

▶ **FILE #:** 2-P-07-RZ

AGENDA ITEM #: 79

AGENDA DATE: 2/8/2007

▶ **APPLICANT:** METROPOLITAN PLANNING COMMISSION

OWNER(S):

TAX ID NUMBER: 999 9999

JURISDICTION: City Council District 6 & 1

▶ **LOCATION:** Southern boundary is Tennessee River, to the west generally one parcel deep off of Henley St & S Broadway, to the north the Norfolk Southern RR (with the extension of one parcel east & west of Gay St. to Magnolia Ave), and to the east James White ROW

▶ **APPX. SIZE OF TRACT:** 415 acres

SECTOR PLAN: Central City

GROWTH POLICY PLAN: Urban Growth Area

ACCESSIBILITY:

UTILITIES: Water Source: Knoxville Utilities Board

Sewer Source: Knoxville Utilities Board

▶ **PRESENT ZONING:** C-2 (Central Business), R-3 (High Density Residential), RP-3 (Planned Residential), O-2 (Civic & Institutional), C-3 (General Commercial), I-2 (Restricted Manufacturing & Warehousing), I-3 General Industrial, H-1 (Historic Overlay)

▶ **ZONING REQUESTED:** Current Zone with D-1 (Downtown Design Overlay) and adoption of Downtown Design Guidelines

▶ **EXISTING LAND USE:** Commercial, Residential, Office, Industrial

▶ **PROPOSED USE:** Same

EXTENSION OF ZONE: No

HISTORY OF ZONING: None noted

SURROUNDING LAND USE AND ZONING: North: Commercial/C-2, C-3, C-6 and Industrial/I-2, I-3

South: Floodway District/F-1

East: Office/O-1

West: Commercial/C-2, Residential/R-3, Industrial/I-3

NEIGHBORHOOD CONTEXT: Properties are located generally within the Central Business Improvement District, surrounded by a variety of commercial, industrial, office and residential uses, with the Tennessee River to the south.

STAFF RECOMMENDATION:

▶ **APPROVE D-1 (Downtown Design Overlay) District and Downtown Design Guidelines**

The Guidelines have been drafted to respect the existing downtown qualities, community desires and to provide provisions for both public and private improvements. The Downtown Improvement Strategy (March 2005) made the recommendation for downtown design guidelines.

COMMENTS:

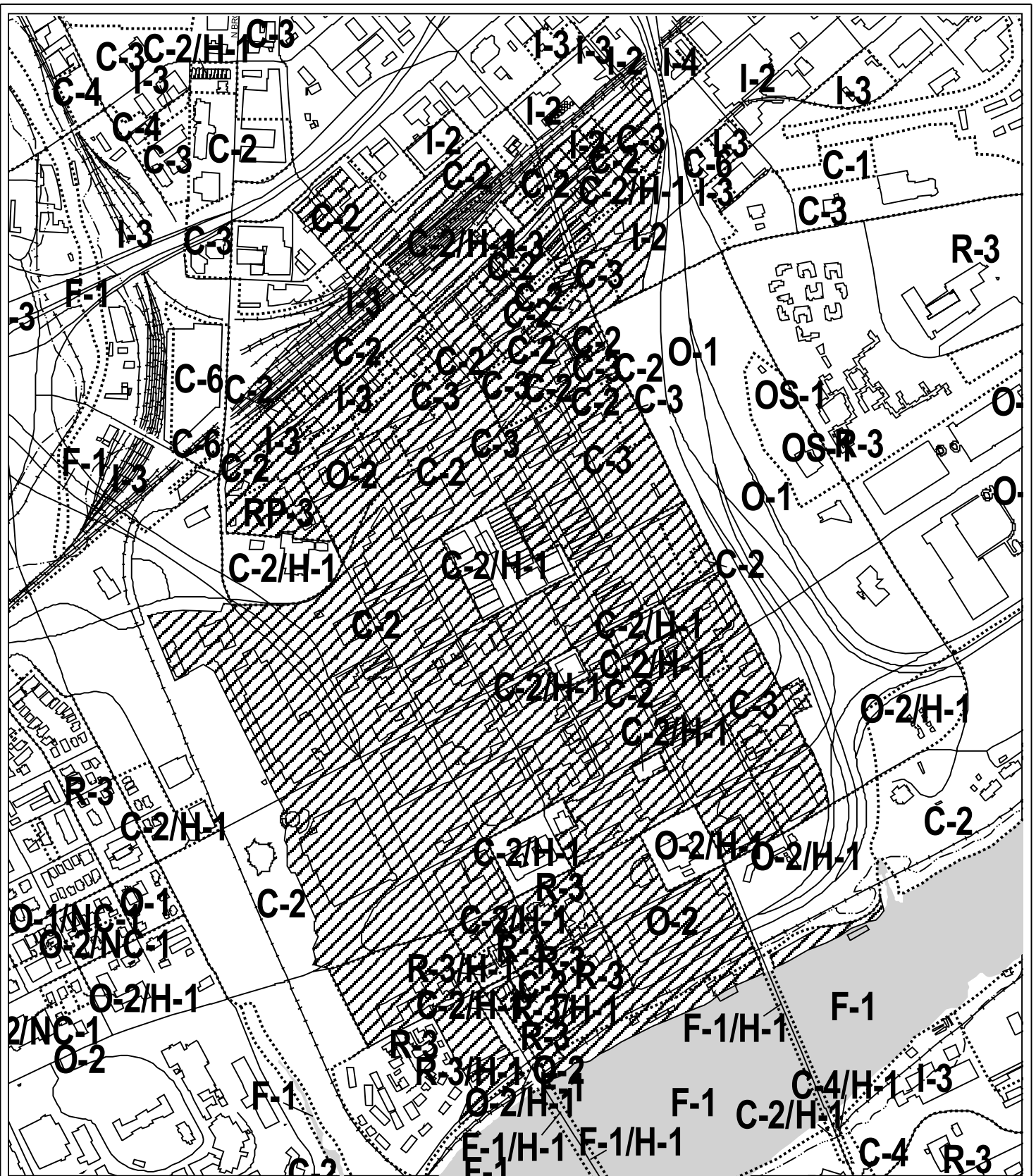
The MPC Staff, working with the Downtown Design Guidelines Committee (appointed by Mayor Haslam) and

City Policy Development Staff has researched and constructed design guidelines to define expectations of citizens, visitors, and developers and to allow flexibility, while fostering high-quality design. As noted in Appendix E, extensive meetings have been held with investors, owners, and individuals interested in downtown. The existing buildings, public streets, sidewalks and open spaces, with the exception of H-1 Historic Overlay properties, will be protected by the design guidelines, which also provide a framework for new construction on vacant lots.

In December 2006, MPC Commissioners recommended that Section 26 (D-1 Downtown Design Overlay) be adopted, establishing the opportunity to create a Downtown Design Overlay District. This new section of the zoning ordinance has been approved by City Council on second reading January 30, 2007.


The consideration before Commissioners at this time is to recommend adoption of this ordinance, creating the overlay district boundaries (see the attached map) and recommend the Downtown Knoxville Design Guidelines for adoption. MPC staff recommends June 1, 2007 as an effective date for this overlay. This will allow the City to have adequate time to appoint members to a design review board and for MPC to create the Administrative Rules and Procedures for the Board.

If approved, this item will be forwarded to Knoxville City Council for action on 3/13/2007 and 3/27/2007. If denied, MPC's action is final, unless the action to deny is appealed to Knoxville City Council. The date of the appeal hearing will depend on when the appeal application is filed. Appellants have 15 days to appeal an MPC decision in the City.



2-P-07-RZ
REZONING

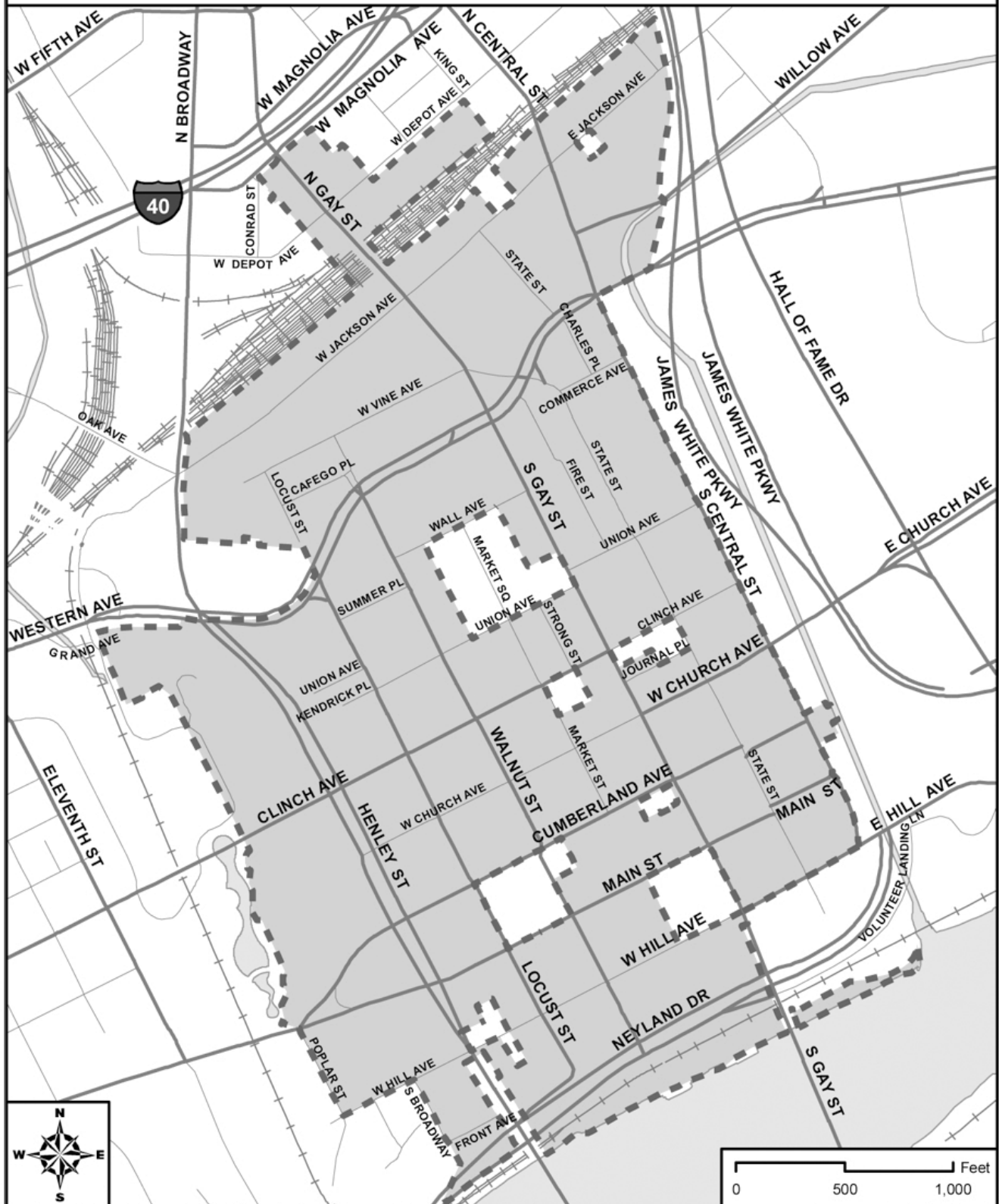
Petitioner: Metropolitan Planning Commission
 Map No: 122
 Jurisdiction: City

 From: Current Zone
 To: Current Zone with D-1 (Downtown Design Overlay) and adoption of Downtown Design Guidelines

Original Print Date: 01/26/07 Revised:
 Metropolitan Planning Commission * City / County Building * Knoxville, TN 37902



Proposed area for the D-1 (Downtown Design) Zoning Overlay District



File #: 2-P-07-RZ

Downtown Design Guidelines and Overlay Executive Summary

February 8, 2007

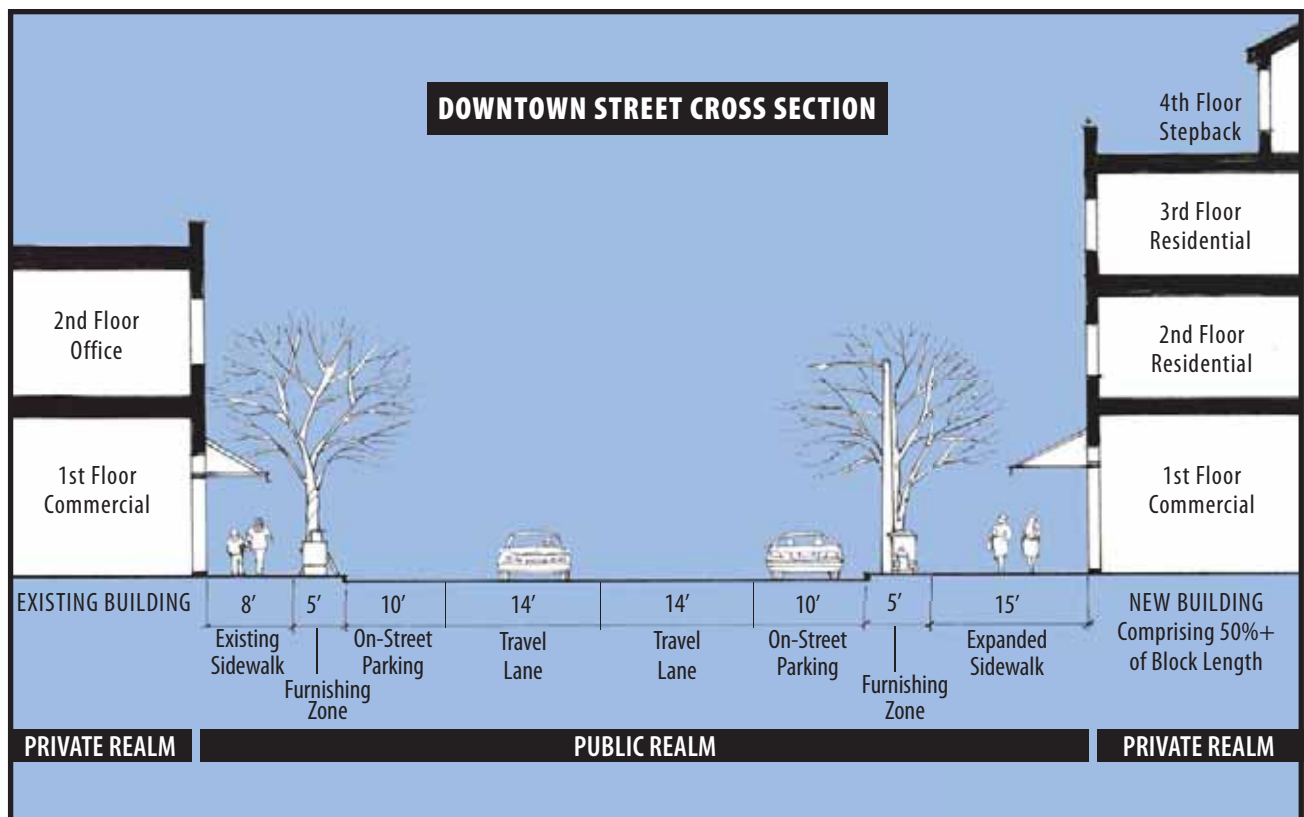
Downtown Knoxville is a unique and vibrant part of the City of Knoxville. The area included in the Downtown Design Guidelines Overlay contains parcels north of the Tennessee River, south of the Norfolk Southern railroad tracks (with an extension north to Magnolia Ave, one parcel deep, east and west of Gay Street), west of James White Parkway right-of-way, and east of the parcels on the west side of Henley Street. There are a diversity of architectural styles, street and block patterns, sidewalks, and open spaces. These guidelines are intended to allow flexibility while maintaining a level of investment from both public and private property owners that contributes to the overall success of downtown.

In developing the Guidelines and the Overlay, MPC Staff sought input through the Downtown Design Guidelines Steering Committee, area meetings, and web based review. The Steering Committee, formed by Mayor Haslam, was comprised of staff from the City Policy Development Department, City Council, MPC, Historic Zoning Commission, KCDC, UT's College of Architecture and Design, architects, landscape architects, and developers. The guidelines and overlay reflect extensive public input sought during ten Steering Committee meetings, five public meetings and multiple web postings and e-mails.

These design guidelines do not regulate how a designated property may be used; regulation of use is a function of the *Knoxville Zoning Ordinance*. These guidelines do provide recommendations on the 1) Public Realm – streets, sidewalks, and public open spaces; 2) Private Realm – buildings, structures, and private or quasi-public open spaces; and 3) Historic Resources – this includes districts and individual landmarks that are not otherwise governed by the H-1 Historic Overlay Zoning. Additionally, there is a section on three distinct districts within downtown, a section on the administration of the guidelines, and appendices.

When property owners plan to make an addition to the existing buildings, construct new buildings or demolish all or part of existing buildings, they must apply to the Downtown Knoxville Design Review Board for a Certificate of Appropriateness. No building permits can be issued for property in designated areas unless the application is accompanied by a Certificate of Appropriateness. To obtain a Certificate of Appropriateness, the property owner should first contact Review Board staff (City Policy Development or MPC). Staff will review the application and may issue a Certificate of Appropriateness, or may refer the application to the Downtown Knoxville Design Review Board. In the case of new construction of primary buildings or demolition of a building, the review of the Downtown Knoxville Design Review Board is required.

Downtown Knoxville DESIGN GUIDELINES



Prepared by the Knoxville/Knox County Metropolitan Planning Commission
for the City of Knoxville, Tennessee

January 2007

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Downtown Knoxville DESIGN GUIDELINES

Prepared by the Knoxville/Knox County Metropolitan Planning Commission
for the City of Knoxville, Tennessee

January 2007

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Introduction



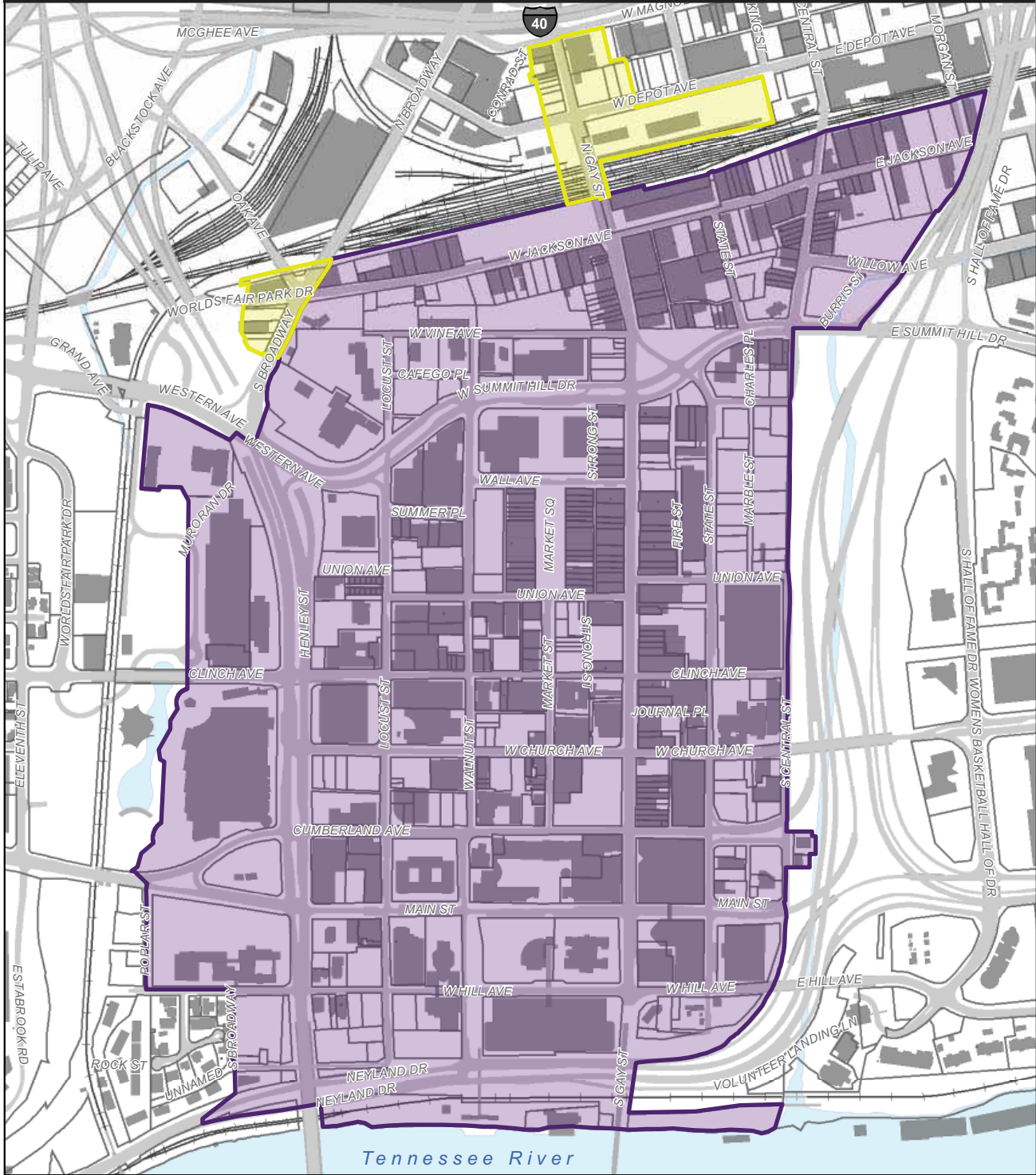
There have been several plans regarding the development of downtown Knoxville. The most recent *City of Knoxville Downtown Improvement Strategy* (March 2005) is a document that takes into account the work of Crandall Arambula and the Nine Counties One Vision Task Force. It includes an action plan that calls for the development of “downtown urban design guidelines” with the purpose that the establishment of design guidelines and streetscape improvement programs will enhance developer confidence and stimulate new investment.

In addition to the action plan, the Downtown Improvement Strategy created a civic vision: *“Downtown Knoxville . . . will be a vibrant, walkable place where people congregate to live, work, shop and play.”*

The goals of the Guidelines are to define expectations and allow flexibility, while fostering high-quality design. The Guidelines have been drafted to respect the existing downtown qualities, community desires and the need for reasonable provisions for both public and private improvements. In order to accomplish this, MPC has hosted several public meetings (see Appendix E).

The Guidelines are formatted into three sections: 1) General Principles relating to the Public Realm, the Private Realm and Historic Resources, 2) Specific Recommendations regarding Districts - the Grid district, the Boulevard district and the Warehouse district, and 3) Administration of the Guidelines.

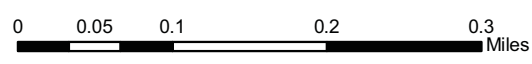
MAP 1: Proposed Boundary for the Downtown Design Review Zoning Overlay



LEGEND

- Proposed Zoning Overlay
- Possible Zoning Overlay Extension
- Buildings
- Parcels
- Railroad

1 inch = 650 feet



Section 1: General Principles



A. PUBLIC REALM AND PUBLIC BUILDINGS

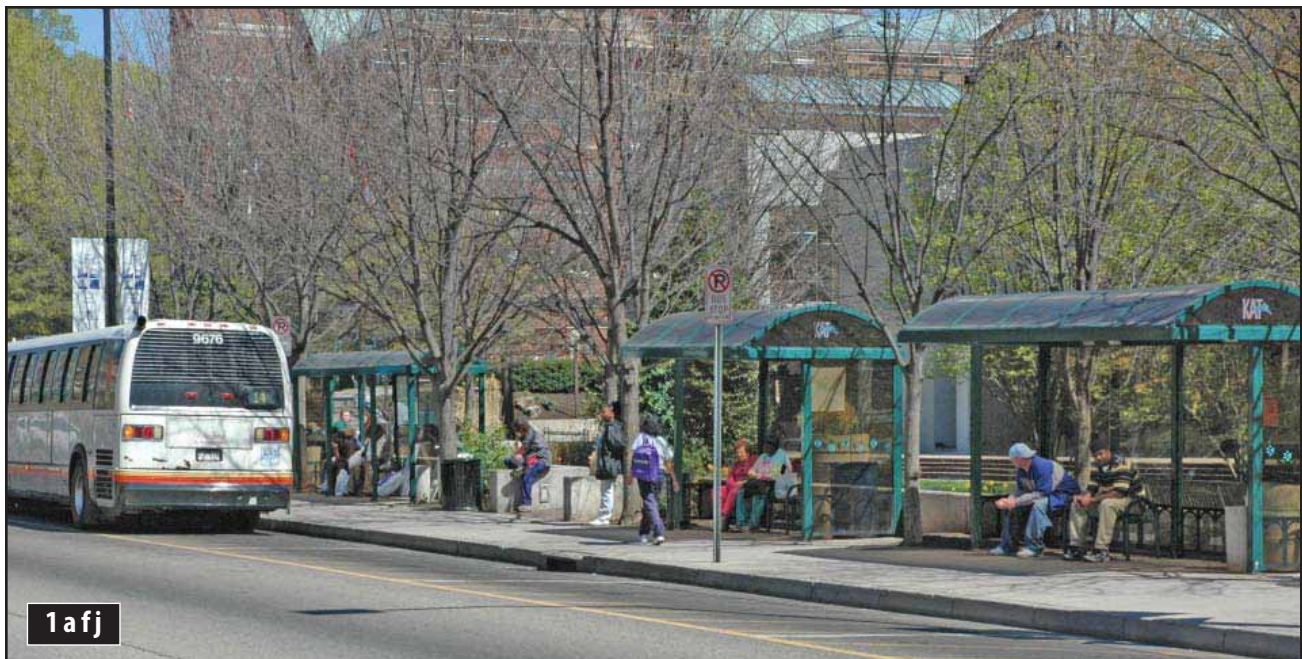
The public realm is composed of streets, sidewalks, and public open spaces. Public space is defined by development and supports a diversity of uses. It promotes transit use and pedestrian activity. It can be considered the “outdoor room” created by surrounding buildings.

Public buildings should also be designed in accordance with the guidelines of this document. The same principles regarding private development (see pages 9-18) should be applied to local, state and federal government building design.

A. PUBLIC REALM

1. PEDESTRIAN AND BICYCLIST SAFETY

Consider pedestrians first, then transit, then the automobile in designing and developing downtown places. Public utilities and streetscape amenities should be located to support safe, convenient, and unimpeded pedestrian flow. Due to the nature of the narrow downtown streets with low traffic speeds it is relatively safe to bike within the downtown area. However, bike lanes and greenways leading to downtown, and places to store bicycles once downtown should also be considered. For more information, please see the *Knoxville Regional Bicycle Plan* (2002).



GUIDELINES:

- 1a. Prioritize pedestrian safety and comfort through public amenities, such as pedestrian-scale lighting, benches, and trash receptacles.
- 1b. Require sidewalks and crosswalks that are accessible to all and are aesthetically pleasing.
- 1c. Create standards for sidewalks (including size and materials) that establish a sense of visual continuity.
- 1d. Widen sidewalks to accommodate street trees and amenities with a minimum 5-foot clear pedestrian passage.
- 1e. Establish a “furnishing zone” in which the sidewalk furniture creates a buffer for pedestrians from vehicular traffic.
- 1f. Adopt standards for types of sidewalk furniture, like benches, trash receptacles, newspaper stands, etc.
- 1g. Consolidate curb-cuts and locate driveways near mid-block, when necessary; alley access should be provided for service and parking, if feasible.
- 1h. Install and time traffic signals to maximize pedestrian safety and convenience.
- 1i. Provide safe bicycle connections to downtown and accommodate bicycle parking.
- 1j. Incorporate consistent, clearly marked bus and trolley stops and provide route schedules through signs or kiosks.
- 1k. Repair pavement surfaces (asphalt, brick, concrete, etc.) to original standards when underground utility or other repairs are necessary.



A. PUBLIC REALM

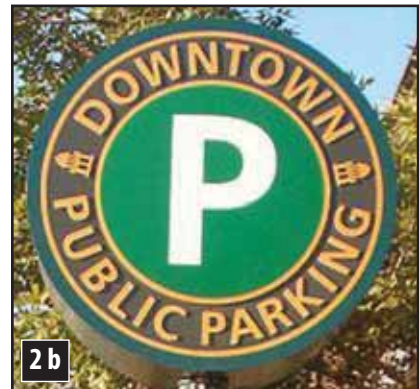
2. RESIDENT AND VISITOR ORIENTATION

People like to easily understand and remember the places they inhabit. Landmarks and views help residents and visitors orient themselves and find their destination. Additionally, signs, maps, and other way-finding tools are important.



GUIDELINES:

- 2a. Establish a comprehensive way-finding system for pedestrians.
- 2b. Create consistent parking signs and directional signs for both pedestrians and vehicular traffic.



A. PUBLIC REALM

3. PARKING FACILITIES

It is important to ensure that parking facilities (both public and private) are safe, accessible, and clearly marked. New parking facilities should be designed to be attractive, compatible additions to downtown. In general, new parking facilities should remain subordinate to the street scene.



GUIDELINES:

3a. Create parking garages that do not contain blank walls. Allow for future commercial uses that may not be feasible at the time of construction.

3b. Locate parking garages under structures, or provide for retail, residential or office uses that line the garage. Corner locations are preferable for commercial uses.

3c. Locate surface parking lots to the side or rear of buildings. No surface parking lots should be created in front of buildings.

3d. Screen surface lots, where they abut a public sidewalk, with decorative walls, fencing and landscaping.

3e. Distribute shade trees within surface lots at a ratio of 1 tree per 8 parking spaces. Trees may be planted in wells between spaces.

3f. Provide pedestrian-scale lighting (10-15 feet in height) that uniformly illuminates the lot.



A. PUBLIC REALM

4. DOWNTOWN BEAUTIFICATION

Beautifying downtown can occur through many different elements including architecture, landscape architecture, horticulture, art, and performing art. These elements provide expressions of local history and culture. They contribute to local identity and unique qualities of downtown. Public spaces should be designed to include art and beautification.



GUIDELINES:

- 4a. Foster downtown beautification with landscaping and plantings, public art, and public open space.
- 4b. Establish performance spaces for the arts including opportunities for artists to perform, display, or create work.
- 4c. Plant street trees where possible. Choose tree planting locations that will not significantly alter the setting of, or harm the materials of historic buildings.





B. PRIVATE REALM

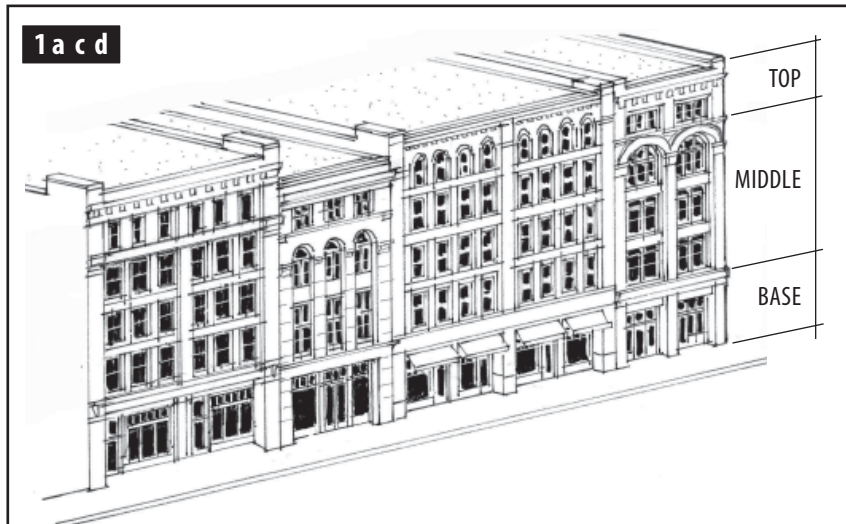
The private realm is composed of the buildings, structures, and private or quasi-public open spaces. The private realm is commonly defined by building envelopes. These guidelines are not intended to govern the use of the structures, but to foster complementary design between the public and the private realms.

Various architectural styles have contributed to the character of downtown development. The goal of these guidelines is to recognize potential for architectural diversity while adhering to the principles outlined in this section.

B. PRIVATE REALM

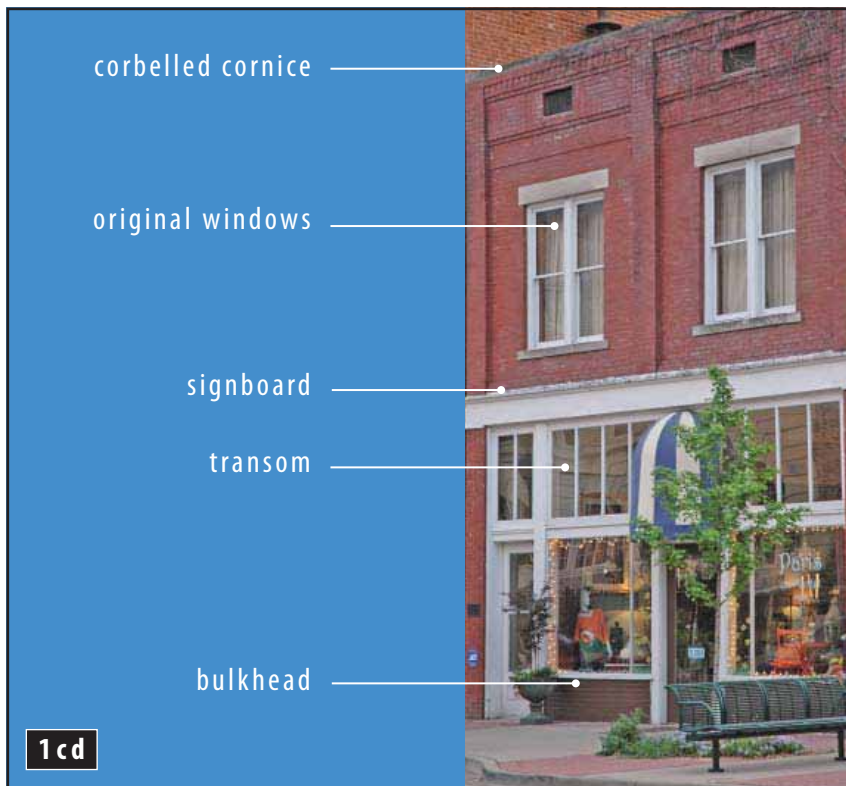
1. BUILDING MASS, SCALE AND FORM

Building form should be consistent with the character of downtown as an urban setting and should reinforce the pedestrian activity at the street level. Creating pedestrian-scale buildings, especially at street level, can reduce the perceived mass of buildings. Historically, building technology limited height and subsequently created pedestrian-scaled buildings typically less than 10 stories. Building technology no longer limits the height of buildings and there are no height limitations imposed by the zoning ordinance for downtown Knoxville. However, there is still a need for buildings that respond to pedestrians. The use of 'human-scale' design elements is necessary to accomplish this. Human-scale design elements are details and shapes that are sized to be proportional to the human body, such as, upper story setbacks, covered entries, and window size and placement.



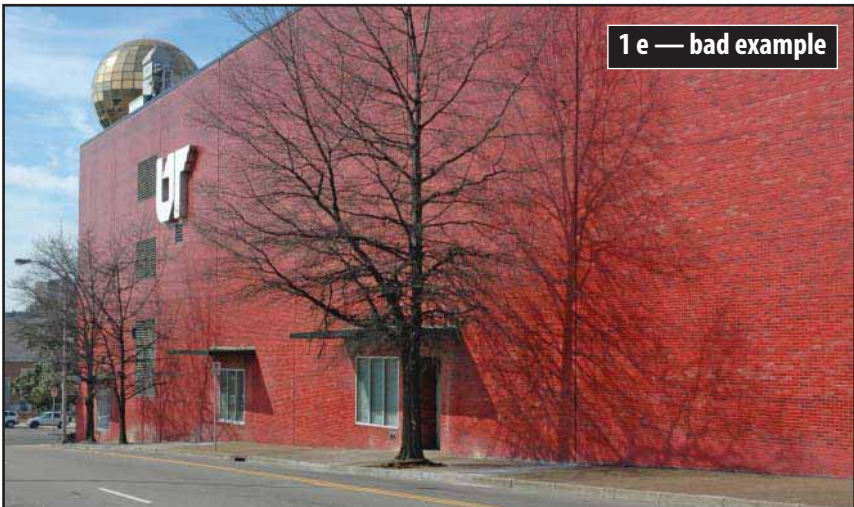
GUIDELINES:

- 1a. Maintain a pedestrian-scaled environment from block to block.
- 1b. Foster air circulation and sunlight penetration around new buildings. Buildings may be designed with open space, as allowed under existing C-2 zoning; or buildings may be 'stepped back' on upper floors with lower floors meeting the sidewalk edge (see Area Regulations of the C-2 Zoning District in Appendix B).
- 1c. Use building materials, cornice lines, signs, and awnings of a human scale in order to reduce the mass of buildings as experienced at the street level.
- 1d. Divide larger buildings into 'modules' that are similar in scale to traditional downtown buildings. Buildings should be designed with a recognizable base, middle, and top on all exposed elevations.
- 1e. Avoid blank walls along street-facing elevations.





1 b c



1 e — bad example

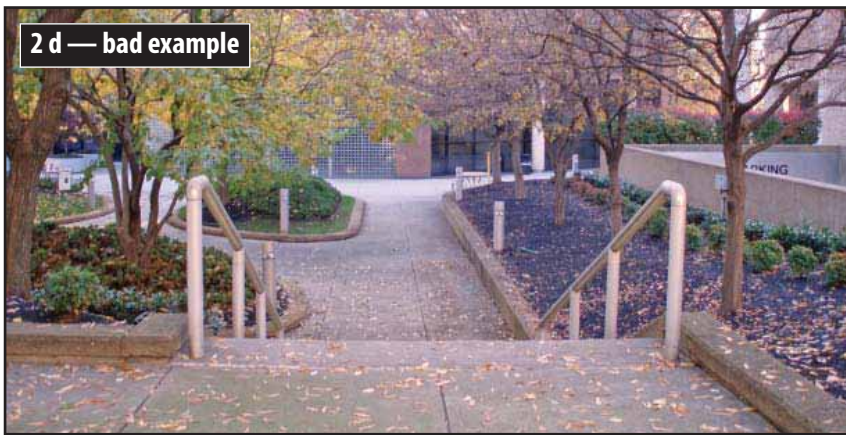


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B. PRIVATE REALM

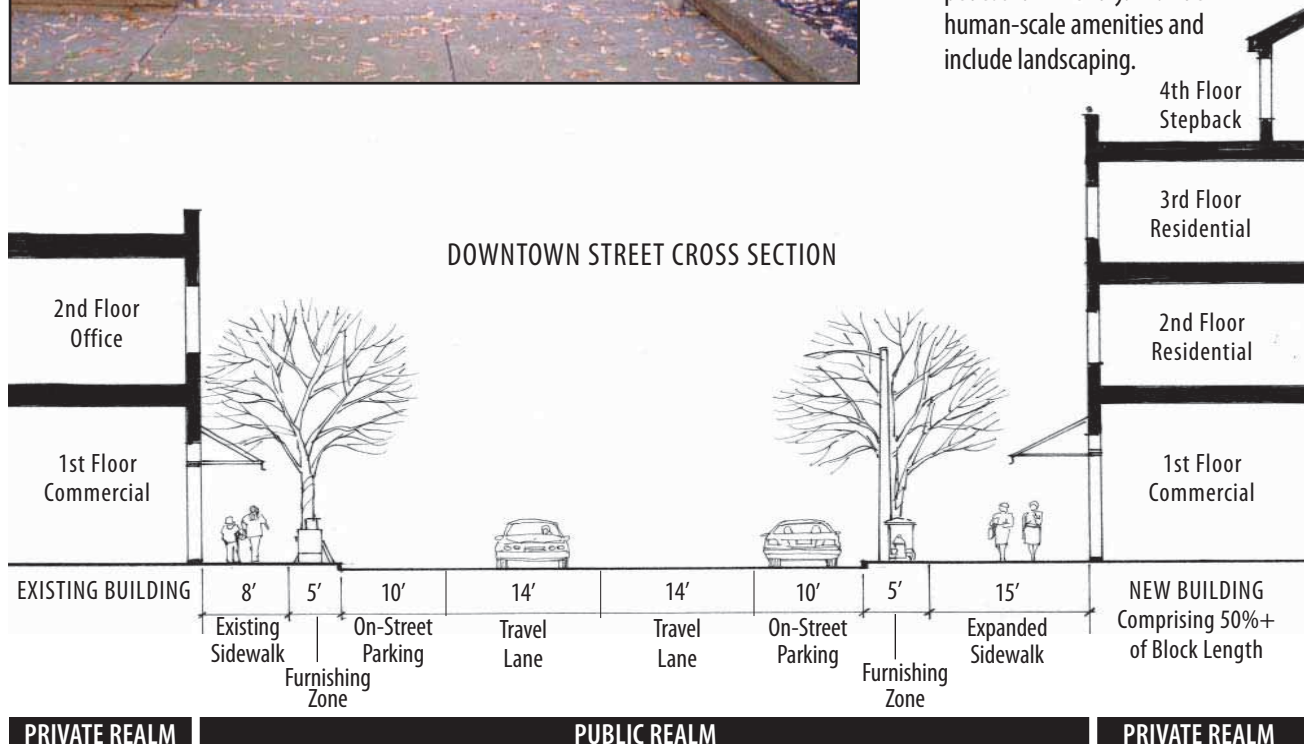
2. BUILDING LOCATION

It is important to establish a strong relationship among buildings, sidewalks, and streets. This is typically accomplished through consistent setbacks that locate buildings on the same line.



GUIDELINES:

- 2a. Set buildings back five feet in order to provide wider sidewalk space when new construction in non-historic areas is to be more than half the length of the block.
- 2b. Consider using landscape elements to define the sidewalk edge where a building is to be set back from the sidewalk.
- 2c. Maintain sight lines to historic buildings that were originally located in an open setting, providing setbacks for new buildings next to historic structures in order to preserve views.
- 2d. Limit grade separations above or below the sidewalk, generally no more than 3 feet. Allow for clear sightlines into and out of buildings and plazas.
- 2e. Design private plazas to be pedestrian-friendly. Provide human-scale amenities and include landscaping.



B. PRIVATE REALM

3. BUILDING MATERIALS

New building materials should relate to the scale, durability, color, and texture of the predominate building materials in the area.



GUIDELINES:

- 3a. Use complimentary materials and elements, especially next to historic buildings.
- 3b. Rehabilitate historic structures in accordance with the Secretary of Interior's Standards (see Appendix B).

B. PRIVATE REALM

4. ARCHITECTURAL CHARACTER

Buildings should be visually interesting to invite exploration by pedestrians. A building should express human scale through materials and forms that were seen traditionally. This is important because buildings are experienced at close proximity by the pedestrian.



GUIDELINES:

4a. Encourage first floor uses that draw walk-in traffic; businesses that do not require pedestrian traffic should be located on other floors.

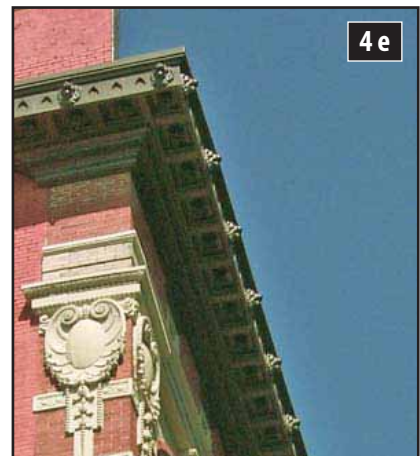
4b. Enhance pedestrian interest in commercial and office buildings by creating a largely transparent and consistent rhythm of entrances and windows.

4c. Scale first floor signs to pedestrians.

4d. Differentiate the architectural features of ground floors from upper floors with traditional considerations such as show-windows, transoms, friezes, and sign boards.

4e. Design top floors to enhance the skyline of the block through cornices and details that are harmonious with adjacent architecture.

4f. Encourage the use of 'green roofs' and other sustainable practices, while minimizing the visual impact from the street.



B. PRIVATE REALM

5. GROUND FLOOR DOORS AND WINDOWS

Entrances and ground floor windows should foster pedestrian comfort, safety and orientation. Not every building in downtown needs to have the same window or entry designs; however, repeating the pattern of historic openings helps to reinforce the character of downtown, differentiating it from suburban areas.



GUIDELINES:

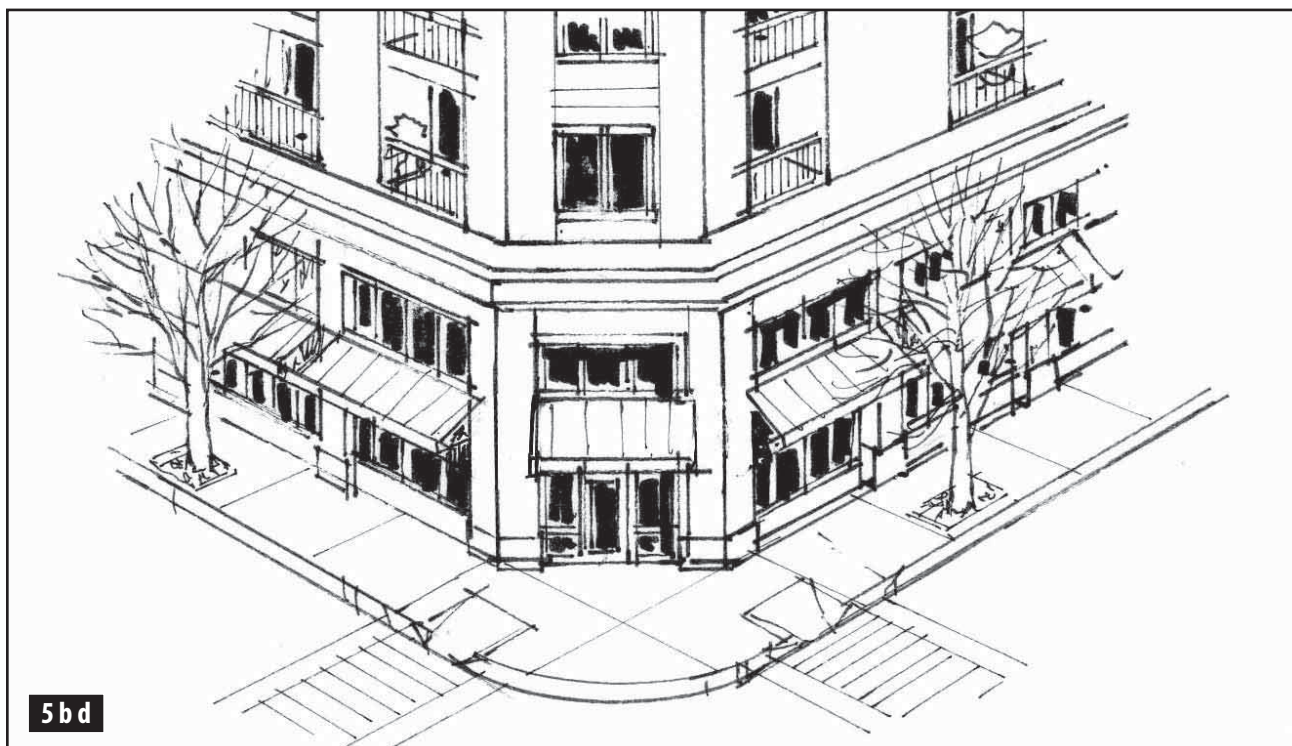
- 5a. Use consistent rhythm of openings, windows, doorways, and entries.
- 5b. Orient primary front entrances to the main street; secondary entrances should be clearly defined and oriented to streets or alleys, as appropriate.
- 5c. Design entrances according to the proportions of the building's height and width.
- 5d. Consider corner entrances at the ends of blocks.
- 5e. Require a transparency standard for windows at the pedestrian level (visible transmittal rating of 0.6 or higher).
- 5f. Recess ground floor window frames and doors from the exterior building face to provide depth to the facade.



continued . . .

B. PRIVATE REALM

5. GROUND FLOOR DOORS AND WINDOWS



B. PRIVATE REALM

6. RESIDENTIAL BUILDINGS

Solely residential buildings, such as townhouses and apartment buildings, are rare in downtown Knoxville. Privacy and safety are concerns with residential units that meet the sidewalk. Mixed use buildings, with apartments above shops or offices, can avoid these challenges and add to downtown vitality.



GUIDELINES:

- 6a. Elevate the first floor of townhouses and apartment buildings so that pedestrians cannot look directly into the residence from the sidewalk level.
- 6b. Design entrances to residential buildings so that access is separated from pedestrian flow on the sidewalk.
- 6c. Encourage the development of mixed-use buildings with apartments over lower story commercial uses.
- 6d. Provide yard space for apartment buildings in the Boulevard District.

B. PRIVATE REALM

7. MECHANICAL EQUIPMENT AND SERVICE UTILITIES

Utilities can include telephone and electrical lines, ventilation systems, gas meters, air conditioners, fire protection, telecommunication and alarm systems. Adequate space for these utilities should be planned in a project from the outset and they should be designed such that their visual and noise impacts are minimized.



GUIDELINES:

- 7a.** Minimize the visual impact of mechanical equipment through screens or recessed/low-profile equipment.
- 7b.** Do not locate units on a primary façade.
- 7c.** Screen rooftop vents, heating/cooling units and related utilities with parapet walls or other screens. Consider sound-buffering of the units as part of the design.
- 7d.** Locate utility connections and service boxes on secondary walls.
- 7e.** Reduce the visual impacts of trash storage and service areas by locating them at the rear of a building or off an alley, when possible.
- 7f.** Screen dumpsters from view.
- 7g.** Locate satellite dishes out of public view, where possible.
- 7h.** Allow solar panels and other technological advances on rooftops and other unobtrusive locations. Solar panels should not be considered on the elevations of historic buildings.

PLEASE NOTE:

Guidelines for signs that are appropriate for private or public development are outlined in Section 2: The Districts, see pages 31-38.

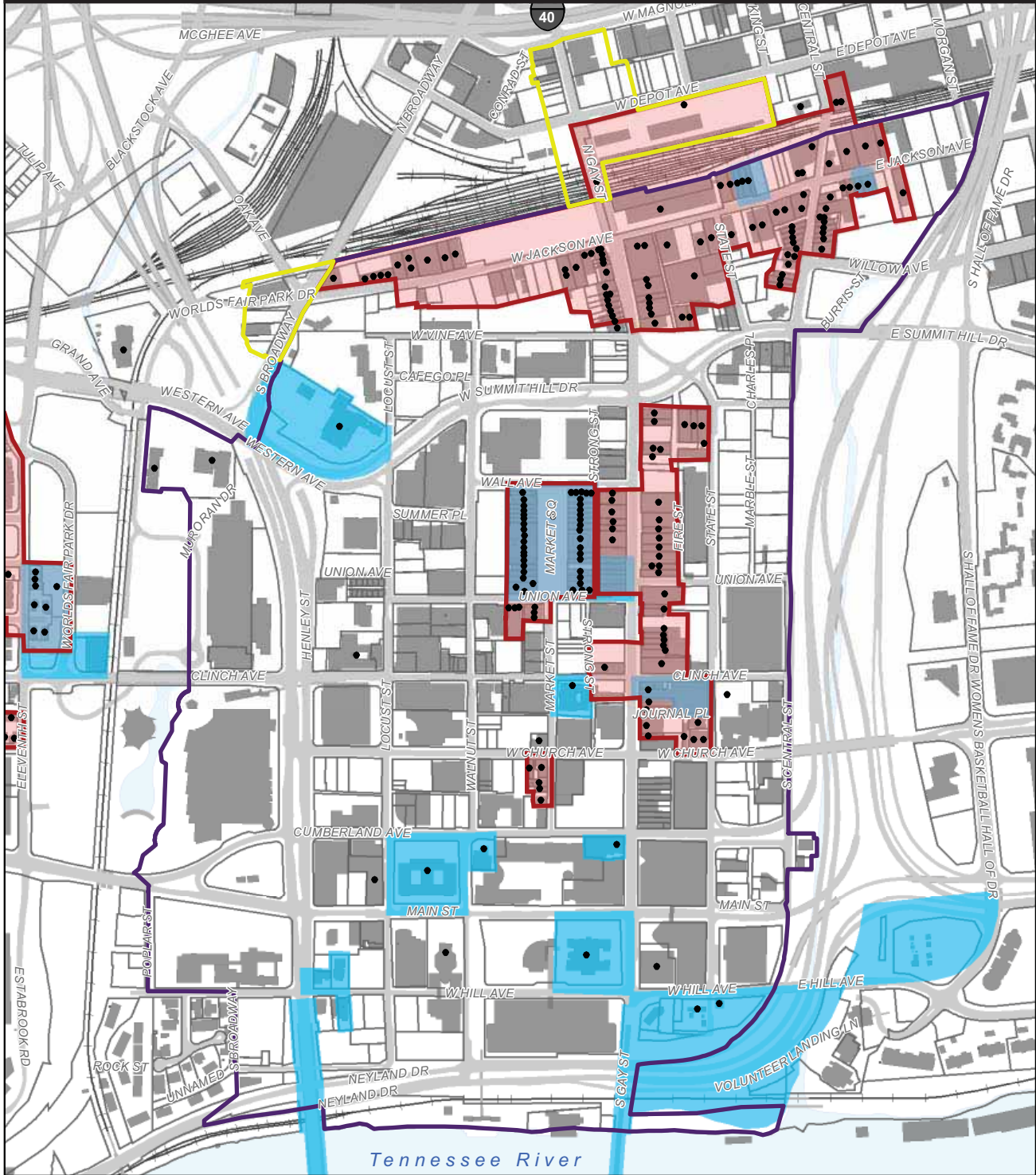


C. HISTORIC RESOURCES

Downtown contains four districts and several individual landmarks which are listed on the National Register of Historic Places. The buildings differ in ground-floor appearance and architectural details, reflecting their original materials, stylistic era and uses. The guidelines on the following pages apply to National Register properties and do not apply to locally-designated (H-1) historic resources, which are reviewed by the Historic Zoning Commission.

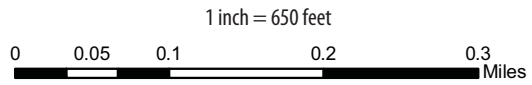
NOTE: Design guidelines for historic resources within downtown Knoxville are based on the Secretary of Interior's Standards for Rehabilitation which are listed in Appendix C, and on design principles that will safeguard the historic integrity of buildings. There are some basic questions to consider before pursuing exterior changes to a historic structure; those questions are addressed in Appendix D. Developers who wish to pursue Preservation Tax Incentives should consult with the appropriate state and federal officials regarding proposed designs.

MAP 2: Existing Historic Designations in the Proposed Downtown Design Review Overlay



LEGEND

- National Register - Historic Sites
- +— Railroad
- ▭ Proposed Zoning Overlay
- ▭ Buildings
- ▭ Possible Zoning Overlay Extension
- ▭ Parcels
- ▭ National Register - Historic Districts
- ▭ Historic Overlay (H-1) - Current Zoning



C. HISTORIC RESOURCES

1. ROOFLINES AND ADDITIONS

Alterations of the rooflines of historic buildings are not appropriate. A one-story rooftop addition, including railings, may be possible on taller buildings if it is inconspicuous from the public right-of-way. Additions should be set back from the primary elevation of the building, and should not damage character-defining features, including parapets and side walls. These walls are often topped by coping stones offering contrasting color or texture, or contain cornices, decorative grills, chimneys, corbelled brickwork and other architectural elements. Rooftop additions are almost never appropriate on buildings less than four stories in height.



GUIDELINES:

- 1a.** Preserve or restore historic roofline features, including parapet walls and cornices.
- 1b.** Design rooftop additions to be complimentary to the historic building in terms of materials and color.
- 1c.** Avoid construction that maintains only the historic facade.
- 1d.** Do not alter, obscure or destroy significant features of historic resources when constructing additions.
- 1e.** Design rooftop additions so that they are not seen from adjoining streets and sidewalks.

C. HISTORIC RESOURCES

2. STOREFRONTS

Throughout downtown, historic buildings present a front elevation with an individual façade that is usually 25-35 feet wide. The storefronts are divided horizontally into three sections: bulkheads, solid or opaque, usually 18-24 inches tall; a plate glass storefront window 6-8 feet tall; and above it, a clear or patterned glass transom.



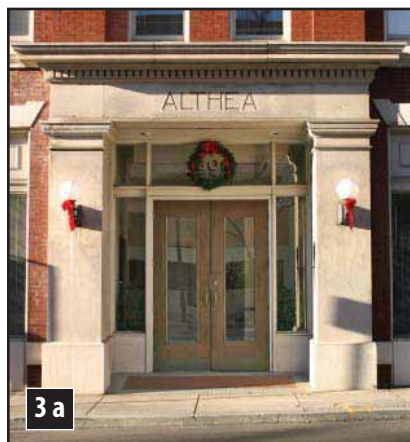
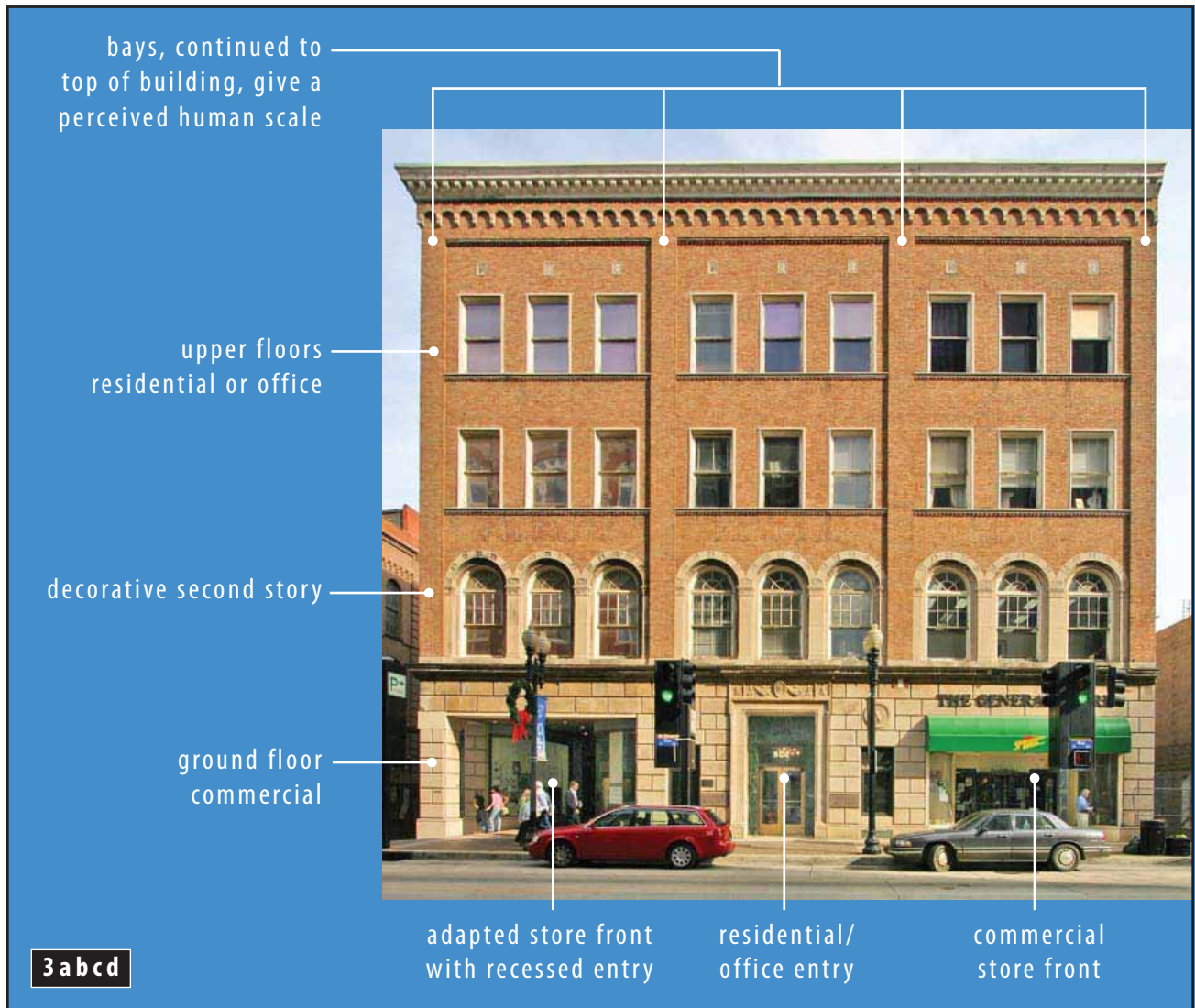
GUIDELINES:

- 2a. Restore and maintain storefronts as they were originally.
- 2a. Along Jackson Avenue, retain industrial loading dock or garage doors (usually 10-12 feet wide and constructed of metal); these features may be incorporated in new construction (for example, where a loading dock or parking entrance is needed).

C. HISTORIC RESOURCES

3. ENTRANCES

Formal entrances to front facades should be retained. This includes entrances that are located above street level and accessed by exterior stairs. Altering or removing the main entrance to grant street-level access is not appropriate.



GUIDELINES:

- 3a. Establish recessed entries, either rectangular or with slightly canted sides, which are appropriate in storefronts.
- 3b. Allow for multiple entries on the first floor of the building, giving access to commercial space that may be divided into bays.
- 3c. Provide access to upper stories through additional entries.
- 3d. Maintain original height and materials for doors that are consistent with the use of the building, such as residential, commercial, or banking purposes.

C. HISTORIC RESOURCES

4. WINDOWS

Appropriate window appearance is significant in finishing a rehabilitation project. From a preservation standpoint, the first and best answer when determining a treatment for windows is to repair rather than replace them. If that is not possible, replacing only deteriorated portions is the next best alternative to total replacement. It is possible to replace window sills, rebuild all or parts of window sashes, and replace window glass, making original windows energy efficient and functional.



GUIDELINES:

- 4a. Repair rather than replace historic windows.
- 4b. Replace windows if repairs are not possible with matching windows, including duplicating design, operation, material, glass size, muntin arrangements, profiles, and trim.
- 4c. Insert windows with the same pane configuration, materials and size as other buildings of the same general construction date, if no original windows are present.
- 4d. Maintain the relationship of solids to voids with new construction that is similar to other buildings in the district, including the typical width, height, spacing, and horizontal alignment of windows.

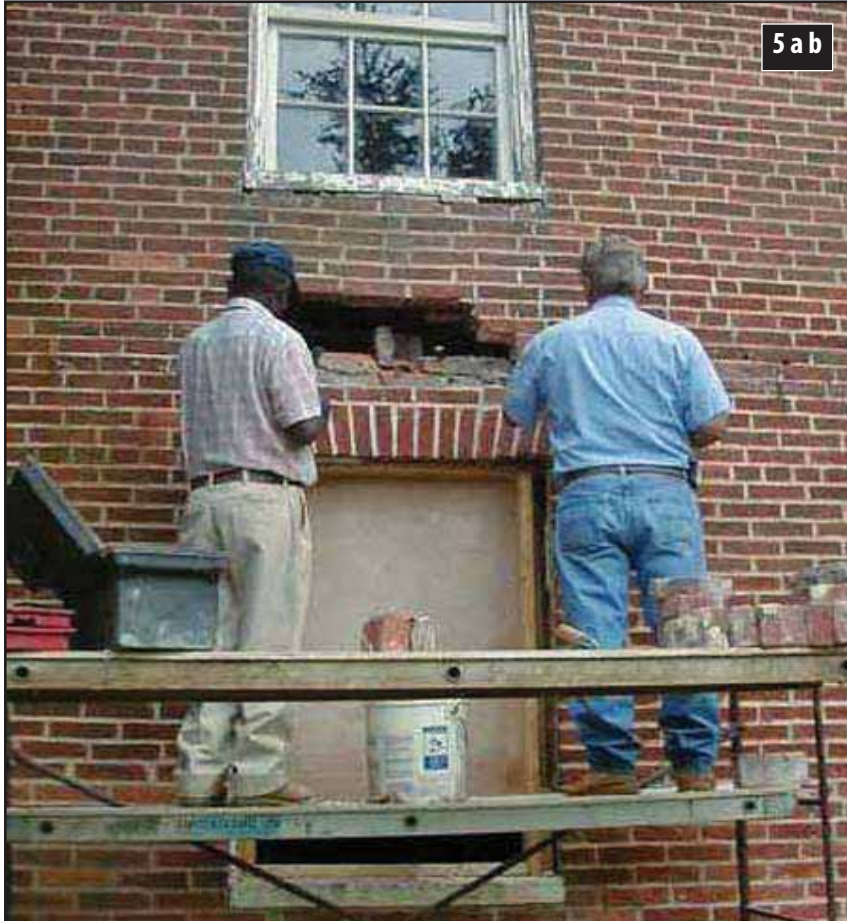
C. HISTORIC RESOURCES

5. MASONRY

Masonry features should be retained and repaired; materials, including mortar, should match the original mortar in color and composition. Mortar joints should be sized and struck to match the original. Belt courses, string courses, dripstones, quoins and contrasting brick and stone are common. These features should be preserved and repaired if necessary, and should be introduced on infill buildings.

GUIDELINES:

- 5a. Repair masonry with stone or brick and mortar that match the original.
- 5b. Do not paint masonry that has never been painted.



6. SANDBLASTING

The use of sandblasting, water blasting, or other abrasive or corrosive methods to clean buildings destroys materials by eroding their hard exterior surfaces, exposing the softer interiors, which are then subject to accelerated deterioration.

GUIDELINE:

- 6a. Do not sandblast, water blast, or use other abrasive or corrosive methods to clean or restore historic structures.

C. HISTORIC RESOURCES

7. RECOMMENDED SIGNS

Commercial establishments need to advertise. However, advertising signs should be effective and appropriate to historic areas without contributing to visual clutter. Primary concerns are a sign's location, size, material, and illumination.



GUIDELINES:

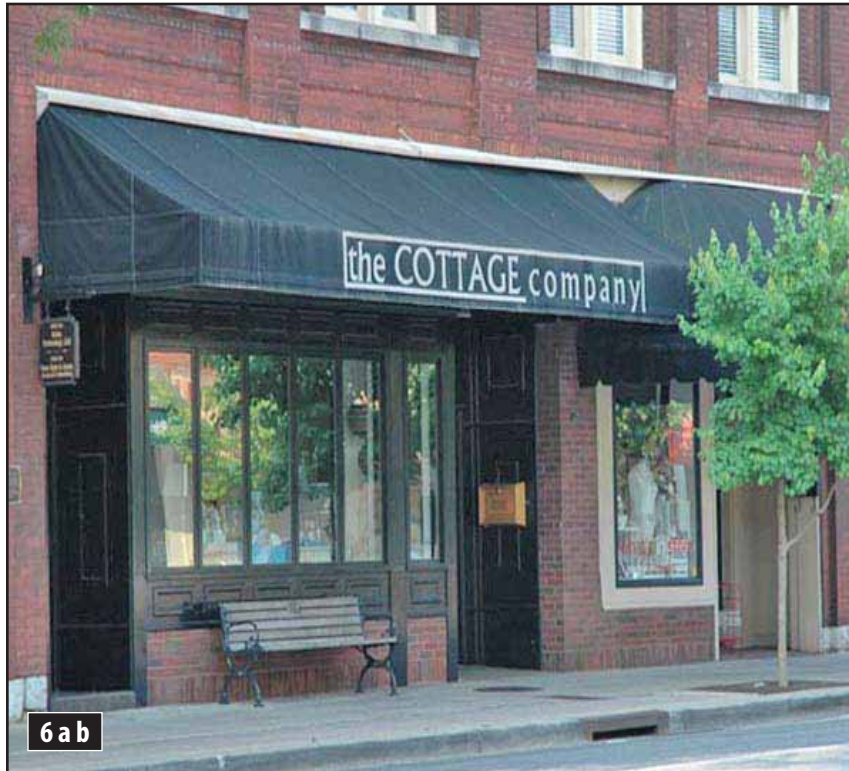
- 7a. Locate signs above storefront windows, below second-story windows on the sign board, or on the storefront windows themselves (30% is maximum coverage), or off the front of the building as a hanging sign (6 square feet is maximum size).
- 7b. Create signs that are proportional to the building where they are located.
- 7c. Do not light signs internally.
- 7d. Allow painted signs on building walls in the warehouse area along Jackson Avenue, and in some other locations along Gay Street.
- 7e. Preserve signs that are historic elements of buildings.



C. HISTORIC RESOURCES

8. AWNINGS

Awnings are allowed on historic buildings when they are appropriate to the building and are designed with traditional shapes, forms, and materials. If awnings are used, their overall size, shape, and projection from the building must be in proper proportion and scale to the building and contained within the window or door they shelter, and not cover adjacent wall surfaces. Canvas is usually the appropriate material for awnings.



GUIDELINES:

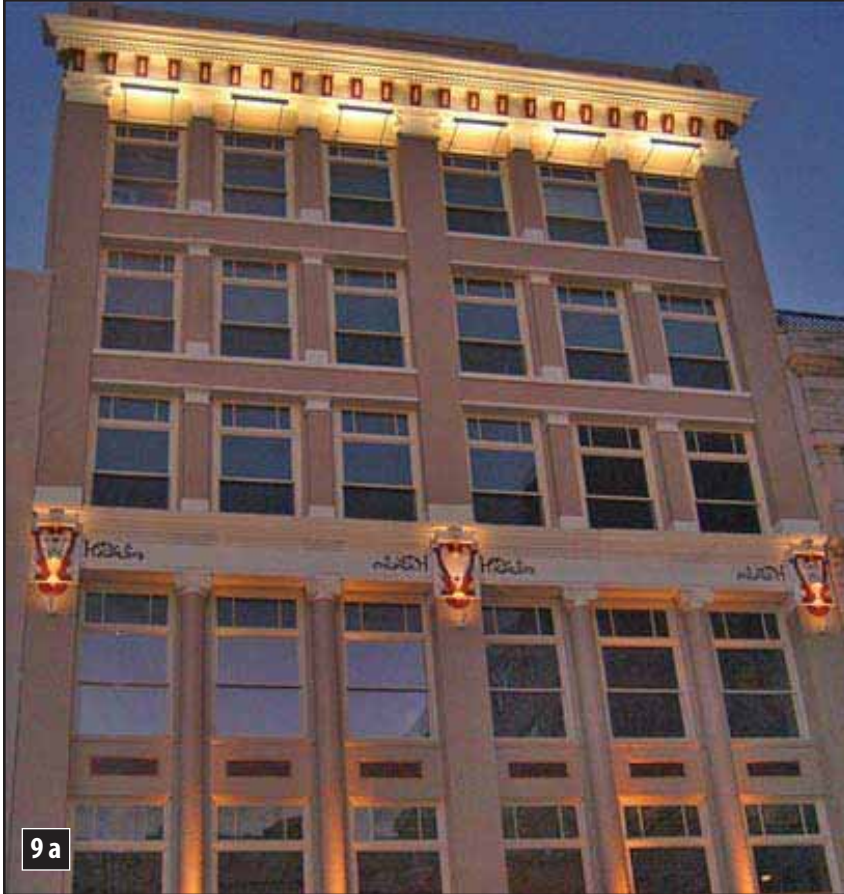
- 8a. Allow awnings in traditional shapes and materials.
- 8b. Contain signs or advertising only within the valence of the awning.



C. HISTORIC RESOURCES

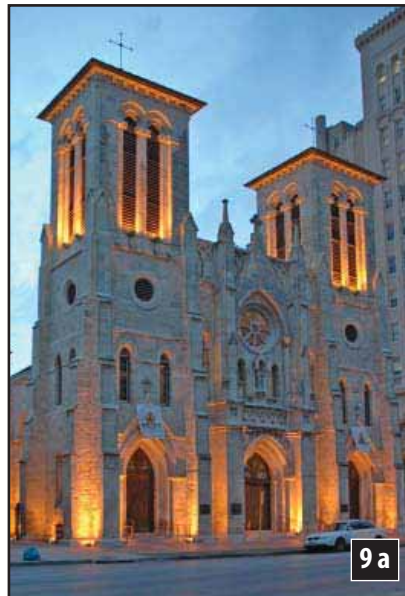
9. LIGHTING

Storefront windows may be lit with interior fixtures, entrances may be lit with overhead fixtures, and gooseneck fixtures can be used to highlight signs. Illumination may also be used to wash the building in light, emphasizing its distinctive architectural finishes.



GUIDELINE:

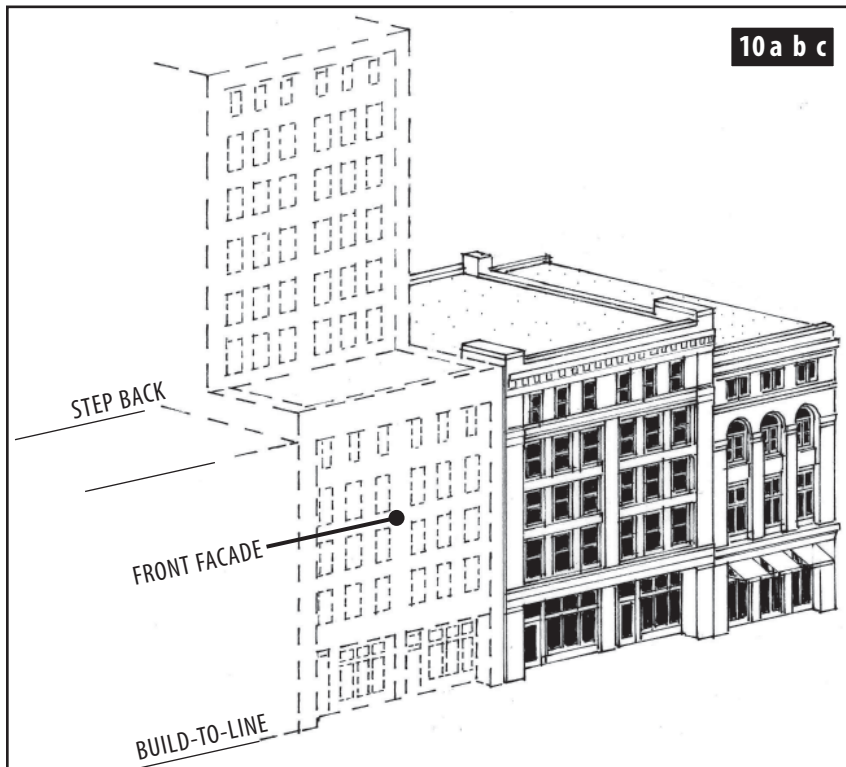
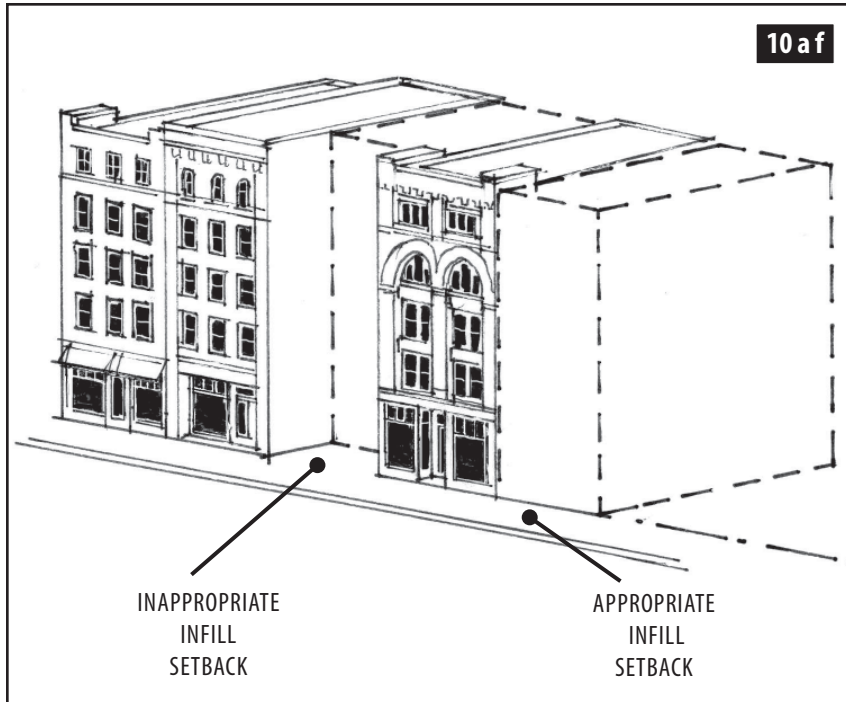
- 9a. Use indirect lighting of the building façade where appropriate.



C. HISTORIC RESOURCES

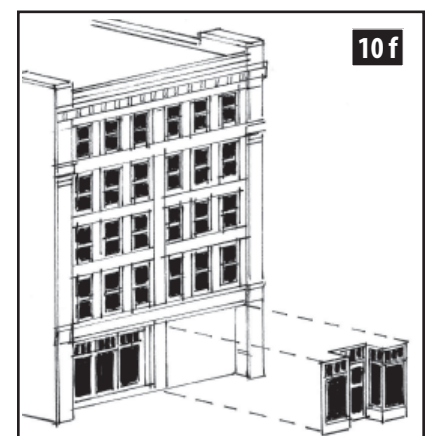
10. NEW CONSTRUCTION WITHIN OR ADJACENT TO AN HISTORIC DISTRICT OR BUILDING

Infill construction should be designed to reflect architectural and historic qualities. Designs should not duplicate current buildings. Issues of concern will be the siting, size, shape, proportion, materials, and the relationship of all of those to the prevalent character of the historic district.



GUIDELINES:

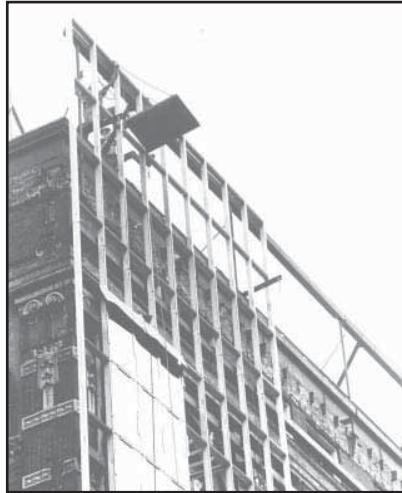
- 10a. Maintain the setback of adjacent historic buildings. The height of the lower stories should be similar to adjacent historic buildings. Upper floors may be 'stepped back' behind the front facade.
- 10b. Duplicate the horizontal floor divisions of existing buildings.
- 10c. Design windows to be of similar proportions to the adjacent historic building windows.
- 10d. Use ornamental stone, brick work, and trim appropriate to the style of the infill building.
- 10e. Recognize the belt courses, strong courses, cornices, and other elements of adjacent buildings.
- 10f. Incorporate storefronts that complement the openness, bulkheads, and transoms of historic buildings.



C. HISTORIC RESOURCES

11. INAPPROPRIATE PRIOR CHANGES

Buildings may have been altered over time; some of those alterations may be inappropriate. In planning exterior rehabilitation, inappropriate changes should be reversed.



GUIDELINE:

- 11a.** During rehabilitation of historic buildings, restore components to the original or an approximate design.



12. NON-CONTRIBUTING BUILDINGS

The purpose of creating historic districts is to protect historic building stock and to encourage maintenance, repair and restoration. There may be very rare situations where demolition is acceptable if a building does not contribute to the architectural significance of the district, or may be damaged or altered beyond any reasonable means of restoration or repair.

GUIDELINE:

- 12a.** Allow demolition of existing buildings or additions that do not contribute to the district, evaluating on a case-by-case basis.



A. THE BOULEVARD DISTRICT

There are four areas within the Boulevard District, the development surrounding Summit Hill Drive, Henley Street, Main Street and Neyland Drive. Its character can be attributed to two basic design features:

- Automobile-oriented thoroughfare designs with Summit Hill and Henley being traditional boulevards with medians and street trees; and Main Street and Neyland operating as wide conduits through the southern portion of downtown.
- Newer buildings that were generally developed with yard or other substantial open space beyond the street travel lanes. In the case of Main Street, a kind of 'outdoor room' was fashioned and is framed by Bank of America, the First Baptist Church and City-County Buildings on the south side with the Post Office Building and the Howard Baker Jr. Federal Courthouse on the north side.

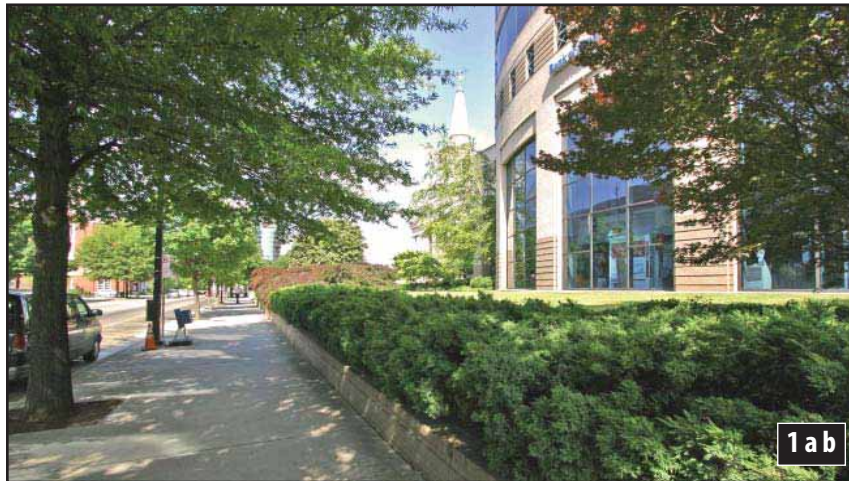
The open landscape—the 'street yards'—was repeated with lawns, plazas, and variable setbacks as buildings were created. Most of the investment in these areas is relatively new and not likely to appreciably change. Consequently, the design characteristics set a tone for the following guidelines.



A. THE BOULEVARD DISTRICT

1. YARDS/SETBACKS

Create yards that compliment the green space of adjacent buildings.



GUIDELINES:

- 1a. Separate new buildings from the sidewalk with lawn or other landscaped area.
- 1b. Plant native or naturalized trees and other landscape materials in the open spaces.
- 1c. Compliment the architecture and landscaping of adjoining property.
- 1d. Allow for plazas or similar quasi-public spaces in a portion of these private open spaces.

2. BUILDING CONSIDERATIONS

Enhance the architectural harmony of all buildings along the street.



GUIDELINES:

- 2a. Design building entrances to be clearly oriented to the street.
- 2b. Encourage building forms that are complimentary to the mass of adjacent buildings.
- 2c. Design building elevations to compliment the buildings along the side or back streets when buildings are to face more than one street.
- 2d. Screen service facilities or incorporate them into the design of new buildings so that they are not obtrusive.

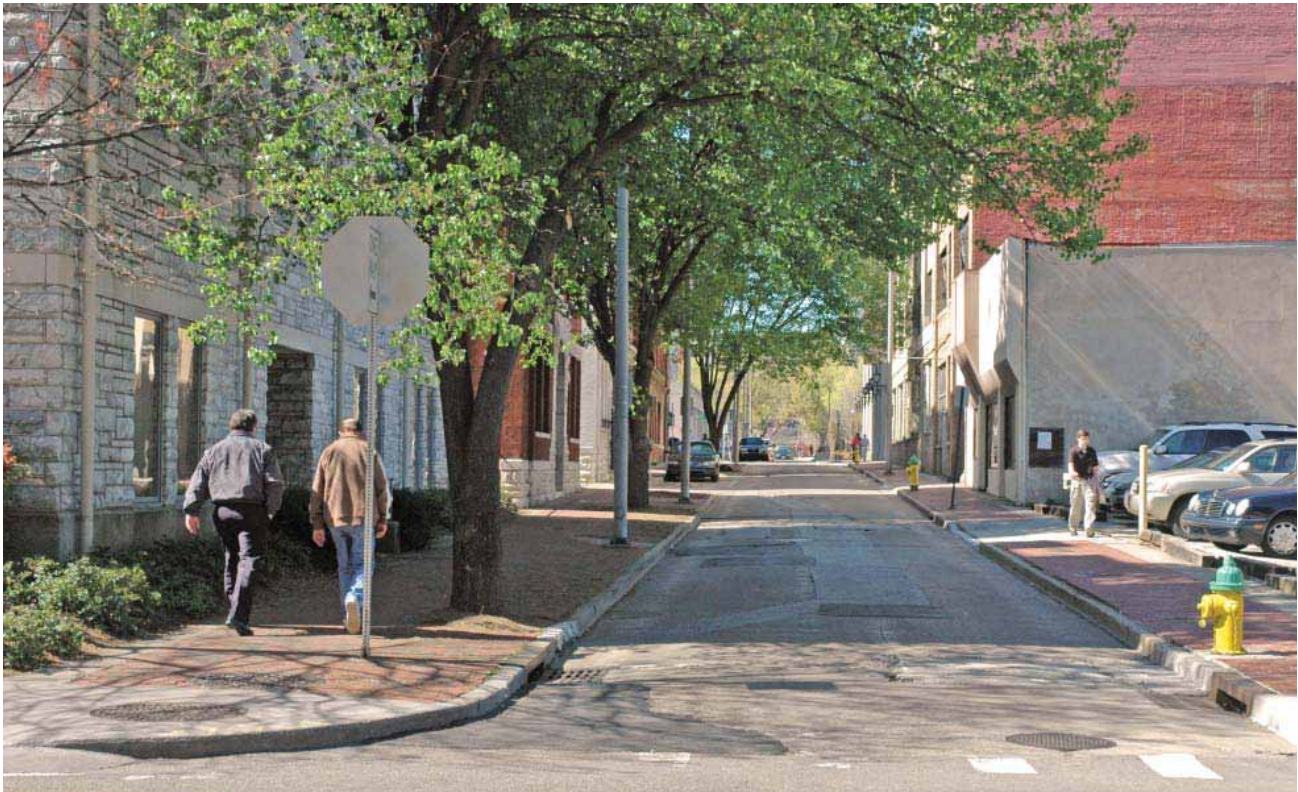
3. RECOMMENDED SIGNS

Signs within downtown Knoxville are regulated by Article 5 Section 10 of the *Zoning Ordinance for Knoxville, Tennessee* available at MPC. These guidelines for the boulevard district recognize that certain types of signs are more appropriate to specific areas and should be encouraged within these areas.



GUIDELINES:

- 3a. Wall signs, mounted flush to the building facade or on the building's sign board
- 3b. Monument signs



B. THE TRADITIONAL GRID DISTRICT

The Traditional Grid District is formed from the historic Plan of the City of Knoxville. The block pattern was established in part due to the location of the City within the confines of First and Second Creeks and the Holston River, later known as the Tennessee River. These blocks were typically about 300 feet by 300 feet. This area has predominately retained this typical block size. Another pertinent consideration of this grid pattern is the narrowness of the street rights-of-way. This reduced width tends to affect the public realm by minimizing the widths of sidewalks in order to maintain building fronts and travel lane widths. However, the small block size and narrow streets that calm traffic are also what makes downtown Knoxville feel so walkable to pedestrians.

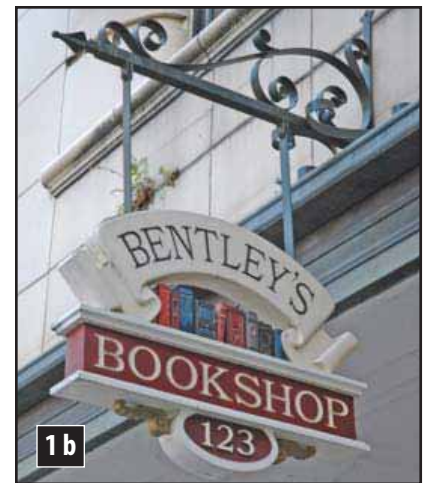
B. THE TRADITIONAL GRID DISTRICT

1. RECOMMENDED SIGNS

These recommendations for signs in the traditional grid district recognize that certain types of signs are more pedestrian-friendly and should be encouraged within the grid district.

GUIDELINES:

- 1a. Wall signs on sign boards that are above a transom or first story and mounted flush to the building façade
- 1b. Shingle or hanging signs of modest size, not over six (6) square feet
- 1c. Window signs, less than 30 percent coverage, including neon signs
- 1d. Building name sign and/or building directory





C. THE WAREHOUSE DISTRICT

The area of Downtown Knoxville thought of as the Warehouse District is composed of three distinct parts, all of which are historically significant. Geographically, it is situated along Jackson Avenue from the intersection with Broadway to approximately 1½ blocks east of Central Street and includes properties on Central Street beginning at Summit Hill Drive and extending north to Depot Avenue. There are three areas with different architectural character in this district; each is eligible to be considered for a local historic zoning overlay. The district has been designated as a Redevelopment Area by the City of Knoxville. The guidelines of this publication should be used in rehabilitation and redevelopment projects within the area, particularly when public funds are utilized.

The following are general considerations for the overall Warehouse District. Specific guidelines should be drafted for each of these areas based on the Secretary of Interiors Standards, listed in Appendix C.

● **Jackson Avenue area, from Broadway to Gay Street:**

This area has a number of vacant parcels, along with several mid-rise brick warehouse buildings. One of the architectural characteristics of this area is that, mixed with the storefront designs of the ground floor are some loading docks that could, with interpretation in new construction, serve as entrances to garage parking without harming the architectural character of the street. Buildings that once formed the parallel building lines fronting W. Jackson Avenue were developed with individually designed facades in 35-foot-wide buildings which retain individual design characteristics on many storefronts.



● **Jackson Avenue area from Gay Street east to Hall of Fame Drive:** This area is composed of masonry buildings ranging in height from one to five stories, with varying street frontages, giving a physical manifestation of the warehousing character that developed in this section of Knoxville. There are a number of vacant parcels in this section, as well, and redevelopment should recognize the masonry, storefront windows, and varying setbacks and ages of construction that make the area unique.



● **Central Street, from Depot Avenue south to Summit Hill Drive:** The Central Street section is composed of one- to two-story buildings that are unremarkable as individual buildings, but draw significance as a collection of commercial buildings that supported warehouse employees and visitors that arrived on the railroad. In the rehabilitation that occurred in the 1980s, details were added that are inappropriate (for instance, wrought iron balconies). Re-creation of the authentic architecture of such buildings is preferred and additional inappropriate details should be avoided. New construction in this area should focus on the storefront designs, masonry, window sizes, setbacks and massing that complement the historic buildings.

C. THE WAREHOUSE DISTRICT

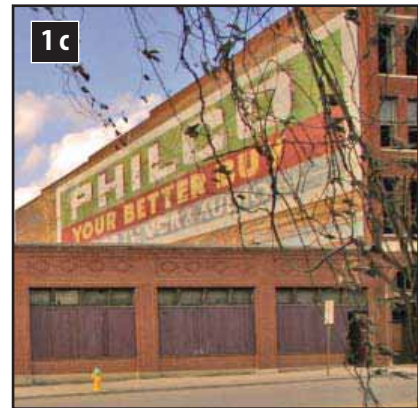
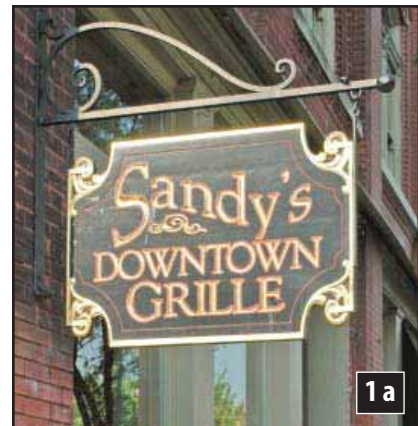
1. RECOMMENDED SIGNS

The entire Warehouse district is already listed on the National Register of Historic Places and these buildings are also eligible for local overlays. Signs should therefore be governed by historic standards. These recommendations recognize that certain types of signs are dominant in the Warehouse District and should be encouraged in the future.



GUIDELINES:

- 1a. Shingle or hanging signs of modest size, not over six (6) square feet
- 1b. Wall signs on sign boards mounted flush to the building facade
- 1c. Painted wall signs
- 1d. Painted or new window signs, less than 30 percent coverage, including neon signs
- 1e. Building name sign and/or building directory



Section 3:

Administration of the Guidelines



A. Downtown Design Review Board and Zoning Overlay

The guidelines contained in this document are to be administered by a Downtown Design Review Board. The board, created through the Downtown Design Review Overlay District Ordinance (see Appendix A), has the following duties:

- Review/recommend approval for all City projects (streets, sidewalks, landscaping, parks, public facilities and public way-finding) within the boundary of the overlay. Encourage other governments (e.g., State and Federal agencies) to participate in creating positive design improvements Downtown.
- Review and approve private development plans, based upon adopted design guidelines
- Advise the mayor, council, Metropolitan Planning Commission and Historic Zoning Commission on means to improve downtown design and programs to foster beautification, safety and related public purposes.

B. Objectives of the Overlay and the Review Board's Mission

- Foster street level development that is a pedestrian-friendly environment.
 - Provide quality public spaces such as streets, sidewalks, parks and squares that are safe and beautiful.
 - Create harmony in architectural and landscape architectural elements that provide beauty, commerce and vitality along sidewalks.
 - Protect investments of owners who renovate or construct new buildings.
 - Foster new development that complements adjacent historic resources.
 - Provide for the development of areas of special character, like the Warehouse District along Jackson Avenue.

C. Underlying Zoning and the Relationship to Existing or Future H-1 Overlay Districts

The overlay does not regulate land use. Property in the overlay may be used for the purpose permitted by the base zoning (such as C-2 and O-2 zoning). Activities that add to sidewalk-level vitality would be encouraged.

Existing Historic Zoning Overlay (H-1) Districts would be excluded from the Downtown Overlay. Separate guidelines and overlays would apply to future H-1 overlays; the Historic Zoning Commission would review demolition, rehabilitation and development plans within H-1 districts.

D. Administrative Procedures

Developers of major downtown projects (new construction, changes to a building façade that faces a street, and parking facility development or redevelopment) are required to obtain a *Certificate of Appropriateness* from the Review Board before a building permit is issued. Exemptions from the Board's review include ordinary repairs, interior alterations that do not cover windows, temporary signs or structures and emergency safety repairs. The Executive Director of MPC or his/her designee may approve signs, replacement of windows and other minor modifications that conform to the guidelines.

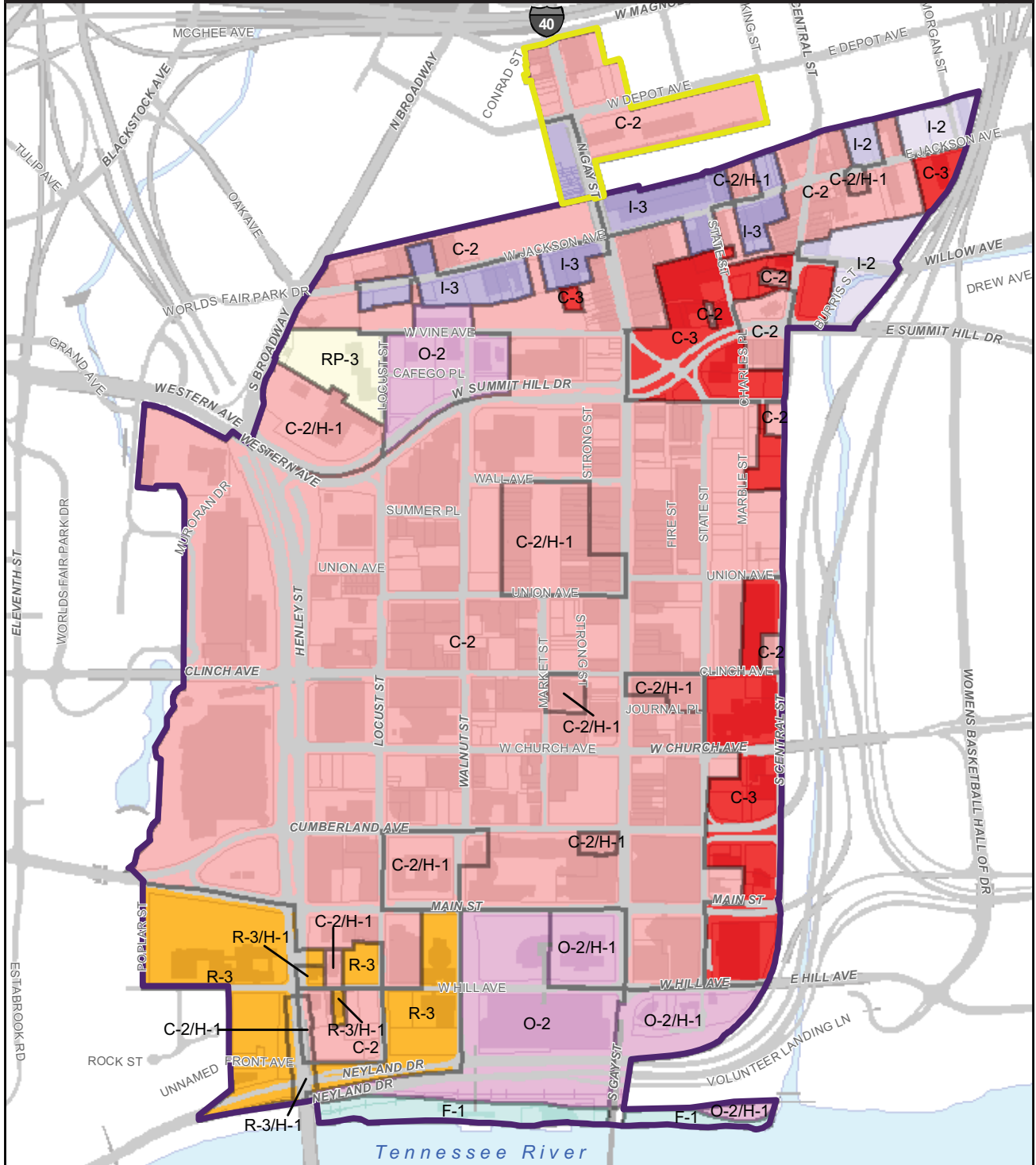
Procedures For Major Project Approval:

- The developer should meet with staff (MPC and City's Policy Development Directors) to discuss the proposed development and the implications of the design guidelines. Preliminary drawings or sketches, or renderings or photographs of similar projects are appropriate at this stage.
- To initiate the Board's review, an application for a Certificate of Appropriateness must be filed with the Metropolitan Planning Commission, including a site plan, building elevations and a written description, noting the intended ground level uses.
- The Review Board has 30 days following the submittal of a complete application to grant a Certificate of Appropriateness with or without conditions or deny the Certificate. Appeals are made to the Metropolitan Planning Commission.

E. Adoption and Amendment Processes

The Downtown Design Review Zoning Overlay Ordinance text, zoning map (depicting the overlay area) and Downtown Design Guidelines, and subsequent changes to those items, must be submitted to both MPC and City Council for adoption.

MAP 4: Current Zoning for the Downtown Design Review Proposed Boundary

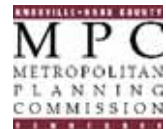


LEGEND

- Proposed Zoning Overlay
- Possible Zoning Overlay Extension
- Current Zoning Boundaries
- Current Zoning**
- Floodway
- Office
- Commercial
- Central Business District
- Light Industrial
- Industrial
- Planned Residential
- Multifamily Residential



1 inch = 650 feet



Appendix A

The Draft Ordinance

Section 26

D-1 Downtown Design Review Overlay District

A. GENERAL DESCRIPTION

This overlay district is intended to foster attractive and harmonious development and rehabilitation in Downtown Knoxville that reflects the goals of adopted plans, and the principles of the Downtown Design Guidelines that are to be adopted when the zoning map is amended to create this district. Additionally, a Downtown Design Review Board will be established to review and approve the plans for public and private improvements in the district. Pursuant to procedures and conditions provided in this chapter, the Design Review Board shall work to realize the following objectives:

1. Promote downtown as a place for a viable mix of commercial, office, civic and residential uses, including street level development that creates a pedestrian-friendly environment.
2. Create quality publicly-oriented spaces, including streets, pedestrian ways, parks and squares that are safe and beautiful.
3. Create harmony in architectural and landscape architectural elements to provide a pleasing environment and continuous commerce and interest along sidewalks.
4. Create efficient processes for the review and approval of downtown projects.
5. Establish a means for design review for public improvements and building development and renovation to protect overall downtown investments.
6. Foster new development that complements adjacent historic resources.
7. Provide for the development of areas of special character, including the older grid street district (including such streets as Gay and Market streets and Clinch and Cumberland avenues), the Warehouse District (the Jackson-Central vicinity) and areas that are characterized by boulevard-like streets (such as sites along Summit Hill Drive and Henley Street).

B. PERMITTED USES

Permitted uses shall be determined by the base zone of the property (such as the C-2 or O-2 zoning districts).

C. AREA REGULATIONS

The dimensional requirements of the base zone, such as the five foot front yard setback and the open space requirement for taller buildings in the C-2 zoning district, will not always be consistent with the intent of the Downtown Design Guidelines. The Downtown Design Review Board may issue a Certificate of Appropriateness (referenced in subsection F) to avoid the need for variances in cases where a development has been conceived to respect the historic context of the block, provide greater pedestrian activity at sidewalk level or meet other provisions of the guidelines.

D. DOWNTOWN OVERLAY DISTRICT DEFINED AND REQUIRED GUIDELINES

The Downtown Design Overlay District shall be shown on the City of Knoxville zoning map. Downtown Design Guidelines shall be adopted with changes to the zoning map to create boundaries for this overlay and shall be used by the Design Review Board as a basis of their recommendations and decisions.

Historic Zoning Overlay (H-1) Districts, which have their own boundaries and guidelines, shall not be included within the D-1 overlay.

E. DESIGN REVIEW BOARD: CREATION, RESPONSIBILITIES, MEMBERSHIP, AND ADMINISTRATIVE RULES

For the purposes of making decisions relative to the Downtown Design Guidelines, a Downtown Design Review Board shall be established. Administrative rules, including rules governing the board, terms of membership and application schedules, shall be approved by the Metropolitan Planning Commission. The responsibilities of the board and its membership are outlined below.

Responsibilities:

1. Review the designs for all public projects, including, but not limited to, street and sidewalk design, landscaping, park improvements, public facility improvements and public way-finding systems.
2. Review and approve private development plans, based upon the adopted design guidelines as set forth at the time of amendments to the zoning map.
3. Advise the Mayor, City Council, Metropolitan Planning Commission and Historic Zoning Commission on means to improve downtown design, incentives that could be used to foster good design, and programs that should be pursued to foster beautification, safety and related public purposes downtown

Composition:

1. Membership

The Design Review Board shall be appointed by the Mayor with the approval of a majority of the City Council and shall be composed of permanent staff and other rotating members set forth as outlined below.

Staff (Permanent Members):

- (a) Metropolitan Planning Commission Executive Director (or designee)
- (b) City's Director of Policy Development (or designee)

Other (Rotating Members):

- (c) One architect (from a slate recommended by AIA Knoxville)
- (d) One urban design professional with a background in architecture or urban planning (selected from nominations from AIA Knoxville and the local chapter of the American Planning Association)
- (e) Two downtown residents
- (f) Two businesses, development or real estate professionals whose work is largely focused upon Downtown
- (g) A member of the Central Business Improvement District Board (from a slate proposed by the Board)
- (f) A member of the City's Historic Zoning Commission.

Ex-Officio Members:

The following may be called on to serve as non-voting members when cases require their technical and professional expertise.

- (a) Metropolitan Planning Commission and Historic Zoning Commission staff
- (b) Building Official (or designee)
- (c) City Engineering Director (or designee)
- (d) Central Business Improvement District staff
- (e) Knoxville Utilities Board staff
- (f) Knoxville's Community Development Corporation staff.

Administrative Rules:

The board shall adopt administrative rules and shall submit the rules to the Metropolitan Planning Commission for adoption. The rules shall outline the terms of Board members, election of its Chair, its schedule of meetings, voting procedures, application requirements regarding certificates of appropriateness, and appeal processes to the Planning Commission.

F. ADMINISTRATIVE PROCEDURES**Public Improvements:**

1. The design of projects that are initiated by the City and Knoxville Utility Board, such as improvements to or new construction of streets, sidewalks, way-finding and other signs, lighting, parks and civic buildings, must be submitted to the Review Board for approval. The Board shall send a report to the Mayor and City Council, and utility board director regarding their findings.
2. The Board may request the Mayor's assistance to pursue Board review of other public projects, including those of county, state and federal governments.

Private Development:

The Board must issue a Certificate of Appropriateness for new construction, major structural changes and parking facility improvements, before a building permit can be issued. The following procedures are to be utilized:

1. The developer shall meet with staff (see Subsection E) to discuss preliminary concepts of the proposed development; staff may waive this provision should they find the project to be of a minor nature (such as window, door or sign board replacement) or if the renovation is not oriented to a publicly-oriented space (such as a street, plaza or pedestrian way). Sketches, draft architectural drawings or photographs of similar projects are means which may be used to provide an understanding of the project. Staff, in turn, will discuss the implications of the design guidelines relative to the proposed concept. A brief report will be provided to the developer.
2. An application for a Certificate of Appropriateness shall be filed with the Metropolitan Planning Commission and shall include the application form and the following information for the Review Board's consideration:
 - a. A site plan, including property lines, sidewalk location, building footprint, landscaping, and parking and access points (as applicable);

- b. Building elevations, showing entrances, windows, sign(s), construction materials and parapet or other structures to avoid visual or noise problems associated with heating/cooling or other utility units (other drawings such as perspectives are encouraged, but not required by the Review Board); and
 - c. A written description, stating the intended uses for the floors of the building(s); these may be presented as notes on the elevation(s).
3. Certificates of Appropriateness will be issued in accordance with the following:
- a. All applications for Certificates of Appropriateness shall be considered by the Review Board, which shall have the power to approve, approve with conditions or deny Certificates of Appropriateness.
 - b. No permit shall be issued for the following activities without issuance of a Certificate of Appropriateness by the Design Review Board:
 - (1) New construction,
 - (2) Façade changes to a publicly-oriented space or interior changes that would obscure windows and doors (such as drop ceilings or display cases), and
 - (3) Parking facility development or redevelopment.
 - c. Exemptions to the Board's review include ordinary repairs, removal of signs (without replacement), temporary signs or structures, emergency safety repairs and interior alterations that do not obscure windows.
 - d. Staff may approve the following when they find that the design conforms to adopted guidelines: new signs, replacement of windows at ground level with transparent glass, or other replacements of building features that are consistent with the Design Guidelines.
 - e. The Review Board shall, within thirty (30) days following the availability of sufficient data, grant a Certificate of Appropriateness with or without attached conditions or deny said Certificate, and shall state the reasons for denial or the conditions attendant with the granting of a Certificate in writing.
 - f. Appeals of the Review Board's decision shall be directed to the Metropolitan Planning Commission within 16 days of the notice of the Board's decision. Such appeals will be considered by MPC, consistent with their Administrative Rules and Procedures, which are established by the Review Board and approved by the Planning Commission.

Appendix B

C-2 Central Business District Ordinance - Proposed Changes

Please note: Proposed changes are shown in bold.

Article 4

SECTION 8
C-2 CENTRAL BUSINESS DISTRICT

A. GENERAL DESCRIPTION:

This district, with complementary office, medical, civic, residential, and historical areas, forms the metropolitan center for commercial, financial, professional, governmental, and cultural activities. The intent here is to protect and improve the central business district for the performance of its primary functions. In addition, uses are discouraged which do not require a central location or would create friction in the performance of functions that should be centralized.

B. USES PERMITTED:

The following uses shall be permitted in the C-2 Central Business District:

1. Retail store, sales and display rooms and shops.
2. Offices.
3. Hotels and motels.
4. Financial institutions.
5. Eating and drinking establishments.
6. Personal service establishments.
7. Business service establishments.
8. Commercial and job printing.
9. Establishments offering repair services on items brought in by customers.
10. Amusement and recreation establishments.
11. Wholesaling from sample stocks only, provided that no manufacturing or storage for distribution shall be permitted on the premises.
12. Business schools, studios, vocational schools not involving processes of light or heavy industrial nature.
13. Laboratories and establishments for production and repair of jewelry, eye-glasses, hearing aids, and prosthetic appliances.

14. Clubs and lodges.
15. Churches.
16. Public buildings and lands other than elementary or high schools.
17. Amended 5-15-90.
18. Utility sub-stations, easements, alleys and rights-of-way, and transportation easements, alleys and rights-of-way.
19. Outdoor advertising as regulated in Article 5, Section 10.
20. Other uses and structures which are customarily accessory and clearly incidental to permitted or permissible uses and structures and are not of a nature prohibited under "Prohibited Uses and Structures."
21. Any other store or shop for retail trade or for rendering personal, professional, or business service which does not produce more noise, odor, dust, vibration, blast or traffic than those enumerated above.
22. Dwelling units.
23. Private day nurseries and kindergartens, subject to:
 - a. Total building area shall equal seventy (70) square feet of usable play area per child. At least thirty-five (35) square feet of this area per child shall be designated for large motor skill activities.
 - b. There shall be a minimum of fifty (50) square feet of usable outdoor play area for each child on the playground at one time (maximum number of children to be permitted on the playground at one time to be established by the Tennessee Department of Human Services at the time of licensing).
 - c. The outdoor play area shall be fenced to a minimum height of four (4) feet.
 - d. The fenced play area shall be thirty-five (35) feet from any public street. Where the thirty-five (35) foot setback cannot be met, the applicant may have the option of installing a vehicle barrier that will meet the objectives of separation and safety. The barrier alternative shall be subject to approval by the Department of Engineering.
 - e. Asphalt, concrete, and other non-resilient surfaces shall be prohibited under and around outdoor play equipment where children could possibly fall more than one (1) foot. This includes:
 1. At least two (2) feet around any climbing apparatus.
 2. At least four (4) feet beyond the end of any slide.
 3. At least two (2) feet beyond the end of the arc of any swing.
24. Recycling collection facility as an accessory use only as regulated by Article 5, Section 18, B.

25. Call centers.
26. Halfway House subject to the following standards:
 - a. No other halfway house located within one mile of this site.
 - b. A site cannot be located within 300' of a park, school, or day care center.
 - c. The use shall comply with all applicable city, state, and federal codes and regulations.
 - d. The site shall be within 1000 feet of an established transit route.
 - e. Signs identifying a use as a halfway house are not permitted.
 - f. The Knoxville Police Department must be provided with a written notification of the use prior to its occupancy.

C. USES PERMITTED ON REVIEW:

1. Parking facilities consistent with the adopted Downtown Plan. **In the D-1 Downtown Design Overlay District, the design of parking facilities shall be consistent with the adopted Downtown Design Guidelines.**
2. Marinas, subject to the requirements set forth in Article 5, Section 3(F).
3. Commercial telecommunications towers.

D. PROHIBITED USES AND STRUCTURES:

The following uses are prohibited in the C-2 Central Business District:

1. Gasoline service stations, repair garages.
2. Manufacturing, except for production of products for sale at retail on the premises or as involved in production of jewelry, eye-glasses, hearing aid, and prosthetic appliances.
3. Service or repair of gasoline or diesel motors.
4. Warehousing and storage except as necessary to a permitted principal use.
5. Storage of goods except in completely enclosed buildings.
6. Elementary or high schools, public or private.
7. All uses and structures not of a nature specifically permitted herein.
8. Any use which the Planning Commission upon appeal and after investigating similar uses elsewhere, shall find to be potentially noxious, dangerous, or offensive to adjacent occupancies in the same or neighboring districts or to those who pass on public ways, by reason of odor, smoke, noise, glare, fumes, gas, vibration, threat of fire or explosion, emission of particulate matter, interference with radio or television reception, or radiation, or likely for other reasons to be incompatible with the character of the district.

E. AREA REGULATIONS:

The following requirements shall apply to all uses permitted in this district:

1. Front Yard:
There shall be a first story setback for all buildings on vehicular streets of not less than five feet. **In the D-1 Downtown Overlay District, the five foot setback may be reduced when approved by the Downtown Design Review Board.**
2. Side and Rear Yard:
There are no specified side or rear yard requirements.
3. **Two options for Maximum Lot Coverage are possible:**

a. In any part of the C-2 District, the maximum lot coverage may be as follows:

<u>Stories</u>	<u>Coverage</u>
6.....	100%
7 - 12	95%
13 - 16	90%
17 - Over	85%

b. In the D-1 Downtown Overlay District, buildings may have full lot coverage as long as the upper floors are recessed at intervals found to be appropriate for air circulation, sunlight penetration and other design considerations by the Downtown Design Review Board.

F. HEIGHT REGULATIONS:

Unlimited.

G. OFF-STREET PARKING:

None required.

H. OFF-STREET LOADING AND UNLOADING REQUIREMENTS:

As regulated in Article 5, Section 9.

Appendix C

The Secretary of the Interior's Standards for Rehabilitation

1. A property will be used as it was historically or be given a new use that requires minimal change to its distinctive materials, features, spaces, and spatial relationships.
2. The historic character of a property will be retained and preserved. The removal of distinctive materials or alteration of features, spaces, and spatial relationships that characterize a property will be avoided.
3. Each property will be recognized as a physical record of its time, place, and use. Changes that create a false sense of historical development, such as adding conjectural features or elements from other historic properties, will not be undertaken.
4. Changes to a property that have acquired historic significance in their own right will be retained and preserved.
5. Distinctive materials, features, finishes, and construction techniques or examples of craftsmanship that characterize a property will be preserved.
6. Deteriorated historic features will be repaired rather than replaced. Where the severity of deterioration requires replacement of a distinctive feature, the new feature will match the old in design, color, texture, and, where possible, materials. Replacement of missing features will be substantiated by documentary and physical evidence.
7. Chemical or physical treatments, if appropriate, will be undertaken using the gentlest means possible. Treatments that cause damage to historic materials will not be used.
8. Archeological resources will be protected and preserved in place. If such resources must be disturbed, mitigation measures will be undertaken.
9. New additions, exterior alterations, or related new construction will not destroy historic materials, features, and spatial relationships that characterize the property. The new work shall be differentiated from the old and will be compatible with the historic materials, features, size, scale and proportion, and massing to protect the integrity of the property and its environment.
10. New additions and adjacent or related new construction will be undertaken in such a manner that, if removed in the future, the essential form and integrity of the historic property and its environment would be unimpaired.

For more information: www.cr.nps.gov/hps/tps

Appendix D

The Basics of Determining Appropriate Exterior Changes

There are some basic questions that should be answered before pursuing any exterior changes. They can help an owner organize proposed changes and their impact on the building.

The Building's Appearance:

1. Will changes affect the symmetry or asymmetry of the façade or other primary elevations?
2. Will alterations affect the orientation of or public access for the building?
3. Will the amount of the building devoted to openings (entrances, windows) change?
4. Are the proportions of the alterations similar and sensitive to the proportions of the building?
5. Will alterations alter historic design elements?
6. What alterations involve the replacement of historic building elements?
7. Will alterations include new signs or awnings?
8. Will alterations impact any unique characteristics of the site?

The Building's Impact on Other Properties:

1. Will the alterations reduce the integrity of the historic resource or site?
2. Does the proposed alteration make reasonable attempts to respect and integrate with the existing design?
3. Are the alterations designed so they are reversible with minimal impact to historic design and materials if they were removed at a future time?
4. What is the effect of the alterations on the property, on adjacent properties and nearby properties, and on properties in the historic district?

Careful consideration of these questions will assist in designing appropriate details that protect the historic and architectural integrity of the buildings.

Appendix E

Meetings Schedule and Public Involvement Opportunities

Meeting 1: Steering Committee		Agenda:
January 24, 2006 5 p.m. City County Building		Basic Considerations: * Geographic scope * Historic resources * Typical guideline content * Administration
Meeting 2: Steering Committee		Agenda:
February 8, 2006 12 p.m. UT-Downtown Design Center		General Content: * Urban amenities * Connections to outlying areas * Examples from other Cities
Meeting 3: Public Workshop #1		Agenda:
March 7, 2006 5:30 p.m. East Tennessee History Center 60+ Attendees		Qualities of Downtown: * Vision statement * Study area * Zoning * Public and private realm * Historic resources
MPC Website		Agenda:
Posted comments received from Public Workshop #1		* Allowed for further comment via e-mail.
Meeting 4: Steering Committee		Agenda:
March 27, 2006 4:30 p.m. UT-Downtown Design Center		General Content: * Results of Public Workshop #1 * Creation of districts based on public comment
Meeting 5: Steering Committee		Agenda:
April 12, 2006 12 p.m. UT-Downtown Design Center		General Content: * Guidelines for districts * Examples of public realm guidelines * Public Workshop #2 outline
Meeting 6: Public Workshop #2		Agenda:
May 10, 2006 5:30 p.m. City County Building 50+ Attendees		Framing Guidelines: * Proposed districts * Principles * Visual preference survey * Administration
MPC Website		Agenda:
Posted Comments received from Public Workshop #2		Allowed for further comment via e-mail
Meeting 7: Steering Committee		Agenda:
May 25, 2006 12 p.m. UT-Downtown Design Center		General Content: * Identify stakeholders * Discuss results from survey * Review comments

Meeting 8: Steering Committee	Agenda:
June 14, 2006 12 p.m. UT-Downtown Design Center Attendees included representatives from: KUB, City Engineering, and City Public Service	General Content: * Explain process * Review public meetings * Discuss implications of guidelines * Comments/Concerns
Meeting 9: Steering Committee	Agenda:
June 21, 2006 12 p.m. UT-Downtown Design Center Attendees included 25+ Stakeholders	General Content: * Explain process * Review public meetings * Discuss implications of guidelines * Comments/Concerns
Meeting 10: Public Workshop #3	Agenda:
June 29, 2006 6:30 p.m. City County Building 15+ Attendees	Framing Guidelines * Proposed guidelines * Administration models * Comments
Meeting 11: Knoxville City Council Workshop	Agenda:
July 13, 2006 5 p.m. City County Building	* Review Content of Public Workshops 1-3 * Discussion of administration and adoption
MPC Website	Agenda:
Posted Draft Guidelines	* Allowed for Public Comment and Review via e-mail
Meeting 12: Steering Committee	Agenda:
July 26, 2006 12 p.m. UT-Downtown Design Center	General Content: * Discussion of City Council comment * Recognized need for public meeting on administration of guidelines
Meeting 13: Public Workshop #4	Agenda:
September 18, 2006 5:30 p.m. City County Building 30+ Attendees (600+ Postcards announced meeting)	* Reviewed guidelines and administration * Discussion period
Meeting 14: Steering Committee	Agenda:
January 4, 2007 12 p.m. City County Building	General Content: * Reviewed draft document
MPC Website	Agenda:
Posted Draft Guidelines	* Allowed for Public Comment and Review via e-mail
Meeting 15: Public Open House	Agenda:
January 23, 2007 4:00 - 6:00 p.m. City County Building 20+ Attendees (600+ Postcards announced meeting)	* Reviewed guidelines * Discussion period

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