A Report on the Baker Center Parking Policy Challenge

presented to

The City of Knoxville

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by

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Acknowledgements and Limitations

This report, for the City of Knoxville, summarizes the process and results of an online survey and workshop designed to capture the opinions of University of Tennessee (UT) students, faculty, staff, Cumberland Avenue merchants, and Cumberland Avenue customers, related to the proposed renovation of Cumberland Avenue, i.e., the Cumberland Avenue Corridor Project (CACP) http://www.cityofknoxville.org/cumberland/. We did not attempt to include the Fort Sanders neighborhood association or Fort Sanders hospital employees in this process or report. This report does not provide a literature review, in-depth analysis, examples from similar projects, etc., as that was beyond the scope of this project.

The Baker Center Parking Policy Challenge was a student-led initiative. It was designed and developed by the Baker Ambassadors and Dr. Nissa Dahlin-Brown, Associate Director, with input and support from the following:

- Dr. Bill Lyons – City of Knoxville, Deputy to the Mayor and Policy Chief
- Ms. Anne Wallace – Cumberland Avenue Corridor Project (CACP) director
- Mr. Mark Hairr – UT Parking
- Dr. Chris Cherry, UT Engineering
- Dr. Jenny Retherford – UT Engineering professor
- Dr. Donna Bueckman – UT Economics professor
- Ms. Kate Kennedy – UT Leadership & Service
- Ms. Shawna Hembree – UT Impact Careers
- Dr. Charles Sims, UT Baker Fellow & Economics professor
- Dr. Matt Murray, UT Baker Center Director & Economics professor
- Dr. Bill Park, UT Baker Center Undergraduate Academic Director & Agricultural Economics professor
- Ms. Brenda Lawson, IRB – UT Office of Research & Engagement


50 Challenge Participants – University of Tennessee

Our thanks to Aramark for donating coffee and doughnuts and pizza and drinks for the event.
“An informed electorate is essential to active engagement in the political process and the effective operation of our system of democracy.
Sen. Howard H. Baker, Jr. - 2013

Introduction

The Howard H. Baker Jr. Center for Public Policy’s Parking Policy Challenge: Equip the Strip, was a student-led initiative in celebration of the Baker Center’s 10th Anniversary. The Challenge was a workshop held on October 12, 2013, from 10 am – 2 pm in the Howard Baker Center. It was designed to engage UT students with a local policy issue, in which they could conduct research, facilitate discussion, analyze results and create a report of their findings. The issue for the challenge was to assist the City of Knoxville by developing parking recommendations for the Cumberland Avenue Corridor Project (CACP). Cumberland Avenue, aka, The Strip, is the primary dining and entertainment venue for the University, Ft. Sanders neighborhood and Ft. Sanders hospital employees. Cumberland Avenue (State Hwy. 70) is a major four lane thoroughfare linking Kingston Pike on the West through the University of Tennessee Campus to downtown Knoxville on the east. Presently the Strip could be described as “seedy” in places, with narrow sidewalks, numerous access points, traffic and congestion, little vegetation or attractive amenities, and several drive-thru restaurants, bars, and others businesses. The goal of the CACP is to make Cumberland Avenue a destination, instead of a pass-through and create a…

"...more inviting, vibrant and safe Cumberland Avenue that enhances the connections to the University of Tennessee and area employers and improves the residential and retail character of the district while providing for all modes of transportation.”
(http://www.cityofknoxville.org/cumberland/)

The Challenge included a student designed/faculty reviewed and IRB approved online survey, followed by a four-hour workshop, which attracted 50 student volunteers and some faculty and staff. The survey was completed, prior to the workshop, by 984 students, UT faculty/staff and Cumberland Avenue merchants. The results of the survey were used as the basis for interviews and additional research to delve more deeply into the targeted issues of parking, safety, convenience, visitor trends and alternative transportation. The results of the survey, interviews and research are reported in this paper and include a list of recommendations for addressing the parking issue and related issues of safety, alternative transportation and convenience.

On September 12, 2013, Associate Director, Dr. Nissa Dahlin-Brown, and Policy Challenge Chair and Baker Ambassador/Scholar, Abigail McKamey, held a meeting with the Challenge Team Leaders to discuss the challenge with Cumberland Avenue Corridor Project (CACP) Director, Anne Wallace. Also attending were interested UT faculty who assisted in the project. At that meeting, Ms. Wallace presented an overview of the plans for Cumberland Avenue and told the students that she would be interested in additional information to develop a parking policy. A discussion ensued and the students decided that while parking would be the main
focus, they could not address parking without also looking at issues of safety, visitor trends, alternative transportation, and convenience. To get input from the campus on these issues, the group decided to create an online survey and hold a workshop follow-up to the survey which became the first Baker Center Policy Challenge. The Challenge was open to any UT student who registered and was willing to work on the problem conducting interviews or further research. The team leaders began meeting with Dr. Dahlin-Brown to develop the survey and work out the details of the Challenge. At the Challenge, UT students would take the survey results, split into the five issue groups (parking, safety, convenience, trends, and alternative transportation) and conduct more research and man-on-the-street interviews. There were two team leaders for each group. Those team leaders would coach their specific group and lead them in the Challenge. At the end of the Challenge, each group would make a presentation of their findings to the entire group. From this the students and Dr. Dahlin-Brown developed this report and recommendations for the City of Knoxville.

The Challenge Process

Students began to meet regularly in August 2013 to develop the online survey and organize the Policy Challenge event. Survey questions in the five categories were developed and reviewed by UT Baker Center staff and faculty, resulting in a 55 question survey that was posted online and promoted via Baker Center, UT student and staff listserves. The survey link was also sent, along with an introductory letter, to the merchants on Cumberland Avenue. The Baker Ambassador leaders also met to plan the schedule and process for the day, which would begin with an overview of the CACP by Dr. Bill Lyons, Chief Policy Office and Deputy to the Mayor, and Ms. Wallace.

In preparation for the day, Dr. Dahlin-Brown and the Ambassadors developed the IRB application for survey research approval, requested food donations from UT’s Aramark, and had t-shirts designed (by Baker Center Learning Community RA, Luke Bell) and produced. They created a detailed schedule of events for Saturday, Oct. 12, designed and posted promotional fliers and press releases, used social media to promote participant registration for the workshop
and taking the survey. Taylor Odle and Abigail McKamey developed concise interview guidelines for those conducting interviews and laid out an agenda for the Oct. 12 workshop. Other Ambassadors produced permission forms, obtained recording equipment (for interviews) from UT Libraries, and each researched and created a presentation on their assigned issue to use on Saturday, Oct. 12 with their volunteer researchers. Around 60 students registered in advance and about 50 actually reported for the Saturday session at the Baker Center. All reviewed the survey results and some conducted more research online while others conducted interviews with individuals on the Strip. Everyone gathered back at the Baker Center for a debriefing and group discussions to come up with the following findings, suggestions and recommendations.

**Survey Results**

As noted above, the goal of the CACP is to create a safer, more inviting, attractive and economically viable Cumberland Avenue (http://www.cityofknoxville.org/cumberland/whatis.pdf). First discussed in 2006, the project has been in the planning process since 2008 with various public meetings and planning studies conducted during this time. Construction was to begin in fall 2013, but is now scheduled for 2014. The Baker Center online survey was launched on October 2, 2013 and within the first week around 900 responses had been received. The survey was closed following the Challenge and a total of 984 responses were received.

The respondent were predominately students (65%), who commuted or lived on campus, along with 30% staff/faculty, and less than 1% business owners/managers (6). The majority (58%) lived off campus, with 19% in Ft. Sanders, 15% on Campus, 6% living downtown, and 2% in the Maplehurst neighborhood. The respondents were young adults, 18-22 years old (45%) and 22-30 (25%), with 12% in the 50+ age range. The vast majority (75%) parked in UT lots, with only 7% taking public transportation to campus.
Trends

The CACP team was interested in learning about student/visitor “trends,” i.e., how they “used” the Strip. The new plan calls for making the Strip a destination, versus a “pass-through” between downtown and West Knoxville. So we sought to identify how, why and for what purpose respondents visited the Strip. The majority of businesses presently on the strip are fast food and restaurants/bars. There is also a Walgreens, Kinkos, hair salon, rug store, banks, liquor store, and gas stations.

Respondents mostly visit the strip for dining (92%), errands (42%), and bars/clubs (42%). Only 13% of respondents said that they simply use the strip as a bypass to get from one place to another. During the week, respondents indicated that they dine on the Strip during peak lunch hours and in the evenings. On the weekends, however, nights are the most common visiting time.

Visitors to the Strip walk (77%) and drive (83%) and those who live within walking distance (5 blocks or less - 36%) do walk (36%), but also (20%) drive. However, most respondents (61%) do not live within walking distance (5 blocks or less) of Cumberland Avenue.
About 32% indicated that they would take a shuttle to the Strip, if it was available within two blocks of their residence, and another 39% might use a shuttle. Currently only 1% use public transportation (18% sometimes) to get to the Strip and 79% never use public transportation. However, public transportation is very limited and may not even be an option for the majority of visitors.

Visits to the Strip typically last only 1-2 hours and the average spent on the Strip in one visit ranges between $5-$10 for 38%, $10-$20 for 42%, with 26% spending $20 and up. The majority (40%) visit the Strip 1-5 times/month, 28% visit 6-10 times and 32% go 11+ times/month.

However, an overwhelming majority (86%) said that parking is very hard to somewhat hard to find. Initiating discussions with UT Parking and Ft. Sanders Hospital to allow use of their private lots after working hours and promotion of this opportunity could change this. This has definitely worked for parking issues in the downtown area, where parking garages are open to the public after 6 pm and on weekends, and many in our survey remarked positively on this solution.
We also asked why people avoid going to the Strip and the primary reason is traffic and congestion. Many of our survey respondents (660) gave specific answers to this question and noted that congestion, traffic, a dirty and uninviting environment, and unsafe and poorly lit areas, were the main deterrents to visiting Cumberland Avenue.

The biggest complaint about the Strip was again related to the traffic, parking problems and aesthetics of the area. Again, a large number (741) chose to give detailed answers to this question. Many expressed negative feelings about the Strip, including, business sign clutter, dirty sidewalks; dingy, empty storefronts; poor lighting; lack of turn lanes; no greenery or flowers; and inebriated and homeless people. A few do not like the plans to narrow Cumberland Avenue and suggested widening it. Others would like to see more and different retail options and more attention to the aesthetics of the area, citing it as depressing, scuzzy, dirty and uninviting. Several noted that they “loved downtown.”

It would appear that the CACP will address many of the reasons visitors avoid or don’t go to the Strip. However, in addition to dealing with the parking and traffic issues, we would suggest that attracting new and different types of businesses to the Strip could generate interest and dealing with the homeless/panhandler problem should be addressed. Long-time residents of Knoxville may remember that downtown was once as dirty, desolate and uninviting as the Strip, so things can change.

Safety

Safety is a prime concern to people and it includes safety from crime, injury (due to poor lighting, numerous access and egress points, broken sidewalks, etc.), psychological (aesthetics) and personal safety (little lighting, too few people around, vacant buildings and dirty lots).

Most respondents (77%) felt very to somewhat safe on the Strip during the day, but that reversed at night to only 27% feeling very to somewhat safe and the majority ((53%) feeling very to somewhat unsafe. Additionally, the majority of respondents (64%) cited Cumberland Ave. North to
Highland/Forest Ave. as the most unsafe area, with Walgreens West to Sunspot, the next area of concern. Because many visitors cannot access the Strip without crossing through the Fort Sanders area, the amelioration of this region is essential to improving perceptions of safety regarding the Strip itself. In interviews, students made multiple statements regarding their concern for safety in areas adjacent to Cumberland Avenue.

Interviewer: *Do you avoid walking through certain areas?*

Respondent: *Clinch Avenue, because the robberies. (This student did state that he/she did feel safe walking to the Strip, but that this particular area is one that he/she would not traverse.)*

Interviewer: *Do you have any safety concerns around the strip?*

Respondent: *Just at night, as a young lady.*

Interviewer: *What places are unsafe?*

Respondent: *Farther into the fort, like Forest.*

According to our survey results, dealing with panhandlers (62%), improving dirty vacant lots (59%), and providing better lighting (56%) top the suggestions for improving safety. Many also suggested increasing police presence (32%), having more people around (26%), adding blue light locations (25%), and general cleaning and sprucing up (23%) will help to encourage more people to visit the Strip.

While many individuals recommended a larger police presence on the Strip, they believe it is a bigger need in the Ft. Sanders neighborhood.
An overwhelming 81% said that police presence should be increased in the Ft. Sanders neighborhood and 33% suggested more on Campus, while 16% said levels were fine. Almost half of respondents (45%) said that “blue light systems” made them feel safer and several suggested locating them on the Strip. Many recommended that additional officer(s) should be travelling on foot, by bike, or by Segway, as police officers driving by in cars do not quell students’ fears of becoming a victim of crime. As one participant said:

Interviewer: What kind of suggestions do you have to safety that would make student traffic more—have more student traffic at night?

Respondent: I think more police. I know I don’t see any police officers, hardly ever. UT police are the only ones I see. But I don’t know what their, uh, jurisdiction is, so I don’t know if it’s the whole Strip or if it’s just UT.

Still others suggested better public transportation or a University shuttle service further into the Ft. Sanders neighborhood (Forest Avenue).

Respondents also indicated that lighting should be improved. While lighting may or may not prevent crime, it can increase the perception of safety, encourage greater foot traffic, and with more people, there is less crime. Students at the policy challenge suggested environmentally friendly lighting be considered, such as LED lights or “intelligent lights,” which sense movement and change the degree of light depending on foot traffic at any given time (Haans and de Kort, 2012).

Another concern was the current crosswalks on Cumberland Avenue, which have limited visibility and pose a risk to pedestrians, as it is difficult to cross at any intersection which does not have a traffic light. Crosswalks with flashing lights that alert drivers to pedestrians would be especially helpful. But a public awareness campaign would be important as well. The city of Seattle has embarked on making it the “most walkable city” and more information can be found here: http://www.seattle.gov/transportation/pedestrian_masterplan/exsum.htm

The plans for the CACP already address some of these issues, but we encourage the City to make sure these items are included:

- A public relations campaign (online/social media/print) to educate visitors about safety
- Increase the number of police officers patrolling the area on foot
- Improve overall security measures, such as better lighting, installing “blue lights,” cleaning vacant lots/buildings, and general improvements
- Add more plantings, tables and benches to make the area more aesthetically pleasing, and perceived to be a safer area
- Deal with the problem of panhandlers
Convenience

In today’s society, convenience is important. If it is not convenient, visitors are less likely to frequent an area. Cumberland Avenue is a prime location for visitors because of its proximity to downtown and the University of Tennessee, and numerous dining establishments. Obviously, when UT is in session, most businesses thrive, but the summer months and break times can be difficult for the businesses on the Strip. Our survey looked at convenience as it related to accessing the Strip and what could improve convenience. Obviously parking is a big part of this answer.

Our survey revealed that 44% of respondents said it took them 6-15 minutes to find a parking spot on Monday-Friday during the day, and only slightly less (39%) at night (see graph on previous page) and on weekends (32%). This problem might be remedied with a free Parking App for smartphones. The University of Tennessee Parking Services has looked into this and a student group has developed one. (More info here: http://www.dellchallenge.org/projects/personal-parking-assistant). Additionally, installation of signage on garages/ lots which automatically lists vacant spots or directs the visitor to open spots, would be helpful. In our survey, 55% said they would use a free app and another 24% said they might. Only 9% did not have a smartphone, which will rapidly drop as the technology becomes more affordable.

We also asked what amenities would make the Strip more convenient and 70% asked for recycling bins, 66% asked for benches, 53% for dining tables and 46% for bike racks. Car and bike sharing were also of interest to 15% and 24% respectively. Other suggestions (131) primarily
included more greenery, shade trees, better crosswalks, wider sidewalks, bike lanes, underground utilities, and parking. We also asked for suggestions on how to make parking more convenient and of the 358 responses, the most common response was to provide more public parking, along with better signage, better lighting for safety, and access to free parking in the evenings and weekends, like downtown.

Currently, with the 6-15 minutes that it takes to find a parking spot, the lack of bike racks and benches, and little public transportation to the Strip, convenience in accessing the Strip is a key component. In order to make the Strip a unique destination, like Market Square or the Old City, we believe that increasing the convenience (walkability, parking apps/info, etc.) and amenities of Cumberland Avenue are of critical importance.

**Alternative Transportation**

Today’s citizen is concerned with the environment and making less of a personal imprint on it. Therefore, we believe that offering alternative transportation is important. Within this category, we asked about biking, bike sharing and car sharing programs, and public transportation, as a way to decrease traffic in the area and the need for parking in the CACP. While our survey results showed that only 10% were interested in Zipcar, another 23% might be. This low number may be due to the fact that many people own a car, including students, or are not familiar with the Zipcar concept.

Bikes fared a little better with 19% saying they would use Cycle U Share and another 27% might. However, only 28% said they rode a bike and 72% did not.

Of those that do ride a bike (228), a majority (52%) feel “very unsafe” riding on Cumberland Avenue, compared to 21% feeling “very unsafe” on White Avenue and 13% on
Lake Avenue. These riders also believe that there are not enough bike lanes in the area (85%) and there is a definite need for more bike racks (84%) throughout the Ft. Sanders and Campus area. Obviously these results and the lack of room for a bike lane on Cumberland Avenue suggest that bike racks located at the intersections of main side streets to Cumberland Avenue would help address this concern.

Our survey respondents also agreed that special motorcycle and scooter parking should be made available and 45% thought bus routes should be increased in the Fort.

Based on the survey and commentary, our discussions and interviews, we recommend the City consider the following:

- Create a bus Smartphone application that allows students to track buses, arrival times, and helps them plan their routes.
- Work with UT to extend the hours and routes of the Vol Trolley on nights and weekends.
- If there no room for a bike lane on Cumberland Avenue, encourage biking on Lake and White Ave. through signage and strategically placed bike racks.
- Place signage on Cumberland Avenue to encourage respect between bikers and drivers.
- White Avenue currently has parallel parking spaces on both sides of the one-way road. Look to omit one of those rows of spaces to create a two-way bike lane on White Avenue.
- Consider promoting bike and car sharing programs through joint publicity campaigns between UT and the city.
- Promote/Inform students, prior to their arrival on campus, about alternative forms of transportation they can utilize in the city.

**Parking**

The focus of this section is to look at parking within the CACP area. A study completed in 2008 by the Knoxville Regional Transportation Organization titled, *Cumberland Avenue Corridor Project: Parking Study* [http://www.cityofknoxville.org/cumberland/parking_study.pdf](http://www.cityofknoxville.org/cumberland/parking_study.pdf), looked at parking inventory and use. The study focused along Cumberland Avenue from 23rd Street to 17th Street and from Grand Ave on the north to Lake Avenue on the south. A total of 6,708 spaces
were tallied. In the CACP area, the study recommended 2,290 spaces and in 2008 there were 2,700 spaces on the street and in public and private lots. However, the private lots are not typically open to the public and thus the perception of “not enough parking” rings true. A parking management district could help with this problem.

We asked participants if they would favor a parking management district (to solve the problem of private lots standing empty and not available to the public) and 65% said yes and only 8% said “No.” They also agreed (62%) that a “parking benefit district,” where the revenue would be used to enhance the area, would be a good idea with only 13% disagreeing. A large majority (72%) would like to see a credit/debit card option to pay for parking. But maybe more importantly, if free parking after 6 pm and on weekends was offered, 65% said they would likely visit more, with only 10% saying they would not.

When asked about the best location for centralized parking, we had 358 written responses. Many suggested it should be in the middle of the Strip, behind Walgreens, Copper Cellar, Tin Roof, Panera, or 1st Tennessee Bank. Others suggested UT’s Lake Avenue Garage (with better lighting), near Ft. Sanders hospital or 17th Street.

Based on these results, we recommend the city look at ways to increase driver awareness and access to available parking:

- Better signage directing to public parking
- Curb paint maintained
- Proper parking meter signage
- Street signs visible
- Parking map of the area
- Parking location service / app
- Increase enforcement for on-street parking to discourage low turnover on parking spaces, particularly in the Ft. Sanders area.
- Institute a parking management district to promote after-hours parking or weekend
parking using the existing garages and lots owned by UT and the hospital.

**Conclusion & Findings**

It is our hope that this survey, along with the research and interviews conducted by UT students at the Howard H. Baker Jr. Center for Public Policy, provided valuable information for the City of Knoxville and can enrich the CACP. In summary, we offer the following recommendations for enhancing the CACP and addressing parking policy and related issues.

1. Parking and safety came through as the most important concerns of those visiting the Cumberland Avenue area. Therefore, we suggest this be given top priority. Parking and safety are inter-related and impacted by so many of the items which are part of the CACP that improvements should result upon completion of the project. However, we encourage the city to do more education and promotion about the entire plan and enlist UT student groups and organizations to help them.

2. While we did not specifically ask about types of businesses on the Strip, many respondents mentioned the need to attract business other than fast food and restaurants. CACP might consider ways to work with the Cumberland Ave. Merchants to encourage new and different businesses on the Strip. For example, with proximity to UT and downtown, law offices or other professional services, CPA, investment managers, yoga studio, art gallery, boutiques, farmer’s market, etc., might be attracted. Some of these businesses could provide valuable internships for students as well. Consider contacting the UT MBA and/or Marketing program for suggestions on this and help with marketing, promotion, etc.

3. Clean up and spruce up – install benches, tables, lighting, and greenery. Consider enlisting UT horticulture/landscape design or urban design students. UT has some expertise in this area through the College of Architecture and Design and UT Gardens. Employ energy saving lighting.

4. Deal with the problem of panhandlers. While we do not have an answer for what to do, we feel this is an important issue that should be dealt with and encourage the City to research what other places are doing, along with contacting UT professors in the School of Social Work, known for their work with the homeless.

5. Develop a parking management plan and benefit district that brings together the City with UT and the hospital for the benefit of all. Develop an impact study if necessary. Many of our respondents did not like to see more space taken for new parking, but suggested a similar arrangement to downtown’s parking would be a great idea. Survey respondents also embraced the idea of a phone app and signage to indicate open parking. Mark Hairr, Director of UT Parking, has looked into this and is open to discussions.

6. Work on the crime issue and safety, particularly in the Fort Sanders neighborhood. Maybe more blue light phones could be installed, neighborhood watch programs promoted, student education and awareness promoted. Work with the Ft. Sanders
neighborhood association, UT police, UT Leadership & Service, and KPD to address this problem.

7. Look into a trolley line or shuttle service connecting Ft. Sanders and Cumberland Avenue from Forest and Grand Avenue to Lake and Andy Holt, to 11th Street to Sorority Village, which runs in the evenings and weekends, with free phone apps to track it. Discussions with KAT and UT Architecture may be helpful. As mentioned before, Mark Hairr (UT Parking) may have information on phone apps as well. UT Panhellenic may also be interested along with the UT Transportation Center in being consulted.

8. Locate bike racks at major cross streets with Cumberland Avenue and consider bike lanes on White and Lake Avenues. Promote Biking via online maps, social media and through biking organizations. Dr. Chris Cherry, UT Engineering, developed UT Cycle Share and may be of assistance.

9. Conduct a PR campaign to educate and excite the public about the CACP. Promote the Strip as a destination. Connect on Facebook with groups such as “I knew The Strip back in the ’70s” and offer special events, i.e., “Last Fridays!” or “Second Saturdays!”

10. Promote the area by making presentations at UT Orientation or Welcome Week and develop a partnership with UT students to get their support and participation in the plans moving forward. The same can be done with the Merchants Association and Ft. Sanders neighborhood association and others.

We strongly encourage the city to partner with the University and take advantage of the University’s expertise and students’ enthusiasm as they are a large part of the clientele of the Strip. We found examples of other university/town collaborations that have resulted in vibrant destinations that are more convenient, attractive, easier to access, and boosted the economy. For example, Live it Up! Hillsborough Street - http://www.hillsboroughstreet.org/about/mission in Raleigh, North Carolina.

Partnerships, education and engaged citizens are important to us at the Howard H. Baker Jr. Center for Public Policy. We thank the City of Knoxville and all of our supporters and volunteer participants for helping us with this project. The entire survey can be found online at our website www.bakercenter.utk.edu
References & Resources

*Cumberland Avenue Corridor Project:*  [http://www.cityofknoxville.org/cumberland/](http://www.cityofknoxville.org/cumberland/)

*Cumberland Avenue Corridor Project: Parking Study*  


Live it Up! Hillsborough Street - [http://www.hillsboroughstreet.org/about/mission](http://www.hillsboroughstreet.org/about/mission)