderlu expressed concern about the NC-1 and stated that he would prefer not to be in an overlay zone.

Mr. Donaldson responded to a comment that there was not a vilification of the students by stakeholders, however, there was discussion of student problems within the neighborhood and the stakeholders wanted to provide positive improvements to these issues. Mr. Gallegos noted that student conduct is a concern in some areas and that they are considering standards of conduct for their tenants. However, he also said that there was concern regarding the recent definition of family and owner occupied housing that might impact his rental property in the future. He then asked the question whether or not MPC and the City like density. Mr. Donaldson replied that MPC certainly supports density, especially in this very dense neighborhood. The discussion returned to the NC-1

and MDR compromise; Ed Neely suggests that the NC-1 restrictions can be challenging to work with.

Mr. Gallegos was concerned that the planning process reflects their input. Bob Whetsel suggested that the notes from these meetings could be incorporated into the appendix of the document similar to the other meeting notes. Additionally, because the change from LMDR/NC-1 to MDR/NC-1 is different than what has been discussed with the full committee Ms. Wallace noted that the proposition will need to be taken back to the full Stakeholder committee which meets again on Thursday July 29. Mr. Whetsel encouraged everyone to attend Thursday's meeting at the Baker Center starting at 3:30 so that their voice can be heard and incorporated into the process. Ms. Wallace noted that the meeting will be primarily focused on the wayfinding and sign requests of Ft. Sanders Regional Hospital, but the plan will also be a topic of discussion.

Additionally, Mr. Donaldson noted that the NC-1 process is separate and that it is driven by the neighborhood with staff assistance from Ann Bennett. This process creates the boundaries and guidelines for the district. It would have to be approved by MPC and City Council. The Historic Zoning Commission (HZC) is the board that reviews NC-1 requests and it is a discretionary board. Someone else noted that it does typically take extra time and additional fees are associated with their approval.

Mr. Neely asked the question if the NC-1 wasn't a slippery slope that might reduce the desire for future generations (kids and grandkids) to maintain these investments. Mr. Donaldson noted that another tool available would be a form base code that would get at standards with reduced administration if standards are met. Mr. Whetsel noted that this code is typically more prescriptive on the front end. Mr. Gallegos thinks the slippery slope of the "L" low density is worse than the NC-1 overlay. The low density presents an economic danger and he feels that he would have to oppose the plan. Ms. Wallace noted that if the plan is not adopted then the LMDR stands because it is the current, adopted plan. The group agreed to continue this discussion at the next full stakeholder meeting on July 29th.

## July 29, 2010

### Fort Sanders Quarterly Stakeholder Meeting

#### Agenda Item I:

Welcome and introductions were made and the stakeholders introduced themselves. The purpose and goal of these meetings has been to facilitate communication between various stakeholders and the city was glad to have new attendees.

#### Agenda Item II: Cumberland Avenue Corridor Plan Update

Anne Wallace provided a brief update on the corridor plan including: 1) announcing an on-site utility coordination meeting scheduled for the first week of August to discuss options for electric utilities; 2) an initial draft of hardscape and softscape design has been presented to the city from our landscape architecture consultants; and 3) the engineering consultants have been working with the city on details of the lane transitions along the corridor from 4 lanes to 3 lanes.

#### Agenda Item III: KUB Substation Update

KUB is finalizing the purchase of property at the corner of 17th Street and Dale Avenue for a new utility substation to support the future growth and development of Ft. Sanders' neighborhood, the hospitals, the university and industrial properties. This project has been a collaboration between KUB, UT, Historic Ft. Sanders Neighborhood Association, Ft. Sanders Regional Hospital, Children's Hospital, Dow Chemical and the city of Knoxville. There is an online resource available for this project at [www.kub.org](http://www.kub.org) and look for a link to Special Projects.

#### Agenda Item IV: Ft. Sanders Hospital Variance Request Presentation

Lee Apple from Innerface Design out of Atlanta, Georgia provided an overview of the hospital's wayfinding package and the signs that will be presented to the Board of Zoning Appeals for variances. Mr. Apple noted that the campus has grown and shifted since the signs were last updated in 1993. Additionally because the campus is a dynamic environment and typically visitors are in a heightened state of anxiety providing clear directions is important.

The only signs that would be internally illuminated in this request would be the “Emergency” department sign and the “Ambulance” arrival signs. The rest of the signs would be aluminum and where appropriate would have spot or external illumination. There are a total of about 48 signs included in the hospital’s package. Some of the signs will be simply a new face for existing signs. One of the goals of Innerface Design and the hospital has been to create consistent nomenclature for each resource to clearly direct visitors.

There was some concern from residents at the number of signs being proposed for the area. Mr. Apple and Darrell Calloway (Ft. Sanders Regional Hospital) said that they have worked from multiple directions into and out of the campus to effectively communicate directions and yet minimize visual clutter. Kim Trent, Knox Heritage, expressed concerns regarding the size of the sign proposed for the corner of 18th Street and Highland Ave and its impact on existing Victorian houses that are a part of the National Register of Historic Place and the local conservation overlay. This sign is planned at 8 feet tall. Additional discussion centered on the necessary setback for a sign of this scale. Part of the reason for the sign in this location is the anticipated volume of traffic from 17th Street. Ms. Trent also asked if the signs will be located in landscaped beds. Mr. Calloway responded that the signs will include some landscaping.

Randall De Ford expressed concerns with regards to the BZA application and the language used to define “hardships” that the hospital has listed for their variance requests. Mr. Calloway responded that Ft. Sanders had worked with the city sign department to determine the hardship language and indicated that a wayfinding package is outside the limits of the existing sign ordinance. Mr. De Ford then expressed a desire that the city, MPC and BZA work together in the future to chart variance requests to establish precedence for legal hardship.

Michael Gillespe, KFD, noted that the signs should show addresses for all destinations for emergency responders. The hospital agreed to make sure destinations were addressed with streets and numbers.

John Craig noted that the issue with the variance is the number of destinations on the wayfinding signs causes them to be larger than what is allowable by code. Mr. Calloway responded that they were trying to assist with helping people reach their destination even if it was not on their campus (i.e. Children’s

Hospital and Thompson Cancer Center). Mr. Apple clarified that they were working from the perspective of a first time visitor. Mr. Craig then noted that the listings on the sign were a choice.

Finally, the date, time and location of the BZA meeting was announced, the hospitals requests should be heard on August 19th at 4:00pm in the City County Building.

#### **Agenda Item V: Long Range Planning Draft Document Update**

Anne Wallace provided a brief overview of the postponements of the document at the Metropolitan Planning Commission (MPC), this was done in order to allow for additional stakeholders to participate in the process prior to the document being voted on by MPC or City Council. Additionally she noted that there were some changes requested to the draft plan. One change is the designation over the existing Ft. Sanders’ School property which was designated as LMDR and NC-1 overlay. There has been a request to maintain the current designation of Public use so that future partnerships might be pursued between the school and possibly Children’s Hospital. Kim Trent requested that the NC-1 designation be left on the plan so that the existing mid-century modern architectural style might be accommodated in future development on the site.

The other issue of discussion focused around the residential portion of the neighborhood west of 21st Street. Anne Wallace mentioned the concerns of the additional property owners (Gallegos, Neely, Haas, Gibson, & Funderlu) that the Low to Medium Density Residential classification on the plan may impact their ability to maintain medium density residential (R-2 zoning) uses in the future. Ms. Trent noted that the state of Tennessee allows for the “grandfathering” of existing land uses. Mike Gallegos stated that the existing R-2 zoning allows up to 24 units to the acre and can be built without review. Their family has purchased existing single family structures and invested in refurbishing them and then provided rental units within these structures. Mr. Gallegos expressed great concerns over the discussion of encouraging owner occupied housing within this section of the neighborhood. The concept of owner occupied housing seems to be in conflict with the business model that the Gallegos family has established.

Mr. De Ford noted that MPC and City Council were looking at new zoning regulations for a district called R-4 that would have additional architectural

standards but allow a mix of uses, including office that might be a good fit in the Ft. Sanders neighborhood, especially the former farmer's market area and portions of Clinch Avenue.

Mr. Gallegos made the statement that his family purchased property within the neighborhood more than 20 years ago and that they have no intention of tearing down the existing structures, but have worked hard to maintain and improve the structures authentically. He also noted from personal experience that this was a difficult neighborhood to live in as an owner with a family. Ms. Trent noted that she supported owner occupied housing because it helps to stabilize the area as a resource for the campus and downtown. However, she is not trying to force out renters. Mr. Gallegos noted that there were environmental factors that supported renters and he is concerned about his investments in the neighborhood.

Bob Whetsel noted in summary of the discussion that it is fairly easy to pass a plan but it is more difficult to implement it as has been proven specifically in the Ft. Sanders area. Both sides of the discussion have agreed to continue conversations and to that end the city will request postponement of the plan to the September MPC agenda.

#### **Agenda Item VI: Stakeholder Updates**

Knox Heritage announced a "Green House Open House" for Saturday, August 21st from 12:00-5:00pm and more information is available at [www.knoxheritage.org](http://www.knoxheritage.org).

The next Quarterly Stakeholder meeting is scheduled for Thursday, September 2, at 3:00pm in the UT Visitors Center. There will likely be an interim meeting to continue discussions about the Long Range Plan.

### **September 2, 2010**

#### **Agenda Item I:**

Welcome and introductions were made and each stakeholder introduced themselves. The purpose and goal of these meetings has been to facilitate communication between various stakeholders.

#### **Agenda Item II: Ft. Sanders Code Sweep and Educational Opportunity**

Robert Moyers, Neighborhood Codes Enforcement, described the request of the Quality of Life Subcommittee to conduct a neighborhood code sweep in the Ft. Sanders area during the fall of 2010. The purpose of the sweep is to identify code violations and educate both property owners and renters of their responsibilities.

The code sweep is scheduled for Wednesday, September 29th and one week prior to the sweep the Historic Ft. Sanders Neighborhood Association will post notices within the neighborhood about the event. The sweep will cover from 17th Street east to 11th Street; the western portion of the neighborhood will be eligible for a code sweep at a future date and time. The eastern section of the neighborhood was chosen because it is experiencing the most problems, and there is not enough man power to cover the whole neighborhood in one day with quality results. The day of the sweep all of the codes enforcement officers along with KPD and KFD will walk through the neighborhood and will note any violations.

This is an outside walk through; code enforcement officers will not enter a structure without a request or complaint filed. The majority of violations in the area typically deal with trash, trash can placement and alleyways. Additionally, a pamphlet will be left at every house with or without a violation noted in order to educate tenants to their responsibilities. If a violation is noted the codes enforcement officers will follow up in two weeks to check the status and then proceed to more traditional means of enforcement if violation is not cleared up. Any questions on this effort can be directed to the city's one call number, 311.

#### **Agenda Item III: Long Range Planning Implementation Strategy Discussion**

Mark Donaldson, Executive Director of MPC, started this discussion with a review of the current sector plan map, the current zoning map and the proposed plan map that would update the current sector plan. Mr. Donaldson noted that the one year plan document required by city charter is now redundant since at the time it was adopted there were no sector plans for the city. There tends to be confusion between these documents and part of the discussion was clarifying the role of the maps and plan documents.

A main area of concern with the current sector plan and the proposed long range plan update is the western section of the neighborhood that is designated Low

to Medium Density Residential (LMDR). Some of the property owners noted that they were unaware of this designation and they asked about the process for changes to be made to the sector plan. Additionally, concerns were noted regarding single family verses multi-family and rental units. Mr. Donaldson discussed MPC's notification process for rezonings and Anne Wallace noted the need for fiscal responsibility with regards to notifications that are not rezonings. Some of the group noted that property owners should have input into the vision of the planning process. Bob Whetsel offered that notification has been made, everyone in the room has the ability to impact the plan, and that the discussion should be centered on the plan instead of process in order to move forward.

John Craig stated that he did not understand the issue that some property owners were presenting because he feels like the plan preserves options instead of limiting to one classification. Mike Gallegos responded that the plan feels like a taking because it is currently zoned R-2 and he is concerned that designating the plan to LMDR will potentially allow a down zoning. Mr. Craig responded that the proposed plan and the existing sector plan are the same and therefore no change is happening to the current status of the properties Mr. Gallegos referred to on the western side of the neighborhood.

Alice Basler noted that her main concern along with other property owners in the area was the potential loss of medium density residential (R-2) zoning and its associated permissible uses. The area west of 22nd street is currently zoned R-2 and not a mix of low density residential (R-1) and R-2. This mix of zoning is allowed under the sector plan designation of LMDR. Mike Harding posed the hypothetical situation, "If a neighbor chooses to down zone to R-1 does that hurt my ability to later use my property for a more dense R-2 use, such as an apartment building". The conclusion of MPC and City staff was that it would not detract from a property owner's ability to use the R-2 zoning.

Mr. Gallegos followed up with a question regarding whether or not there was a preference in L/MDR sector plan for R-1 owner occupied dwellings. Mr. Donaldson stated that there was no preference presented by the zoning for either owner or renter occupied properties. Councilman Becker also noted that Council is unlikely to rezone a property if the property owner is in opposition to the rezoning, because they are elected officials and they do not want to unnecessarily upset voters.

Jon Haas raised concern regarding the demolition of houses by the hospital. Mr. Whetsel noted that the ultimate property rights are determined through ownership. There are a number of competing interests in the Ft. Sanders area; Mr. Gallegos noted the impact of the railroad, the Rohm & Haas facility (now Dow Chemical), the transient population, and suggested the need to be realistic with regards to ownership and rental properties.

In order to address the plan more directly, the group proceeded to assess each of the proposed changes from west to east. Noting that the change overall to the neighborhood is to increase the planned density for the area. Everyone was comfortable with the proposal on the northern and western edges of the neighborhood to designate medium to high density residential (MHDR). Everyone was also comfortable with the re-designation of the Ft. Sanders School property to Public Institution instead of LMDR to preserve potential future joint ventures between the school and hospitals. There was discussion of the neighborhood conservation overlay (NC-1) which would create an additional layer of review for zoning approvals. Dr. Ed Clark expressed concern over the possible change from office to LMDR on the plan along Clinch Ave. The group agreed to leave this area as designated for office.

Mr. Gallegos expressed his desire to not have an NC-1 overlay on his properties. Mr. Craig, who owns property in the existing NC-1, noted that the overlay does not prohibit any rental uses, but that it increases the attractiveness of the neighborhood because it sets a standard for everyone to work by. Tim Gibson expressed that many renters are not influenced by the neighbors if they are looking to rent a house as opposed to renting in an apartment building. Jayne Duncan expressed concern about the NC-1 Overlay. Ms. Duncan also noted that the overlay was proposed in 1999 and the neighborhood was not interested in it at that time and would rather not have it now. Mr. Haas proposed a tradeoff where capital improvements such as sidewalks, lighting, benches, etc. could be provided as an incentive to the overlay. This idea did not gain support. Councilman Bob Becker noted that property owners are typically the most common requestor of a rezoning.

The conclusion of this conversation was that the group could agree to leave the LMDR designation if the plan dropped the references and proposal for an NC-1 overlay. Specifically, Mr. & Mrs. Bill Duncan, Ms. Basler, Dr. Clark, Mr. Harding

(representing Neely properties), Mr. Haas, Mr. Gibson, Mr. Gallegos, Ms. Anne Gallegos and Ms. Anna Gallegos expressed the desire to not have their property covered by an NC-1 Overlay. Everyone concurred with this compromise.

#### **Agenda Item IV: Stakeholder Updates**

Anne Wallace updated the group about the Cumberland Avenue Streetscape project. The city is working with consultants on detailed design, which includes future placement of utilities. Ms. Wallace noted that the overhead utilities will be removed from aboveground on Cumberland Ave., however, the most cost effective option on the table is to place them above ground in the alley. There was concern expressed by Mr. Craig and representatives of Ft. Sanders Hospital that this would leave greater challenges for future investment on the corridor. Someone asked what the potential private investment is for the corridor; Ms. Wallace noted that the Glatting Jackson study estimates \$280 Million return on the public investment. Mr. Craig noted that \$5 Million for underground utilities was likely warranted because of the future private investment. The city staff encouraged stakeholders to contact the city administration with their preferences.

Mr. Gallegos noted the concern regarding transient populations along the railroad corridor and requested that the plan reflect a desire to place appropriate fencing along the corridor to reduce this movement. It was agreed that this change would be incorporated.

Ms. Wallace noted that KUB has started clearing the lot at 17th and Dale Ave. in order to prepare the site for the future substation.

Darrell Calloway, from Ft. Sanders Regional Hospital, noted that they did receive the variances requested last month with some negotiations with the neighborhood regarding sensitive locations. Mr. Calloway talked about possible future expansion of the wayfinding system to Cumberland and 17th since they are the major corridors that serve the hospital. Mr. Gallegos noted the generosity of the hospital to include other resources on their wayfinding signs (such as Children's Hospital and Thompson Cancer Center). Also Mr. Calloway stated that the hospital has received its certificate of occupancy for the building shell; they are substantially complete with construction although there will be tenant work to finish out the space.

#### **Agenda Item V: Future Meeting Times**

A request was made to adjust the start time of future meetings, the group agreed to move the start time of future meetings to 4:30 in the afternoon to make it easier for everyone to attend.

The next meeting is scheduled for Thursday, October 21st, at 4:30pm, location to be determined, and the purpose of the meeting will be to review the updated draft of the Ft. Sanders Long Range Plan. MPC will provide the updated document prior to this meeting for stakeholder review.

There being no further business, the meeting was adjourned.



## Appendix C: Active Planning Documents

There are approximately four active planning related documents that guide the growth and development of the Fort Sanders District. They are the One Year Plan, the Sector Plan, the Zoning Ordinance, the proposed Cumberland Avenue Form Based Code. The City of Knoxville's Capital Improvement Program (CIP) is the funding mechanism that exists for implementing projects identified in these plans. Ideally these four documents are consistent with one another and reflect the long term vision of the community for the district. This Implementation Strategy calls for greater consistency among plans.

### Fort Sanders District: One Year Plan

The Knoxville One Year Plan is required by City Charter. It serves as the basis for zoning of all properties within the city. The One Year Plan maps and text define the city's proposed land use and zoning pattern for the next twelve months. The charter requires that, following the adoption of the One Year Plan, city council is to amend the City of Knoxville Zoning Ordinance (map and text) so that it conforms to the plan. Amendments to the zoning map may be requested by individuals or be initiated by city council and the MPC as a general rezoning. All changes must conform to the One Year Plan and be approved by city council.

The One Year Plan is adopted annually. The plan may be amended by city council following MPC's review and recommendation on proposed amendments. Map C1 shows the most recent One Year Plan.

### Fort Sanders District: Sector Plan

A sector is a geographical portion of Knox County defined by the MPC for planning purposes. The Knoxville and Knox County area is divided into twelve sectors. A sector is not defined by the city limits, so it can contain both city and county areas. The MPC staff prepares a background report about the sector containing basic planning information about environmental resources, land use, population, transportation, community facilities, and utilities. With public input, the MPC staff drafts a conceptual 15-Year Plan that includes goals, policies and proposals to guide the sector's growth. The focus of the plan is physical development; consequently, land use, transportation and community facilities are its key elements. The plans are used on a month to month basis by MPC as the

guide to zoning and subdivision decisions. A five-year improvement program is also prepared, outlining projects to improve roads, parks, schools, and other facilities. The Fort Sanders District study area falls into the Central City Sector. Map C2 shows the most recent Sector Plan update that was completed in July 2003 and updated in the fall of 2009.

### Ft. Sanders District: Existing Zoning

The Zoning Map regulates the land uses associated with each parcel. This map combined with the Zoning Ordinance for the City of Knoxville stipulates what uses, accessory uses, prohibited uses and dimensional requirements are placed on each parcel of land.

### Proposed Form Based Code Zoning

The Cumberland Avenue Corridor Plan, adopted in 2007, calls for a Form Based Code (FBC) to implement the recommendations of the Urban Design Plan. A draft of the Cumberland Avenue FBC that was presented at a public meeting on Nov. 12, 2009 is currently under review. There will be a two month public comment period as the document is being reviewed by an independent consultant. It is anticipated that FBC will be approved in 2010.

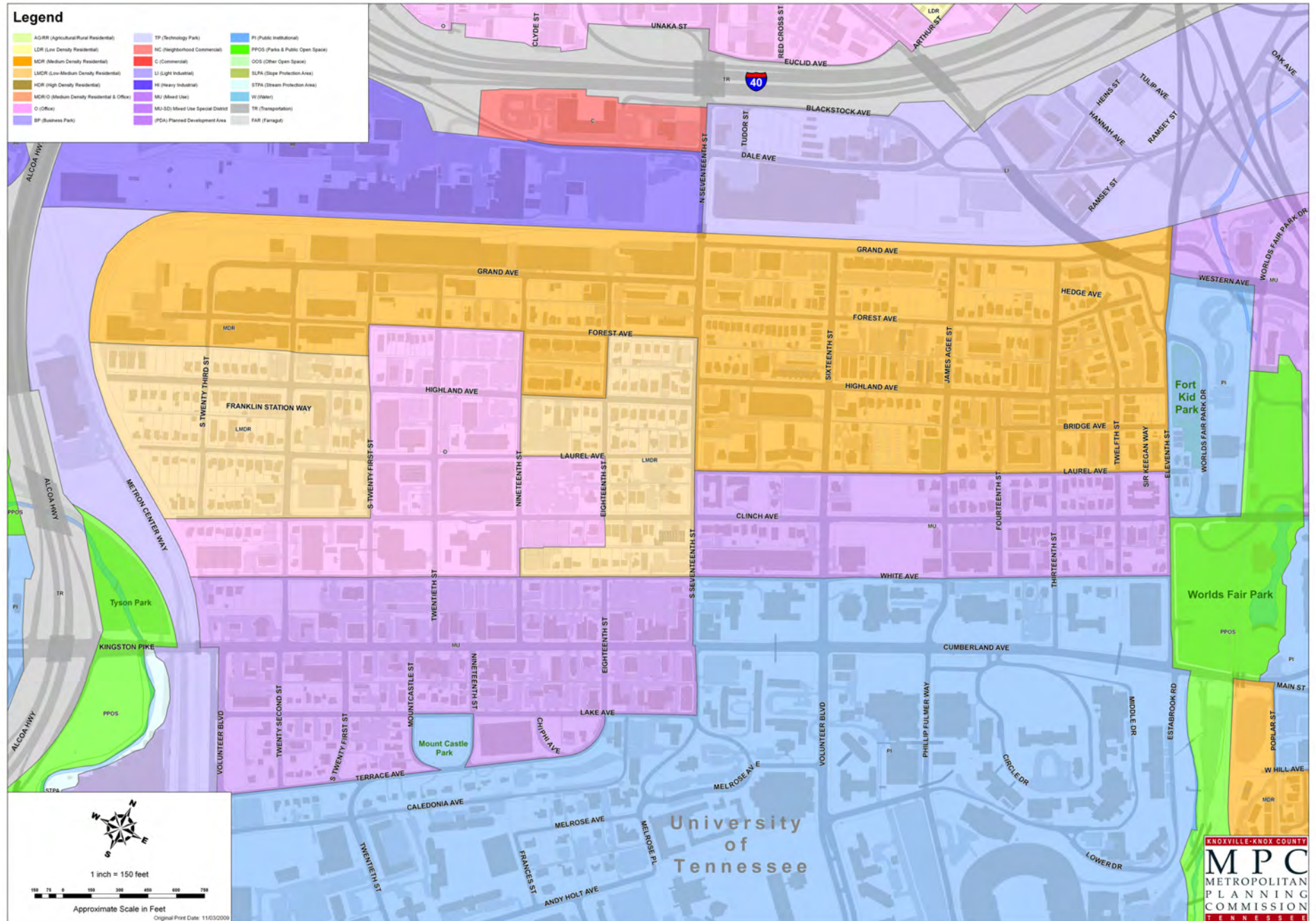
### Capital Improvement Program

The Capital Improvement Program (CIP) is a prioritized, multi-year schedule of public improvements, including construction projects, as well as land acquisitions and major equipment purchases. The CIP covers a six year period and sets the policy framework within which capital improvements will be made. The program is one of the processes utilized to achieve desired urban growth and development. By providing a planned schedule of public improvements, the program outlines present and future public needs and intentions, which have a positive influence on private investment decisions. The coordination of orderly and efficient programs of private and public investment can thus be developed for the maximum overall public benefit.

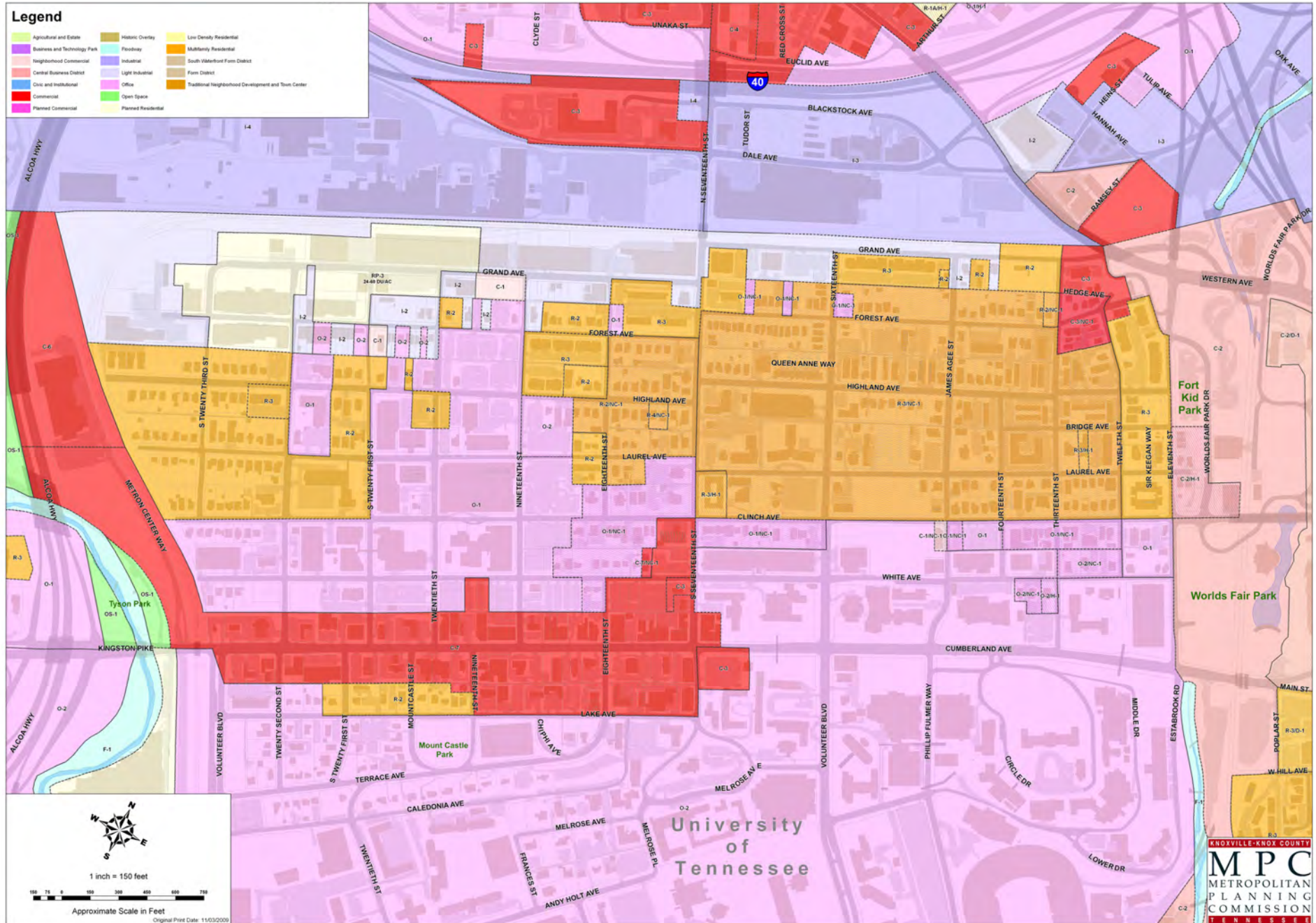
A copy of the current CIP can be obtained at [www.cityofknoxville.org/budget](http://www.cityofknoxville.org/budget).



# Map C2: Fort Sanders District: Sector Plan



# Map C3: Fort Sanders District: Zoning



# Map C4:

