NEWPORT COMPLETE STREETS PLAN

West Broadway (US 25W) and Cosby Highway (SR 32) Corridors

TDOT
Department of Transportation

Community Transportation Planning Grant
July 2021

RESOLUTION #2021-08

A RESOLUTION TO ADOPT THE COMPLETE STREETS PLAN FOR THE CITY OF NEWPORT

WHEREAS, the City of Newport staff and stakeholders have met to discuss and provide input in the development of the plan; and

WHEREAS, the Tennessee Department of Transportation funded the plan through a Community Transportation Planning Grant; and

WHEREAS, the City of Newport will implement the components of the Newport Complete Streets Plan to the extent possible as resources are available.

NOW, THEREFORE BE IT RESOLVED BY THE BOARD OF MAYOR AND ALDERMEN OF THE CITY OF NEWPORT, TENNESSEE:

THAT, that the Newport Complete Streets Plan (attached) is adopted as part of Newport's overall development plan.

RESOLVED THIS THE 12TH DAY OF OCTOBER IN THE YEAR 2021.

Mayor Roland A. Dykes, III

ATTEST:

City Administrator James Finchum

City Attorney Terry Hurst

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Prepared by:

KCI
TECHNOLOGIES

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1. INTRODUCTION

Newport, Tennessee, is the county seat of Cocke County and is situated along the Pigeon River in East Tennessee. Located at the foothills of the Great Smoky Mountains, Newport serves as a gateway city for visitors traveling to the nearby National Park, Cherokee National Forest, and other regional outdoor destinations, including hiking, camping, rafting, and fishing. Newport's charming downtown consists of retail businesses and several historic buildings, five of which are on the National Register of Historic Places. Increasing development pressure and traffic along the city's major transportation corridors has led the city to prepare for future changes in the downtown area, highlighting the need for future investments to consider all users and provide safe multimodal connections.

Cosby Highway

2. OVERVIEW

2.1 Plan Need and Purpose

Communities are rethinking transportation planning, shifting the focus from a single mode, auto-centric system to a transportation network that supports roadway users of all ages and abilities. Changing economic conditions in rural communities have resulted in municipalities developing strategies that promote the local economy and improve mobility for all modes of transportation. Active transportation options, such as walking and bicycling, play an important role in the life of a community, especially for a community seeking to support development and redevelopment opportunities, attract and retain new residents, and encourage tourism. In a well-connected community, destinations such as schools, residential areas, businesses, and parks are seamlessly connected by safe walking and bicycling networks. Locally driven priorities, plans, and guidelines help to support these objectives.

In the last five years, Newport's planning efforts, including the *Downtown Revitalization and Development Plan* and the *Regional Ten-Year Parks and Recreation Master Plan,* highlighted community needs focused on bolstering their downtown, increasing tourism, and strategically designing the transportation network to better serve existing and future residents. The *Downtown Plan* prioritized expanding city-wide walkability, maintaining aging infrastructure, and promoting Newport as a gateway community to the Smokies. The *Parks and Recreation Master Plan* established ADA compliance goals for facilities, identified improvements to increase access to recreational areas, and encouraged the enhancement of nearby waterways by improving access on, along, and to these rivers and lakes.

Cosby Highway

The *Newport Complete Streets Plan* builds upon these initiatives by focusing on Newport's major corridors, West Broadway Street (US 25W) and Cosby Highway (SR 32). Improving walking and bicycling to and along these corridors will provide important access to resources, create inviting corridors for visitors, help retain and attract businesses, and ensure healthy transportation and recreation options for community members. Some recommendations stretch just beyond the study area to provide connections to adjacent neighborhoods.

The purpose of this plan is to establish a baseline understanding of existing conditions in the corridors, document opportunities and challenges for those walking and bicycling, gather public and stakeholder input, and outline capital improvement projects for implementation. In addition, non-infrastructure recommendations, including policies and programs, aim to guide local decision-making when new development or redevelopment occurs and municipal capital improvement programs are developed.

Community Transportation Planning Grant

This planning effort was funded, in part, by a Tennessee Department of Transportation's (TDOT) Community Transportation Planning Grant (CTPG). This grant specifically assists rural communities in planning for transportation improvements that promote the development of a multimodal system while supporting the efficiency of the overall transportation network. The overarching goals of this program include creating cohesion between transportation systems and local land use objectives and providing governments with planning resources to achieve community visions. The City of Newport received the CTPG during the 2019-2020 application cycle to create the *Newport Complete Streets Plan*.

It is important to note that the city secured a Rural Planning Initiative (RuPI) grant from the East Tennessee Development District to simultaneously study walking and bicycling improvements in downtown Newport. Recommendations were coordinated between the projects, including consolidating the initial public outreach efforts into one survey and mapping tool.

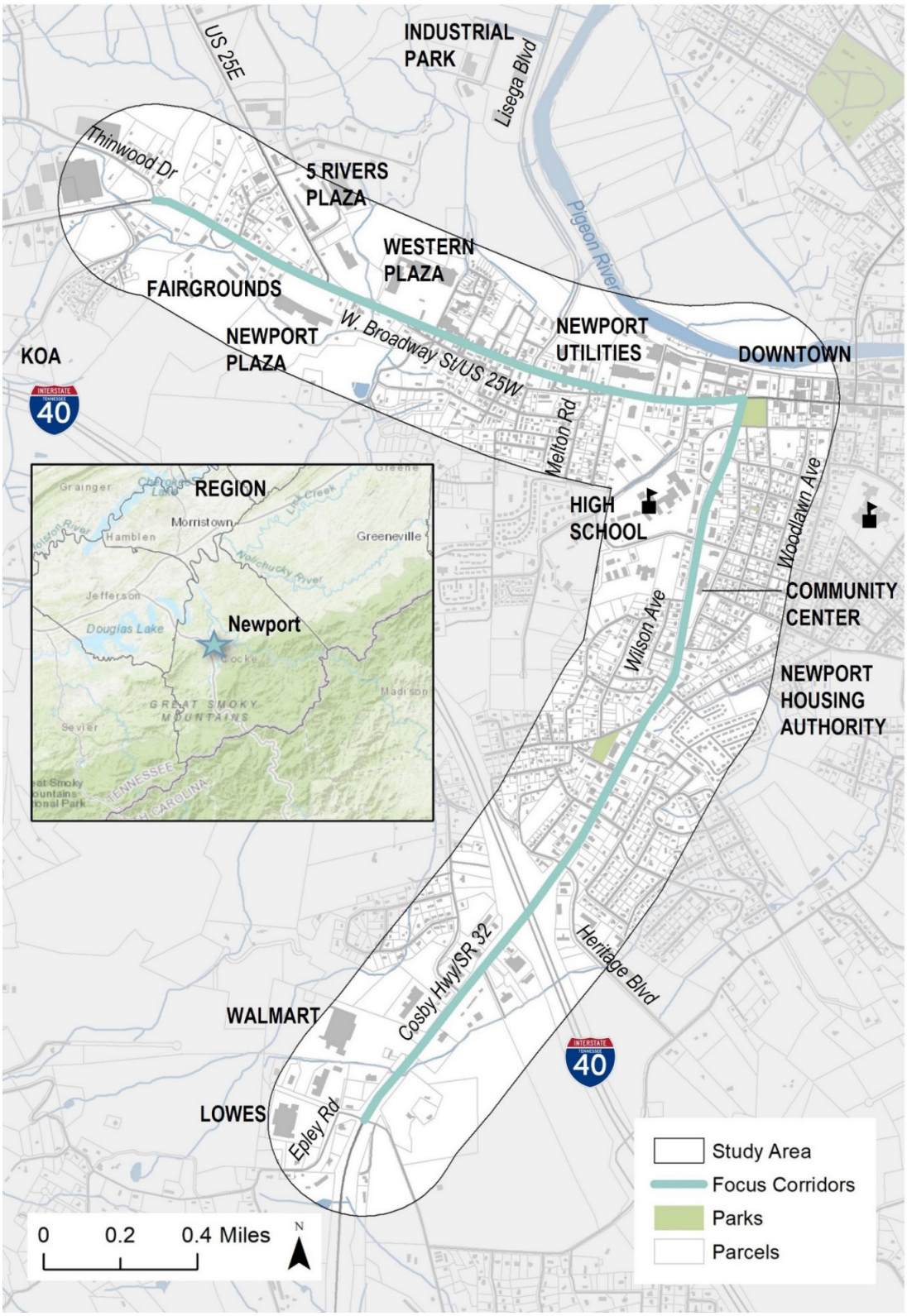
2.2 Plan Development Process

The development of the *Newport Complete Streets Plan* occurred over six months, beginning in January 2021. The process included continuous stakeholder engagement throughout the project as well as two opportunities for public engagement. The plan was adopted by Newport's Board and Mayor of Alderman in August 2021.

2.3 Study Area

The study area includes the two major roadway corridors in Newport – W. Broadway Street and Cosby Highway. The W. Broadway Street corridor is a five-lane road that provides an east-west connection from I-40 to downtown Newport before continuing into the Great Smoky Mountain National Park. Cosby Highway is a five-lane road that provides a north-south connection from downtown Newport south to I-40. Figure 1 highlights the corridors in the study area, as well as Newport's location in the region.

Figure 1. Study Area



3. OPPORTUNITIES AND CHALLENGES

3.1 Community Engagement Process

Community engagement for the plan started with a series of online opportunities that allowed stakeholders and residents to provide input on bicycle and pedestrian needs within the study area. An online survey — which was completed by 136 people — and mapping exercise sought input regarding user needs, the city's top bicycle and pedestrian destinations, and demographic information to ensure adequate representation of the community. The first public workshop was held in early April, utilizing a virtual open house to review existing conditions within the study area and gather input on opportunities and challenges. A second round of engagement occurred at the end of July, when the draft plan was presented to the Newport Board of Mayor and Alderman (BOMA) and the public. In August, BOMA officially approved and adopted the plan.

3.2 Vision, Goals, and Objectives

Based on public input, a long-term vision for walking and bicycling in Newport was developed. The vision statement below will guide future transportation improvements in the city and support all roadway users with safe and comfortable transportation options.

VISION STATEMENT

Cosby Highway (SR 32) and West Broadway Street (US 25W) provide safe and comfortable walking and bicycling connections for residents and visitors alike, in support of the community's vision to be an active gateway community to the Smokies complete with a vibrant downtown.

To achieve this vision, four goals were developed that address specific needs and will promote the development of complete streets infrastructure. Strategies for each goal provide specific actions for the city and other stakeholders (Table 1).

Table 1. Goals and Objectives

Goal 1: Promote Newport as a gateway community to the Smoky Mountains.		
Objectives	1.1	Capture pass-through tourism traffic by providing inviting and comfortable corridors and public spaces.
	1.2	Maximize transportation's role in developing tourism assets and retaining businesses by providing a consistent and attractive roadway experience.
	1.3	Build on other local plans to preserve and highlight Newport's historic character and assets by providing safe walking and bicycling environments.
Goal 2: Support active lifestyles.		
Objectives	2.1	Provide connections to the places people want to go.
	2.2	Identify and provide amenities, such as lighting or street furniture.
	2.3	Encourage active lifestyles as a public health measure by providing safe, comfortable, and attractive walking and bicycling opportunities.
Goal 3: Improve mobility and safety.		
Objectives	3.1	Ensure safe and convenient travel options for all roadway users by minimizing conflict points in roadway design.
	3.2	Update non-ADA compliant sidewalk infrastructure as well as existing connections in poor condition.
	3.3	Implement safety countermeasures at high-incidence locations.
	3.4	Identify funding for the construction and maintenance of infrastructure.
Goal 4: Optimize street design for all users.		
Objectives	4.1	Create a Complete Streets policy and accompanying toolkit of specific design elements for future roadway projects.
	4.2	Establish plans and guidelines to ensure future development or redevelopment incorporates site design considerations for those walking and bicycling.
	4.3	Coordinate with TDOT and other regional partners to ensure bicycle and pedestrian facilities are considered during future roadway improvements.
	4.4	Implement the recommended cross-sections in this plan to accommodate all modes of transportation.

3.3 Key Findings

Input from the online survey provided insights on local walking and bicycling, desired types of infrastructure, and specific areas for incorporating new infrastructure along the corridors. The key findings from the community engagement process are listed below.

User Types

- The majority of respondents walk or bicycle for leisure and recreational purposes.
- Most respondents (84%) classified themselves as casual or intermediate users whose decision to bicycle or walk is based on the availability of comfortable and safe sidewalks, greenways, or bike lanes.
- The greatest barriers to bicycling or walking were identified as:
    1. Lack of infrastructure;
    2. Difficult crossings; and
    3. Volume and speed of vehicular traffic.

Connectivity Needs

- Almost all survey respondents (90%), including the small percentage of respondents who do not actively bicycle or walk, found it extremely or very important to provide safe and convenient connections for bicyclists and pedestrians.
- Within the study area, respondents identified the following top destinations for walking or bicycling:
    1. Downtown Newport;
    2. Cocke County High School; and
    3. Old Tanner School, which is now Walters State Community College and also home to the Newport Farmers' Market.

Woodlawn Avenue

Locations for Opportunity

- The two major roadways in the study area — W. Broadway Street and Cosby Highway — were identified as the top two streets needing improvements. Along these roadways, specific locations of concern included:
  - Hedrick Drive at W. Broadway Street and at Cosby Highway; and
  - I-40, Exit 435 interchange near Walmart.
- Most respondents felt unsafe walking or bicycling along W. Broadway Street and Cosby Highway and preferred improvements that parallel the corridors but are farther removed from traffic. Respondents suggest using alleyways and easements for low-stress walking and bicycling connections behind buildings fronting the two highways.
- Respondents showed a preference for conventional sidewalks and bicycle lanes as facility types. When asked to identify their top network expansion strategy, building new sidewalks and striping bicycle lanes in areas without infrastructure were the highest priorities.

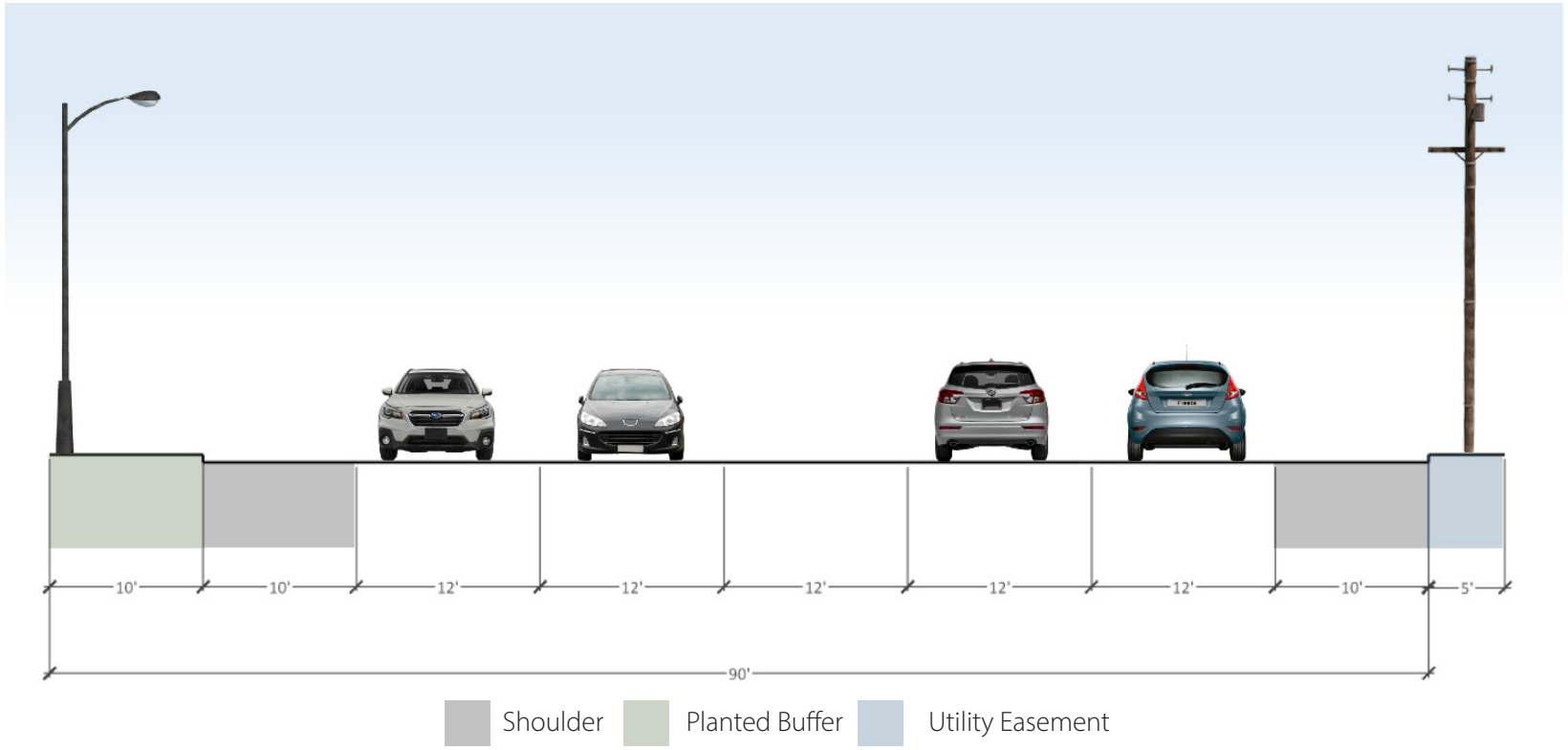
4. WEST BROADWAY STREET (US 25W) CORRIDOR

4.1 Existing Conditions

The W. Broadway Street corridor is the major east-west arterial through Newport, connecting to I-40 in the west and downtown Newport in the east. The majority of the corridor is commercial use, with a variety of retail and food establishments. Many civic destinations are located along W. Broadway Street, including the Cocke County Memorial Building, fairgrounds, and courthouse. The northern entrance to Cocke County High School, located on Hedrick Drive, can be accessed from the Hedrick Drive and W. Broadway Street intersection. The cross-sections and photos in Figures 2 and 3 show the existing conditions along W. Broadway Street.

W. Broadway Street near 5 Rivers Plaza Way

Figure 2. W. Broadway Street Existing Cross-Section: Segment 1



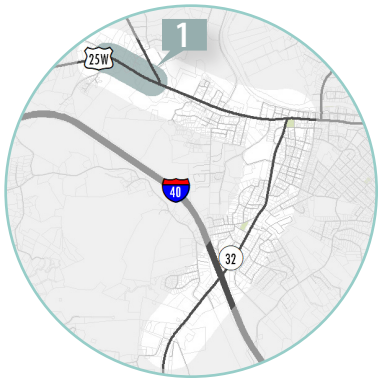
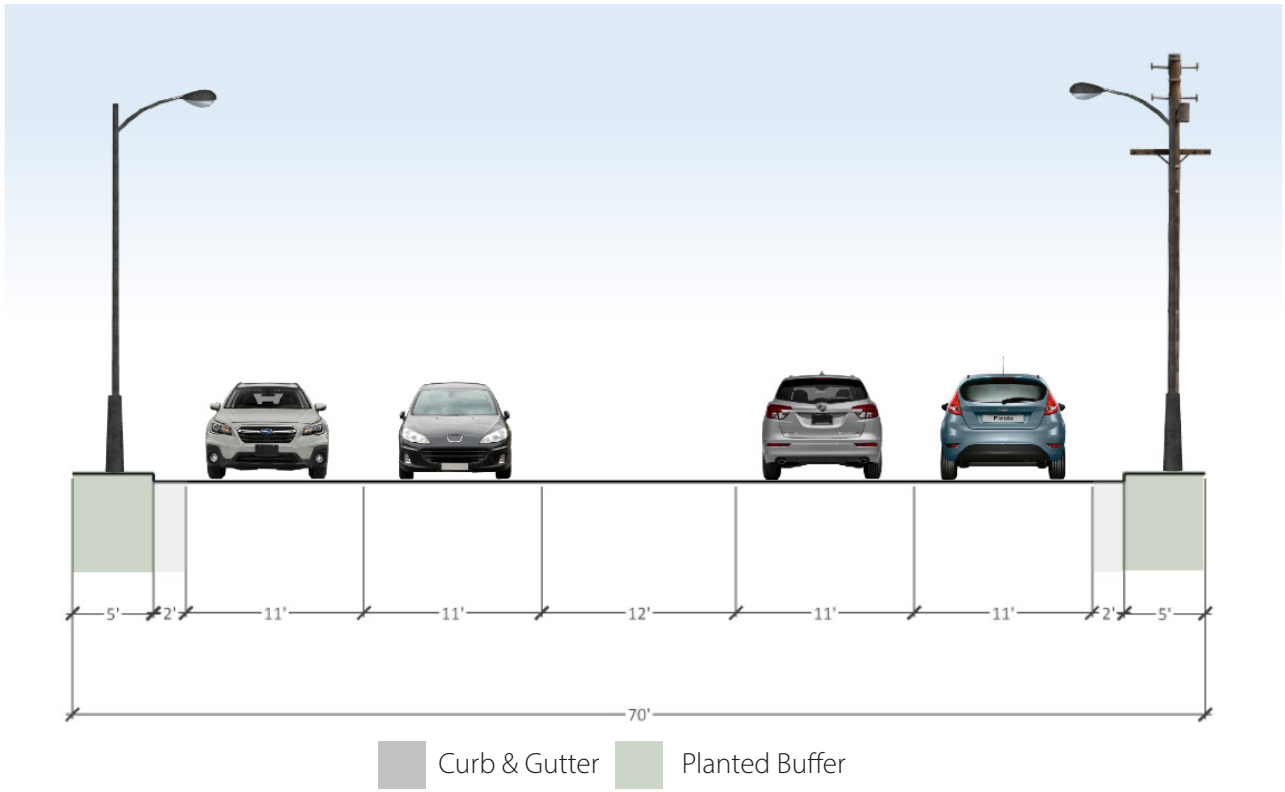


Figure 3. W. Broadway Street Existing Cross-Section: Segment 2




W. Broadway Street near Locust Avenue


W. Broadway Street near McCabe Avenue

W. Broadway Street near McCabe Avenue

As a major arterial, W. Broadway Street carries the second largest traffic volumes in Newport, with approximately 20,000 vehicles per day. TDOT's statewide travel demand model projects approximately 26,000 cars will use the route daily in 2040. The five-lane roadway has a speed limit of 45 mph that is reduced to 40 mph as it approaches the downtown area. Two travel lanes are provided in either direction, with a two-way left turn lane running the length of the study corridor.

There are no walkways or bikeways along W. Broadway Street west of the Cosby Highway intersection. Between 2016 and 2020, there have been 359 crashes (Figure 4) along the roadway within the study area. Four of these crashes involved pedestrians, two of which resulted in serious or incapacitating injuries. Bicycle and pedestrian comfort in the corridor (Figures 5 and 6) were evaluated based on a Level of Traffic Stress (LTS) analysis. LTS rates road segments or crossings by the stress that traffic imposes on bicyclists and pedestrians on a scale of 1 to 4, with higher scores indicating more stress. W. Broadway Street was rated an LTS 4 for both pedestrians and bicyclists, with most intersections receiving an LTS 4 as well.

Figure 4. W. Broadway Street Existing and Future Traffic Conditions and Crashes

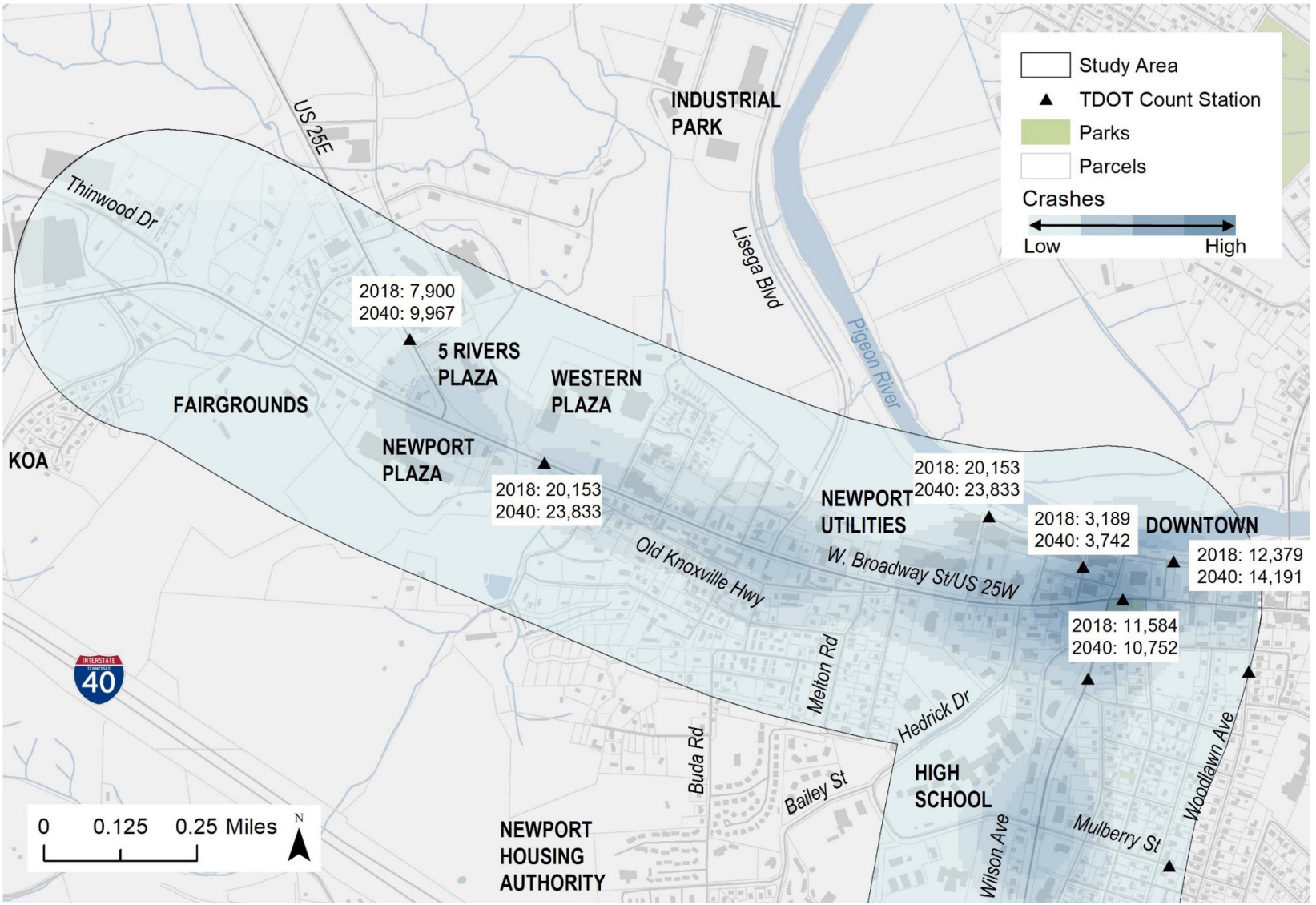


Figure 5. W. Broadway Street Existing Pedestrian Level of Traffic Stress (LTS)

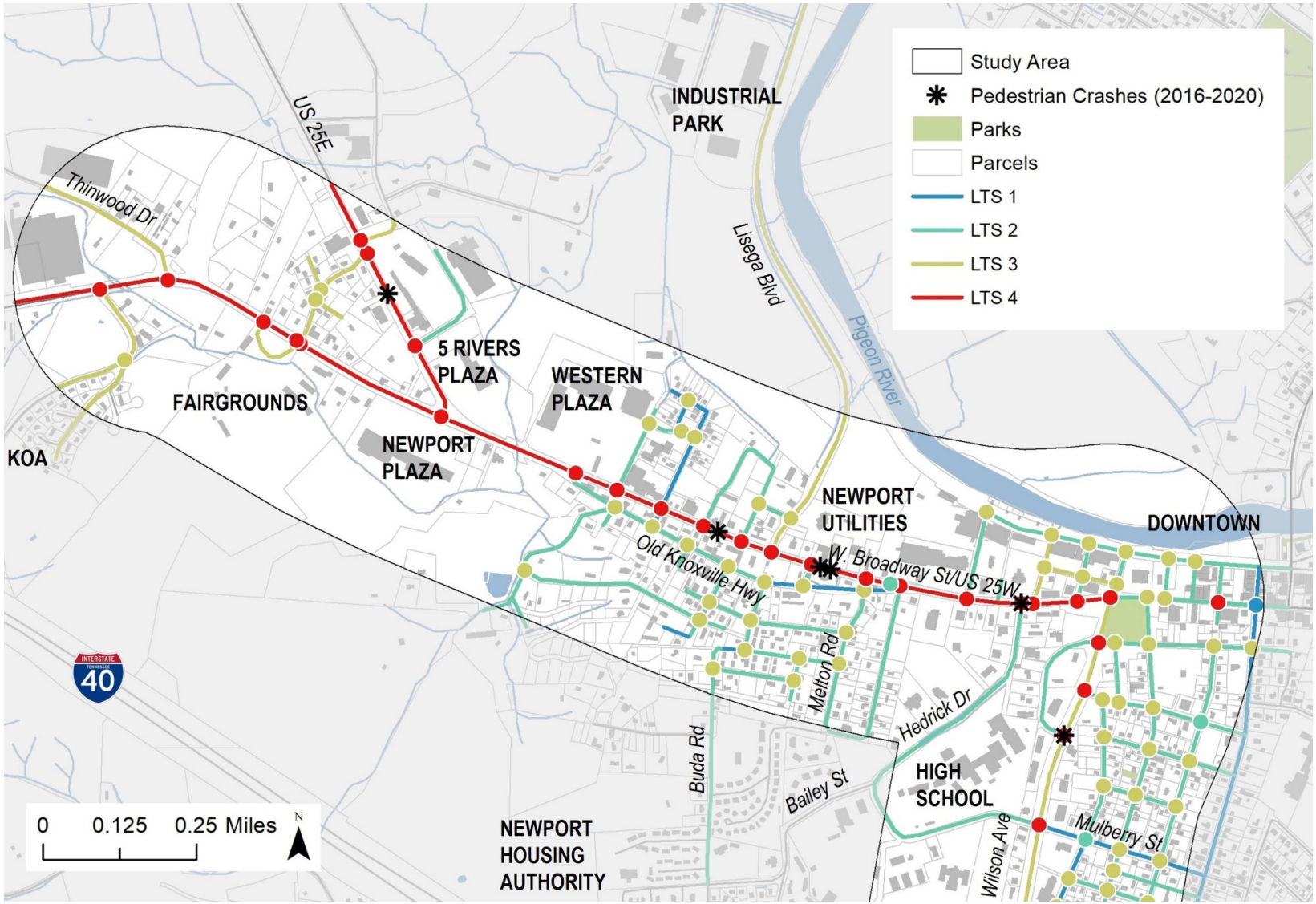
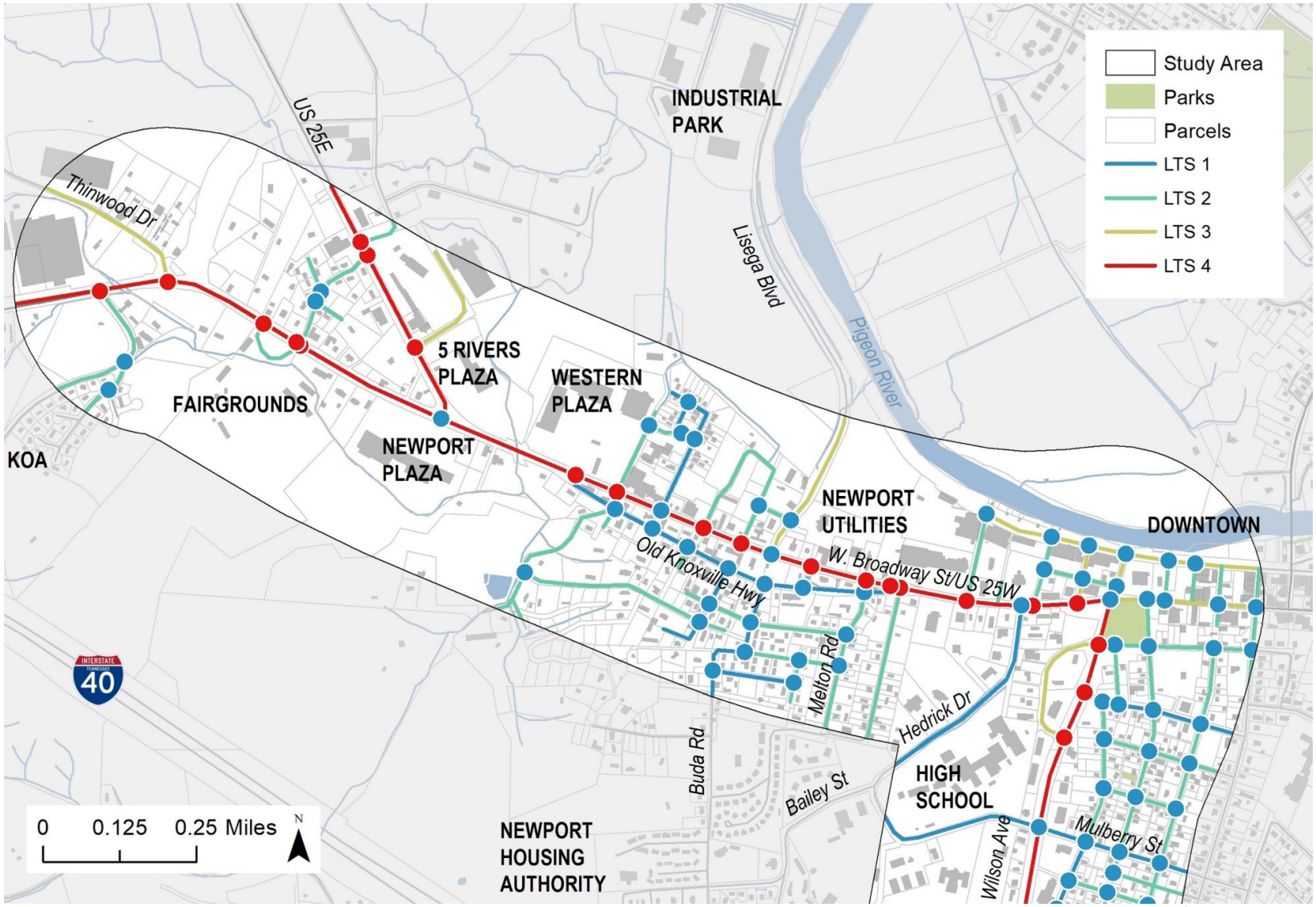


Figure 6. W. Broadway Street Existing Bicycle Level of Traffic Stress (LTS)



*There were no bicycle crashes within the W. Broadway Street Corridor from 2016-2020.

4.2 West Broadway Street Recommendations

The recommended bicycle and pedestrian improvements (Figure 7) along W. Broadway Street include sidewalks, shared use paths, and shared streets that provide connections to major community destinations, such as downtown Newport and the fairgrounds. Proposed improvements near downtown were coordinated with the recommendations from the *Downtown Revitalization and Development Plan, Regional Ten-Year Parks* and *Recreation Master Plan, and the Downtown Newport Bicycle and Pedestrian Plan***.** Table 2 lists all of the recommendations along W. Broadway Street, including estimated infrastructure costs. Recommended cross-section and design guidelines are illustrated in Figures 8-10.

As Figure 7 illustrates, a number of recommendations parallel W. Broadway Street. One opportunity of particular interest builds upon the momentum in downtown Newport, particularly the extension of the Riverwalk greenway west along West Main Street. Figure 11 provides a visualization of what this corridor could look like with the addition of a recommended shared use path and sidewalk.

This infrastructure would not only provide additional recreational opportunities and connectivity, but it could help attract redevelopment of the vacant historic buildings along the corridor. Finally, this shared use path is envisioned to extend along the planned extension of West Main Street to the new courthouse and jail, which will be constructed on Cope Boulevard. Providing this connection ensures that Newport's civic assets are linked with safe and comfortable walking and bicycling facilities.

Table 2. W. Broadway Street Recommendations

Roadway/Facility	From	To	Linear Feet (LF)	Facility Type	Unit Cost per Linear Foot	Estimated Cost (2019 Dollars)
5 Rivers Plaza Proposed Shared Use Path	South of W. Broadway	Cope Blvd.	4,537	Shared Use Path	$115.00	$521,725.10
Fairgrounds Proposed Shared Use Path	KOA Ln.	Old Knoxville Hwy.	5,518	Shared Use Path	$115.00	$634,545.85
Western Plaza Proposed Shared Use Path	West End St.	Locust Ave.	1,253	Shared Use Path	$115.00	$144,073.15
W. Main St. Extension Proposed Shared Use Path	Helm Ave., West to Cope Blvd.	Cope Blvd. to West Main St.	5,928	Shared Use Path	$115.00	$681,706.20
High School Proposed Shared Use Path	Buda Rd.	Old Knoxville Hwy.	4,443	Shared Use Path	$115.00	$510,949.60
Lisega Blvd. Proposed Shared Use Path	New W. Main. St. Extension	Industrial Park	1,934	Shared Use Path	$115.00	$222,410.00
KOA Ln.	Camper Way	West Highway 25-70/W. Broadway St.	2,293	Shared Street	$10.00	$22,934.00
Helm Ave./Church St./W. Main St.	Helm Ave., East along Church St. & W. Main St.	Cosby Hwy.	1,909	Shared Street	$10.00	$19,088.40
W. Main St.	Helm Ave., East along W. Main St.	Cosby Hwy.	665	Shared Street	$10.00	$6,652.00
Pennell Ln.	Locust Ave.	Cope Blvd.	263	Shared Street	$10.00	$2,630.50
Douglas Ave	Old Knoxville Hwy.	Faith Aly	591	Shared Street	$10.00	$5,909.40
West End St./New Facility	W. Broadway St.	Cope Blvd.	2,692	Shared Street	$10.00	$26,915.20
Driskill Cir./Melton Rd.	Whitson Dr.	Old Knoxville Hwy.	1,751	Sidewalk	$65.00	$113,794.85
Old Knoxville Hwy./W. Broadway St.	Melton Rd.	East of Jaybird Rd./ Existing Sidewalk	423	Sidewalk	$65.00	$27,522.30
W. Broadway St.	Thinwood Dr.	Helm Ave.	6,211	Sidewalk	$75.00	$465,831.00
W. Main St. Extension/McCabe Ave.	Cope Blvd., east to McCabe Ave.	W. Broadway St.	2,270	Sidewalk	$65.00	$147,549.35
W. Main St.	McCabe Ave.	Cosby Hwy.	1,123	Sidewalk	$65.00	$72,995.00
Helm Ave.	W. Main St.	Existing Sidewalk	329	Sidewalk	$65.00	$21,385.00
West End St./New Facility	W. Broadway St.	Cope Blvd.	4,143	Sidewalk	$65.00	$269,322.95

**Planning level cost estimates are based upon TDOT's 2019 Average Unit Prices. A 40% contingency was applied for engineering and construction phases.*

Figure 7. W. Broadway Street Recommendations

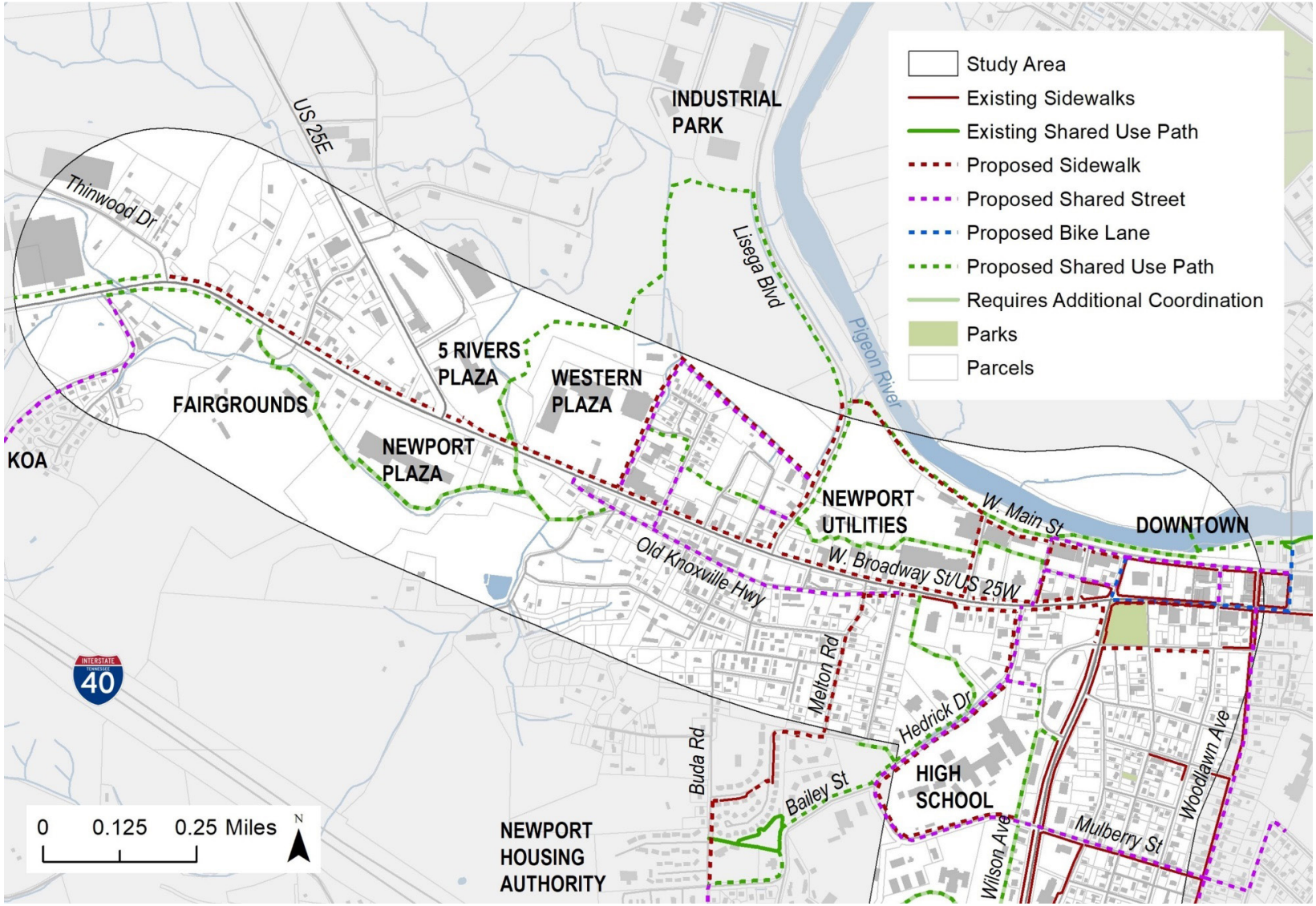
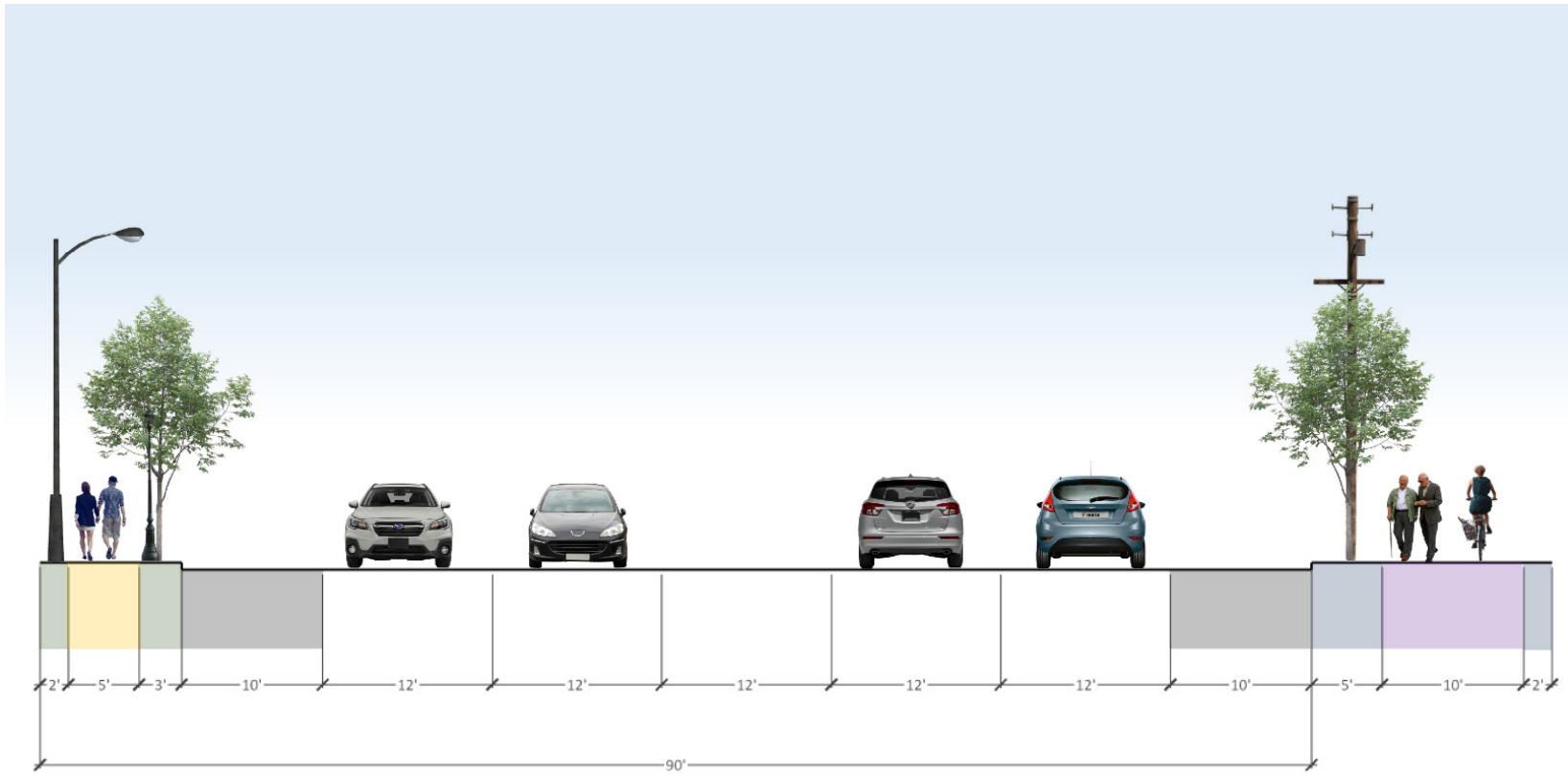


Figure 8. W. Broadway Street Recommended Cross-Sections: Segment 1



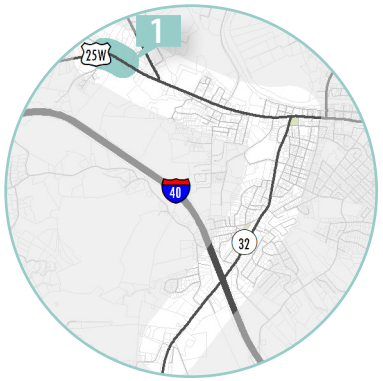
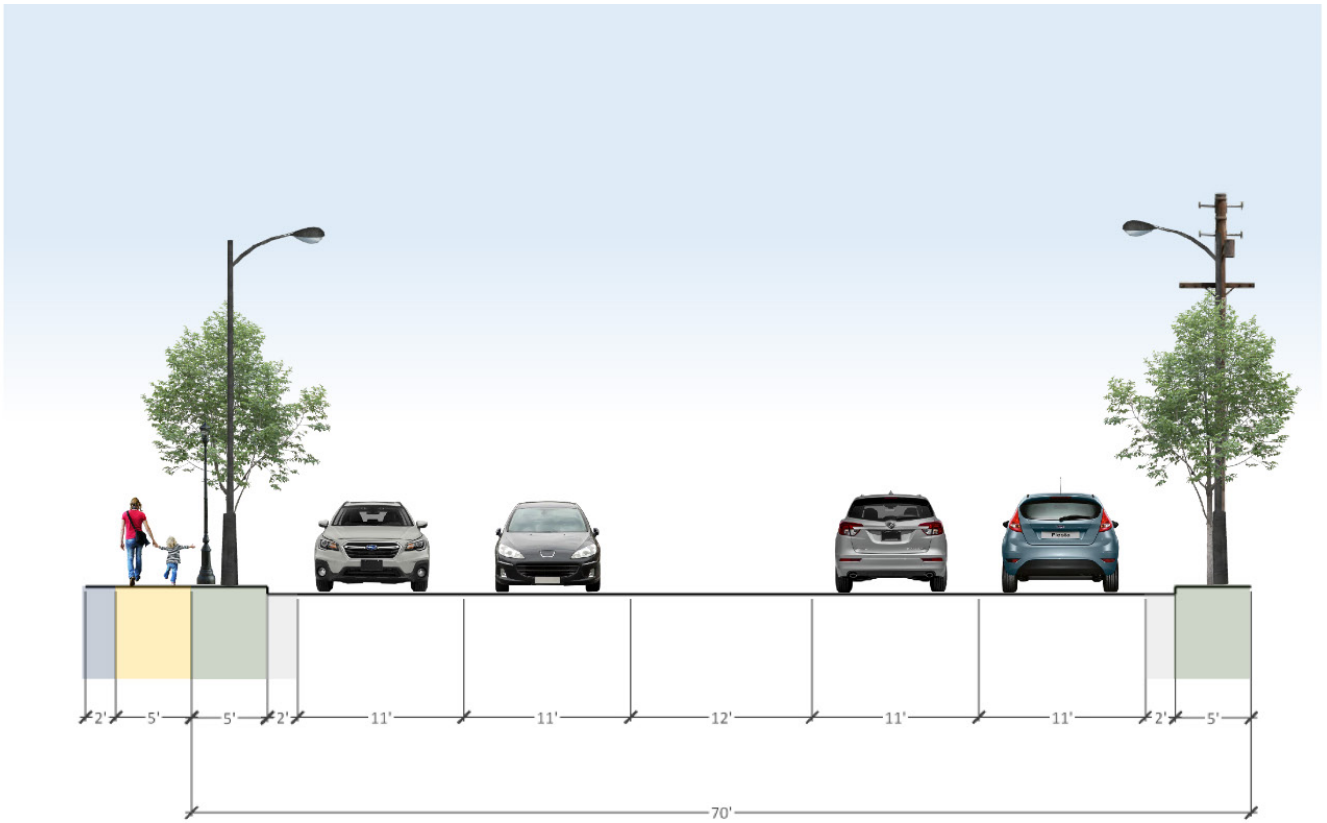
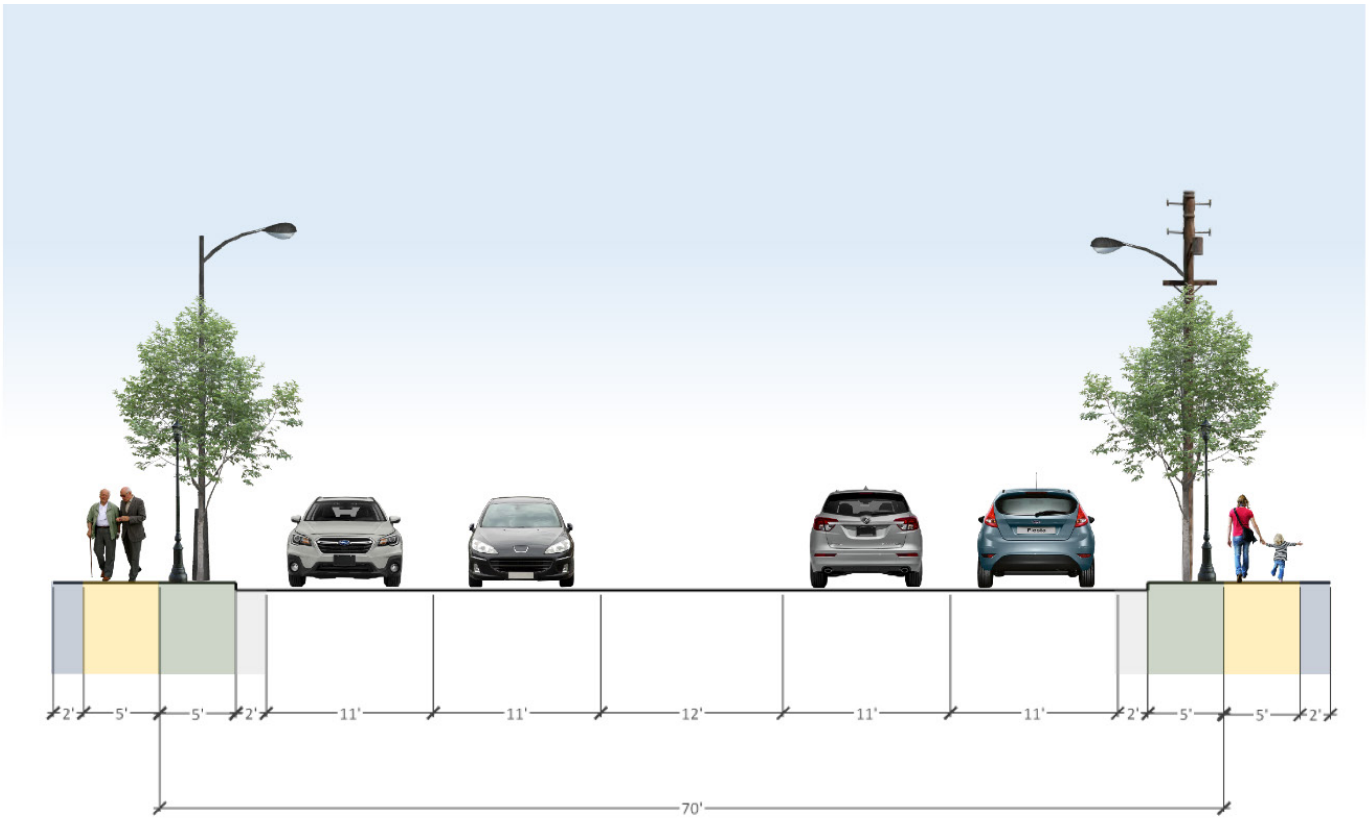


Figure 9. W. Broadway Street Recommended Cross-Sections: Segment 2



Curb & Gutter
Planted Buffer
Utility Easement/ Front Setback
Sidewalk
Shared Use Path

Figure 10. W. Broadway Street Recommended Cross-Sections: Segment 3



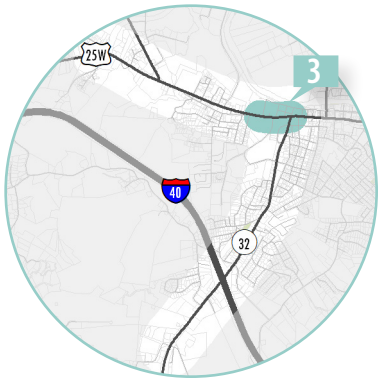


Figure 11. W. Main Street Complete Street Visualization

5. COSBY HIGHWAY (SR 32) CORRIDOR

5.1 Existing Conditions

Cosby Highway (SR 32) is the major north-south arterial in Newport, connecting the downtown area to I-40, Exit 435. Unlike W. Broadway Street, Cosby Highway connects to a more densely populated residential area, with commercial uses concentrated near the I-40 interchange. Major destinations along the corridor include the Old Tanner School/Walters State Community College, Walmart, the U.S. Post Office, Cocke County Chamber of Commerce, Newport Parks and Recreation, and the southern entrance of Hedrick Drive leading to Cocke County High School. The cross-sections and photos in Figures 12 and 13 show existing conditions along two segments of the corridor.

Cosby Highway

Figure 12. Cosby Highway Existing Cross-Sections: Segment 4

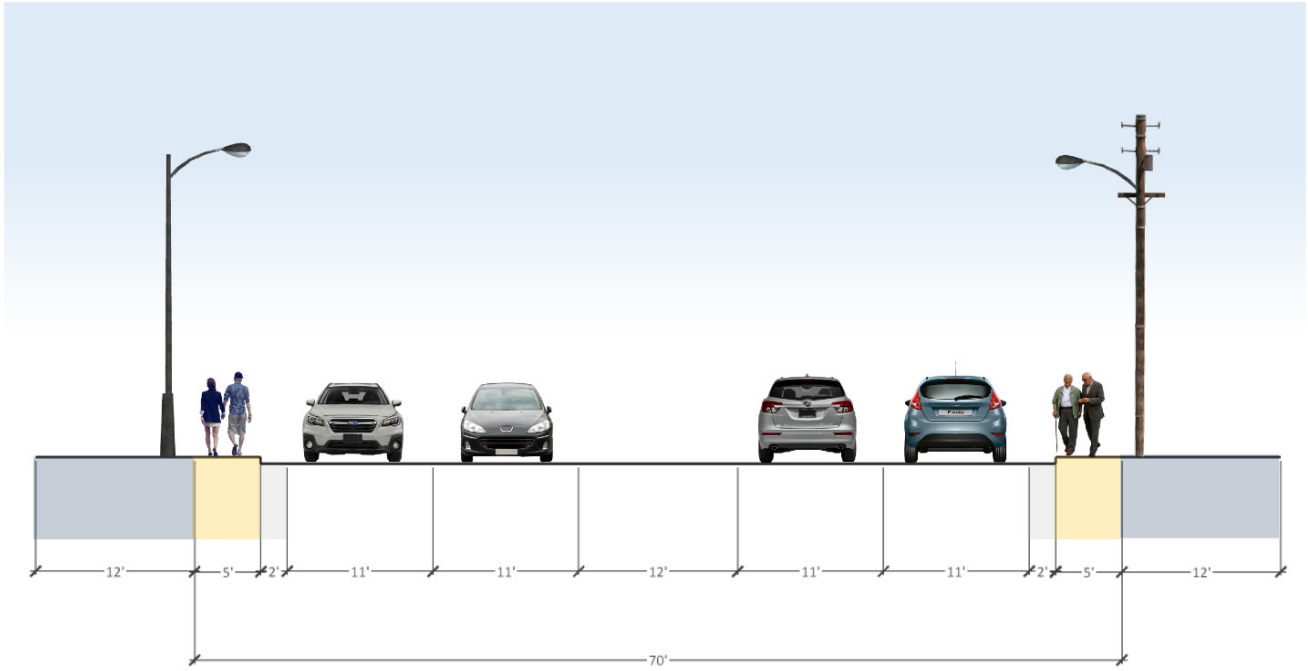
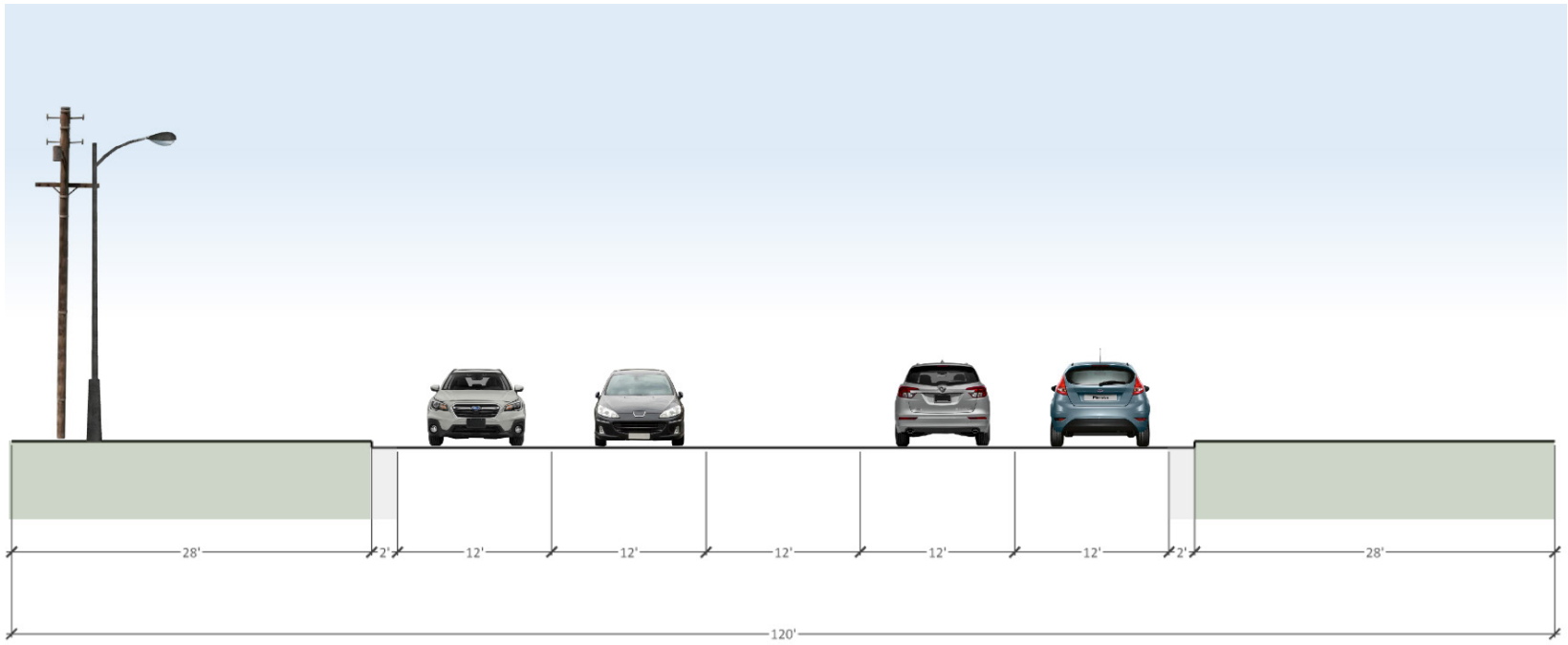
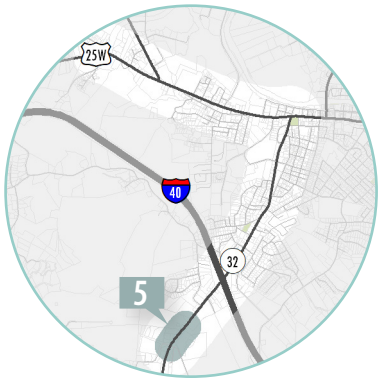


Figure 13. Cosby Highway Existing Cross-Sections: Segment 5





Cosby Highway is a principal arterial roadway that carries the highest traffic volumes in Newport, with approximately 23,000 vehicles per day. TDOT's statewide travel demand model projects approximately 26,300 daily vehicle trips in 2040. The roadway is five lanes, with two travel lanes in each direction and a two-way left turn lane. The posted speed limit is 40 mph.

There are existing sidewalks on both sides of Cosby Highway from the W. Broadway Street intersection to the I-40, Exit 435 interchange, providing connections to downtown and to local streets leading to residential areas. Cosby Highway has experienced almost double the number of vehicular crashes — 619 — as W. Broadway Street between 2016-2020 (Figure 14). Four of the crashes involved a pedestrian, two of which resulted in serious or incapacitating injuries. Both the pedestrian and bicycle LTS (Figures 15 and 16) was a 4 — the lowest score — for the segment of Cosby Highway within the study area. All crossings received an LTS 4 for all pedestrians and most bicyclists.

West of Cosby Highway, local roads connect to Cocke County High School, senior living facilities, and public housing and can serve as a network for people walking and bicycling. Existing sidewalks east of Cosby Highway provide connections to the city's core. As mentioned in the community engagement key findings, plan participants highlighted the community's desire for separated facilities off the major roadways when possible for bicycle and pedestrian facilities.

Old Tanner School/Walters State Community College

Cosby Highway near English Street

Prospect Avenue

Figure 14. Cosby Highway Existing and Future Traffic Conditions and Crashes

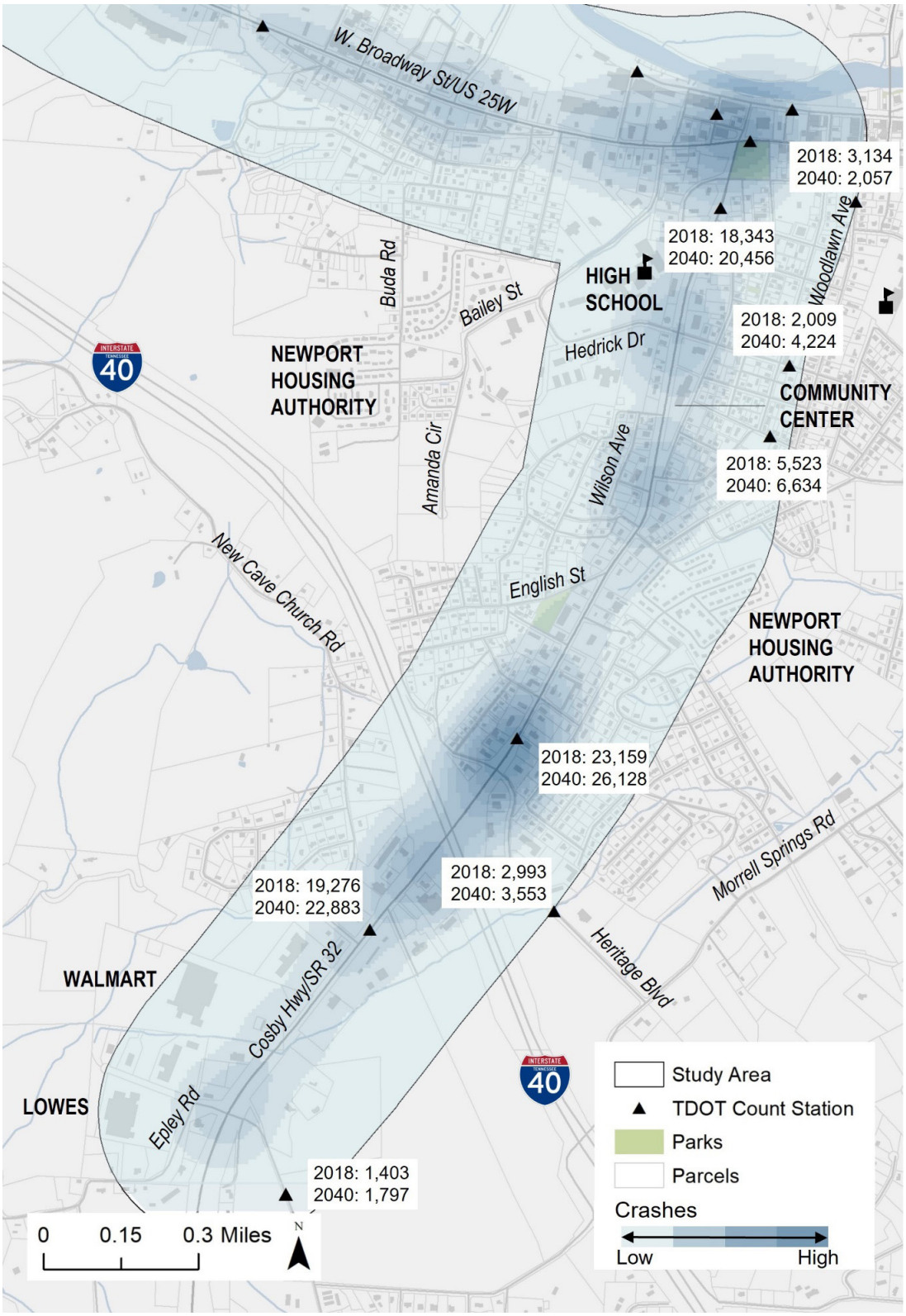


Figure 15. Cosby Highway Existing Pedestrian Level of Traffic Stress (LTS)

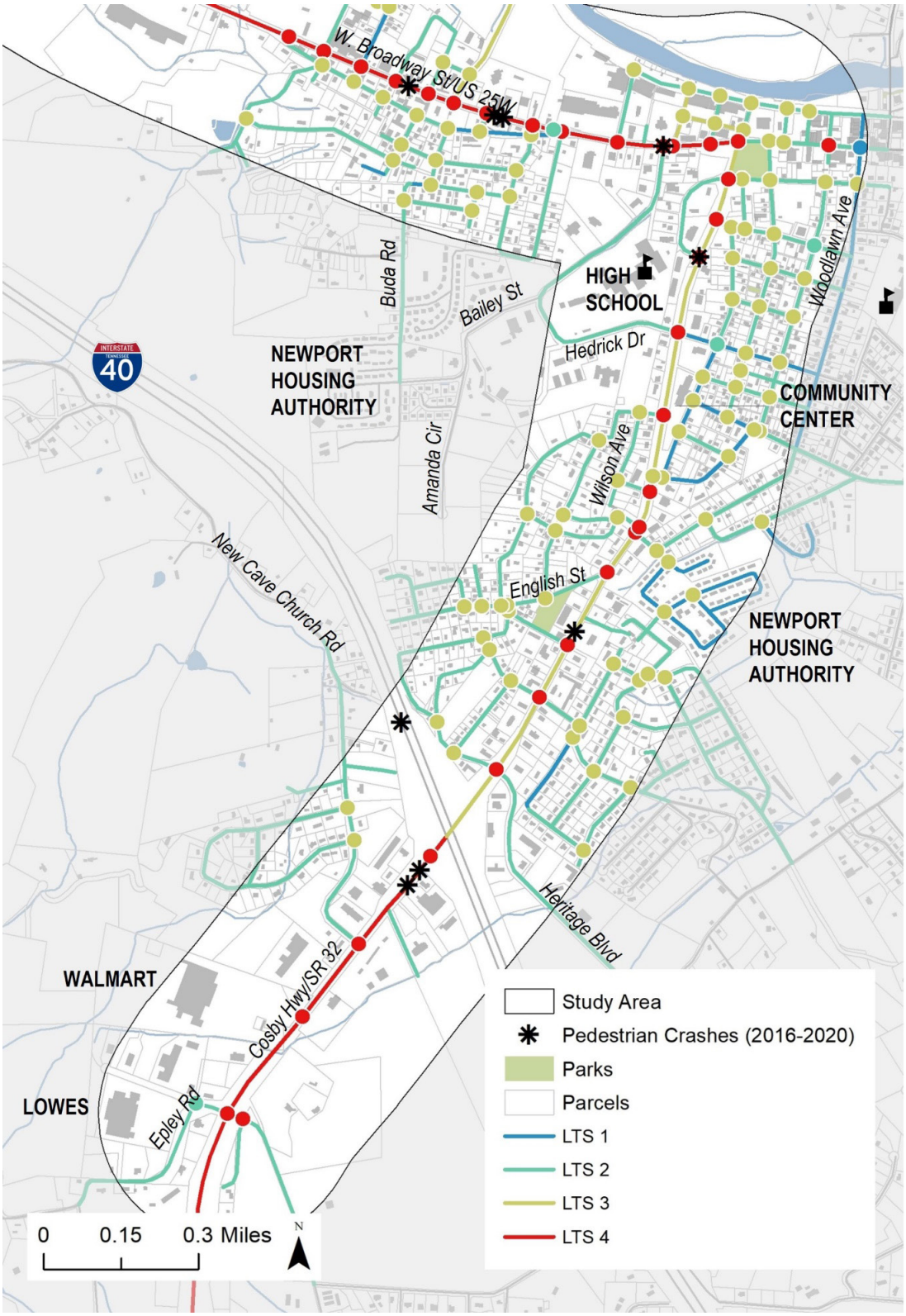
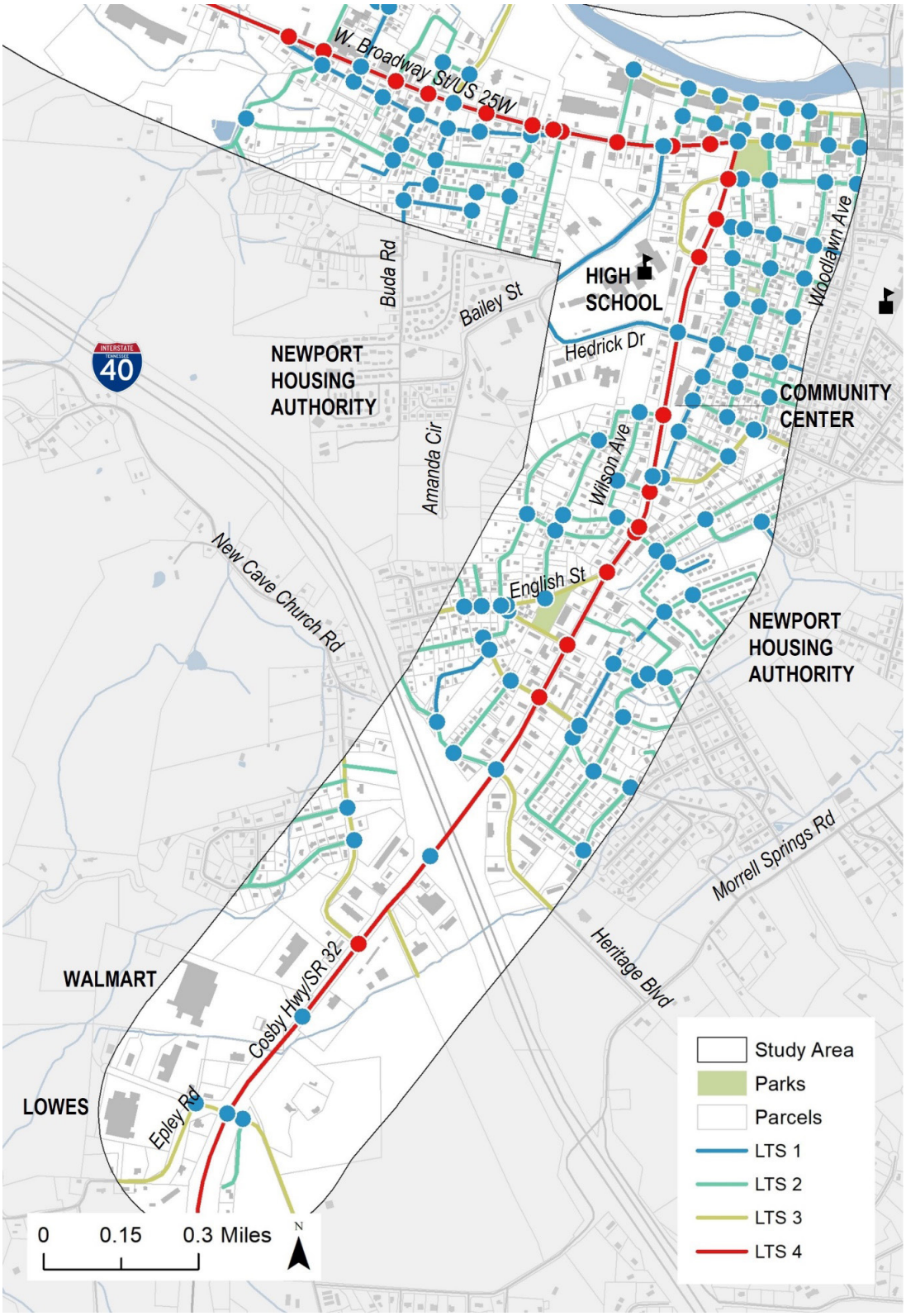


Figure 16. Cosby Highway Existing Bicycle Level of Traffic Stress (LTS)



*There were no bicycle crashes within the Cosby Highway Corridor from 2016-2020.

5.2 Cosby Highway Recommendations

North of the I-40 interchange, recommendations along Cosby Highway focus on roads that intersect with the main highway and connect to existing facilities (Figure 17). Proposed improvements connect major destinations along the route itself — downtown, the Newport Community Center, and the Old Tanner School/Walters State Community College — as well as important local destinations accessed by intersecting and parallel streets, such as Cocke County High School and the Newport Housing Authority residences. Table 3 outlines all of the recommendations for Cosby Highway with their estimated cost. Figures 18 and 19 show the recommended typical cross-sections.

Table 3. Cosby Highway Recommendations

Roadway/Facility	From	To	Linear Feet (LF)	Facility Type	Unit Cost per Linear Foot	Estimated Cost (2019 Dollars)
Bryant Park Proposed Shared Use Path	Wiley St.	Old Cosby Rd	2,140	Shared Use Path	$115.00	$246,142.55
Wellington Manor Proposed Shared Use Path	Buda Rd.	Cosby Hwy.	2,932	Shared Use Path	$115.00	$337,215.65
Amanda Cir. Proposed Shared Use Path	Forty Foot St.	Just south of Maple Leaf Way	1,772	Shared Use Path	$115.00	$203,765.05
Cosby Hwy. Proposed Shared Use Path	Walmart Driveway	English St.	6,597	Shared Use Path	$115.00	$758,649.25
Buda Rd.	Humane Way/Wiley Ave. Proposed Shared Use Path	Bailey St.	436	Shared Street	$ 10.00	$4,357.70
Forty Foot St./English St.	Amanda Cir. Proposed Shared Use Path	English St. Proposed Shared Use Path	1,442	Shared Street	$10.00	$14,416.20
Converse St./Wilson St.	Cosby Hwy.	Wiley Ave.	1,007	Shared Street	$10.00	$10,070.50
Templin St./Woodlawn Ave.	Cosby Hwy.	E. Broadway St.	5,257	Shared Street	$10.00	$52,566.30
Hedrick Dr./Mulberry St./Ruble Ave.	W. Broadway St.	Main Grammar School Driveway	6,814	Shared Street	$10.00	$68,143.10
Templin St./Masters Cir.	Cosby Hwy.	Existing Sidewalk	505	Sidewalk	$65.00	$32,823.70
Mineral St./Jones Cir.	Prospect Ave.	Woodlawn Ave.	1,991	Sidewalk	$65.00	$129,405.90
Buda Rd./Whitson Dr.	Bailey St.	Driskill Cir.	994	Sidewalk	$65.00	$64,622.35
Riverview St.	Cosby Hwy.	Existing Sidewalk	872	Sidewalk	$65.00	$56,686.50

**Planning level cost estimates are based upon TDOT's 2019 Average Unit Prices. A 40% contingency was applied for engineering and construction phases.*

Figure 17. Cosby Highway Recommendations

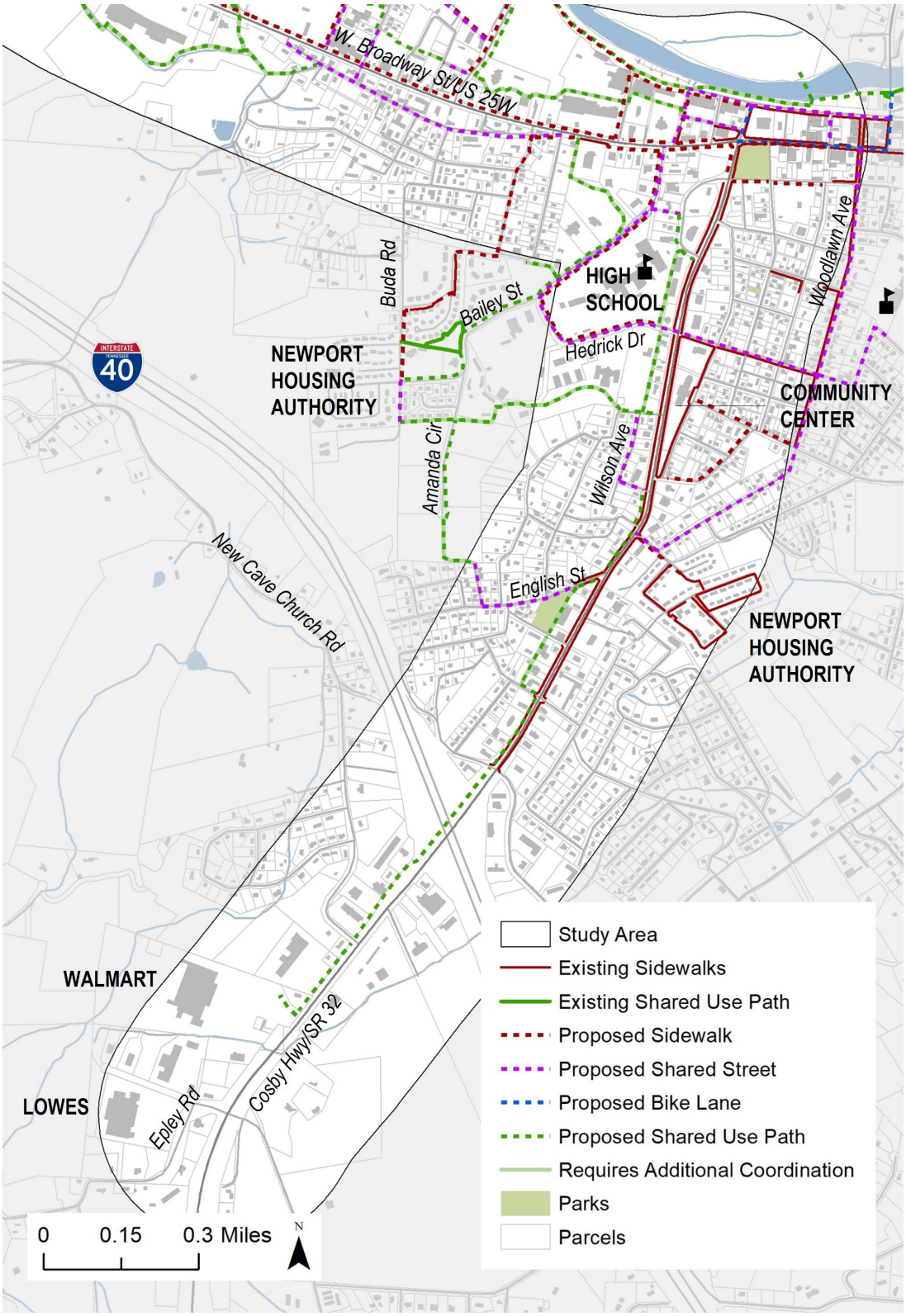
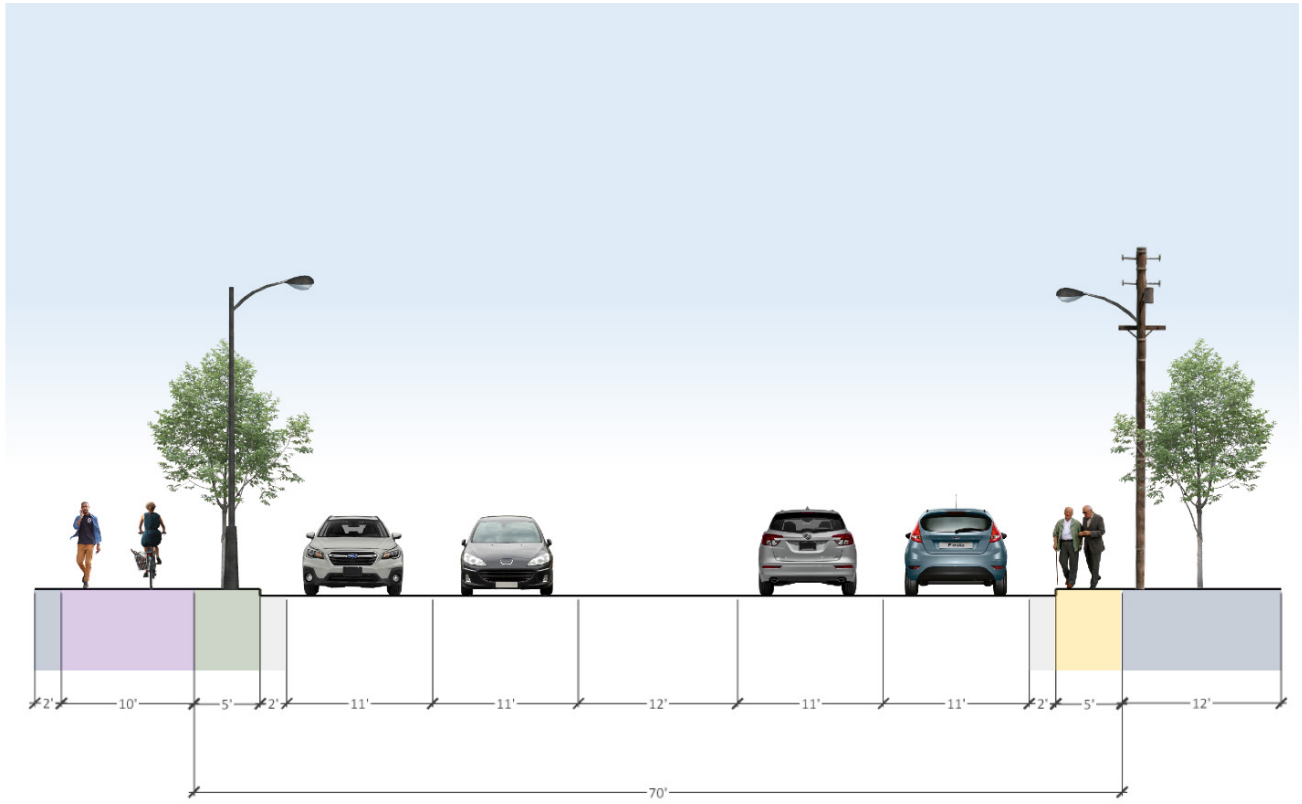


Figure 18. Cosby Highway Recommended Cross-Sections: Segment 4



Curb & Gutter
Planted Buffer
Utility Easement/ Front Setback
Sidewalk
Shared Use Path

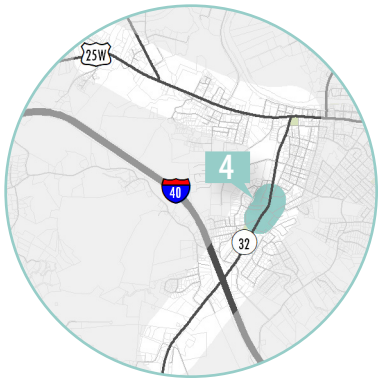
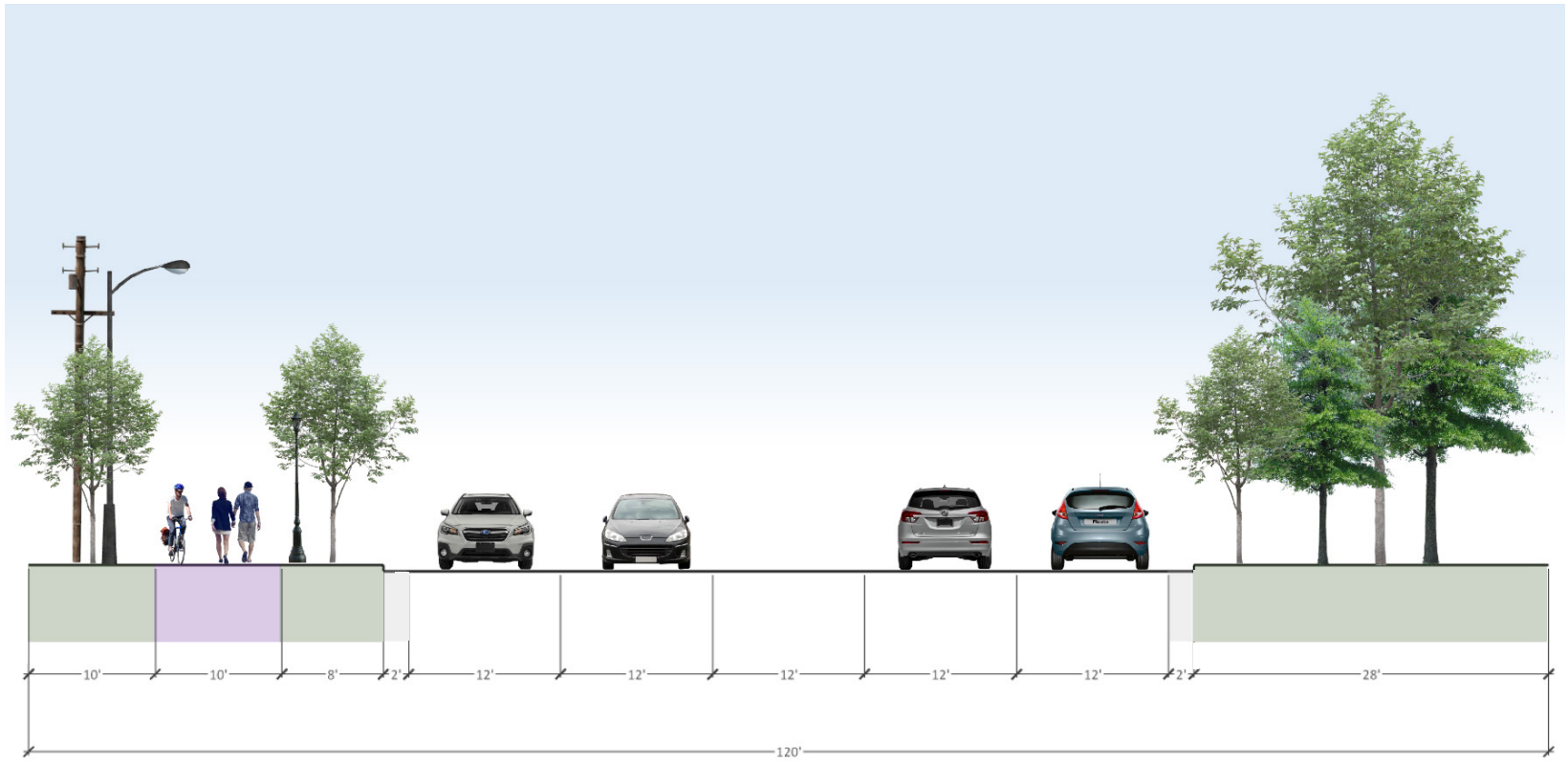


Figure 19. Cosby Highway Recommended Cross-Sections: Segment 5



Curb & Gutter Planted Buffer Shared Use Path

6. IMPLEMENTATION

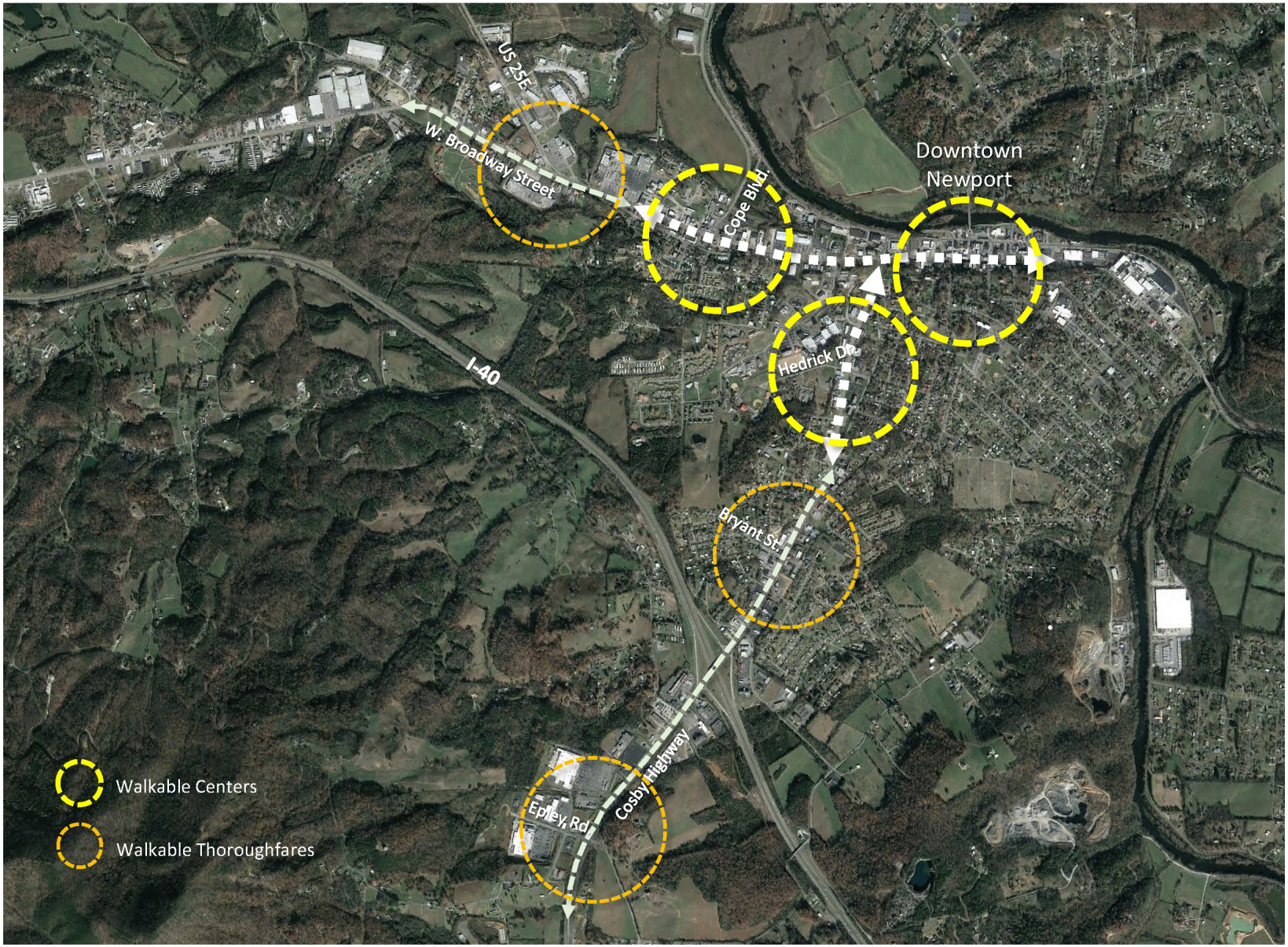
6.1 Growth and Development Framework

The W. Broadway Street and Cosby Highway corridors serve as major gateways to downtown Newport and include such popular destinations as the Cocke County Fairgrounds, Cocke County High School, Newport Parks and Recreation, and the Old Tanner School/Walters State Community College – as well as many businesses. While the land uses along both corridors will remain largely commercial with a mix of restaurants, retail, professional services, and hospitality, civic uses – and larger commercial centers – can help organize the streets and more clearly connect them to downtown. Developing walkable centers and thoroughfares close to downtown will reinforce the city's identity and, importantly, serve as transitions for visitors accessing the city from the interstate and the regional transportation system more generally.

Figure 20 illustrates the potential for walking and bicycling to reshape Newport and position the city for future growth and development. Complementing downtown Newport, future walkable centers at Hedrick Drive and Cosby Highway and Cope Boulevard and W. Broadway Street can solidify the city's core and help make downtown Newport and its adjacent neighborhoods great places to live, work, and visit. Closer to the interstate, both west and south of downtown, pedestrian and bicycle infrastructure investments can remake the corridors as walkable thoroughfares – supporting redevelopment of older commercial centers, for example, at the intersection of US 25E and W. Broadway Street, and providing greater access to more recent development, for example, near Epley Road and Cosby Highway.

Additionally, how building address the streets will help shape how the corridors function and whether people stay and enjoy them or quickly pass through them. Similar to the findings in the *Newport Highway 25/70 Corridor Study*, zoning standards can be introduced – either through new base districts or an overlay district – to guide development and reinforce the community's vision for the corridors.

Figure 20. Walkable Centers and Thoroughfares



6.2 Infrastructure Strategies

Recommendations for the W. Broadway Street and Cosby Highway corridors provide a long-term framework for bicycle and pedestrian improvements. Using stakeholder collaboration and community input, a prioritization matrix was developed for the proposed recommendations based on the plan's four goals. The criteria include:

1. Promoting Newport as a Gateway City (consistency with other planning efforts)
2. Supporting Active Lifestyles (proximity to schools and parks and public input)
3. Evaluating Financial Feasibility (eligibility for grant funding)
4. Optimizing the Physical Design of Streets (proximity to existing sidewalks)

The top five projects based on the scoring criteria are shown in Table 4 and a complete summary of project scores can be found in Appendix A. Implementation of these projects and others will be opportunity driven based on funding and redevelopment/development opportunities. The prioritization table is intended to provide an idea of which project recommendations best meet the plan's goals and objectives. Table 5 identifies several funding sources for various phases of bicycle and pedestrian projects in Tennessee.

Table 4. Potential Prioritization Criteria: Top Projects

Roadway/Facility	Goal 1: Gateway City	Goal 2: Active Lifestyles			Goal 3: Financial Feasibility	Goal 4: Street Design
	Consistency with Other Plans	*Proximity to Schools*	*Proximity to Parks*	*Proximity to Top Destinations Ranked by Public*	*Grant Eligibility*	*Proximity to Sidewalks*
Hedrick Dr./Mulberry St./ Ruble Ave. Shared Street	Medium	High	Medium	High	Medium	High
Bryant Park Proposed Shared Use Path	Low	High	Medium	High	High	High
Riverview Street Sidewalk	Low	Medium	High	High	High	High
W. Broadway Street Sidewalk	Low	Medium	High	High	High	High
Wellington Manor Proposed Shared Use Path	Low	High	Medium	Medium	High	High

Table 5. Funding Options

Grant/Program & Administering Agency	Program Focus	Eligibility	Funding Details
Transportation Alternatives Program (TAP) *TDOT Local Programs Development Office*	On- and off-road pedestrian and bicycle facilities, rails to trails, safe routes to school, scenic overlooks, and highway archaeological assessments.	All governmental agencies are eligible.	20% local match required. Local agency is responsible for all preliminary engineering, design, and right-of-way expenses.
Multimodal Access Grant (MMAG) *TDOT Multimodal Transportation Resources Division*	Pedestrian, bicycle, and transit infrastructure projects along a state route for new construction or rehab of existing facilities.	Those providing a direct connection to a state route will be considered but preference given to state routes. Priority given for projects located within an at-risk or distressed county.	5% local match required. State match amount will not exceed $950,000.
Rural Planning Initiative (RuPI) *TDOT Long Range Planning Division – Office of Community Transportation*	Transportation management study; bicycle and pedestrian plan; corridor study; road diet analysis; resurfacing and/or striping plan; transportation facility inventory; transportation feasibility study; or systems management and operations plan.	County or municipality within an at-risk or distressed county. Outside of an MPO boundary. Resolution by local government to implement the plan following its completion.	$25,000 maximum amount for planning services.
Community Transportation Planning Grant (CTPG) *TDOT Long Range Planning Division – Office of Community Transportation*	Complete streets plan; corridor study; bicycle/pedestrian plan; transportation systems management & operations; road diet analysis; or a community mobility plan.	County or municipality outside of an MPO boundary. Plan with focus area that includes a state route.	$125,000 maximum grant. 10% local match required. Distressed counties qualify for no local match.
Local Parks and Recreation Fund (LPRF) *Tennessee Department of Environment and Conservation*	Land acquisition, indoor/outdoor recreation facilities, and trail development.	City or county governments eligible.	50% local match required.
Recreational Trails Program (RTP) *Tennessee Department of Environment and Conservation*	Land acquisition, trail development, construction, and maintenance, trail restoration, and trailhead support facilities.	Government agencies and eligible non-profits. Must be on publicly owned land.	20% local match required.
Access to Health through Healthy Built Environments *Tennessee Department of Health*	Pedestrian and bicycle infrastructure and trailhead design.	All government agencies eligible.	$85,000 maximum grant.
Project Diabetes *Tennessee Department of Health*	Pedestrian and bicycle infrastructure that connect schools and parks.	Local governments and community partners eligible.	Category A grants: $150,000/year maximum for up to 3 years. Category B grants: $15,000/year maximum for up to 2 years.

6.3 Non-Infrastructure Strategies

National best practices in Complete Streets include both network improvements and non-infrastructure strategies. Non-infrastructure strategies, such as educational materials and programming, provide additional opportunities to encourage walking and bicycling at minimal or no cost to the municipality and can be implemented immediately.

Education

Educational strategies provide the tools for a community to promote safe streets for all roadway users. In-school programming with bicycle and pedestrian safety events, such as a bike-to-school day, can educate children on safe practices while promoting healthy modes of transportation. Bicycle and pedestrian safety campaigns targeted towards motorists can promote safer roadways for the entire community.

Encouragement

Developing and distributing corridor- and city-wide bicycle and pedestrian maps can encourage people to walk and bike more, especially on shared use paths. Newport can strategize where to place maps and provide information to tourists and residents alike.

Enforcement

Regular enforcement of traffic laws, including speed limits and yielding to pedestrians at intersections, creates a safer environment for all road users. Safety campaigns, such as awareness events at high traffic intersections, can promote more pedestrian and bicycle friendly neighborhoods and business districts.

Evaluation

The city should evaluate its bicycle and pedestrian networks regularly to identify gaps and locations with safety issues. Annual traffic counts using automated counters or administered by volunteers can help the city better understand where people want to walk and bike.

Complete Streets Policy

To improve walking and bicycling in Newport, a Complete Streets policy was developed as part of this plan. Once adopted by the city, the Complete Streets policy will guide future improvements and ensure that bicycle and pedestrian needs are addressed in all roadway projects. Furthermore, a citywide Complete Streets policy lets potential investors and developers know that Newport is committed to making the city safe for walking and bicycling. The proposed Complete Streets policy can be found in Appendix B.

7. CONCLUSION

Adoption of the *Newport Complete Streets Plan* is an essential step to achieving the city's vision of making Newport a safe and comfortable place to walk and bike and promoting the city as an active gateway community to the Smokies. While the plan focuses on the Cosby Highway (SR 32) and West Broadway Street (US 25W) corridors, the principles and strategies can be applied to all roadways throughout the city. New and safe connections for pedestrians and bicyclists will provide healthy and efficient transportation options for everyone and benefit the community for generations.

Woodlawn Avenue

APPENDIX A. POTENTIAL PRIORITIZATION CRITERIA – FULL PROJECT MATRIX

Roadway/Facility	From	To	Type	Goal 1	Goal 2 - Schools	Goal 2 - Parks	Goal 2 - Input	Goal 3	Goal 4	Total Score
Bryant Park Proposed Shared Use Path	Wiley St.	Old Cosby Rd.	Shared Use Path	Low	High	Medium	High	High	High	24
Hedrick Dr./Mulberry St./Ruble Ave.	W. Broadway St.	Main Grammar School Driveway	Shared Street	Medium	High	Medium	High	Medium	High	24
Riverview St.	Cosby Hwy.	Existing Sidewalk	Sidewalk	Low	Medium	High	High	High	High	22
W. Broadway St.	Thinwood Dr.	Helm Ave.	Sidewalk	Low	Medium	Medium	High	High	High	20
Wellington Manor Proposed Shared Use Path	Buda Rd.	Cosby Hwy.	Shared Use Path	Low	High	Medium	Medium	High	High	19
Converse St./Wilson St.	Cosby Hwy.	Wiley Ave.	Shared Street	Low	Medium	Medium	Medium	High	High	18
Mineral St./Jones Cir.	Prospect Ave.	Woodlawn Ave.	Sidewalk	Low	Medium	High	Medium	Medium	High	18
W. Main St.	McCabe Ave.	Cosby Hwy.	Sidewalk	Medium	Medium	Medium	Medium	High	High	17
Helm Ave.	W. Main St.	Existing Sidewalk	Sidewalk	Medium	Medium	Medium	Medium	High	High	17
High School Proposed Shared Use Path	Buda Rd.	Old Knoxville Hwy.	Shared Use Path	Medium	High	Low	Low	High	High	16
Templin St./ Woodlawn Ave.	Cosby Hwy.	E. Broadway St.	Shared Street	Low	Medium	High	Medium	High	Medium	16
W. Main St. Extension Proposed Shared Use Path	Helm Ave., west to Cope Blvd.	Cope Blvd. to West Main St.	Shared Use Path	Medium	Medium	Medium	Medium	Medium	High	15
Helm Ave./Church St./W. Main St.	Helm Ave., east along Church St. and W. Main St.	Cosby Hwy.	Shared Street	Low	Medium	Medium	High	Medium	Medium	15

Roadway/Facility	From	To	Type	Goal 1	Goal 2 - Schools	Goal 2 - Parks	Goal 2 - Input	Goal 3	Goal 4	Total Score
W. Main St.	Helm Ave., east along W. Main St.	Cosby Hwy.	Shared Street	Medium	Low	Medium	Medium	Medium	High	13
Cosby Hwy. Proposed Shared Use Path	Walmart Driveway	English St.	Shared Use Path	Low	Low	High	Low	High	High	12
Amanda Cir. Proposed Shared Use Path	Forty Foot St.	Just south of Maple Leaf Way	Shared Use Path	Low	Medium	Medium	Low	Low	High	11
Old Knoxville Hwy./W. Broadway St.	Melton Rd.	East of Jaybird Rd./ Existing Sidewalk	Sidewalk	Low	Medium	Low	Low	Medium	High	11
W. Main St. Extension/ McCabe Ave.	Cope Blvd., east to McCabe Ave.	W. Broadway St.	Sidewalk	Low	Medium	Low	Low	High	High	11
Fairgrounds Proposed Shared Use Path	KOA Ln.	Old Knoxville Hwy.	Shared Use Path	Medium	Low	Low	Low	High	High	10
Forty Foot St./English St.	Amanda Cir. Proposed Shared Use Path	English St. Proposed Shared Use Path	Shared Street	Low	Low	High	Low	Medium	High	10
Old Knoxville Hwy./ Jaybird Rd.	W. Broadway St.	W. Broadway St.	Shared Street	Low	Medium	Low	Low	High	High	10
Lisega Blvd. Proposed Shared Use Path	New W. Main. St. Extension	Industrial Park	Shared Use Path	Medium	Low	Low	Low	High	High	9
KOA Ln.	Camper Way	West Highway 25-70/W. Broadway St.	Shared Street	Low	Low	Low	Low	High	High	9

Roadway/Facility	From	To	Type	Goal 1	Goal 2 - Schools	Goal 2 - Parks	Goal 2 - Input	Goal 3	Goal 4	Total Score
Buda Rd.	Humane Way/ Wiley Ave. Proposed Shared Use Path	Bailey St.	Shared Street	Low	Medium	Low	Low	Low	High	9
Buda Rd./Whitson Dr.	Bailey St.	Driskill Cir.	Sidewalk	Low	Medium	Low	Low	Low	High	9
Driskill Cir./Melton Rd.	Whitson Dr.	Old Knoxville Hwy.	Sidewalk	Low	Medium	Low	Low	Low	High	9
5 Rivers Plaza Proposed Shared Use Path	South of W. Broadway	Cope Blvd.	Shared Use Path	Low	Low	Low	Low	High	High	8
Douglas Ave.	Old Knoxville Hwy.	Faith Aly.	Shared Street	Low	Low	Low	Low	High	High	8
West End St./New Facility	W. Broadway St.	Cope Blvd.	Shared Street	Low	Low	Low	Low	High	High	8
Templin St./Masters Cir.	Cosby Hwy.	Existing Sidewalk	Sidewalk	Low	Low	Medium	Low	Medium	High	8
West End St./New Facility	W. Broadway St.	Cope Blvd.	Sidewalk	Low	Low	Low	Low	High	High	8
Western Plaza Proposed Shared Use Path	West End St.	Locust Ave.	Shared Use Path	Low	Low	Low	Low	Medium	High	6
Pennell Ln.	Locust Ave.	Cope Blvd.	Shared Street	Low	Low	Low	Low	Medium	High	6

APPENDIX B. COMPLETE STREETS POLICY

RESOLUTION #2021-___

A RESOLUTION TO ADOPT A "COMPLETE STREETS" POLICY IN THE CITY OF NEWPORT

WHEREAS, the City of Newport policy as stated in the Newport Complete Streets Plan is to make the streets of Newport safe, comfortable, and convenient for pedestrians, bicyclists, and motorists by adopting a Complete Streets policy; and

WHEREAS, the term "Complete Streets" refers to transportation networks that are designed and maintained to safely and comfortably support accessibility and mobility for users of all ages and abilities, including pedestrians, bicyclists, and motorists; and

WHEREAS, the City of Newport recognizes that Complete Streets enhance economic development, tourism, public health, and quality of life; and

WHEREAS, Complete Streets support equitable access for those who do not or cannot drive, including access to safe and convenient sidewalks, bicycle lanes, shared use paths, and vehicle lanes; and

WHEREAS, the Complete Streets policy will identify optimal street design elements that promote safe and comfortable multimodal accessibility and mobility for users of all ages and abilities, recognizing that all streets are unique and in each case user needs must be balanced; and

WHEREAS, the City of Newport will coordinate Complete Streets improvements with other city policies, plans, regulations, and standards; and

NOW THEREFORE BE IT RESOLVED by the Board of Mayor and Aldermen of the City of Newport that the following Public Records Policy for City of Newport is hereby adopted.

RESOLVED THIS THE [XX DAY OF MONTH] IN THE YEAR OF [YEAR].

ATTEST:

_____

Mayor

_____

City Administrator

_____

City Attorney

_____

THE COMPLETE STREETS POLICY OF NEWPORT

A. General Provisions and Definitions

1. **Users of All Ages and Abilities.** The City of Newport is committed to constructing and maintaining Complete Streets throughout the community and providing safe, accessible, and efficient transportation options for users of all ages and abilities. Users include pedestrians, bicyclists, motorists, and users of other personal mobility devices. New construction or altered infrastructure should be compliant with the latest version of the Americans with Disabilities Act (ADA) Standards for Accessible Design to accommodate individuals with a disability and provide opportunities to travel safely and independently.

2. **Contextual Design**. Complete Streets designs should take into consideration a street's land use context and physical constraints, including residential uses and densities, non-residential uses and intensities, cultural, historic, and natural resources, and available public right-of-way.

3. **Definitions.** The following words and phrases, whenever used in this policy, shall have the meanings defined in this section unless the content clearly indicates otherwise:

   a. "Bicycle Way or Bikeway" means any course or way intended specifically for the preferential use of bicyclists, such as bicycle lanes and shared use paths.
   b. "Complete Streets Infrastructure" means design features that contribute to a safe, convenient, and comfortable travel experience for users, including but not limited to: sidewalks; crosswalks; pedestrian and traffic signals; accessible curb ramps; bulb-outs; refuge islands; bicycle lanes; shared use paths; paved shoulders; automobile lanes; and public transportation stops and facilities.
   c. "Pedestrian Way or Walkway" means any course of way intended specifically for the preferential use of pedestrians, such as sidewalks and shared use paths.
   d. "Shared Use Path" means a multi-use pathway for all non-motorized users, such as pedestrians and bicyclists.
   e. "Street" means any right-of-way, public or private, including arterials, collectors, local roads, and roadways by any other designation, as well as bridges, tunnels and any other portions of the transportation network.
   f. "Transportation Improvement Project" means the construction, reconstruction, retrofit, or alteration of any street, and includes the planning, design, approval, and implementation processes, except that "Transportation Improvement Project" does not include routine maintenance such as cleaning, sweeping, mowing, spot repair, or pavement resurfacing.

B. Implementation

1. **Project Applicability.** The City of Newport shall incorporate Complete Streets infrastructure, including both bicycle and pedestrian ways, into all transportation improvement projects, including but not limited to the construction, reconstruction, retrofit, or alteration of any street, as well as the planning, design, approval, and implementation processes. Routine maintenance activities, such as cleaning, sweeping, mowing, and spot repair, are not considered a transportation improvement project and therefore do not require a Complete Streets treatment. If the safety and convenience of users can be improved within the scope of pavement resurfacing, restriping or signalization operations on streets, such projects shall implement Complete Streets infrastructure where feasible.

2. **Connectivity.** The City shall, when feasible, construct and enhance Complete Streets infrastructure strategically to create a connected network of facilities that accommodates a variety of users. The City of Newport Community Development Department shall prioritize transportation projects that connect major destinations and/or address specific locations with known safety and/or connectivity issues.

3. **Consistency.** Pedestrian and bicyclist improvements that have been identified as priorities in previous and subsequent planning documents shall be given primary consideration for implementation. Bicycle ways shall be designed and constructed according to accepted design guidance, such as that included in the National Association of City Transportation Officials' Urban Bikeway Design Guide, the Federal Highway Administration's Small Town and Rural Multimodal Networks guide, and the American Association of State Highway and Transportation Officials' Guide for the Development of Bicycle Facilities.

4. **Regulations and Maintenance.** The City of Newport Community Development Department shall review and develop proposed revisions to all appropriate zoning and subdivision codes, procedures, regulations, guidelines, and design standards to integrate, accommodate, and balance the needs of all users in all transportation improvement projects.

C. Exemptions

1. **Exemptions.** Every transportation improvement project in Newport shall incorporate Complete Streets infrastructure — including both bicycle and pedestrian ways — sufficient to enable safe and convenient travel along and across the right-of-way for each category of users unless one or more of these conditions exists and is documented:

a. Existing law prohibits walking or bicycling along the facility. In this case, the City should provide alternative accommodations for pedestrians and bicyclists elsewhere within the right-of-way in the same transportation corridor;
b. Physical constraints, such as topography or insufficient right-of-way, do not allow for the accommodation of Complete Streets infrastructure or cannot be achieved without incurring excessive costs. In this case, the City should consider alternative treatments, such as signage, paved shoulders, or revised travel lane configurations;
c. The application of Complete Streets treatments would result in an unreasonable adverse impact to the natural environment or surrounding land uses;
d. The cost of establishing bikeways or walkways is excessively disproportionate to the total project cost or would be disproportionate to need or anticipated use of facilities. "Excessively disproportionate" costs are those that exceed twenty percent of the project's capital cost;
e. The transportation facility's characteristics demonstrate a disproportionately low need and anticipated use for potential Complete Street infrastructure;
f. Bicycle ways will not be required on local streets with a speed limit of 25 mph or less;
g. Pedestrian ways will not be required along local streets that contain fewer than three (3) dwelling units per acre. An exception shall be made for bicycle and pedestrian improvements prioritized in other plans adopted by the City;
h. The application of Complete Streets principles conflict with federal or state laws, rules or regulations; and
i. The Community Development Department provides documentation that the application of Complete Streets principles would contradict public safety or benefits.

Documented Approval. Projects that seek Complete Street exemptions must submit written findings of all accommodations that qualify for an exemption to the City of Newport Community Development Department. Projects that are granted Complete Streets exemptions must be available for public review.

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