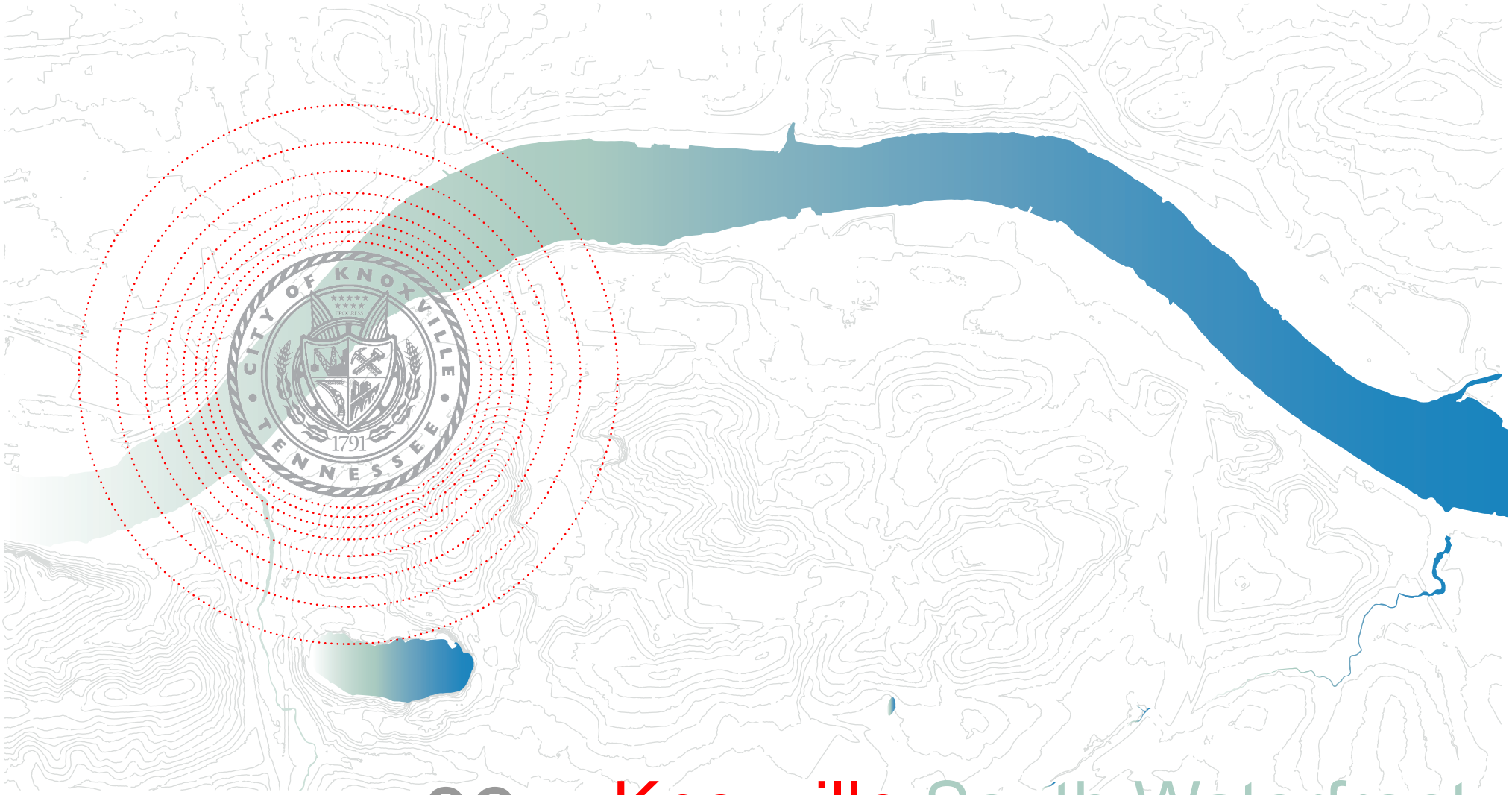

06 2006

Knoxville South Waterfront

CREATING AN ACTIONABLE AND INSPIRATIONAL VISION

3 River Miles of Growth

VISION PLAN

hargreaves associates . chan krieger & associates . kennedy coulter rushing & watson . development strategies
moffatt & nichol . glatting jackson . jordan jones & goulding . studio four design . arcadis g&m . duvall & associates

Adopted by the Knxoville City Council: April 25, 2006 [Resolution R-136-06]

MAYOR BILL HASLAM

INTRODUCTION

To the Citizens of Knoxville:

I am pleased to announce the completion and release of the Knoxville South Waterfront Vision Plan. In the last two years, my administration has worked very hard to set the stage for revitalization of the South Waterfront. The Vision Plan provides an outstanding foundation for long-term improvements to a key area of our city.

First and foremost, to those of you who attended public workshops and provided comments during the planning process, please accept my sincere thanks. Meetings held for public review of the Vision Plan were incredibly well attended, and your input was invaluable. Also, I very much appreciate the dedication of the South Waterfront Oversight Committee, whose guidance and review of the plan was critical. Finally, I think we should all thank the City Council members who took the time to attend the public meetings and voice their support for this very important project. The result has been very encouraging. We now have a plan that is well supported due to a process that has been transparent and open.

Now comes the next step: Implementation. We need to remember that the Vision Plan describes a 20-year strategy for revitalization, and we have to be both aggressive and patient. Not everything will be built exactly as shown in the plan, so we have to be flexible, but the basic framework is very important. I have said all along that the South Waterfront Plan must be realistic and affordable. To that end, we will follow right behind the Vision Plan with an Action Plan. The Action Plan will tell us what we need to do next and how to pay for it.

I believe we now have a realistic plan that marries high quality development expectations with public improvements such as open spaces, a riverwalk, and upgraded streets. Imagine what we can do – by implementing the plan, we will be able to stroll along the river, go kayaking, take the family out for dinner and entertainment, or live and work right across from the downtown! Over time, the South Waterfront will be a regional asset for all to enjoy. The next five years will set the tone – please join me and stay involved to make sure the Vision Plan becomes a reality.

THANKS

CITY OF KNOXVILLE MAYOR
Bill Haslam

KNOX COUNTY MAYOR
Mike Ragsdale

KNOXVILLE CITY COUNCIL MEMBERS
Joe Hultquist, First District
Barbara Pelot, Second District
Steve Hall, Third District
Rob Frost, Fourth District
Bob Becker, Fifth District
Mark Brown, Sixth District
Joe Bailey, At Large
Chris Woodhull, At Large
Marilyn Roddy, At Large

CITY OF KNOXVILLE
Dave Hill, Chief Operating Officer

THANKS

KNOXVILLE SOUTH WATERFRONT OVERSIGHT COMMITTEE

Dave Hill, City of Knoxville, Chairperson

Chris Kinney, City of Knoxville

Bill Lyons, City of Knoxville

Sam Anderson, City of Knoxville

Caryn Conklin-Hawthorne,
Baptist Health Care System

Joe Hultquist, Knoxville City Council

Marilyn Roddy, Knoxville City Council

Mike Arms, Knox County Administration

Larry Clark, Knox County Commission

Paul Pinkston, Knox County Commission

Mark Donaldson, Metropolitan Planning Commission

Jeff Welch, Knoxville - Knox County Transportation Planning Organization

Carol Eimers, Tennessee Valley Authority

Cathy Elliott, US Army Corps of Engineers

Pete Clausen, Gulf & Ohio Railroad

Alvin Nance, Knoxville's Community Development Corporation

Todd Napier, Knoxville-Knox County Development Corporation

John McRae, University of Tennessee College of Architecture & Design

Mike Patterson, Knoxville Utilities Board

Michele Hummel, Central Business Improvement District

John Thomas, Old Sevier Neighborhood

Jenny Arthur, Old Sevier Neighborhood

Martha Olson, Southside Riverfront Residents & Business Association

Connie Beeler, Southside Riverfront Residents & Business Association

Ron Emery, Chapman Highway Businesses

Len Johnson, Chapman Highway Businesses

Rachel Craig, South Knoxville Community-At-Large

Rob Dansereau, South Knoxville Community-At-Large

Madeline Rogero, South Knoxville Community-At-Large

Mary English, Knoxville Rowing Association

Kelly Conley, South Waterfront Property Owners

John Gumpert, South Waterfront Property Owners

KGIS MAPPING & TECHNICAL DATA

Conn McAnally , Knoxville GIS

Tim Kuhn, Metropolitan Planning Commission

SOUTH KNOXVILLE FOUNDATION

Vision Animation Development

CITY OF KNOXVILLE COMMUNICATIONS

Margie Nichols, Senior Director

Amy Nolan, Communications Coordinator

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0.0 EXECUTIVE SUMMARY

What This Vision Plan Means To Me

The South Waterfront Vision and Action Plan project is an effort to develop, through extensive public involvement, a coordinated plan and realistic series of prioritized actions to improve the waterfront area across from the downtown. The intent of the project is to revitalize the South Waterfront to a level that it is recognized as a citywide asset, attraction, and destination, while still preserving what makes the riverfront special to the neighborhoods.

The plan is not intended to be rigid and inflexible and has been subjected to extensive review, discussion, and revision from all levels of government, local business and local communities. Three public workshops were well attended, with the final workshop drawing more than 500 people. The basic framework of the plan describes a series of public transportation and open space improvements designed to allow access and views to the water throughout the South Waterfront, and also designed to accommodate a realistic range of market driven redevelopment over the next 20 years.

The growth strategy for the next 20 years includes the following:

Type of Development Study Demand	Estimated Market Approximate Capacity	Vision Plan Capacity
Residential	2,200 Units	2,500 Units
Retail	60,000 Square Feet	421,700 Square Feet
Restaurant/ Entertainment	30,000 Square Feet	60,000 Square Feet
Office	400,000 Square Feet	1 Million Square Feet
Hotel	100 Rooms	160 Rooms
Marina	225 Slips	225 Slips
Cultural / Civic Institution	135,000 Square Feet	135,000 Square Feet
Whitewater Kayak Park	1 Course on Quarry	
Garages	700 Cars	
On-Street Parking	790 Cars	
Off-Street Parking Lots	450 Cars	
New Roads	11,750 Linear Feet	
Existing Roads - Upgrades	11,000 Linear Feet	
New Parks, Greenways	51.3 Acres	

As a **current resident** of Knoxville's South Waterfront, this Vision Plan means: improved communities through community-specific infill of diverse users and uses and improved infrastructure and new public amenities in walking distance; places to grab a loaf of bread and a jug of milk, public places to throw a frisbee or meet friends for a coffee and a chat, and a variety of jobs you could walk to in the morning; tools to help you improve your neighborhood and your house, increasing the value of your home and the quality of your life.

If you're thinking about becoming a **future resident** of Knoxville's South Waterfront, this Vision Plan means: a growing and welcoming community to live, work, and play in – urban elements and amenities with a country feel, easy access to a downtown lifestyle without its price-tag or hectic pace, and equally easy access to regional recreation and jobs; a wide variety of housing stock ranging from single family infill homes in strong existing neighborhoods to new river-view condominiums and townhomes, or even apartments above small businesses and restaurants.

As a **current business** in Knoxville's South Waterfront, this Vision Plan means: changing opportunities for growth – new residents and potential employees, new tools to help redevelop sites for better integration into the community or for reuse at a better and higher use; improved infrastructure for materials and products transportation; increased foot traffic and hungry consumers looking for goods and services close to new home communities.

If you're thinking about moving to or growing a **future business** in Knoxville's South Waterfront, this Vision Plan means: a growing market of consumers and workers, and an improved infrastructure for consumer and service transportation; mixed use centers with energy and synergy for new entertainment and retail ventures and new office park nodes with room for small ventures and big names, and a reinvigorated mainstreet with small entrepreneurial sites; financial and regulatory incentives for relocation and development of empty sites.

As a **rower or boater** on Knoxville's South Waterfront, this Vision Plan means: room for your boathouse and a new feeling of life on the water, and new marinas with combined services, collected for reduced impact and greater boating-practice safety.

As a **runner, bicycler, or stroller** along Knoxville's South Waterfront, this Vision Plan means: a new 3-mile promenade for morning jogs and Sunday strolls, and newly connected and improved roads with sidewalks and paths to connect open spaces on the water back to the area's ridges and views.

As a **city or county resident** of the Knoxville's South Waterfront, this Vision Plan means: a revived urban living that still retains the South Knoxville neighborhood feel, and includes amenities such as commerce, entertainment, boating, marinas, public parks & plazas, riverwalk, cultural destination, improved streetscape, bike lanes, and greenways connecting the north and south waterfronts, the hills, the Quarry as well as Ijams.

As an **adventurous tourist or regional visitor** along Knoxville's South Waterfront, this Vision Plan means: you can stay in the quarry lodge and kayak and rock climb, head down to the waterfront for festivals and concerts, visit the museum, shop in the Belltower Walk, and stay in the bluff hotel and walk across the new pedestrian links to UT games or parents' weekends.

As a **developer or investor** in Knoxville's South Waterfront, this Vision Plan means: ample opportunities for development, coordination between public improvements and private development, as well as streamlined and clear development process, supported by the community.

1.0 PLANNING PROCESS

Purpose & Scope

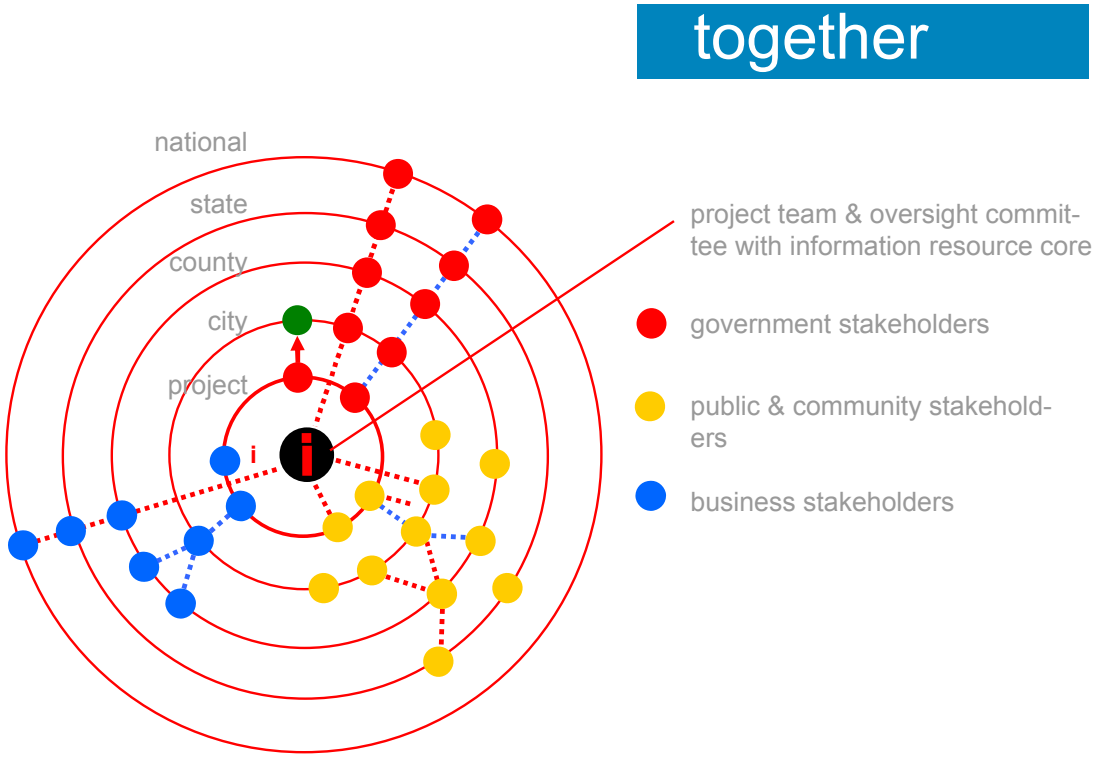
Team

Boundaries

Planning Process: Scope Task

Community Process

This discussion of purpose, team, and processes established a framework of project scope and participation used in developing project parameters. In describing consultant, city, and stakeholder roles and the carefully delineated tasks of the Vision Plan at the project's outset, it became clear that this Plan had to be approached and explored in a spirit of togetherness. By adhering to this action framework, taking stock at each project step and vetting results and ideas with the public, municipal entities, regulatory partners, and key stakeholders, the plan gained validity, respect, and trust.



1.1 PURPOSE & SCOPE

vision plan

↓

action plan

↓

implementation

Knoxville's South Waterfront has experienced significant moments of growth, but also decades of neglect. It has been a superlative base of operations for so many of Knoxville's industries, a locus for a wealth of Tennessee history, and a home for some very unique and valuable environmental systems and conditions for the Knox County region.

These dimensions of value have been noted by generations, and for almost as long as the South Waterfront has been around, there have been efforts by the City of Knoxville and its Citizens to better understand, use, and plan for its growth.

And today, that growth is real and imminent. As industrial uses along the City's floodplain riverfront move out, private development moves in. This development recognizes the incredible inherent value of the waterfront area - with access to the river for recreation and views, and easy connections to the downtown's entertainment and employment areas.

With new development inevitable, the challenge to the communities of the South Waterfront and the City of Knoxville as a whole is how to take ownership of this process of growth - directing it in ways that will serve its neighborhoods and the city effectively, and create a model for coordinated growth that can inspire the entire region.

In pursuit of this goal, the City of Knoxville called for a Vision and Action Plan. To guide this process, the City invited a team of consultants led by Hargreaves Associates to lend expertise in land use planning and open space master planning, urban design and architecture, traffic, civil and marine engineering, economic development and public participation.

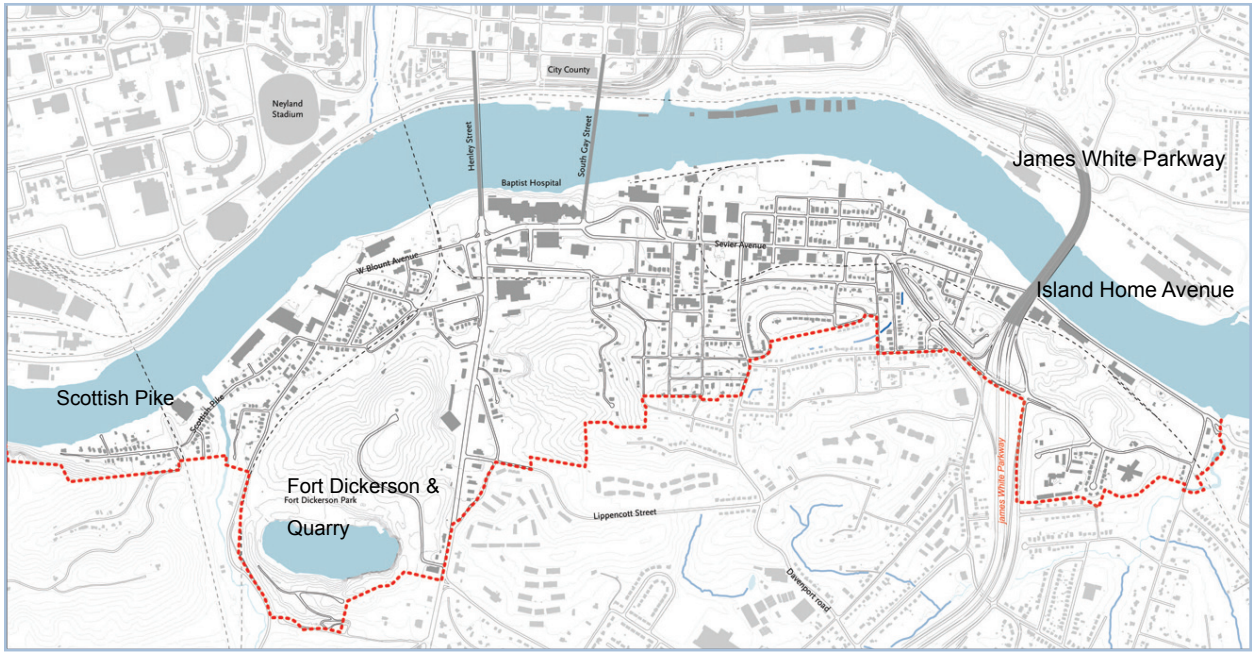
With a fast-paced schedule and rigorous methodology of citizen involvement and stakeholder participation, this team lead the City of Knoxville and the South Waterfront communities through an intensive visioning process, driving to public consensus on goals and guidelines for growth. As a complement to this visioning process, the team will also, in the future, partner with the City in developing implementation guidelines, regulatory and fiscal tools for the short and long term realization of the vision's goals.

This team, these processes, and the inspiring products of this community-driven process are detailed in this report.

1.2 CONSULTANT TEAM

Hargreaves Associates George Hargreaves, Senior Principal and Design Director Gavin McMillan, Principal in Charge Emma Kelly, Associate and Project Manager Liat Margolis, Associate	Landscape Architects & Planners As prime planners and design consultants Hargreaves Associates leads a strong and diverse team of planners, designers, and engineers. Hargreaves brings Knoxville's South Waterfront the extensive expertise of over 20 years of award-winning work on urban waterfronts across the globe.
Kennedy, Coulter, Rushing and Watson, LLC Ann Coulter, Principal Stroud Watson, Senior Principal	Public Participation & Citizen Input Kennedy Coulter Rushing & Watson provides invaluable insight into the public process and creates vital connections between the planning participants and the communities and stakeholders this plan will serve.
Chan Krieger & Associates Alex Krieger Co-Founding Principal David Gamble, Designer and Project Manager Andrew Watson, Designer	Architects & Urban Planners With an eye to urban form, programming, development, and public structure, Chan Krieger & Associates offers the team skills in both architecture and urban design, supported by a portfolio of breakthrough projects.
Development Strategies Richard C. Ward, CEO and Founder Matthew Wetlie, Market and Economic Analyst	Economic Consultants Development Strategies' work focuses on both front-end market analysis and capacity studies, as well as forward-looking benefit analysis and financing strategies.
Glatting, Jackson, Kercher, Anglin, Lopez, Rinehart Walter Kulash, Principal and Senior Transportation Planner Blake Drury, Project Manager	Transportation Planners & Traffic Engineers Glatting Jackson KALR contribute planning and design insight on issues of site circulation, local and regional connectivity, road engineering, and transit planning.
Moffatt & Nichol Jeffrey G. Shelden, Marine Engineer Peter Elkan, Project Manager	Marine Engineers With experience planning and building waterfront projects of all scales and types, Moffatt & Nichol provides analytic, programmatic, regulatory, and engineering insight into the social, environmental, and economic impacts of waterfront development.
Jordan, Jones & Goulding David Reece, Principal Civil Engineer W. Scott McDonald, Project Manager	Civil Engineers Providing vital local expertise in the major infrastructural systems of Knoxville's South Waterfront, Jordan Jones & Goulding supports dialog with key regional utilities providers and advises the team on water, power, and waste systems needs and function.
Studio Four Design Kevin Diegel, Architect and Project Manager Mike Keller, Architect	Architects As Knoxville planners and practitioners, Studio Four Design contributes knowledge of local and regional political and regulatory processes, ensuring a smooth transition from vision to implementation.
DuVall & Associates, Inc. Robert Pace, Archaeologist	Cultural Studies Providing local and regional archaeological expertise DuVall & Associates aids in creating a wider picture of Knoxville's rich cultural heritage to fuel the Vision Plan.
Arcadis G & M, Inc. Jerry A. Archer, Vice President, Environmental Engineer	Environmental Studies Arcadis G & M offers both a national workforce and reputation and a strong base of local knowledge to support the Vision Plan with an environmental systems perspective.

1.3 BOUNDARIES



As originally outlined in the City of Knoxville's brief, the Knoxville South Waterfront was first defined by the series of roads and tracks that hug the toe of the surrounding hills' slopes. However, as the project unfolded, it became clear both from empirical research and personal stories, that the influence of the waterfront has a much wider reach.

The project area for the purposes of this vision study are loosely defined by the major adjacent landforms, roads, and neighborhoods. To the west, the bluffs hug and surround the Scottish Pike neighborhood. From there, the project boundary skirts around the southern edge of the Quarry and Fort Dickerson, crossing Chapman Highway and riding the ridgelines east and down to the James White Parkway. The project boundary extends to the ridgeline to reflect an understanding that the influence of the waterfront extends to all those areas that can look out over it. Finally, following lower ridgelines to the east, the project encompasses the stretch of Island Home Avenue right up to the gates of Island Home, physically and attitudinally reaching out its neighboring community.

1.4 PLANNING PROCESS: SCOPE

STEP 1. During the initial phase of work on the South Waterfront Vision Plan, a firm foundation was established for future planning decisions based on an open communications process, a clear delineation of existing site conditions, and a deep appreciation of community and stakeholder interests in the South Waterfront's future.

The Vision Planning Team initiated the project with a series of meetings with the Oversight Committee, the City of Knoxville's technical staff, and local stakeholders. These meetings elicited an understanding of current perceptions about the site and its opportunities, and elucidated community interests in the future development of the district.

Team members also visited and engaged the site at many scales and experiences – recording existing cultural, economic, and ecological conditions. In addition, with the city's help, previously generated study materials on the site were gathered for synthesis and evaluation.

Information and data was gathered on existing cultural / environmental resources, local residents, urban design, land-based transport, utility / drainage network, river system and governance. It was also imperative at this early stage to explore the market capacity and trends of the South Waterfront by analyzing existing demographic and market data, and interviewing representative developers to understand the regional market scenario and its relationship to the city.

STEP 2. Next, the Team analyzed in detail the South Waterfront's specific opportunities and challenges. Team members studied the site and comparable precedents and models, and developed a more detailed understanding of site capacities and constraints. The resulting analyses defined project parameters and established goals that were tested during public workshops, creating a clearer picture of community expectations.

Information on existing cultural / environmental resources, demographics, urban design, land-based transportation, utility / drainage networks, river system and governance was analyzed and used to identify the key issues of the project. These issues were crystalized into goals and opportunities for the site, and were recorded as measuring sticks against which future implementation strategies could be assessed.

Once the regional market scenario explored in Step 1 was defined, it was applied at the city level to the central business district, and was related to expectations for the South Waterfront site itself. This study generated a program framework for future development options and shaped programming parameters based on market capacity and trends.

STEP 3.

With direction from project goals and parameters, the Team explored spatial and programmatic options. Program and systems were layered to allow one to inform the other. This layering sparked some conceptual approaches to the South Waterfront's development – defining what the waterfront is about, what could make it work, what could fit into the site, what could make it beautiful, and what could make it different.

Development capacity and market potential were assessed through economic analysis. This information directed studies exploring urban design, transportation, utility, and river use systems, and suggested best practices for the relative comparison of these various elements. A wide spectrum of exciting and actionable ideas was synthesized into three distinct and compelling options explored at hands-on Public Workshops. Through this consensus-building process of client, stakeholder, and public meetings, a preferred palette of elements and approaches emerged for future elaboration. With options under development, the Team studied the broad fiscal impacts and benefits, comparing alternate planning solutions. Options were assessed to determine broad investment returns to the community.

STEP 4.

Working in various media at a range of scales, the Vision Plan Team further developed the preferred scheme and elaborated on its features. The preferred direction informed refinement of urban design, transportation, utility, and river use systems. The Team strategized on the technical solutions of the preferred scheme including approaches to engineering systems that regulatory agencies have interest in. Detailed aspects of the concept were broadly tested for viability and feasibility, in order to facilitate acceptance and support by stakeholders and the community.

The market study was refined based on further development of the preferred vision plan option. This resulted in a development benefits plan that described absorption rates and market saturation parameters. Broad stroke costing of capital investments was balanced against initial analysis of Return on Investment data, and tempered by strategic thinking on real estate assembly and financing structures, and stakeholder relocation implications. Together, these tools for economic analysis guided decisions on project feasibility and focus. The Vision Plan Team spent the heart of public sessions at this step presenting progress work on the preferred option for review and comment, and promoted discussion aimed at achieving consensus for the waterfront vision, and highlighting any remaining issues to be resolved.

STEP 5.

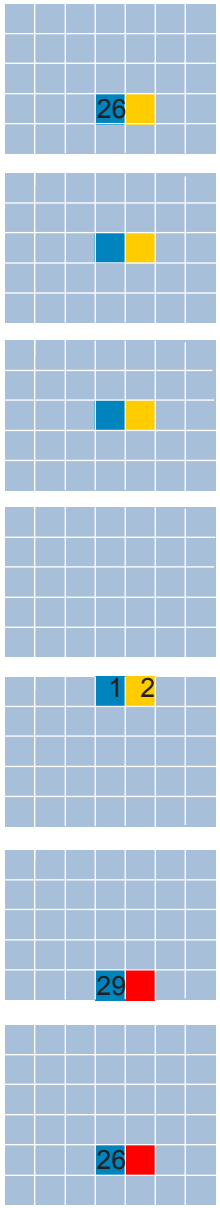
The preferred scheme, once developed and tested for technical feasibility, economic viability, regulatory compliance, and conceptual momentum, was documented in this vision plan report. This report represents an actionable and exciting future for the South Waterfront as achieved through a consensus-building process of collaborative design. It will be reviewed and voted on by the city for formal adoption.

Returning to the city, the stakeholders, and the public, the vision plan product must be calibrated with public interests. This product will be measured back against the initial issues set defined in the first steps of this task. Together the Vision Plan Team and the community will continue to evaluate and validate the conclusions of the vision plan as they apply to the South Waterfront's goals and opportunities.

NEXT STEPS
ACTION PLAN

Following on this visioning process, the City and the consultant team will together develop a framework of implementation tools to guide the development process. These tools will include financial incentives and funding structures to marry private investment and public improvements; alternative zoning or design guidelines developed to enforce community standards for quality, character, and accessibility; and options for management bodies to guide the city through ensuing projects and years.

SCHEDULE



OCTOBER 26-28, 2005, Working Visit 1
Meetings With Stakeholders; Site Investigation, Oversight Committee Session 1

NOVEMBER 16-18, 2005, Working Visit 2
Continued Stakeholder Interviews, Oversight Committee Session 2
Public Workshop 1: Presentation Of Site Investigations

DECEMBER 14-16, 2005, Working Visit 3
Oversight Committee Session 3
Public Workshop 2: Discussion Of Options & Community Visioning Process

February 1-3, 2006, Working Visit 4
Oversight Committee Session 4
Public Workshop 3: Presentation Of Draft Vision Plan

March 29-31, 2006, Working Visit 5
Revisiting Stakeholders, Oversight Committee Session 5
City Council Workshop 1: Vision Plan Revisions, Introduction Of Action Plan Concepts

April 26-27, 2006, Working Visit 6
Meeting With Stakeholders, Oversight Committee Session 6
City Council Workshop 2: Vision Plan Adaptation, Discussion Of Action Plan

1.5 COMMUNITY PROCESS

The City of Knoxville made citizen involvement and public information top priorities in its Knoxville South Waterfront Planning Process. With input from city staff and from the Knoxville South Waterfront Oversight Committee, an extensive communications plan was developed and carried out. This included public workshops, an interactive project website, post card and email meeting notifications, stakeholder, oversight committee and focus group meetings with the planning team and, in cooperation with the city, press releases and media advisories. Efforts by the planning team and by city officials and staff resulted in record turn outs for three public workshops. More than 400 different people attended these public workshops and more than half of them attended more than one workshop. The third workshop in February had more than 300 attendees.

The focal points for the public were the website and the public workshops. The interactive website www.knoxvillesouthwaterfront.com contains current project information including maps, drawings, photographs and documented citizen input. Three evening public workshops were held at the Kerbela Temple in the district on November 17 and December 15, 2005 and February 2, 2006. Each workshop included an update presentation by the consultant team and citizen input and feedback. The first meeting focused on what participants thought was important about the area and what they wanted to change about it. This feedback was used to create scenarios that formed the basis of a planning charrette at the next meeting where people had a chance to draw their ideas and preferences on maps and present them to the whole group. At the February workshop, citizens learned about and gave their reactions to the preferred 5, 10 and 20 year redevelopment scenarios.

Public Workshop Poster

Knoxville South Waterfront Website: www.knoxvillesouthwaterfront.com and www.cityofknoxville.org\southwaterfront

2.0 WHAT MAKES UP THE PLACE?

Current Land Uses

Transportation Systems

Utilities

Historical Processes

Natural and Cultural Processes

Incentives & Regulations

The vital first step in the vision planning process was to delve into an understanding of the place. Through extensive stakeholder interviews, archival research, and first-hand exploration, the characteristics of the South Waterfront were described and documented. This body of knowledge included site systems and programming analyses, a review of infrastructural conditions and functions, and a record of historic development and contemporary regulatory tools.

2.0 WHAT MAKES UP THE PLACE?

Sunrise Over The Tennessee River At The South Knoxville Waterfront

Aerial Snapshots Of The South Waterfront And Development Patterns In Greater Knoxville

2.1 CURRENT LAND USES

At over 650 acres of land and an elevation change of 330 feet, the study area of the Knoxville South Waterfront cannot be described as a single environment. While primarily a residential neighborhood, it is a place divided by topography, infrastructure and a wide range of uses. Ironically, the areas greatest asset and the element that spans its length - the river itself - is also the amenity that is most inaccessible. Due to the nearly uninterrupted presence of heavy industry along the river's edge, there is virtually no tangible relationship between the residential community and its riverfront. At the same time, it is many of these uses that provide stability and employment for the area. As with so many cities that are now turning their attention to their riverfronts as places to live and play, industries that are less dependant on water-borne transportation are giving way to higher and better uses that improve the quality of life for all. There is a general sentiment that the time has come for South Knoxville to begin its transformation and rebirth.

It is perhaps the natural and cultural inheritance of the place that is most treasured by those who call the neighborhood home. While building uses and economies have changed over time, much of South Knoxville as a residential neighborhood has remained constant, and the neighborhoods history can be read in its housing stock. There is great pride in the "quiet, small-town" atmosphere that exists in a dynamic landscape that is privy to some of the best views in the city. While modern conveniences and places to shop and eat have been siphoned off to major transportation arterials outside the area, the site's proximity to downtown represents an unparalleled opportunity to build a new future upon.

Existing Industry Along The South Waterfront - Tanks And Barge Terminals

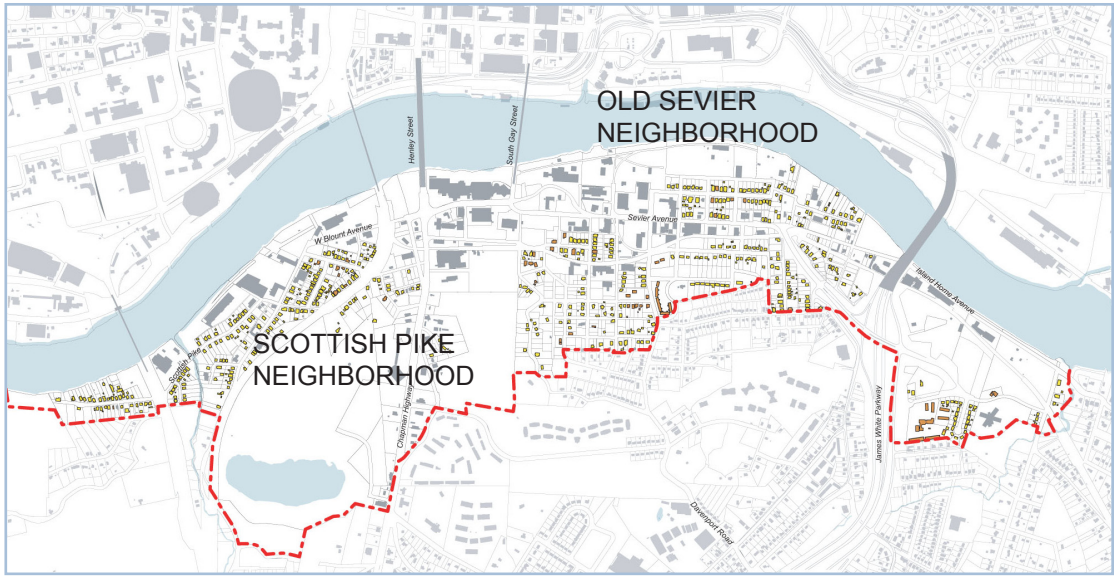
Historic Communities Of Homes, New Condo Development, And Baptist Hospital, The Area's Biggest Business And Employer

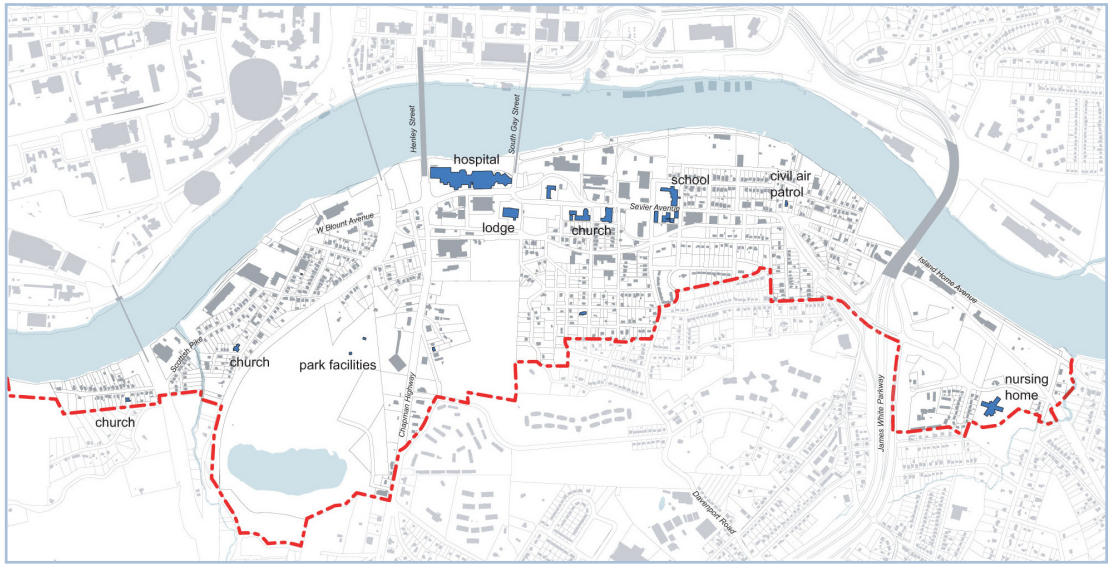
LIVING PLACES

With the exception of the industrial uses directly adjacent to the river, South Knoxville is primarily a series of residential neighborhoods. These neighborhoods are influenced by their relationship to topography, with properties higher in elevation capturing expansive views of the waterfront. Most residences are of modest footprint and there is no particular style that dominates the area. However, new residential development is of a higher density than the existing scale of single family homes. Residents treasure the “feel of a small town”, and most have lived in the area their whole life.

COMMUNITY PLACES

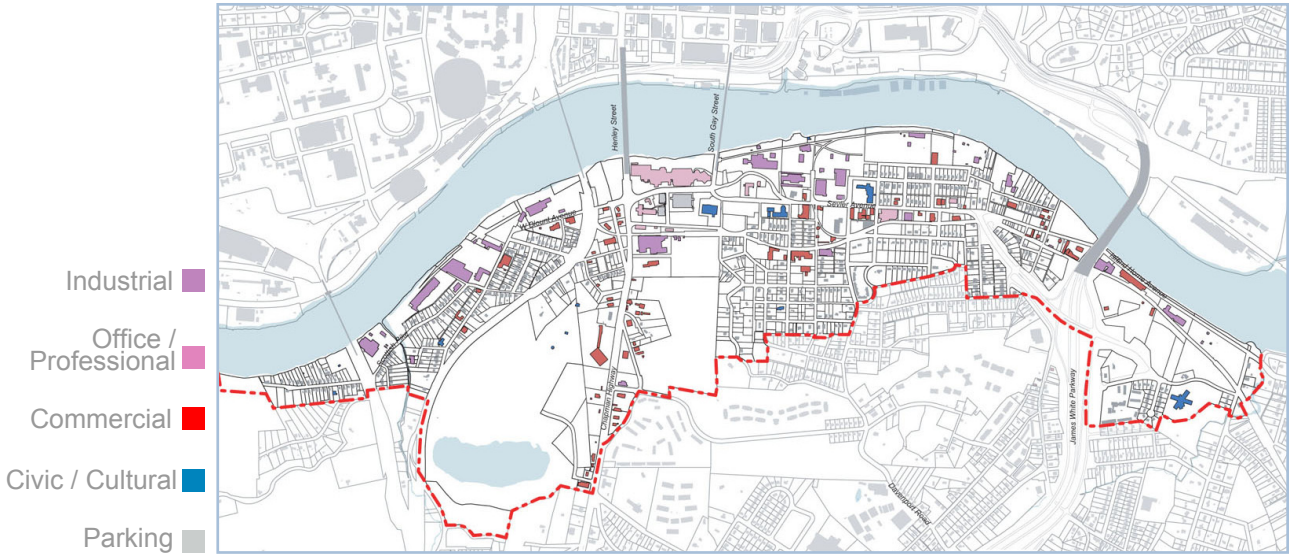
Although the bulk of residential development spreads out to the west towards Scottish Pike and to the east in the Old Sevier neighborhood, the bulk of community and institutional uses are concentrated near the center of the site. The Baptist Hospital has by far the largest presence. The Shriner’s Lodge, First Baptist Church and South Knoxville Elementary line Sevier Avenue. In addition, a few community uses are nested within the residential areas.





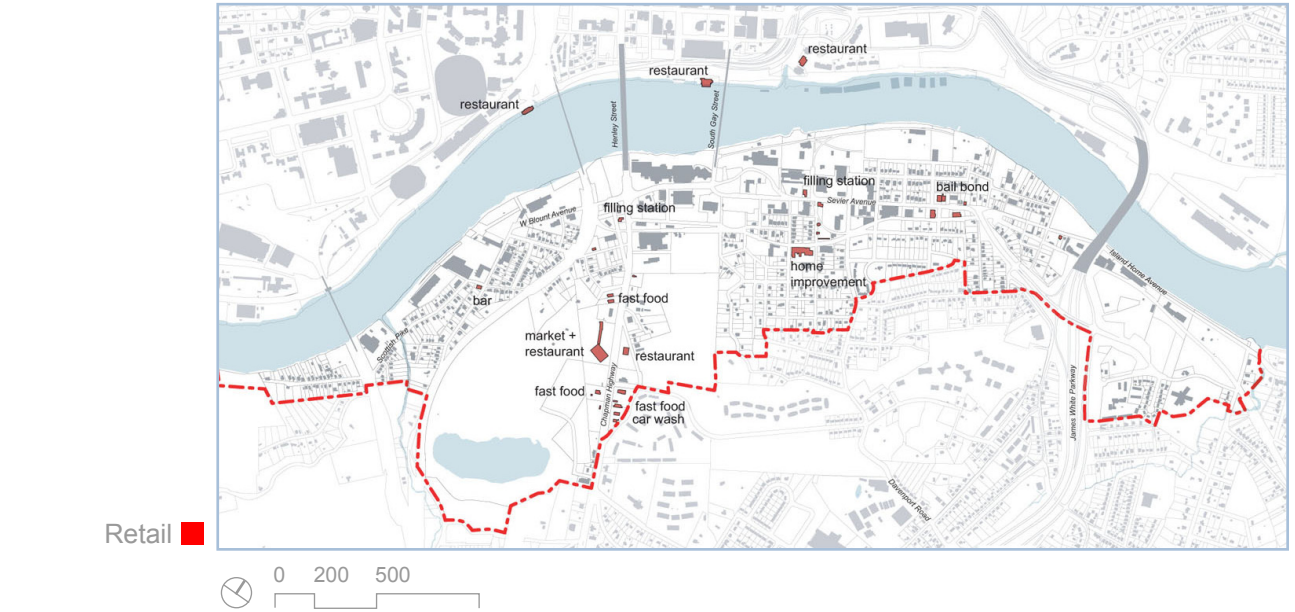
WORKING PLACES

Heavy industrial uses consume much of the land at the water's edge. There are 46 industrial establishments with over 900 employees in the manufacturing and wholesale trades in the study area. Baptist Hospital has approximately 1,600 employees. Service and retail uses line Chapman Highway to the south. In total, there are approximately 2,700 jobs in the area. Sevier Avenue - the historic commercial spine of the neighborhood - has become more suburban over time with recent development set back from the street edge.



SHOPPING & EATING PLACES

There are currently few places to shop or eat in the study area. Shopping centers within a five-minute driving range were identified to determine the immediate retail environment, particularly to the south along Chapman Highway.



2.1 CURRENT LAND USES

Open Space: 85 Acres

Greenway: 33 Miles

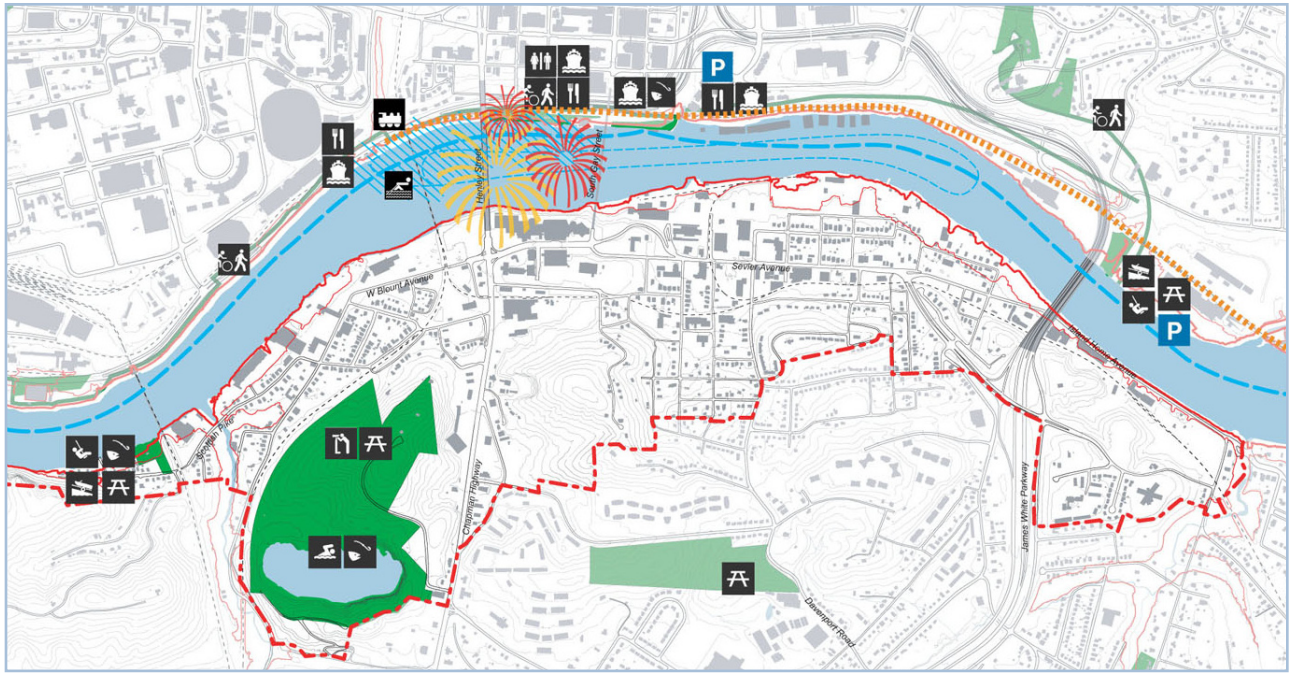
Boomsday
300,000 Spectators

Vol Navy: 200

Train Tour: 225 Passengers

Riverboat: 325

Rowing Course



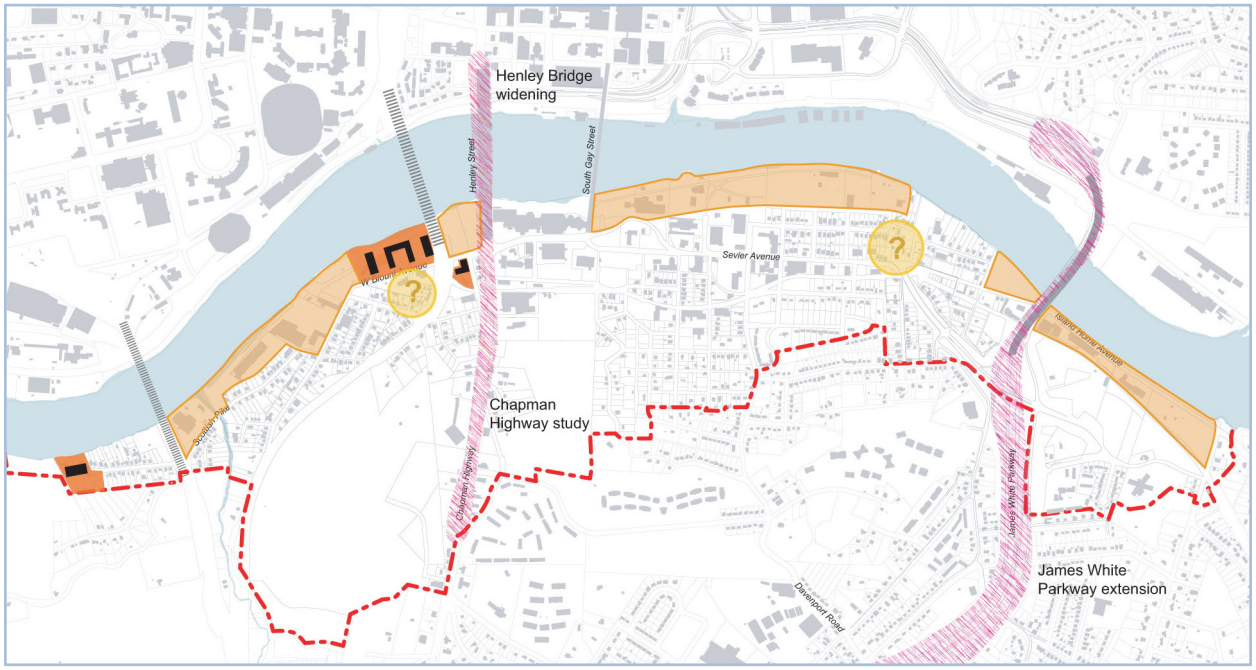
PLAYING PLACES

Fort Dickerson and the Quarry are the major centralized open spaces of Knoxville South Waterfront, with historical and interpretive elements, but currently have no opportunities for large gatherings or activities. There is also a small pocket of passive recreational green at Scottish Pike Park.

River access and activities are treasured, with an important boat ramp at Scottish Pike, but nothing at the South Waterfront's eastern end (McWherter Park on the north shore is the closest public ramp). And with Boomsday, the Vol Navy, marinas, and the rowing course, the water is definitely the place to be.

Linear open space and activity lines the north shore with the green way and volunteer landing, and there's a real opportunity to build on this with plans to connect through the South Waterfront to regional greenways to the east.

2.1 CURRENT LAND USES



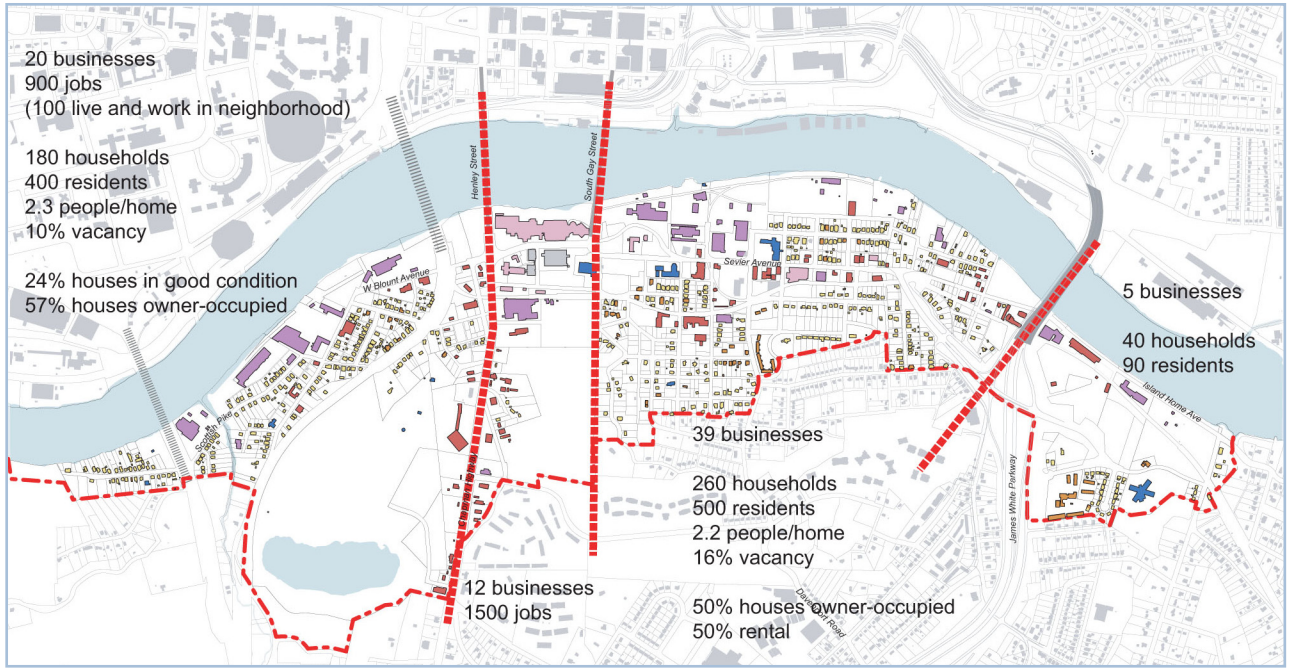
CURRENT INTEREST

Current trends in growth and development are opportunistic, popping up on sites which take advantage of the project area's main asset - the River. Whether capitalizing on the growing availability of post-industrial sites, or resulting from the canny amalgamation of individual residential parcels, large private developments, mainly housing, are already appearing on the South Waterfront. While connections to major routes and planned road improvements are beneficial, one can determine from the RiverTowne project that even the most inaccessible sites will yield a high market value based on their proximity to water access and views.

Without consensus-driven community- and stakeholder-led planning and regulation, these trends suggest that development in the near term will focus on the accumulation of high-value waterfront property and the creation of high-density private residential projects on these sites. It is unclear what benefits will be seen in the urban fabric beyond these water's edge areas. In addition, these sporadic developments will continue to occur in isolation and in the absence of an integrated framework.

Industrial
Office / Professional
Commercial
Civic / Cultural
Low Density Residential
High Density Residential

0 200 500 1000



PEOPLE, DEMOGRAPHICS, MARKETS

Knoxville's South Waterfront is far from homogenous. There are at least four distinct neighborhood communities within the project area.

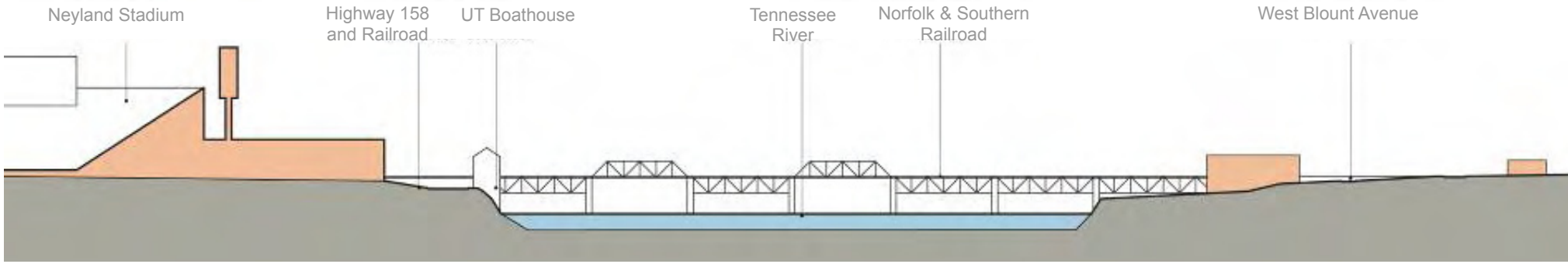
To the west, the Scottish Pike and Blount Avenue districts form a distinctive mixed live-work environment with industry located in the low shelf along the river, and housing ranging behind it and beyond a limiting rail underpass at Cherokee Trail. Housing in this area is of mixed condition, but is over 50% owner-occupied. Close to 15% of jobs in this area are held by neighborhood residents.

Extending south in the bluff area between the Henley and Gay Street Bridges is the South Waterfront's core commercial and institutional district. Anchored by the Baptist Hospital complex at the River, commercial and retail businesses line the Chapman Highway corridor.

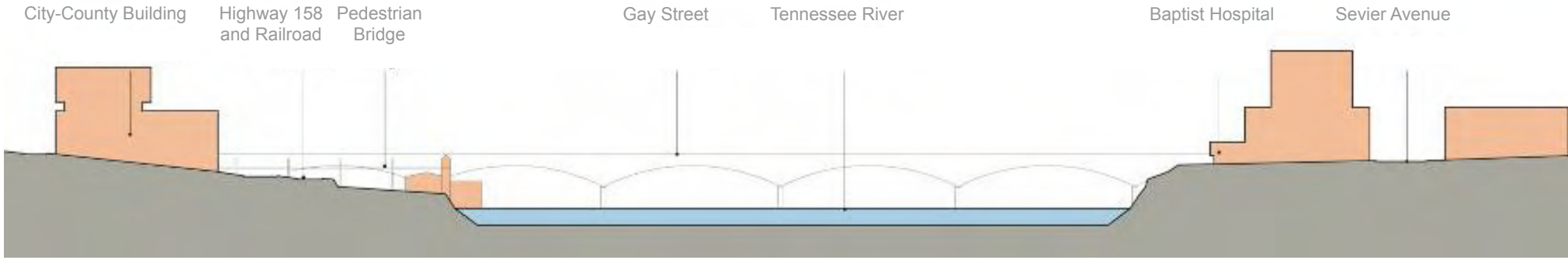
The center of the South Waterfront, the Old Sevier neighborhood boasts a mix of housing and commercial uses. Heavy industry still lines the water's edge with other commercial enterprises mixing into the Sevier Avenue district. This area provides housing for over 400 residents at a 50% owner-occupancy rate.

Finally, at the far east of the project site, a thin wedge of industrial uses lines Island Home Avenue leading up to the gates of Island Home itself.

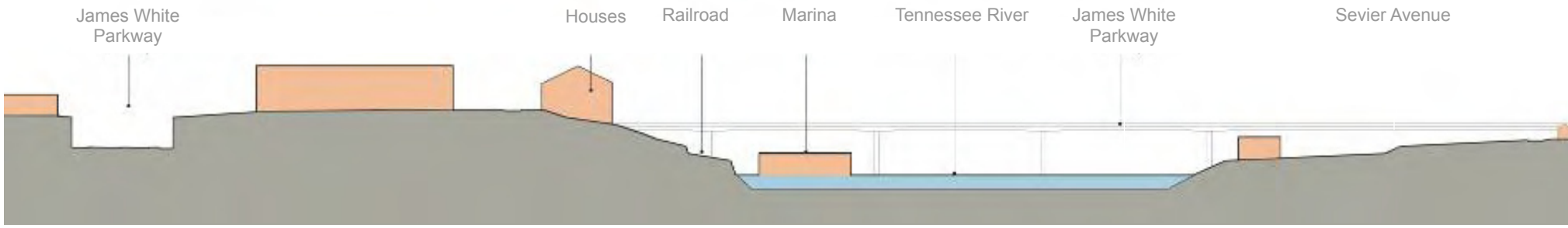
I.

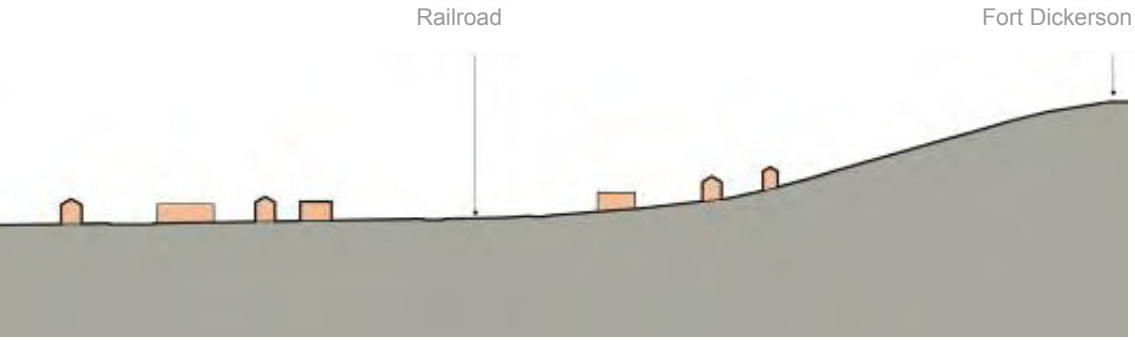

Neyland Stadium
Highway 158 and Railroad
UT Boathouse
Tennessee River
Norfolk & Southern Railroad
West Blount Avenue

II.


City-County Building
Highway 158 and Railroad
Pedestrian Bridge
Gay Street
Tennessee River
Baptist Hospital
Sevier Avenue

III.


James White Parkway
Houses
Railroad
Marina
Tennessee River
James White Parkway
Sevier Avenue



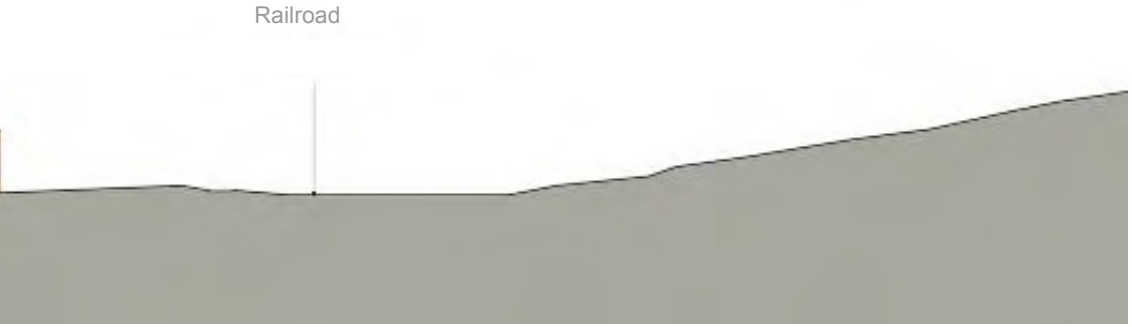
I. SECTION DOWN RIVER: NEYLAND STADIUM - SCOTTISH PIKE

A site section taken at the western portion of the area reveals a number of features:

1.) Neyland Stadium dwarfs much of the landscape;

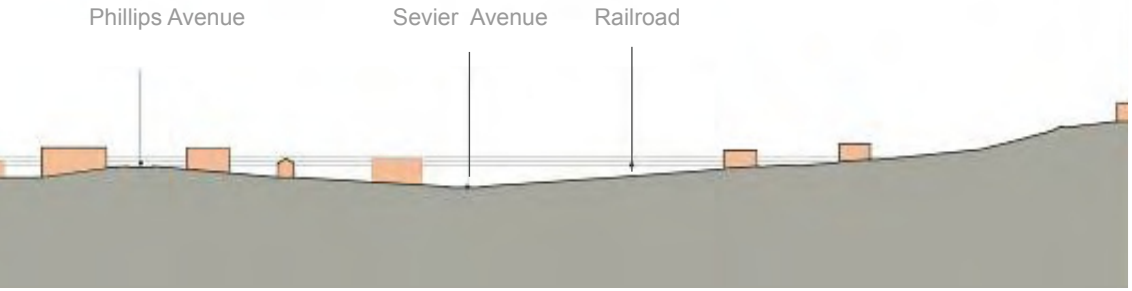
2.) Properties along West Blount Avenue have a very fine grain and small scale; and

3.) The river reaches some of its widest spans. Fort Dickerson at this location provides a sweeping vista to downtown.



II. SECTION MID RIVER: CITY HALL - BAPTIST HOSPITAL

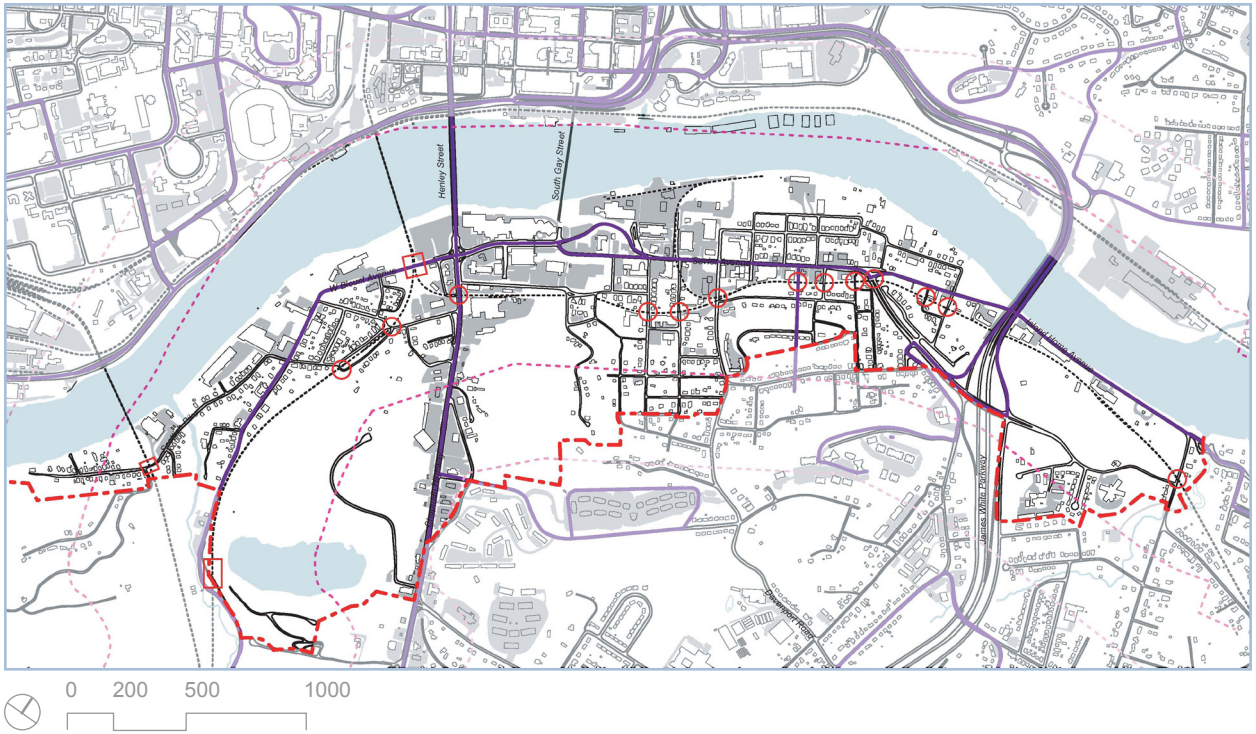
At mid river, The City County Building and Baptist Hospital are institutional bookends to the center of the site. Linked together by the Henley and Gay Street bridges, the elevation change between these anchors and the river below are some of the most dramatic.



III. SECTION UPPER RIVER: MARINA - PHILLIPS AVENUE

A site section taken at the eastern portion of the site, in the Old Sevier neighborhood, demonstrates the extent of the flood zone on the Knoxville South Waterfront. Much of the property along the river's edge is relatively flat until a ridge appears at Phillips Avenue at which time the elevation descends down again to Sevier Avenue. This condition creates a pocket along Sevier Avenue, essentially cutting the street off from a view of the river for much of its length. Properties to the south (right hand portion of the section) gain in elevation up Chapman Ridge.

2.4 [A] TRANSPORTATION SYSTEM: LAND



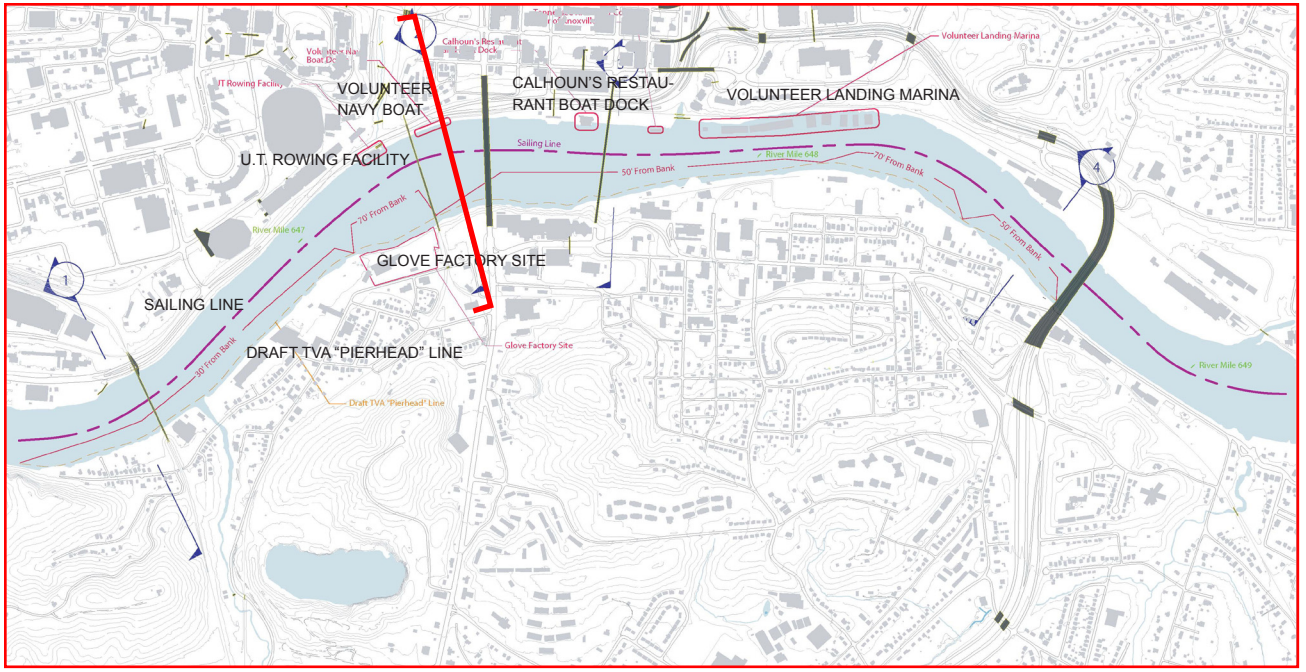
Three north-south framework streets cross the river: Chapman Highway, a major regional highway; Gay Street, bringing Knoxville's historic main street to Sevier Avenue; and James White Parkway, a four-lane regional freeway with a Sevier Avenue interchange. The sole east-west spine, Blount/Sevier Avenue, continues beyond James White Parkway as a local road. Blocks formed by small local streets cover much of the flat ground in the South Waterfront, as well as much of the slope above Sevier Avenue.

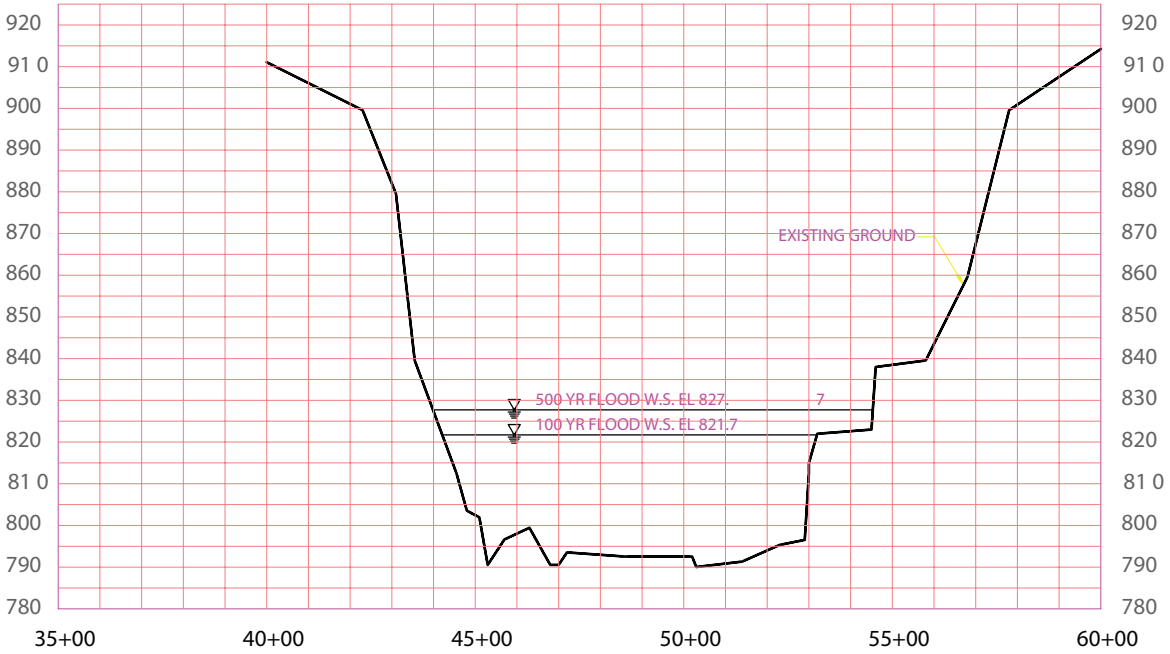
Existing tight grids of small streets, once considered obsolete, are now recognized as assets, well scaled for redevelopment, amenable to a wide variety of fronting reuses, and efficient for traffic distribution. The existing street and block pattern can be easily extended into designated redevelopment areas. Sevier Avenue, once the business center, has an alignment and cross section well suited to a revival of that role.

Character, not vehicular capacity, is the street system's shortcoming. Local streets, while well spaced and sized, are frayed, often lacking sidewalks. Continuity of the Sevier/Blount spine is interrupted by a one-way segment and a single-lane railroad viaduct. The north-south arterials, while efficient traffic conduits, all lack a strong sense of place and aesthetic appeal: Chapman Highway is bordered by strip commercial; Gay Street terminates unceremoniously at what should be a focal point; and the James White Parkway is still an unhealed suburban road scar.

2.4 [B] TRANSPORTATION SYSTEM: WATER

Currently there is mixed recreational and commercial water use on the waterfront. Commercial barge traffic transports goods from industry to destinations downstream as well as within the project area (Marathon Asphalt). The Star of Knoxville runs riverboat tours from a location on the North shore. In addition to the boats docked at Volunteer Landing marina downtown, recreational power boaters cruise the waterway launching from the local boat ramps or other marinas sited in West and South Knoxville. On football game days, the Volunteer Navy is a prominent user of the waterfront. UT Rowing and the Knoxville Rowing Association crews practice as well as host regatta events. Canoers and kayakers paddle the waterway. The river serves as a transportation corridor for migrating birds and other wildlife.





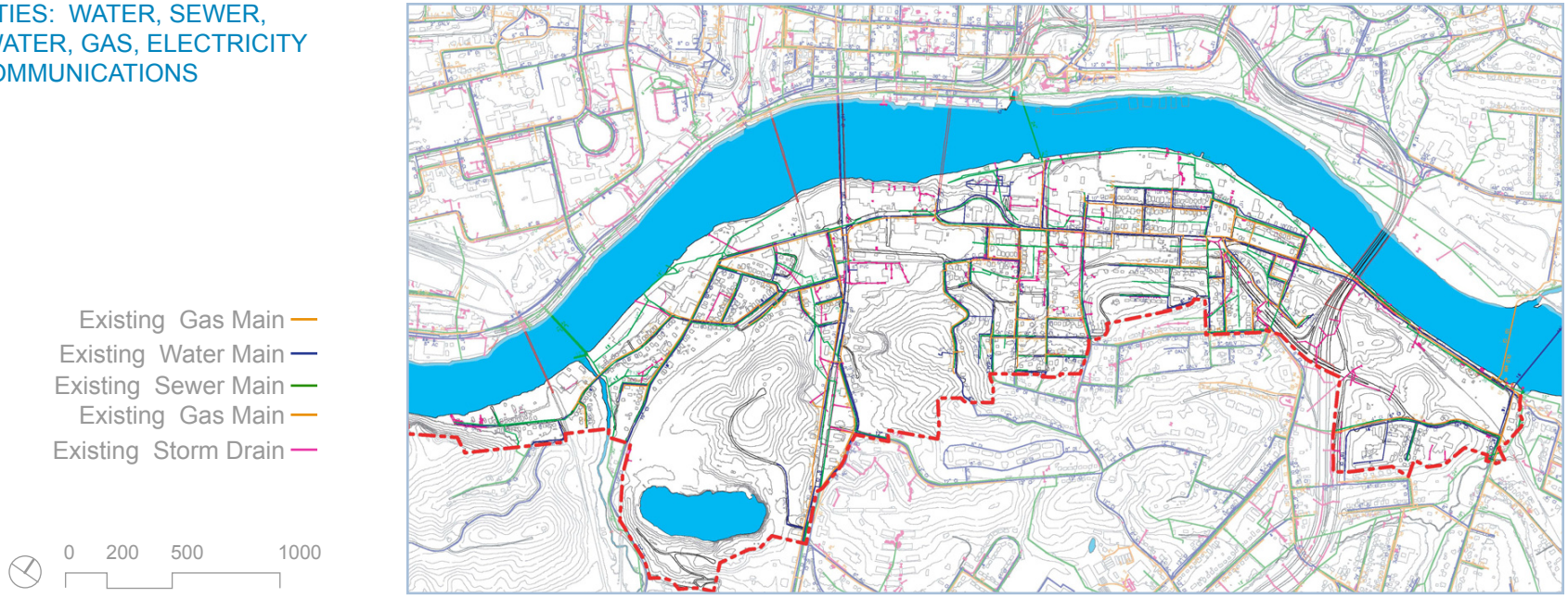
CROSS SECTION UPSTREAM OF GAY STREET BRIDGE (RM 647.7)

3

1"=200' HORIZONTAL

1"=20' VERTICAL

2.5 UTILITIES: WATER, SEWER, STORM WATER, GAS, ELECTRICITY & TELECOMMUNICATIONS



As with other cities located in the Southeast, the utilities located within the project area were originally developed to serve large industrial and commercial businesses as well as the residential areas located throughout the project area; therefore there is a very extensive utility infrastructure already in place that should serve most expected growth in the project area.

The majority of the water and sanitary sewer pipelines were originally sized for industrial and commercial developments. Depending on the actual development, some specific, localized improvements may be required. Most water pipelines in the area were installed in the early 1900's and replacement or rehabilitation of a limited number of pipelines may be needed to assure adequate capacity for new commercial or multi-story residential development.

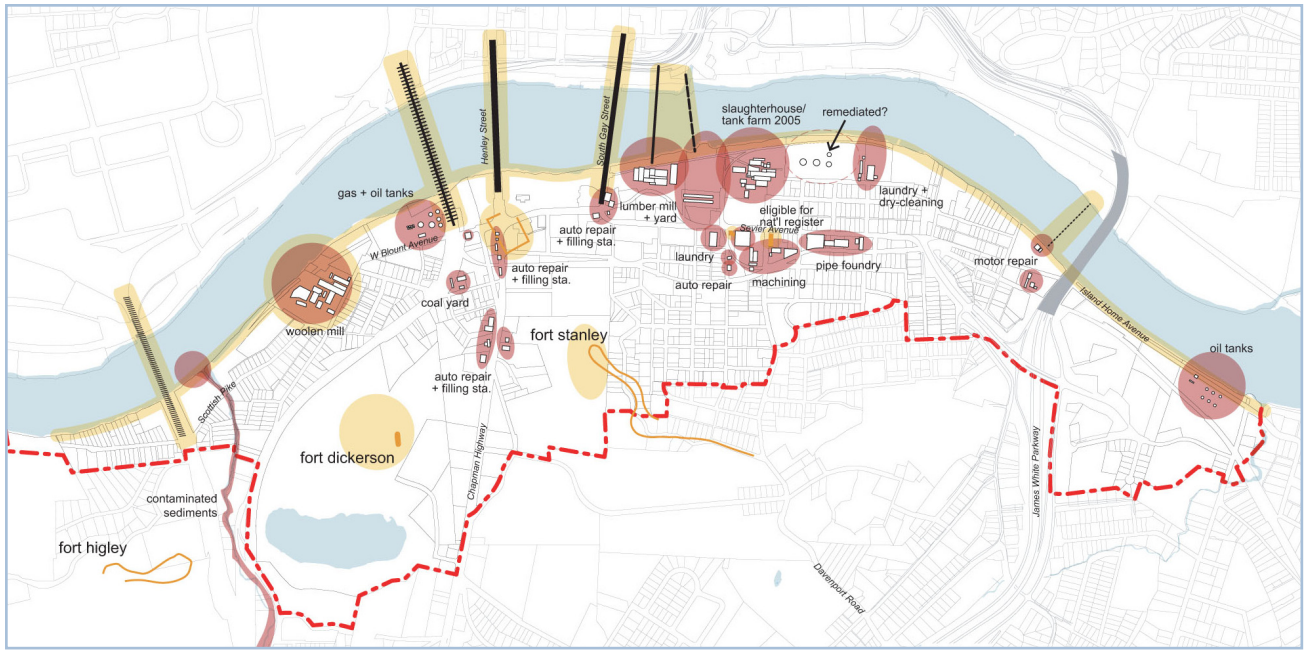
A number of upgrades within the project area are already being planned by the Knoxville Utilities Board (KUB). KUB is also implementing an aggressive program of sewer improvements as part of its compliance with a Tennessee Department of Environment and Conservation (TDEC) Order. A condition of the Order is that KUB must certify that there is sufficient sewer capacity before any new flows can be accepted. KUB has stated that this should not be a problem in the project area.

Gas and electric services owned by KUB are also more than adequate for future growth with only slight modifications and upgrades required. Under-grounding of electrical facilities would improve aesthetics and increase the reliability of service in the project area.

There is a robust telecommunications infrastructure located in the project area with services provided by Bellsouth, Comcast, AT&T, MCI and Knology. Many of these utilities already share overhead utility poles with KUB and all stated that they would be receptive to joint trench under-grounding of their respective utilities. KUB has offered to install conduits and rent space to other utilities once the Vision Plan is implemented.

Storm water infrastructure rehabilitation will be a significant component of any future development. Emphasis should be placed on reducing downstream flooding and improving the water quality, especially along the areas around Goose Creek.

2.6 [A] FUNCTION: CULTURAL INHERITANCE



Potentially Polluted Areas Subject To Further Study

Potential Areas Of Archeological Significance, Subject To Further Study

0 200 500 1000

The legacies of the South Waterfront's long history as a living and working place are complex. Potential areas of archaeological significance include all existing and historical bridge and ferry structures. Equally rich is the water's edge itself, home to many a sunken barge, paddle boat, or potential native American midden cache. Civil War era structures' bones are still traced in the land at preserved sites like Fort Dickerson and also at remnant or lost spots like Fort Stanely and the old stockades.

Potentially polluted areas are numerous. Old mill and slaughterhouse sites leave chemical and organic traces in the soil layers and perhaps in the water table itself. Some oil and gas tank sites have already been remediated, others are just now being vacated and still others are active. Machining and autobody shops along Sevier's main drag harbor unknown material traces - hydrocarbons? metals? And the one known polluter from an upstream Superfund site along Goose Creek has deposited pollutants now trapped in the creek's and river's sediments.

While all or none of these potentially significant or polluted sites may turn out to be barriers to development, it is important to keep a catalog of the potential overlaps in mind when thinking forward to future land uses and programming.

2.6 [B] FUNCTION: NATURAL INHERITANCE

Water Bodies: Normal Pool 812 Ft

100 Year Flood: Elevation 821.5
Area Inundates: 13.5 Acres

100 Year Flood: Elevation 827.5
Area Inundates: 49.5 Acres

Stream

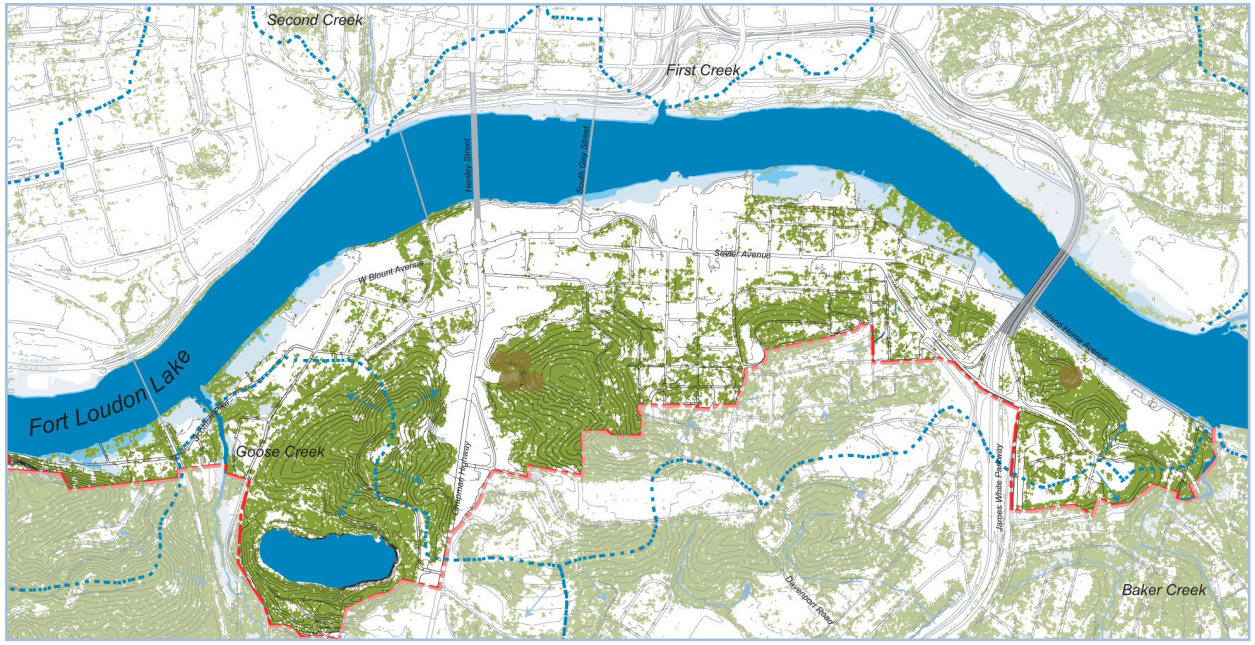
Watershed

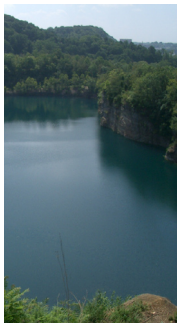
Drainage

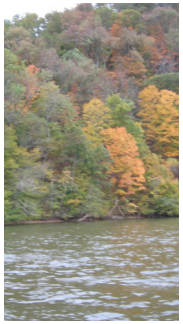
Tree Cover

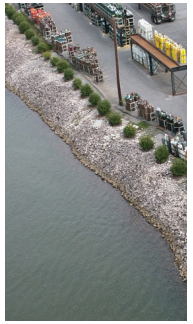
Natural Caves

0 200 500 1000



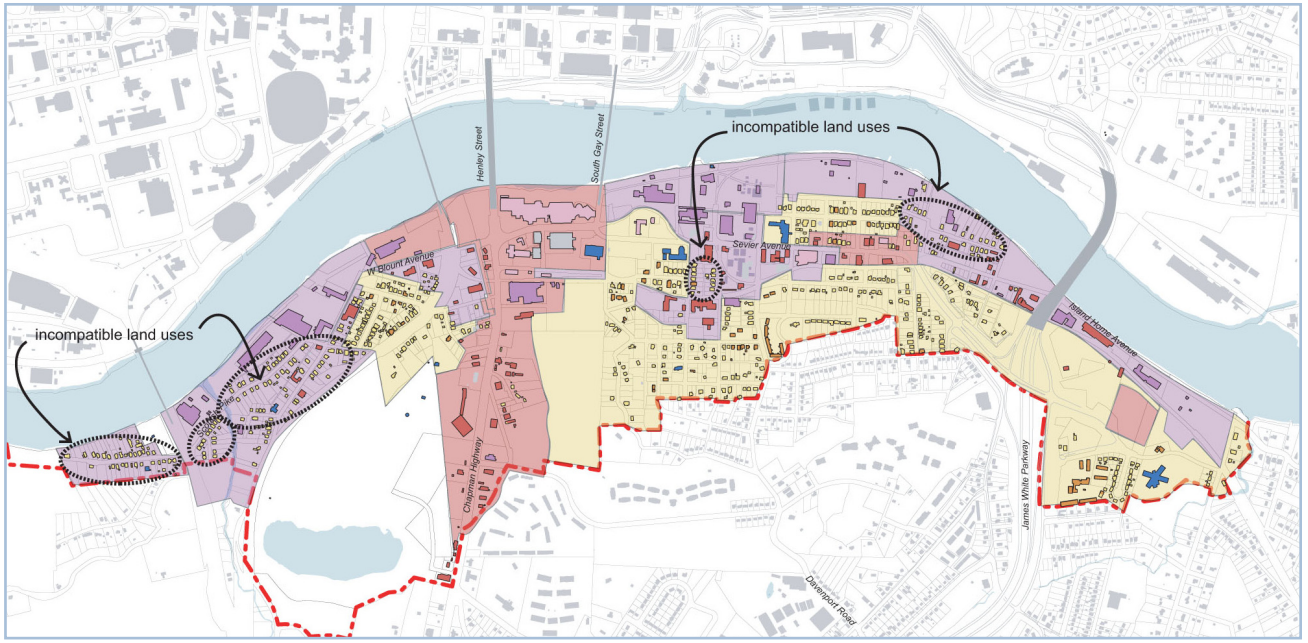






The major natural systems of the South Waterfront run in east-west parallel sweeps. The Tennessee River itself, here Fort Loudon Lake, flows westerly with 100 year floods largely contained by the south waterfront's banks, and the 500 year flood line showing greater incursions especially in the Scottish Pike neighborhood and the wide river flats in the Old Sevier district. The steepness of the South Waterfronts' hills has not discouraged some degree of development but has protected slope tree-cover from wholesale clear-cutting.

Potential caves dot the limestone substrate landscape. Bounded by Goose Creek to the west and Baker Creek to the east, the area's other major water feature is the filled quarry pit. While water quality in Goose Creek and its sediments have been historically degraded by an upriver Superfund site, the quarry's water is unusually clean.



Industrial

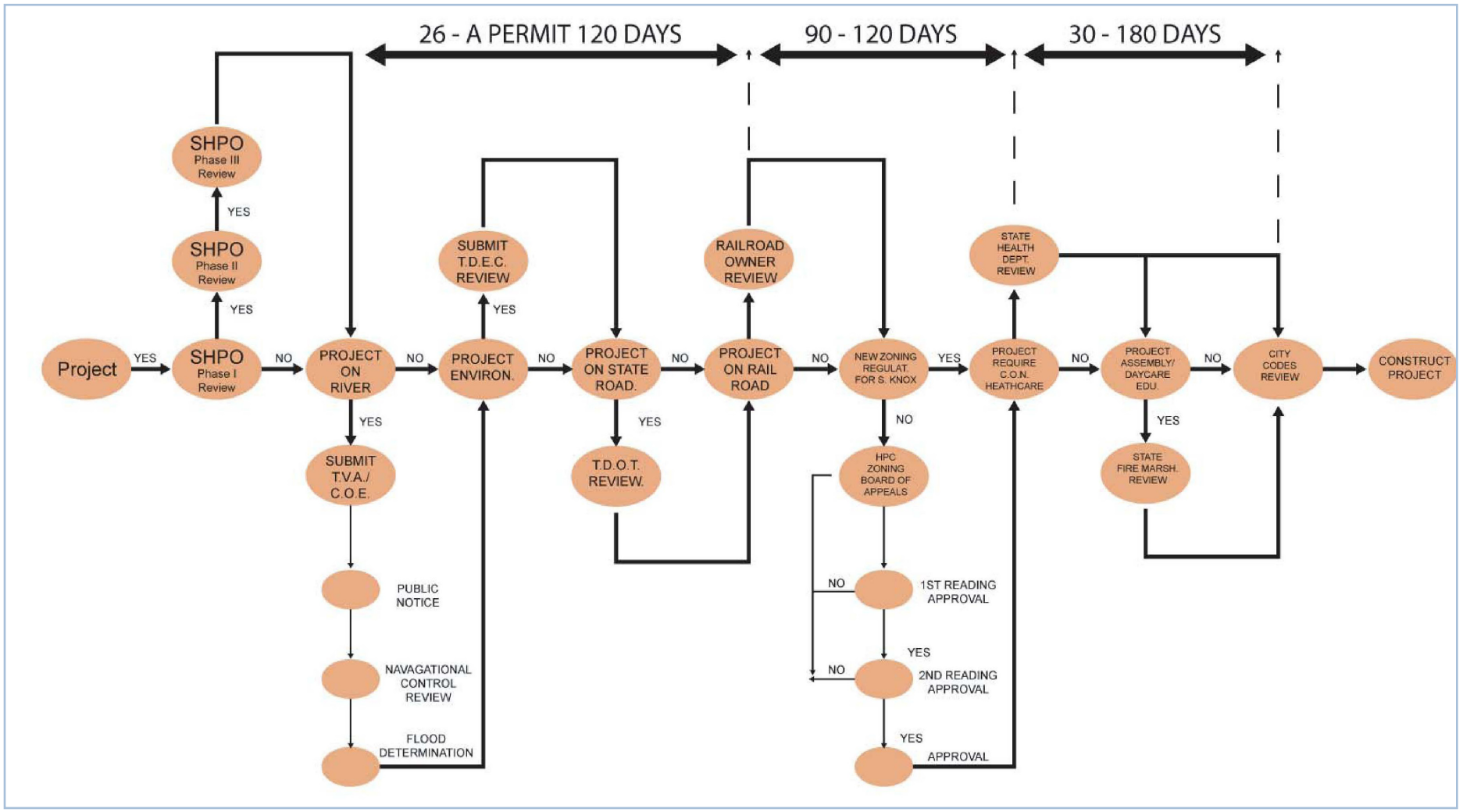
Commercial

Residential

ZONING

The South Knoxville area along the waterfront is made up of more than half the zoning districts within the Knoxville Zoning Ordinance. This variety of zoning districts includes everything from single-family residential, low and high density residential, office and medical, CBD, to general commercial, highway and arterial commercial, retail, industrial, restricted manufacturing and warehousing.

This condition comes with different regulatory criteria for each zone in the way of setbacks, compatible adjacent uses, buildable area of the site allowed and height requirements for each property. These differences, along with the variety of agencies having jurisdiction over a particular site make it confusing for not only existing property owners but potential property owners/ developers to understand and get through all the requirements and the permitting process smoothly.



CURRENT WATERFRONT APPROVAL PROCESS AND TIMING

The diagram above indicates the current process for permit approval from appropriate agencies such as TVA & Corp of Engineers. Obtaining a building permit can take anywhere from 1 to 14 months, causing confusion, frustration and delay to property owners or investors looking to improve and invest in the South Knoxville Waterfront.

3.0 DOES THE PLACE WORK WELL?

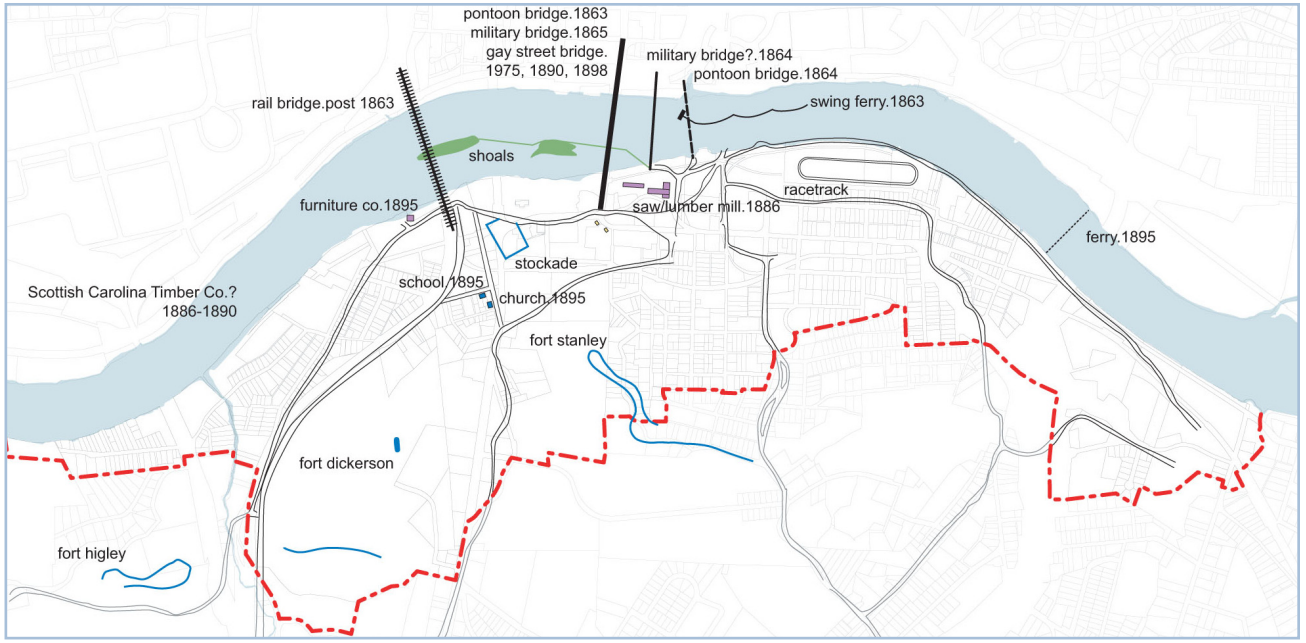
Processes Over Time

Values and Differentiation

Layout Issues

With the raw data of site operations and economic, environmental, and infrastructural function on hand, it was imperative to evaluate some of the more nuanced processes and values at work in Knoxville's South Waterfront.

Beyond the static snapshot of today's communities, we looked to gain an understanding of how these communities have grown and changed over time. We also delved deep into conversations with citizens and stakeholders of these neighborhoods to understand the very particular character and values that are and should be associated with these unique places. And we focused in on the key layout issues that became litmus tests of people's perceptions of the site, and future measures of its success.



Charting the historical development of Knoxville South Waterfront from pastoral and early industrial uses to the industrial and commercial boom of this century, with an eye to the residential communities that grew and flourished alongside industry, and the infrastructural systems which enabled movement and activity to thrive.

Knoxville, 1871

Knoxville, 1886

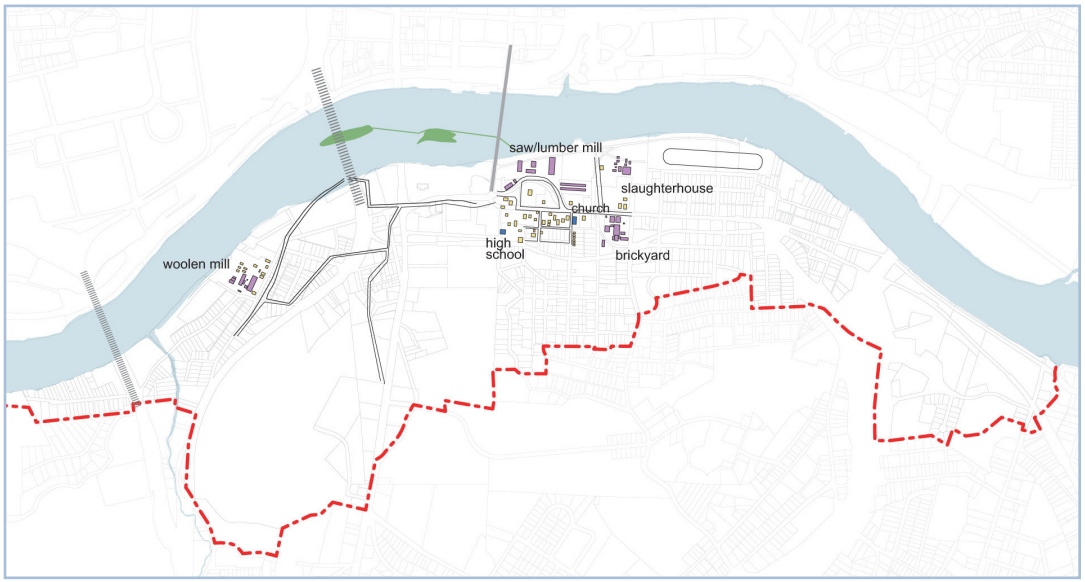
River Shoals

View of South Shore from the UT Campus, 1911

KNOXVILLE, CIVIL WAR ERA 1863 - 1895

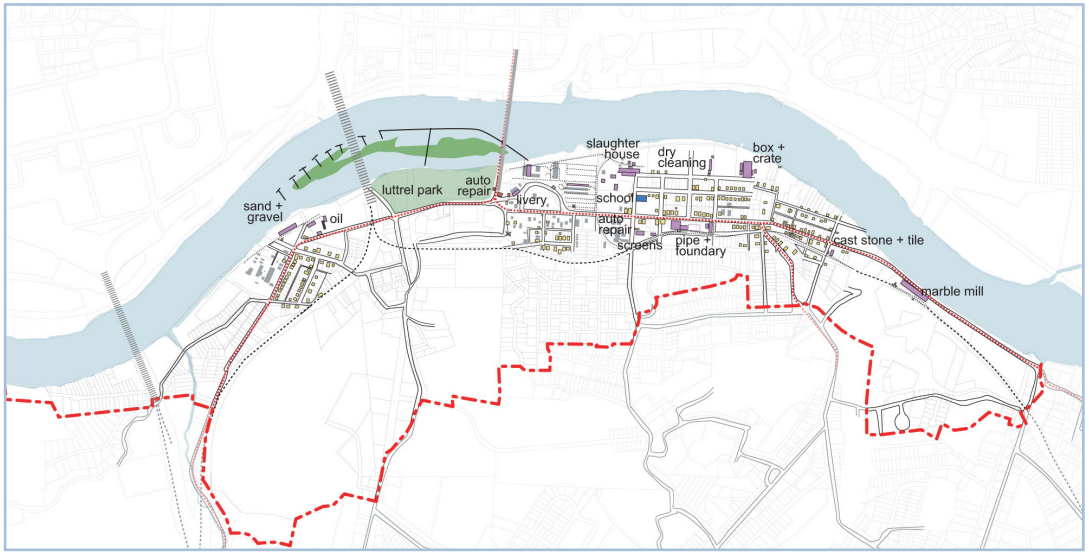
Initial Civil War era colonization of the South Waterfront had a distinctly utilitarian flavor. Industrial outposts and military fortifications quickly appeared on this low broad shelf adjacent to the river. Businesses dependent on water transport, or those simply dependent on access or use of the powerful waters themselves, sprang up on the South Waterfront's banks, including lumber mills and furniture shops. Transportation systems to complement these uses were rife: swing ferries, military and pontoon bridges proliferated; the lines of important roads for generations to come were worn into dusty tracks. Small communities with a few houses and a school took root, and an iconoclastic character took hold with the city's first racetrack.

KNOXVILLE 1903
The turn of the century saw further entrenchment of water-based industry with the birth of the woolen mills. It also saw the flourishing growth of small worker communities and amenities surrounding major employment sites.



Office / Professional
Civic / Cultural

KNOXVILLE 1917
Less than two decades later, an intensive and structured network of proto-urban grids expanded within the Old Sevier neighborhood with the growth of a classic main street corridor along Sevier Avenue itself. Worker housing continues to multiply, and the South Waterfront's first open space appears - Luttrel Park occupying the prime and scenic spot on the waterfront's bluffs. The river shoals, long a danger and detriment, began to be shaped and colonized for use, and more industries find a home near the river - marble and stone mills, slaughterhouses, sand and gravel pits, and the waterfront's first oil tanks.

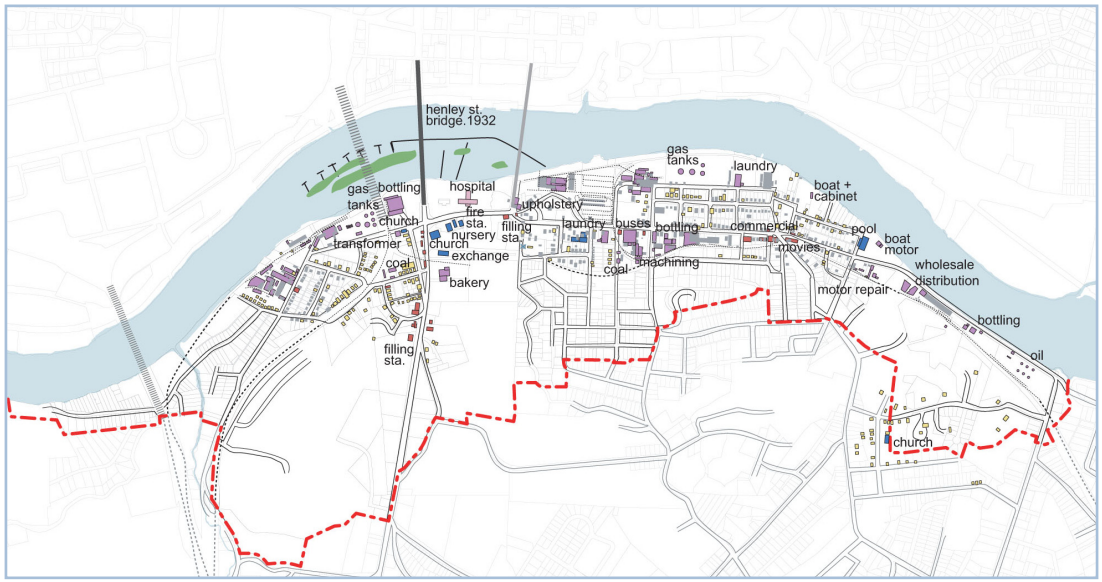


Trolley
Industrial
Commercial
Civic / Cultural
Residential

0 200 500

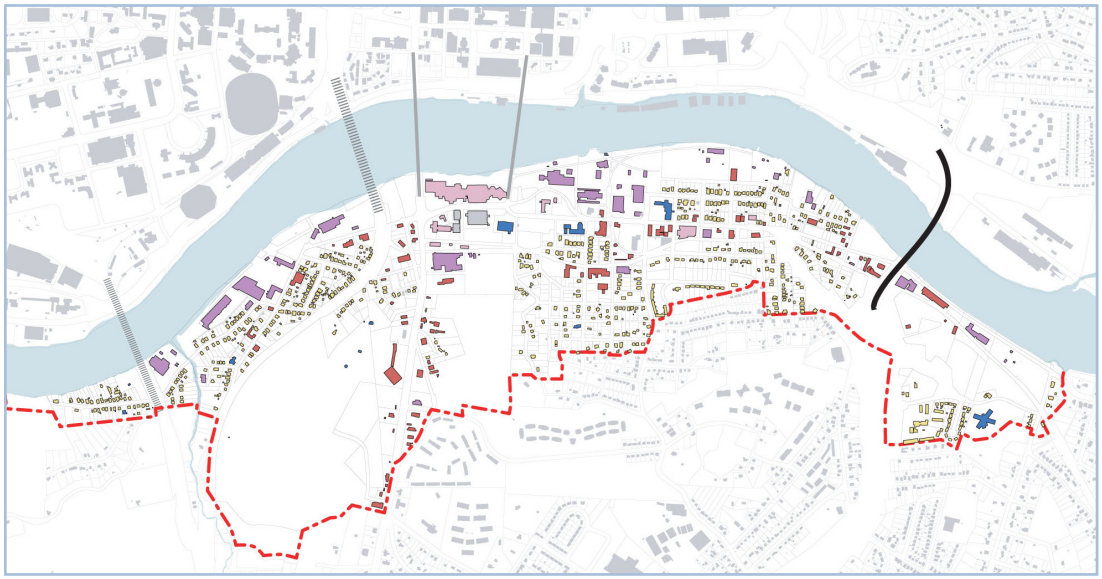
KNOXVILLE 1950

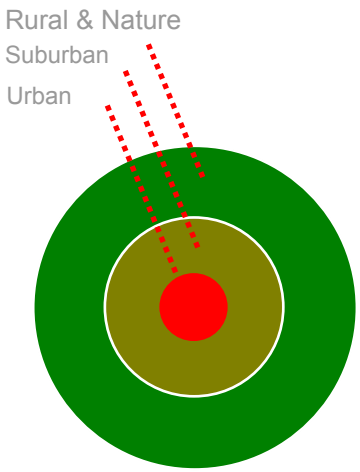
Several of the South Waterfront's most salient features and stakeholders arrive by mid-century. The Baptist hospital establishes its first buildings on part of the old Luttrel Park site, setting a tone for future development relationships by sending small fingers of program out into surrounding blocks - a nursery, a church. And tank farms with their impressive industrial forms pop up at several points directly on the water. The hills that overlook the river begin to be settled, with a gridded road system desperately trying to tame the wild slopes and gullys. Sevier Avenue's main street character reaches its heyday with shops, restaurants and a cinema.



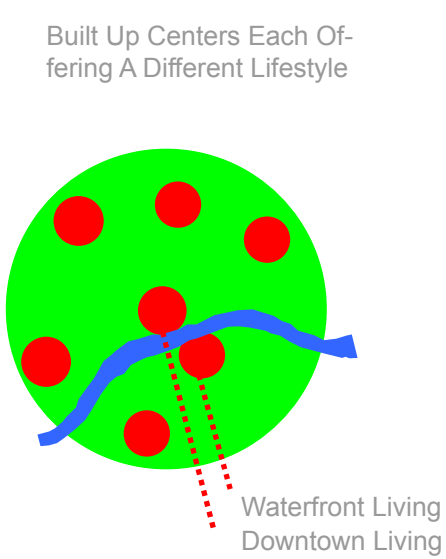
KNOXVILLE 2003

Today's South Waterfront holds many echoes of this rich and varied past. The pattern of industrial occupation of the waters' edge continue, but their rationale grows faint. The workers' neighborhoods along Blount and Sevier still retain their independent flavor and grit. And the historic neighborhood at the Phillips Avenue ridge has begun to blossom again under a community's loving gaze. The commercial spine of Sevier has faded to a pale copy of its past character, and the businesses of Chapman Highway beckon the consumer beyond the South Waterfront's influence. Now is the moment to bring renewed vigor, excitement, and opportunity to this special place.





CONCENTRIC



DISPERSION MODEL

In public workshops, oversight committee forums, and via word of mouth and web contributions, a strong series of values and goals was established outlining the qualities and attributes that make Knoxville's existing South Waterfront a special place, and proposing characteristics and amenities that could make a re-invisioned South Waterfront even more special. Together, these ideas propose a vision that is far richer than a standard bulls-eye of development proposing a single downtown culture that expands into suburbs and out to the country. Instead, South Knoxville living could be about a special and different lifestyle center right next to the downtown - offering a wonderful and equally viable alternative to living right in the heart of Knoxville.

WHAT'S SPECIAL NOW?

What already makes the South Waterfront special are its **PEOPLE**: It has a small-town community feel with involved community groups and an eclectic and diverse population - a real down-to-earth place for regular people.

What already makes the South Waterfront special are its **PLACES**: It's a safe home with rich historical, natural resources and long-standing affordable housing, positioned right between the downtown and places to work, the hills, open spaces and other places to play.

What already makes the South Waterfront special are it's **ACTIVITIES**: It's a real river town where life is lived on the water. It's easy to walk or bike to work or for fun on the weekend, and the South Waterfront's small and quiet roads easily lead to all the big highways, to the fun of the downtown, and to the gateway to the Smokies.

WHAT'S OUR VISION FOR THE FUTURE?

What will make the South Waterfront even more special are its **PEOPLE**:

We look to develop a rich and dense creative culture that maintains the diversity of these neighborhoods and respects the rights of current residents, preserving some of the "country" feel of the area, and provides new housing and jobs for all sorts of people, including tools for today's residents to improve their homes and lives.

What will make the South Waterfront even more special are its **PLACES**:

We'd love to see a great public space by the water that connects activity and energy to the downtown, preservation and enhancement of the South Waterfront's existing open spaces and green corridors, and the same care given to its historical sites. Community amenities should include new and sustainable housing, commercial, and cultural ventures at a small local scale, feeling like a Main Street and serving folks on both sides of the river, providing a place to buy a gallon of milk and a loaf of bread, meet friends for coffee, or just to watch the boaters and rowers on the water. All of these improvements should be connected by improved pedestrian and local vehicular infrastructure.

What will make the South Waterfront even more special are its **ACTIVITIES**:

Even more rowing and paddling activities should come to the river, with new water taxi or ferry systems to increase connectivity with downtown, and improved side-walks, bike-ways, and public transit to get residents and visitors out and about; small markets and shops could sponsor great farmer's markets and crafts fairs, and music and education should be supported with new amphitheaters and museums.

Out of this process of asserting the value of Knoxville's South Waterfront (KSW), defining the particular values that frame a way of life for today and tomorrow, and giving attention to those qualities which differentiate this place and the community's goals for its growth from any other place, we arrived at a series of vision statements that summarized these valuable viewpoints and led the way to new vision for a renewed South Waterfront.

VISION

Live
KSW will be a place that offers a range of housing opportunities, types, locations and prices and reflects the small town neighborhood feel of the area, respects property rights, preserves views, wooded hillsides and places of historic significance, attracts new entrepreneurial residents and is well connected to the area as a whole and to the rest of the city.

Work
KSW will be a place with a variety of employers and small businesses, a place that invites large and small scale investment that compliments the river location and character of the area and serves as an economic generator for the city.

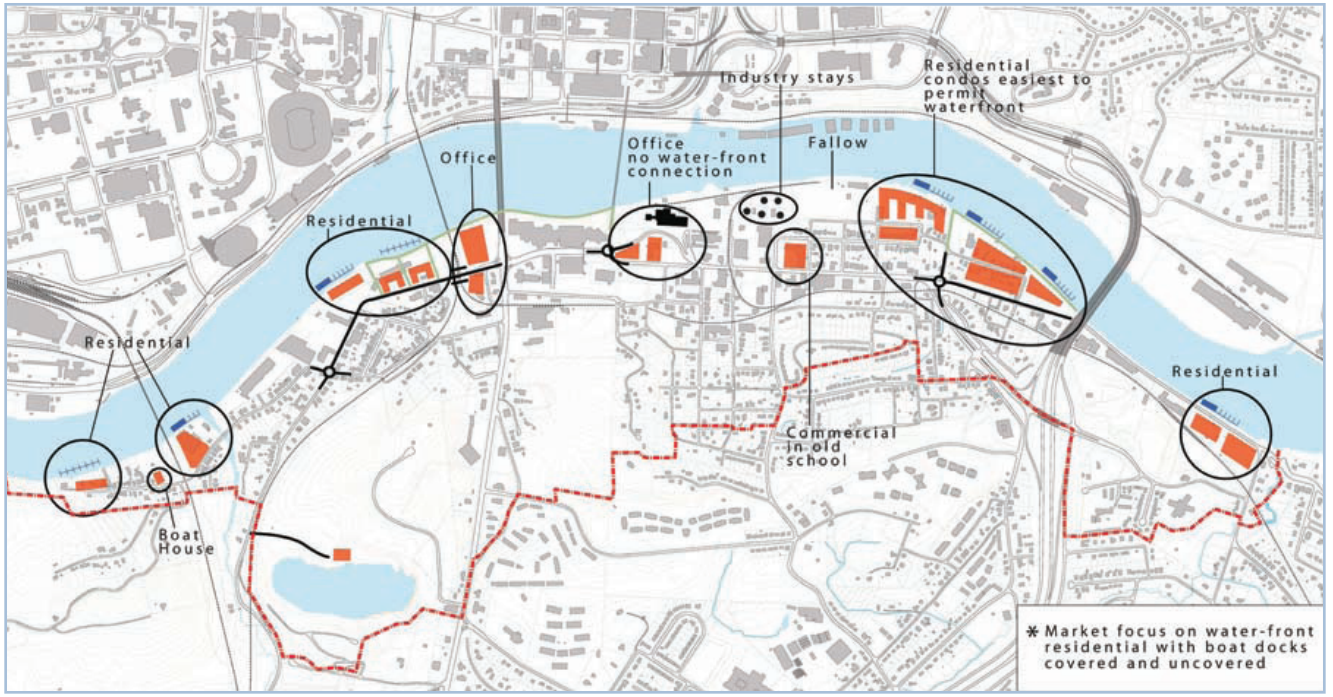
Play
KSW will be a place that attracts residents and visitors to a variety of waterfront recreational, cultural and entertainment venues while respecting and enhancing neighborhood quality of life and the natural environment.

Move Around
KSW will offer residents and visitors well connected ways to move on foot, in a car, by transit and by watercraft, taking advantage of waterfront views and locations. Roads and streets will contribute to the integration of residences, businesses and public places

Knoxville's South Waterfront is a place that should always have a small town feel, with a maverick attitude, and a mixed and diverse palette of uses and users.

3.3 [A] PLAN CONFIGURATION: STATUS QUO APPROACH

Working from these vision planning goals, and taking into account current market development, potential market characteristics, and the communities' development concepts, three summary options demonstrate the range of potential development typologies. In presenting these in a public format and getting feedback on the perceived positives and negatives of each idea, we tested the community's values regarding development types and priorities.



The first framework pattern recognizes and reinforces the development patterns that are currently in place. Individual projects occur in different places along the waterfront, and while some sites allow for high density development to occur, other sites remain fallow. The pattern thus created is sporadic and lacks an underlying framework that ties the pieces together. This strategy provides a glimpse of what could likely occur in the absence of a coordinated, master planning effort.

Initial Program	Waterfront Residential Private Docks Green Segments
Growth	350 – 800 Units 50 Units / Year High End Moderate At First, Then Slows
Impacts	Minimal, But Improvements Will Stall
Private Role	Residential Developers
Public Role	Adhoc Zoning & Negotiation Localized Catchup Roadworks

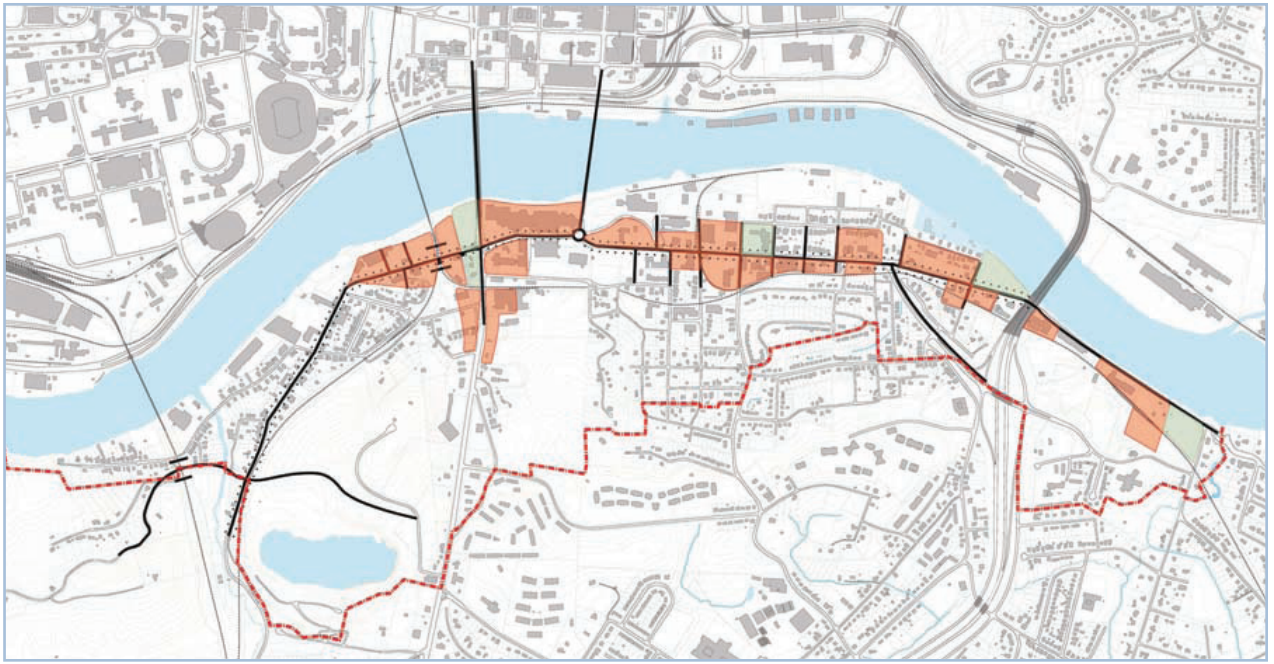
Pluses

- No need for public investment - happens on its own
- Brings money and residents in quickly

Minuses

- Creates major density at water's edge with no control of views or pedestrian or boat access for public users
- Not concerned with character, just expediency
- Practices can flood the market with spec building that then lays fallow
- Public infrastructure investments do not lay the groundwork for future private development

3.3 [B] PLAN CONFIGURATION: MAIN STREET APPROACH



Blount and Sevier Avenues are the historic inland spines of South Knoxville neighborhood. Numerous studies that preceded this effort recommended strengthening these primary corridors. Remnants of the importance of these streets are still present with a number of fine, historic structures still existing as is the fundamental road network. The Main Street concept concentrates future redevelopment along these east-west corridors. It is a strategy that recommends starting redevelopment inland (away from the existing heavy industries), infill the spaces in-between and spread out to the north and south from there.

Initial Program	Strip Of Dense, Mixed Use, Greenway
Growth	800 – 1000 Units 70 – 85 Units / Year Mid To High End Robust Then Moderate
Impacts	Moderate With Concentrated Traffic
Private Role	Residential Developers, Master Developer For Anchors
Public Role	Major Acquisition, Recruiting, Incentives, Main St, Transit System

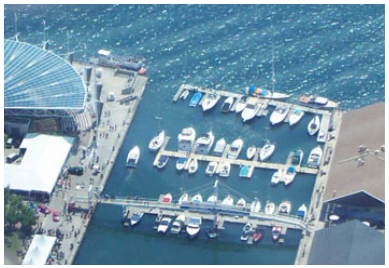
Pluses

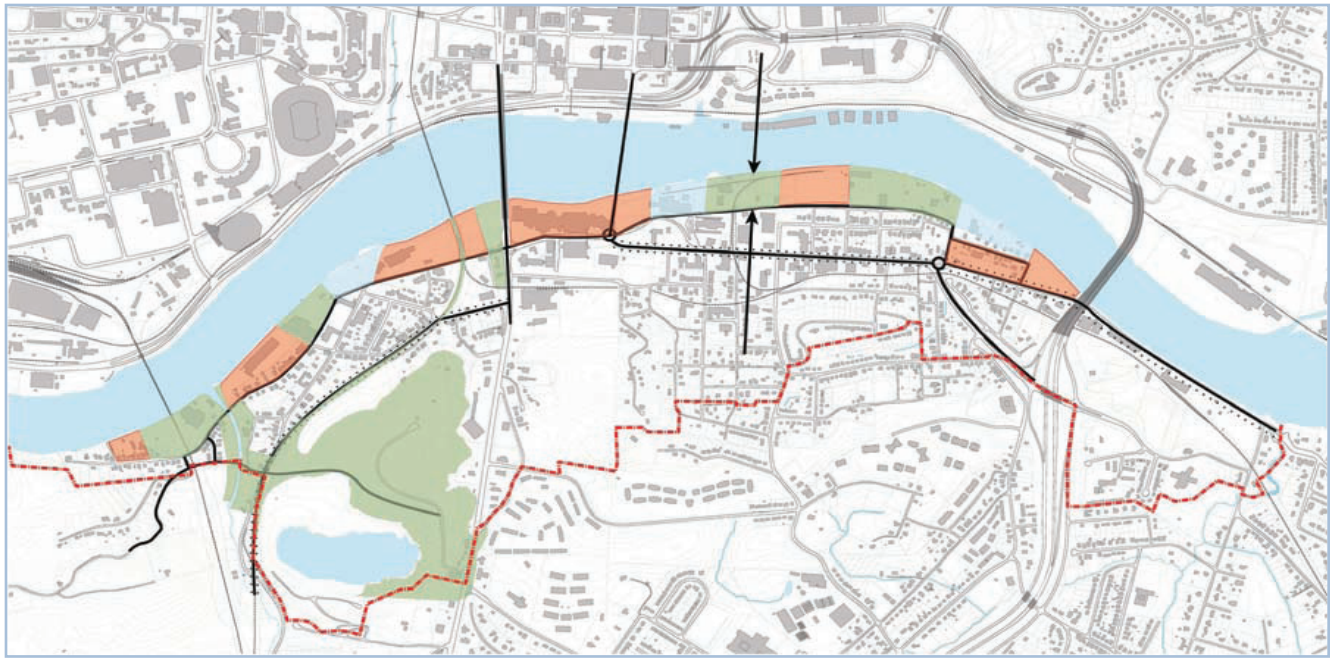
- Investment and reinvigoration in most visible existing community corridor
- Works with existing armature and infrastructure of Sevier and Blount Avenues as commercial spines

Minuses

- Requires significant public investment up front to acquire property and widen/improve streets
- Private investment is slower/longer term resulting in less dollars for public uses early
- Turns it's back on biggest asset of district - the water
- Effects are not felt farther back into adjacent neighborhoods

3.3 [C] PLAN CONFIGURATION: RIVER PATCHES APPROACH





In contrast to the development emphasis inland on Sevier and Blount Avenues, the third concept capitalizes on the most important asset that the study area shares – its relationship to the water's edge. This strategy focuses on a continuous strip along the waterfront and recognizes that there are different characteristics along the 2 ½ mile length of the river. Therefore, a range of open spaces are dispersed across the river's edge. This strategy, termed "River Patches" in light of the fact that the combination of open spaces (green), water inlets (blue) and developments (red) create a patchwork, emphasizes flexibility and suggests there is no single "silver bullet" that can span the entire length of the river. It is also a concept that recommends that redevelopment occurs first along the waterfront, with efforts along Sevier & Blount Avenue occurring in subsequent phases.

Initial Program	Patches Of Park, Residential Marina, Riverwalk
Growth	800 – 1000 Units 90 – 120 Units / Year Mid To High End Robust Then Moderate
Impacts	Minimal With Distributed Traffic, Improved River
Private Role	Residential Developers, Master Anchor Developer
Public Role	Public/private Ptnshps, River Permitting, Strategic Acquisition

Pluses

- New river road opens up deeper district to reinvigoration and improves overall circulation
- Alternating patches of concentrated development and open space ensure public access and extended river influence into district
- Allows for significant patches of individual investment ahead of phased industrial relocation
- Patches of cyclical investment provide rolling benefits to tax base and public improvement funds

Minuses

- Does not invest in main streets early, depending on self-starter investment for areas off waterfront

4.0 HOW MIGHT THE PLACE BE CHANGED?

Framework Strategy

Potential Market

Options Considered

Comparative Investment Strategy

Schedule

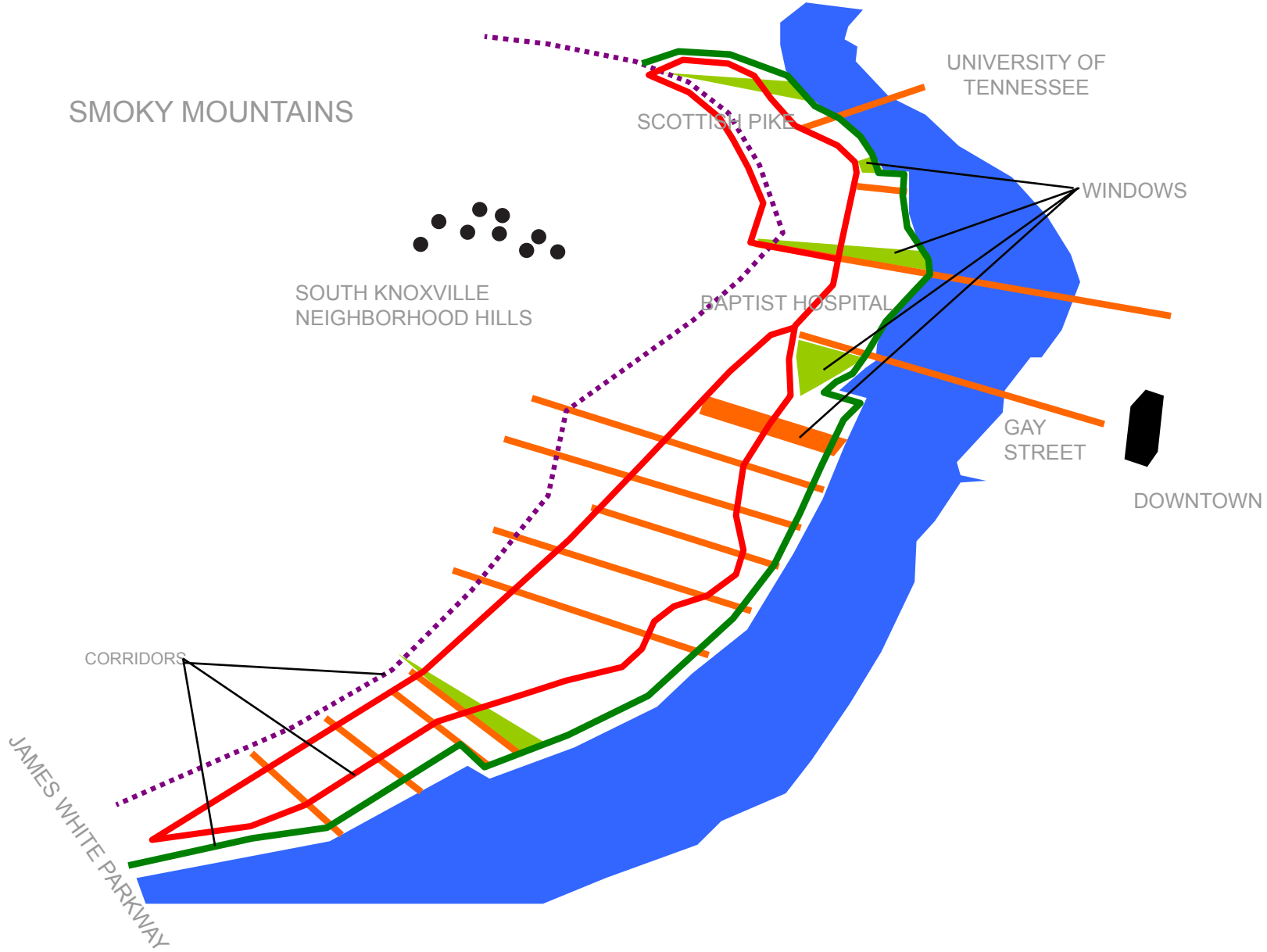
Building on the solid foundation of stakeholder interests and site conditions analysis, the vision planning process develops framework strategies for Knoxville South Waterfront development. These strategies are measured against market potentials and coordinate with community programming goals in a series of public workshops. Out of this rigorous process emerges a vision for Knoxville's South Waterfront as a spectacular place to live, work, play, and move around.

Developed out of the drawings, questions, statements of hope, and lessons of inspiration gathered at the project's first two public workshop sessions, the Plan's Vision Statement distills the essence of public and stakeholder goals for the future of Knoxville's South Waterfront. This statement guides all further development of the Vision Plan and is the touchstone against which all achievements or challenges to the plan are measured.

"Knoxville's South Waterfront will be an active, attractive and distinctive part of downtown Knoxville and a gateway to diverse neighborhoods, waterfront recreation, revitalized business districts and places of employment. It will preserve and enhance things that make it special today. It will be a better place to live, work, play and move around."

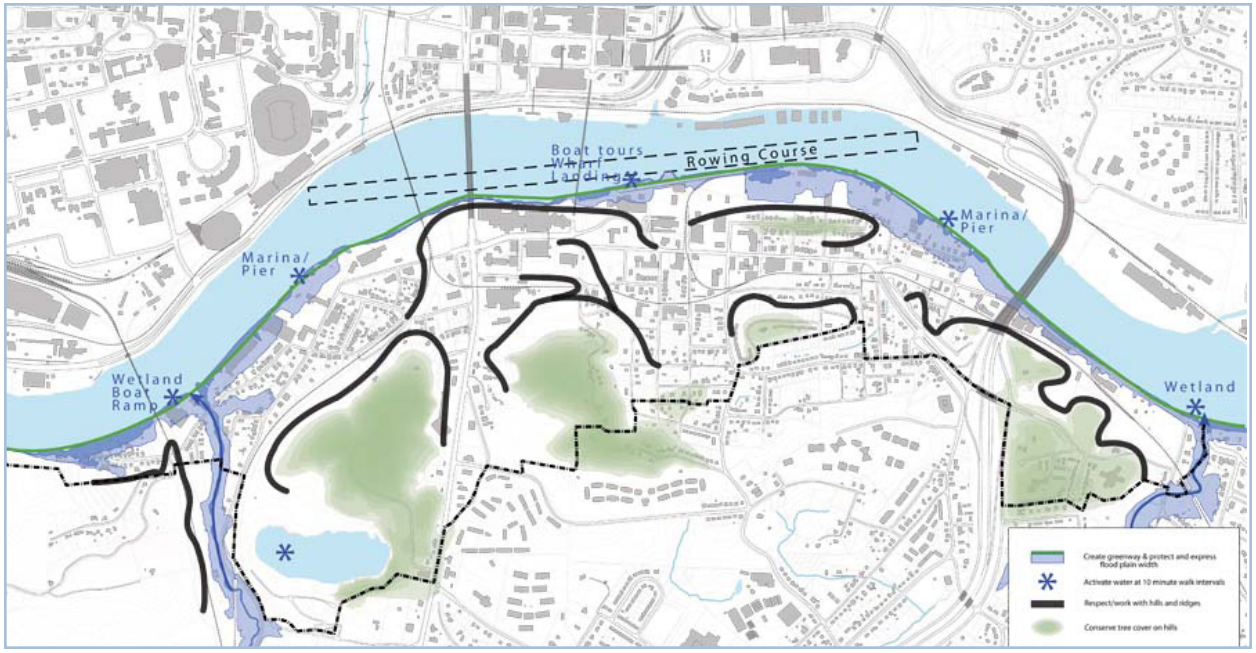
4.1 [A] FRAMEWORK STRATEGIES: OVERVIEW

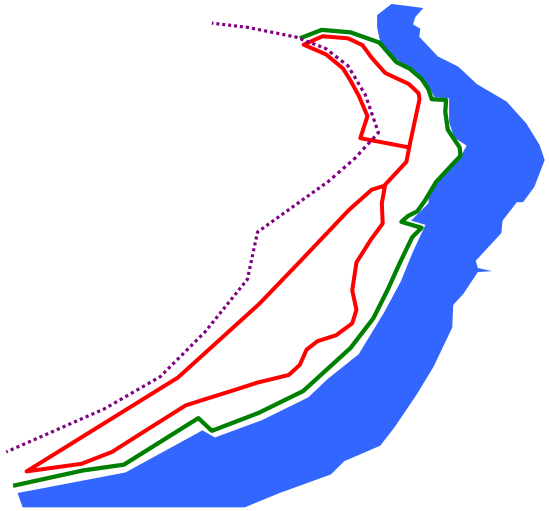
Two clear sets of framework strategies are at work on Knxoville's South Waterfront: the parallel and the perpendicular. Overall, these complimentary strategies accommodate a tightly knit network of programming, transportation, development, open space patterns, and natural systems. The resulting framework organizes windows and corridors within a 3-mile wedge situated between the downtown's density and the majesty of the Smokies' surrounding foothills.



4.1 [B] FRAMEWORK STRATEGIES: PARALLEL CORRIDORS

"Parallel Corridors" describes the built and natural systems that line the waterfront from east to west, paralleling the river's flow.





Flood zones create a continuous waterfront edge which is identified as unsuitable for development, and therefore potentially available for public and recreational uses. The bluffs and ridge lines follow the same directional drift. They have done their work of decades protecting the greened ridgelines of the South Waterfront's hills from developmental incursions. Our plan strives to take up the same banner of responsibility and preserve the green character of these hilltops.

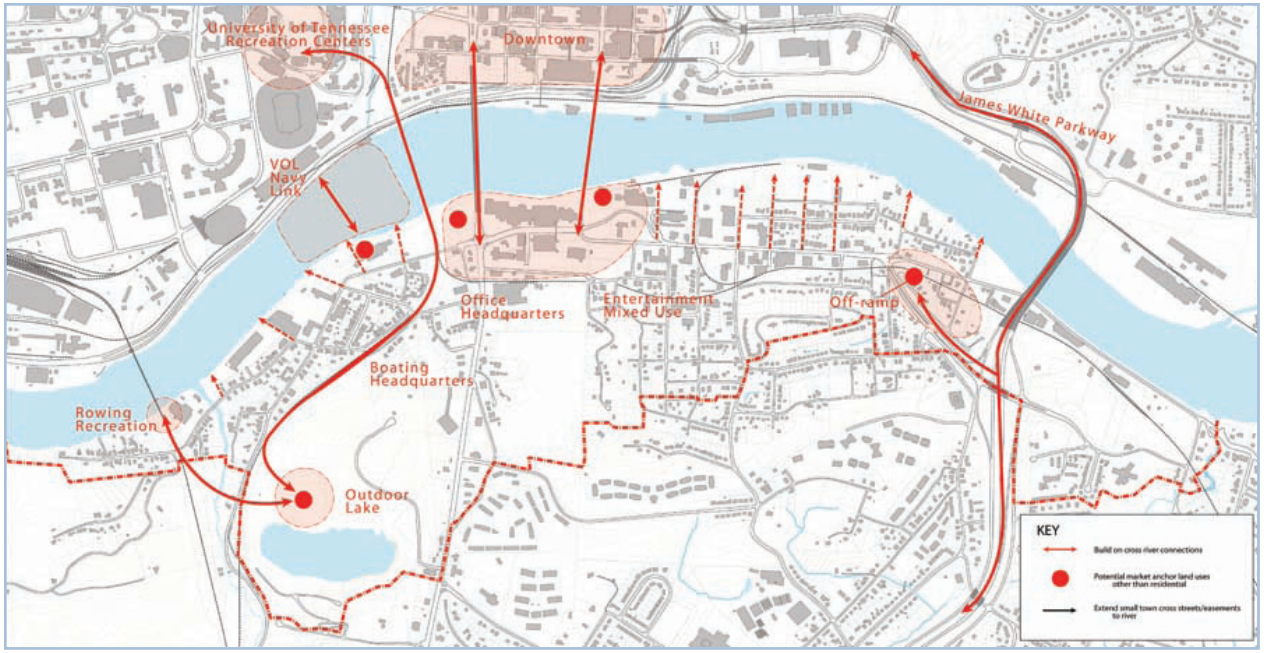
Major circulatory systems also follow this parallel form. A RiverWalk Promenade occupies the waterfront's edge, establishing a zone of public use that cannot be interrupted by individual private development.

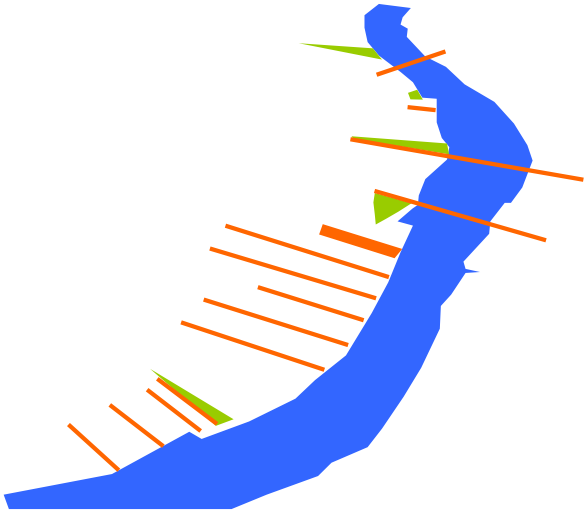
Behind the waterfront a new River Street is established, bringing future development and activity closer to the water and providing much improved and needed access to existing riverfront neighborhoods. Along with improvements to streetscape function and aesthetics along Sevier and Blount Avenues, these new roads complete a "Figure Eight" loop of smoothly circulating local traffic throughout the South Waterfront.

Finally, taking advantage of the existing rail infrastructure, imagine a future commuter light rail system linked to downtown as well as the surrounding suburban communities, that runs parallel to the river, along the base of the South Watefront's slopes.

4.1 [C] FRAMEWORK STRATEGIES: PERPENDICULAR WINDOWS

"Perpendicular Windows" refers to the connective elements that both knit the South Waterfront across the river to the Downtown area, and the north-south connective tissue within the South Waterfront site.





Several points and zones that connect the South Waterfront to the downtown were identified:

The historic loop around the Gay and Henley Street Bridges, connecting the bluffs of downtown Knoxville with the Hospital Bluff at the central pinch point of the South Waterfront. Because of this area's proximity to the downtown and to major circulation routes, there will be strong opportunities for high density development and infill in this district and in the parcels immediately to the east and west. The existing character and likelihood of future dense development here, though, also argues for the importance of several major and iconic open spaces for the South Waterfront in these locations.

The rail lines at the west end of the South Waterfront project site follow the least aggressive slopes in the project and point to a potentially strong greenway and pedestrian circulation connection between the river and the quarry.

At the James White Parkway Bridge, the potential exists for a single seed of high density commercial development with excellent accessibility and visibility.

Additionally, the South Waterfront's urban grid implies connectivity to the waterfront but currently stops short of the water's edge. The Vision Plan recommends extensions of these perpendicular connectors to the river - whether as full roads, pedestrian paths, or simply visual corridors.

Finally, on the water itself, the implied connection between the University of Tennessee and the South Waterfront across the river via the activity of the Vol Navy and potentials for river taxi traffic is recognized.

4.2 MARKET POTENTIAL

The highest and best use potential for the South Waterfront is not a single use. Rather, the most promising opportunity is to capitalize on the market synergy resulting from coexistence of diverse, complimentary uses to create an exciting mixed-use environment. However, this potential can only be fully realized if both public and private investments in the district are guided by a master development plan encompassing the entire South Waterfront. Such a plan will ensure that individual new projects are part of a cohesive pattern of interrelated and mutually compatible uses, including a number of strategically positioned anchor developments.

With coordination, strategic public investment, and targeted land acquisition, the economic value of the entire area will be enhanced. This value will be manifest in higher-quality development, faster absorption rates, higher long-term property appreciation and performance, and greater synergy between different land uses.

The following are projections of the 20-year market potential for new private investment in the Knoxville South Waterfront district:

- **2,200 Residential Units.** New market-rate residential properties on the South Waterfront are projected to sell for $250,000 at the base-end to $700,000 at the high-end, with the majority of units selling for just under $400,000. Units not on the water but closer to Sevier Avenue will likely command somewhat lower prices, in the $175,000 to $250,000 range. Rental units on the water will have monthly rents ranging from $900 to $1,500 depending on size, amenities, and views, while rents away from the water will be slightly more affordable, at about $700 per month.

- **65,000 Square Feet of Retail.** Considering both regional and local demand factors, we recommend 20,000 square feet of specialty retail and apparel (and a possible urban grocery store), and 30,000 square feet of neighborhood retail. In addition, a site should be reserved for a drugstore with perhaps 15,000 square feet of space.

- **30,000 Square Feet of Entertainment Uses.** Approximately 20,000 to 30,000 square feet of restaurant and other entertainment uses that specifically take advantage of waterfront views should be located in the South Waterfront. The Sevier and Gay location is ideal for one or more restaurants because of its close proximity to the cinema and other entertainment opportunities along Gay Street and in Old City north of the river.

- **400,000 Square Feet of Office.** Once new restaurant, residential, and park uses are established in the South Waterfront, there will be an opportunity to attract some 80,000 square feet of general office space and 12,000 square feet of offices for business and professional services to be phased in over a period of five years. This will be responsive to office market demand at a scale that will not undermine the downtown office district north of the river. Additional service office space will be justified in pace with residential growth, in the order of 12,000 square feet for every 1,000 units of new housing which should yield a total of 25,000 square feet. As the riverfront district matures, there should also be opportunities to incorporate headquarters office facilities for regional and national firms and institutions. Sites in the vicinity of the James White freeway interchange with Sevier would be ideal for such build-to-suit offices.

- **100 Hotel Units.** While there is clearly not excess demand for downtown hotel space, the development of a mixed-use district in the South Waterfront with retail, office, and entertainment functions could become an attraction that generates its own demand for additional hotel rooms. Over time, there should be an opportunity for a smaller, boutique hotel of up to 100 rooms.

- **225 Marina Slips.** The market for downtown rental slips is currently soft and is not likely to improve without substantial additional waterfront redevelopment. However, the for-sale market for boat slips is currently under served, and is a potential growth sector in the market. We anticipate market support for as many as 15 boat slips per year, primarily in the for-sale market.

The Vision Plan which emerges from this layered application of framework strategies and public feedback on considered options can be described by district:

Down River

The area stretching from the western tip of Scottish Pike and the Cherokee Trail up to the Norfolk Southern rail bridge and the beginning of the South Waterfront bluffs.

Mid River

The compact and dense district between bridges - from the Norfolk Southern rail bridge at the west to the Gay Street Bridge to the east.

Up River

The long flood plain area reaching from the Gay Street Bridge to the gates of Island Home.

Down River

Mid River

Up River

Boat House Row

Shoals Promenade

Belvedere

BellTower Walk

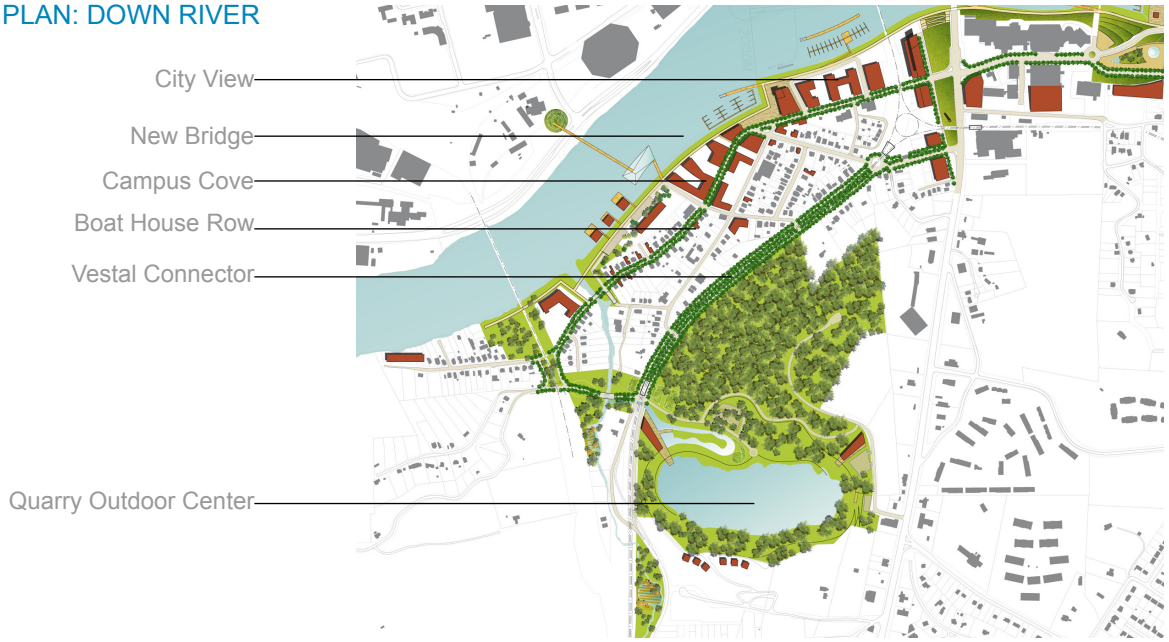
Festival Lawn

4.3 [B] VISION PLAN: DOWN RIVER

Down River & Quarry

Whitewater Courses

4.3 [B] VISION PLAN: DOWN RIVER



DOWNRIVER OVERVIEW
Downriver in the Scottish Pike and Blount Avenue districts we find a pattern of development of former industrial sites into residential and commercial campuses with an emphasis on permeability of public uses.

DEVELOPMENT
Development in the Scottish Pike neighborhood builds on the residential growth already planned for the former Glove Factory site. Shown on the plan and in the axonometric are the three phases of this new development. To the greatest extent possible, single-family housing infill should occur on parcels that are currently empty along Blount Avenue to the south with higher density development occurring along the river. A realigned Blount Avenue follows the path of the river more closely, and here larger scale development is oriented around a new cove and marina. Building on the construction of a boat house currently underway, additional rowing facilities are located here to create a density of riverfront uses. The enviable proximity of this site to the University of Tennessee warrants a bridge connection across the river.

RECREATION & ACCESS
The RiverWalk - a continuous pedestrian promenade running along the water's edge - picks up in Scottish Pike Park and will continue along the entire South Waterfront, providing public access and recreation at the water's edge. Water activities will be supported by boat and kayak put-ins at Goose Creek Mouth. Stretching up from Scottish Pike Park is a strengthened green corridor connecting people, wildlife, and environmental systems from the waterfront all the way to the major open space at Fort Dickerson. This corridor will include improved watershed habitat along Goose Creek and the addition of several passive cleaning wetlands to polish runoff before it empties into the Tennessee River. At the Quarry itself there is tremendous recreational opportunity to develop an Outdoor Center complex that takes advantage of the site's great resources and beauty. Recirculating water will create a whitewater course, with kayaking and rock-climbing in the quarry pit.

CIRCULATION
Several major improvements to roads and connectivity downriver will both open up this area to investment and also improve circulation and street character for existing and future residents. By adding a new rail underpass, completing a connective segment at Blount and Sevier, and concentrating through-traffic along an existing rail corridor, the western end of the South Waterfront's new "figure eight" road network will be accomplished. Cross-river circulation is also vital to opening up this district to activity and improvement, including a new pedestrian bridge to the University of Tennessee.

4.3 [B] VISION PLAN: DOWN RIVER

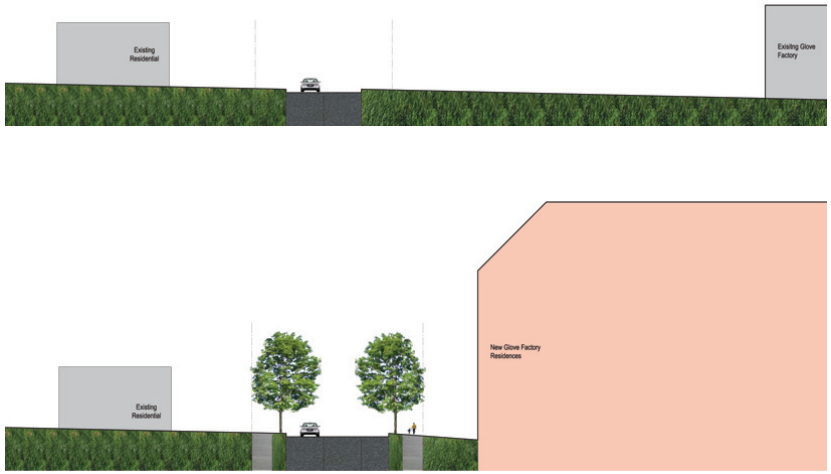
Boat House Row

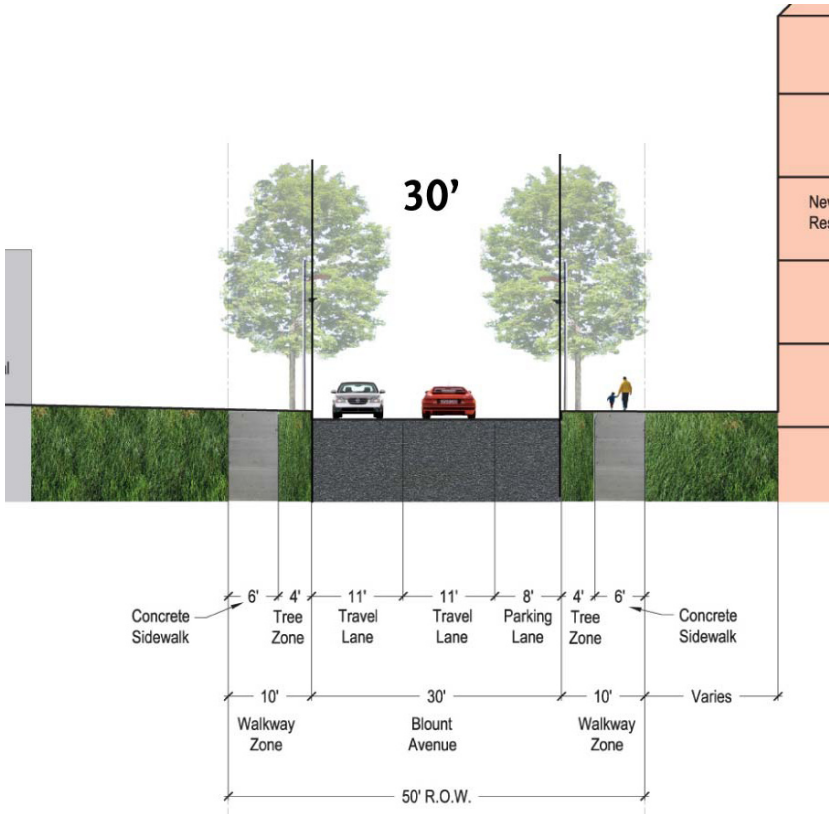
WEST BLOUNT AVENUE

Currently a two lane road with no curbs or sidewalks, West Blount Avenue is essentially rural in character. There are few street lights and no landscaping to create a pleasurable pedestrian experience or embody a strong sense of place. As the primary route through the neighborhood, these needs must be addressed, especially in light of the future residential development. However, the design team does not feel that an expansive, tree-lined median is necessary to achieve the above-mentioned characteristics. Rather, new plantings in a dedicated tree zone, the addition of a parking lane to calm traffic and new street lights maintain the street right-of-way without acquiring private property on either side of the street. Investments on Augusta Avenue will relieve some of the traffic pressures along West Blount.

Section Cut Area

BLOUNT AVENUE SECTION: EXISTING & PROPOSED





BOATHOUSE ROW

Immediately east of Goose Creek Mouth, we envision the growth of three on-river floating structures- boathouses with recreational, retail, and entertainment opportunities. These restaurants, outdoor outfitters, and recreation centers will be accompanied by bankside surface parking and townhouse residential units in the adjacent park.

CAMPUS COVE

The addition of an extension to West Blount Avenue connecting onto Scottish Pike opens up the Down River waterfront areas to a myriad of opportunities including the suggested Campus Cove complex. Here a new marina cuts into the land opening up access back to the surrounding community. This new public space is surrounded by 3-5 story mixed use massing that takes advantage of the prime waterfront real estate and easy connections across to the University.

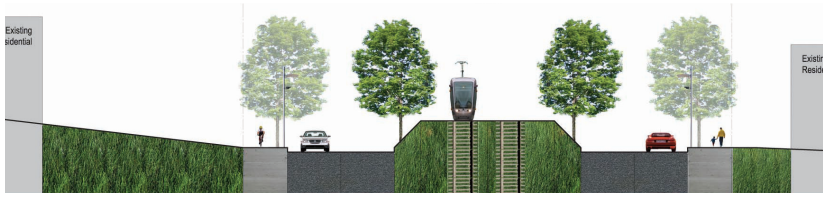
Behind the initial block of development, smaller, lower neighborhood-oriented retail helps transition in scale back to the residential areas.

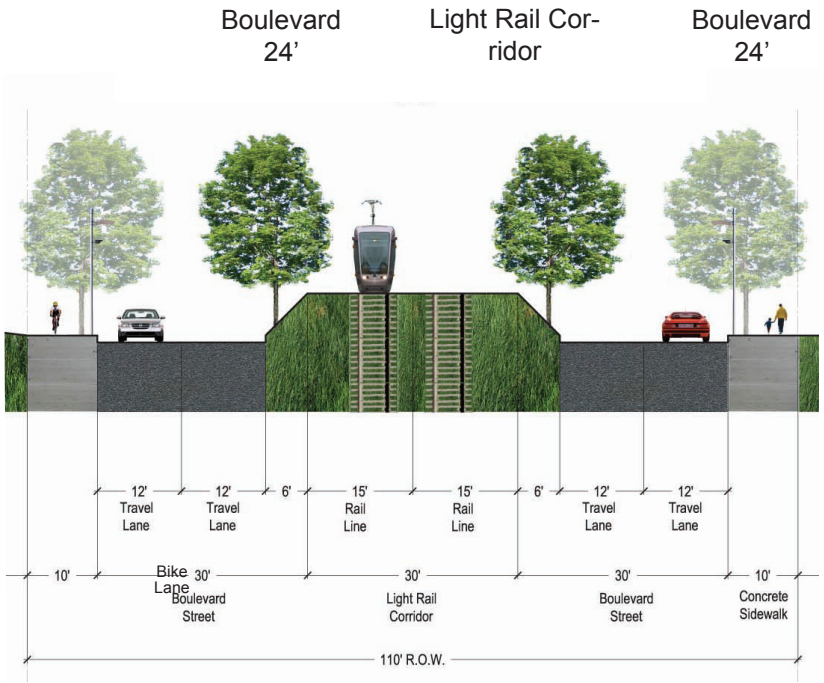
CITY VIEW

With its first phase already underway, the City View complex at the site of the former Glove Factory will be a catalytic seed for development along the entire South Waterfront. It will build the first links to the future RiverWalk Promenade, and undertake the first improvements to Blount Avenue. Condos with potential future retail or hospitality expansions, this development will also have its own marina and boathouse.

Section Cut Area

AUGUSTA AVENUE SECTION: EXISTING & PROPOSED





AUGUSTA AVE / VESTAL CONNECTOR

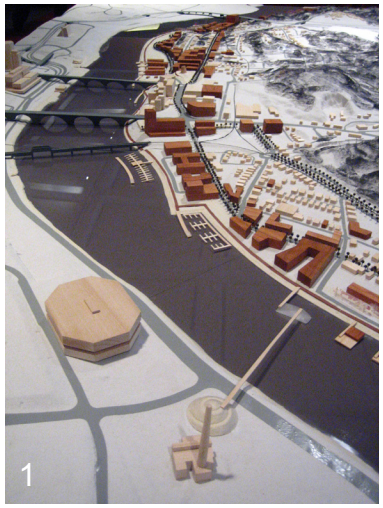
The existing and important connection through the South Waterfront to the neighborhoods of Vestal runs along Augusta and Blount Avenue. In order to alleviate Blount Avenue from congestion associated with new development, improvements to Augusta Avenue drastically change the character of this street from a tertiary road to a significant boulevard. In this location, further inland, Augusta Avenue has a number of beneficial qualities that make it more easily adapted to redesign than Blount, including – a wider right-of-way, relationship to an existing rail line and space adjacent to the roadbed that can be well landscaped. Wider sidewalks and a bike path are envisioned for the street.

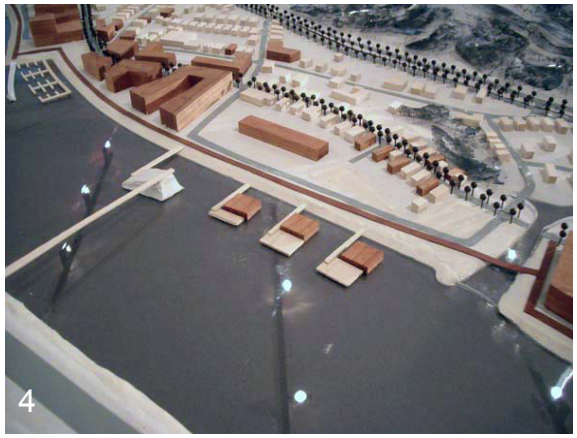
QUARRY OUTDOOR CENTER

The Quarry is reinvigorated with a range of uses. At its western edge the lake and surrounding cliffs dip lowest to Goose Creek, the Scottish Pike neighborhood and the Tennessee River, and there's a new connecting road, rail underpass, and bridge. An outdoor center is envisioned here, with kayak ramp access to the quarry lake, climbing on quarry walls, and a new whitewater course with recirculating water from the pit. Adjacent surface parking is off of a new road which completes a connective loop up to Fort Dickerson and then down to Chapman Highway.

Additional opportunities include a conference center and lodge which could take advantage of the site's spectacular scenery and recreational assets.

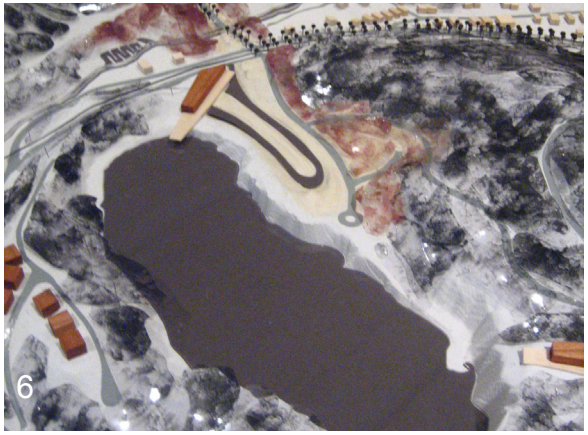
4.3 [B] VISION PLAN: DOWN RIVER





MODEL VIEWS:

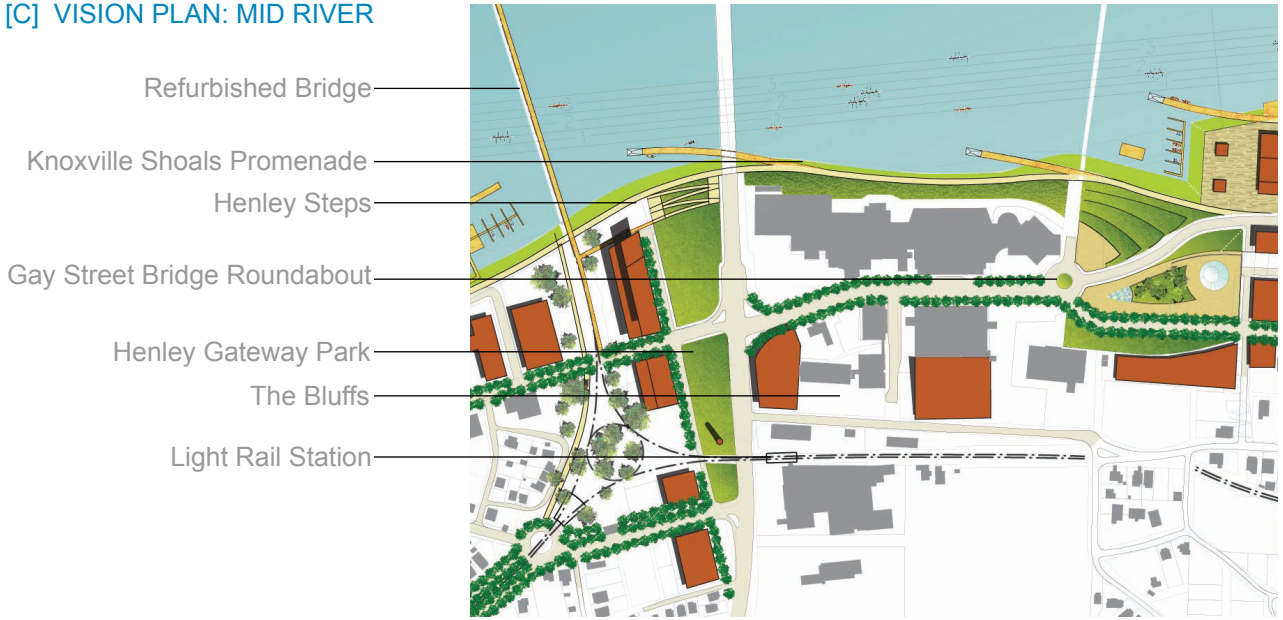
1) Pedestrian bridge connecting UT Campus & Campus Cove
2) Blount Avenue & Augusta Avenue Loop Road
3) City View & Marina
4) Boat House Row
5) Campus Cove Marina
6) Quarry Outdoor Center



4.3 [C] VISION PLAN: MID RIVER

Mid River

4.3 [C] VISION PLAN: MID RIVER



MID RIVER SUMMARY

In the bluffs immediately across from the north shore downtown core, in an area defined by its three bridges, we find some of the South Waterfront's highest intensity and density of uses. This district's urban character lends self to heavier infrastructure, dense building footprints and heights, and creative approaches to open space.

DEVELOPMENT

Supporting the highest density of uses, this area has the capacity to house potential expansion for Baptist Hospital in the between-bridge bluff area. At its western edge, between the rail and Henley Street bridges, we site a mixed-use office/commercial/hospitality district that is accessible in car or on foot to downtown attractions and the hospital, and that is punctuated with long open windows expanding the waterfront's perceptual sphere of influence much further inland.

RECREATION & ACCESS

Because of it's high development density, open space at Mid River is mainly linear and movement-oriented: street improvements for pedestrians along Blount, and a new river's edge promenade at the Knoxville Shoals. And in a urban theme, exploiting multiple layered uses of urban sites, Henley Gateway Park makes connections down to the river and is a beacon to the north shore, with parking underneath.

CIRCULATION

In response to the densification of uses in this area, major circulatory and infrastructural changes respond to parking needs and general improvements to existing conditions. TDOT improvements to the Henley Street Bridge will be complemented by a major new roundabout at the base of the Gay Street Bridge. Sub-grade parking structures will be layered with open spaces, and an addition to the existing hospital garage is also incorporated. A potential light-rail station at the intersection of Chapman and Mimosa would become the first stop in South Knoxville, located along the existing rail trajectory, serving the Hospital District and connecting to Chapman Highway transit. An added pedestrian link along the existing CSX rail bridge will complement TDOT's planned improvements to the Henley Street Bridge.

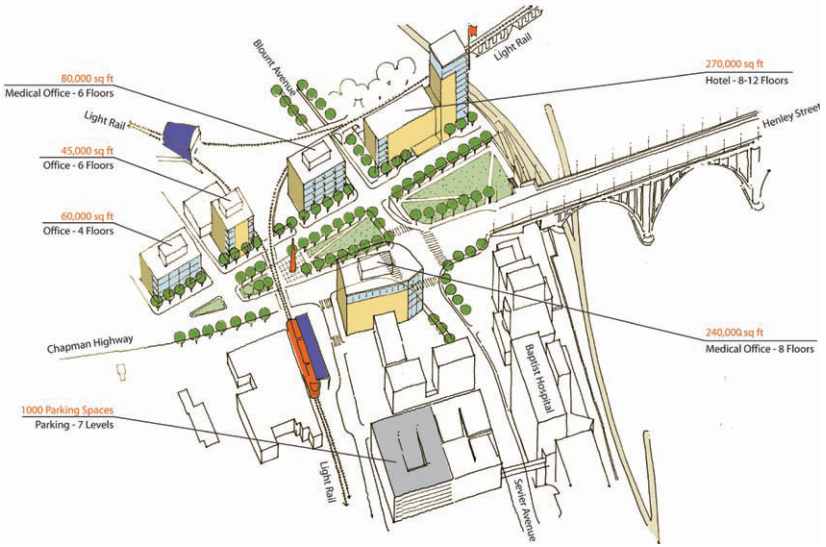
Knoxville Shoals Promenade

HENLEY GATEWAY

Oriented along a major new green space at the foot of the Henley Street bridge, development here provides a gateway and sense of place to the north (to downtown) and south (to the Smokey Mountains). Office and commercial development surround the site and establish a density commensurate with that of the hospital. Surface parking spaces are replaced with an underground garage below the open space. An addition to the existing hospital garage is also shown. A potential light-rail station would become the first stop in South Knoxville, located along the existing rail trajectory.

HENLEY GATEWAY PARK

A dominant, figural open space in the shape of a triangular wedge organizes development to the west of the hospital. When travelling east-west through the South Waterfront these spaces signal a transition in neighborhood, use and tone. From across the river, the gateway opens a welcoming view to the corresponding open space at World's Fair Park. At its north edge, a series of steps and ramps moves people up and down from the bluff tops to the RiverWalk Promenade below.



KNOXVILLE SHOALS PROMENADE

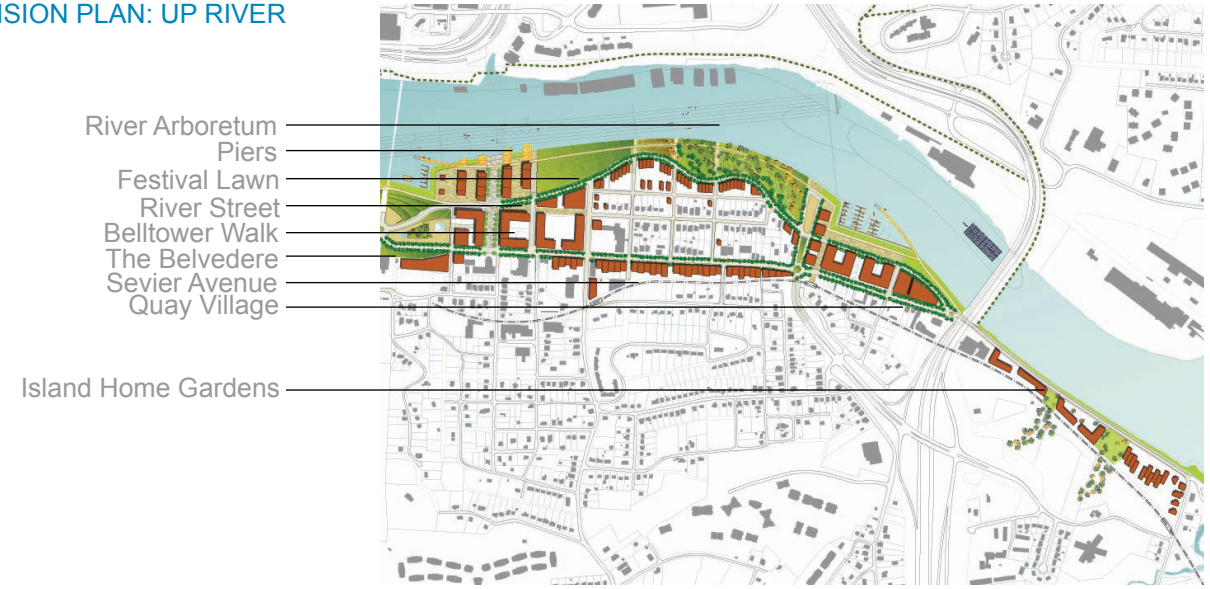
The first and perhaps most dramatic portion of the RiverWalk Promenade will be here, along the South Knoxville bluffs below the hospital. A pile-supported pedestrian and bicycle promenade with lighting and benches, this special pathway will allow Knoxvillians to make a full circuit along the river from the downtown across the Henley Street and Gay Street Bridges, and really access the water's edge.

Signature boardwalk piers peel away from the promenade, continuing its sinuous arcs out over the water, creating protective pockets for boat sailing, or in other areas for marinas. These small piers are terminated by lighted glass and steel structures for shelter, that glow at night like stars on the river.

4.3 [D] VISION PLAN: UP RIVER

Up River

4.3 [D] VISION PLAN: UP RIVER



UP RIVER OVERVIEW

This largest waterfront district is bookended by high-density uses. To the west, Bell Tower Walk establishes a core of development leading to the Baptist Church, and to the east, on the opposite end of Sevier Avenue, office and residential development establishes a concentration of complimentary uses.

DEVELOPMENT

With larger scale commercial and multi-use development at its west end, concentrated around the unparalleled amenities of the Belvedere, the Piers, and the BellTower Walk, the remainder of this district's development is concentrated in parallel waves along a reinvigorated mixed-use Sevier Avenue and a residential sweep along River Street, with small single family infill in between. At its furthest east end, discrete districts defined by major roads and landforms allow for unique and essentially self-contained development opportunities.

The Quay Village complex is tucked into a bend in the river and the arm of the South Knoxville Connector bridge, combining office, retail, and housing uses. And the Island Gardens district offers infill housing and associated open spaces. The Old Sevier Community Group identified a series of principles that this plan strives to incorporate in the central Old Sevier district of the Up River plan: preserve as many existing houses as possible, maintain the viewshed to the river, accommodate the existing natural contours of the site, improve public access to the river and incorporate prominent green spaces into the design. In addition, height limits should be set so as to not block views of the water from existing houses. Additionally, improvements to the Main Street district along Sevier Avenue are recommended to reinforce the existing, historical fabric.

RECREATION & ACCESS

Thematically, open spaces at either end of the district are urban and energetic. The Belvedere is an urban plaza with cultural amenities built into its slope. And the Piers and BellTower Walk are wonderful urban festival spaces and retail courtyards in which to linger, but serve a secondary function as the connective open space tissue which ties circulation and views from the river back to the hills.

Quay Village's wide promenade and marina are well-suited to 24/7/365 waterfront uses. Major open spaces unfold along the river's edge in the center of the district, ranging from a Festival Lawn for programmed and spontaneous community events, to wetlands and arboretum to offer cool corridors for smaller meandering and gatherings on hot summer days.

The RiverWalk Promenade winds through all these spaces and connects south perpendicularly into the Up River neighborhoods.

The Belvedere

CIRCULATION

Two significant but not necessarily complicated moves enable greater ease of access and travel in the Up River area. The realignment of the Sevier extension and James White on-ramps around a traffic circle allow equal and safer access. Likewise, the addition of a second small traffic circle along Island Home Avenue allows for the safe siphoning of traffic off into new development districts and down to the water more quickly.

An improved network of local roads creates access to development. New surface and subgrade parking under the Belvedere will also help satisfy the needs of local and visiting drivers.

An improved Sevier Avenue will support Main Street activity. Most importantly, a new River Street bends and wiggles down to the water's edge, bringing life and investment ever closer to the South Waterfront's greatest asset - it's open river edge. Light rail stations bracket the Up River area, ferrying live-work commuters from Island Home and new housing to a Quay Village stop and to the downtown beyond.

THE BELVEDERE

Directly east of the Baptist Hospital, another open space orients development around a site ideal for a major cultural facility. With the best views to downtown and the newly renovated Gay Street Bridge, new construction in this location plays a dual role: as a window to the water looking to the north and also as a backdrop to the Chapman Ridge when viewed from downtown. A major new facility in this location will become a tourist destination and "postcard image" for the riverfront within walking distance from downtown.

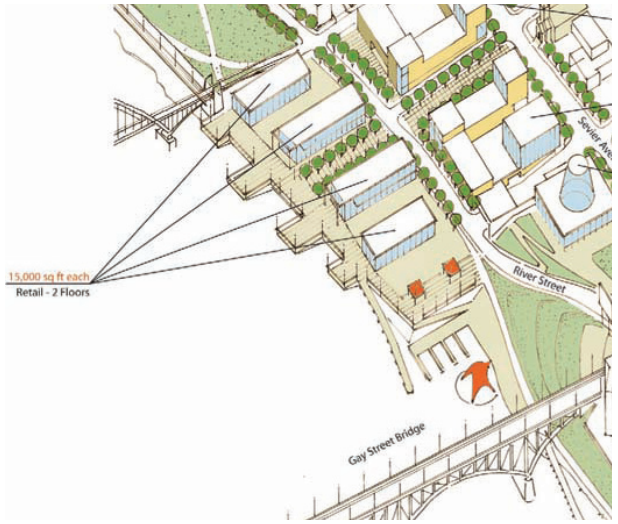
Parking requirements for new development should take advantage of the change in elevation by being located underground, providing access and a transition from Sevier Avenue to a new River Road. Therefore, both roads access below grade parking. Land directly adjacent to the foot of the Gay Street Bridge is carved out to define another, modest-scaled marina ideal for tour boats and bring the water's edge closer to the heart of the Gay Street Bridge/Sevier intersection.

Atop the cultural facility we locate an urban plaza that will serve as an iconic beacon and gateway - welcoming visitors travelling along Sevier to the Old Sevier neighborhood, and visible across the river to downtown. Immediately east of the Gay Street Bridge, a slope too steep for development is reworked into an amphitheater leading down to the RiverWalk Promenade. Floating barges for music and theatre festivals could anchor in the marina below. And the JFG sign remains a familiar and friendly reminder of local spirit.

The Belltower Walk

THE PIERS

Four retail structures on the water's edge create linear "fingers" accessible from a new River Road. They activate the waterfront and compliment the restaurants on the north side of the river. An extension of this four-fingered development, the waterfront edge in this area is articulated with four short pier structures that bring people out over the water. Without obstructing the Knoxville rowing course, they provide an excellent viewing point for all sorts of river activity and serve as a spill-way for eddies of activity and recreation surrounding the pier district retail and entertainment center. An adjacent intimate marina complements these uses.



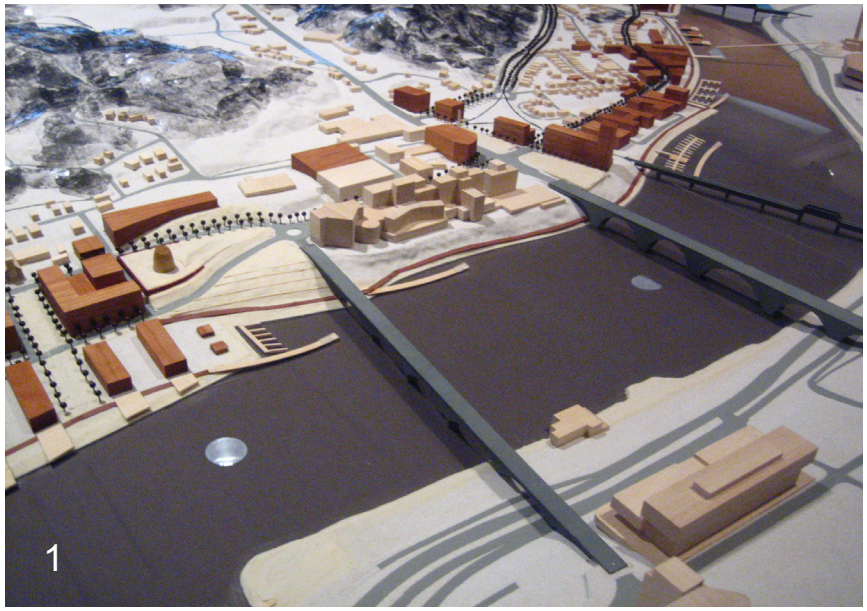
BELLTOWER WALK

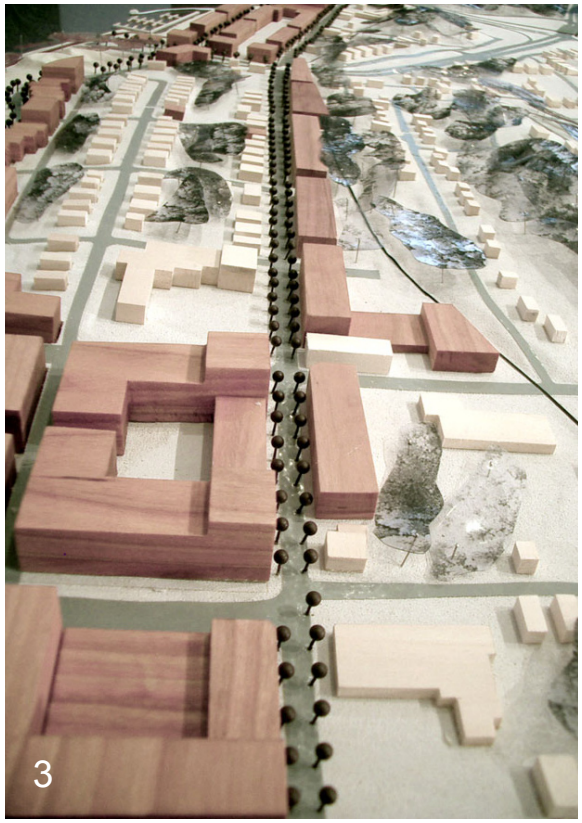
The Bell Tower Walk development capitalizes on one of the most memorable icons in the Old Sevier neighborhood. Mixed-use three-to-five story structures line a north-south plaza that connects the water's edge to the Baptist Church steps. In contrast to the open green spaces along the river, this plaza is envisioned as a hard-space. The buildings that define the plaza contain retail spaces along Sevier Avenue and commercial and residential units on the upper stories with views to downtown.

This plaza will serve as a central and celebratory space for the local South Knoxville community and could be used in conjunction with the Piers area for smaller scale festivals and urban markets year-round. With an edge that literally tilts down into the river in a cobbled plane, it's a great moment for South Knoxvillians to share with their waterfront. Adjacent surface parking and boat ramp invite users to come and spend time on the water.

The Belltower Walk & Belvedere

4.3 [D] VISION PLAN: UP RIVER





MODEL VIEWS:

1) Piers, The Belvedere & Shoals Promenade
2) Looking north
3) Looking east along Sevier Avenue from the Belvedere

Festival Lawn & River Street

Festival Lawn

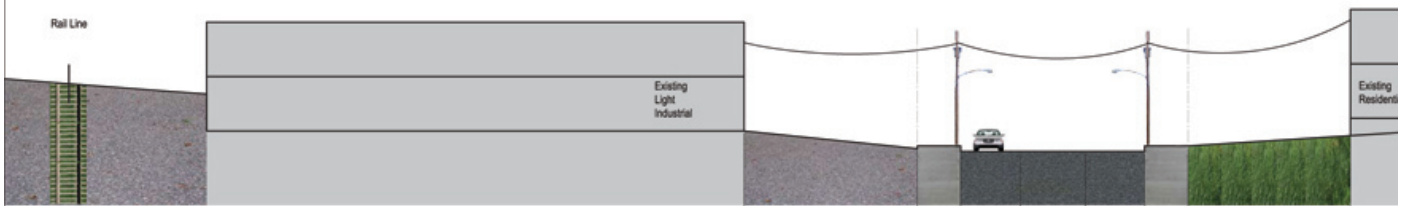
FESTIVAL LAWN / RIVERPLAIN ARBORETUM

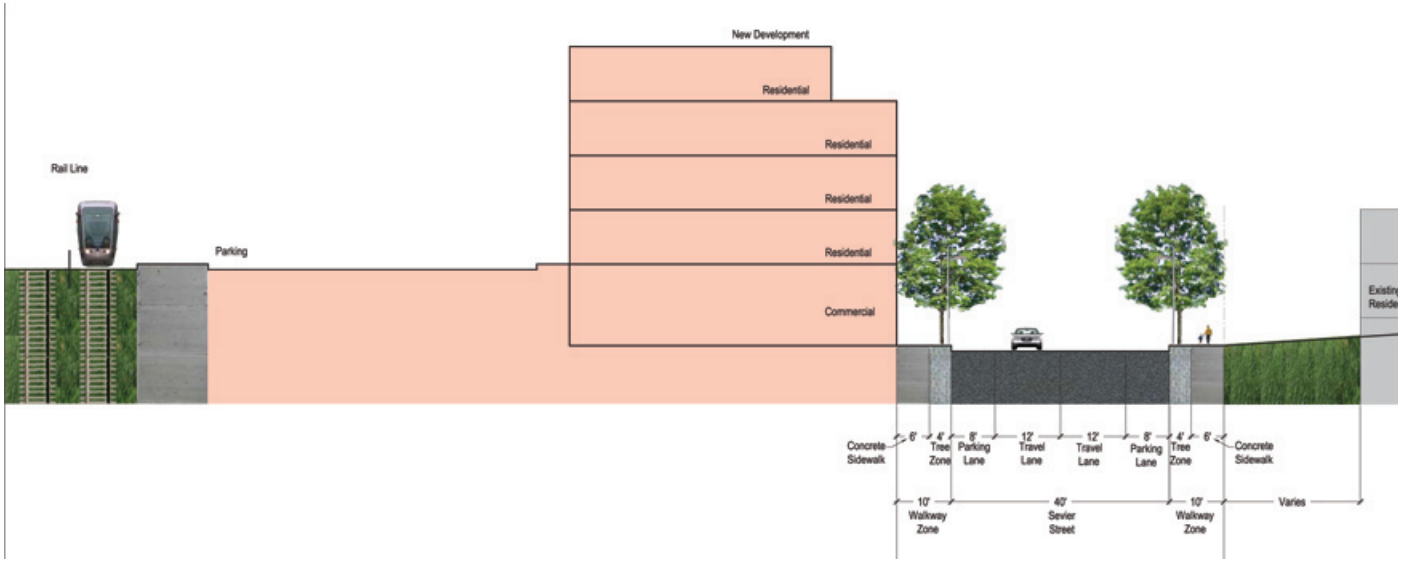
Working within the operations of the river and the charge of the South Waterfront community, much of the water's edge throughout the Mid River area is devoted to public open space. Immediately adjacent to the Piers, the Festival Lawn at almost 7 acres acts as a true living room, not just for the South Waterfront but for the whole city of Knoxville. It is a good place to watch fireworks on Boomsday, listen to a music festival on river barges, gather for a rally, or just fly a frisbee. Further west, in more frequent flood zone areas of the waterfront, we find a series of wetlands, landform playgrounds, and gracious wooded lawns that comprise the RiverPlain Arboretum. Here, the native habitat of middle Tennessee is celebrated in lush plantings and comfortable spaces for informal gathering. Pathways extend out from the Old Sevier neighborhood's urban grid, extending the city and local access directly to the river's banks. The RiverWalk Promenade sweeps along this edge, providing a continuous connection across the Mid River district, and surface parking lots worked into the parks' fabric welcome local and regional visitors to come and spend a leisurely day.

SEVIER AVENUE

Significant opportunities exist along Sevier Avenue to create a continuous building edge. Development here must be mixed-use in nature and incorporate ground floor commercial uses. Given the limited right-of-way dimensions of the street, it is recommended to not widen the street width to the north, adjacent to existing residential properties. Rather, a 10 foot right-of-way extension to the south creates two travel and parking lanes on either side of the street. (Note: as Sevier Road approaches the Baptist Church, the road could be slightly realigned so as not to require the demolition of existing buildings on the south that are built to the street edge). New street trees, lights and sidewalks return Sevier Avenue to a street worthy of an urban environment. The existing rail line, one block south of Sevier Avenue, is envisioned for future light rail service.

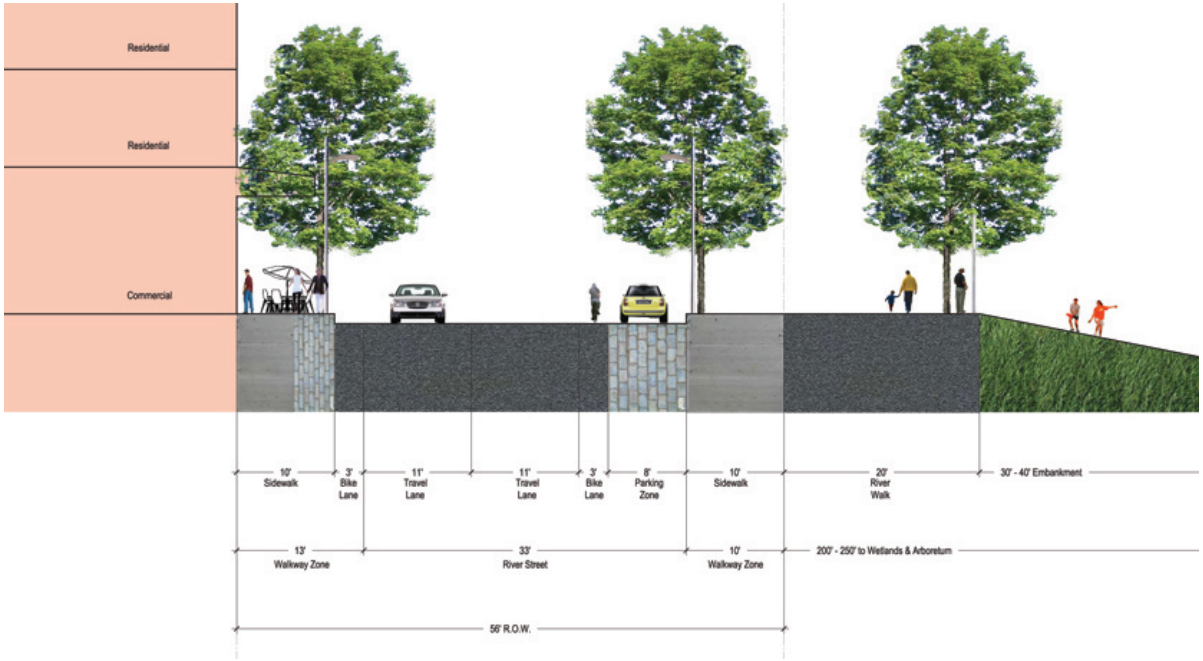
SEVIER AVENUE SECTION: EXISTING & PROPOSED





Section Cut Area

RIVER STREET SECTION: PROPOSED



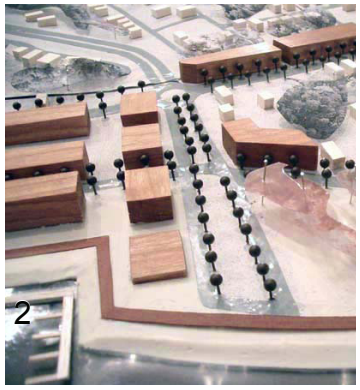
RIVER STREET AXONOMETRIC: PROPOSED

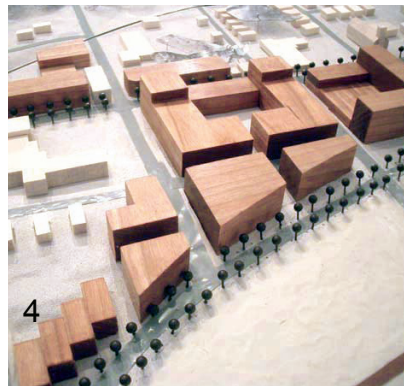
RIVER STREET HOUSING

Development along the new River Street is residential in nature, integrating new housing within the context of the existing neighborhood. As the road intersects with the Bell Tower Walk, commercial ground floor uses activate the street edge with housing above. River Street is layered with modes of travel, bike lanes, two-direction travel, on-street parking, a wide sidewalk and a well-landscaped river walk. Closer to the shoreline, a continuous promenade forms the northern edge of the river arboretum – the major open space of the area located in the flood plain.

The development of a new River Street replaces the existing Langford Road that divides the houses from the industrial properties - the existing Langford now becomes a service and access road that backs the new River Street development. This new road, located closer to the water, creates development opportunities that are at a much lower elevation from the properties along Phillips Avenue. Small scale, two-three story residential development fronts the undulating River Street, helping to extend the waterfront experience and breaking from the orthogonal nature of the inland street grid. Similarly, new development along Sevier Avenue infills those sites between existing buildings and provides the commercial continuity necessary to create an active, pedestrian-oriented street.

4.3 [D] VISION PLAN: UP RIVER

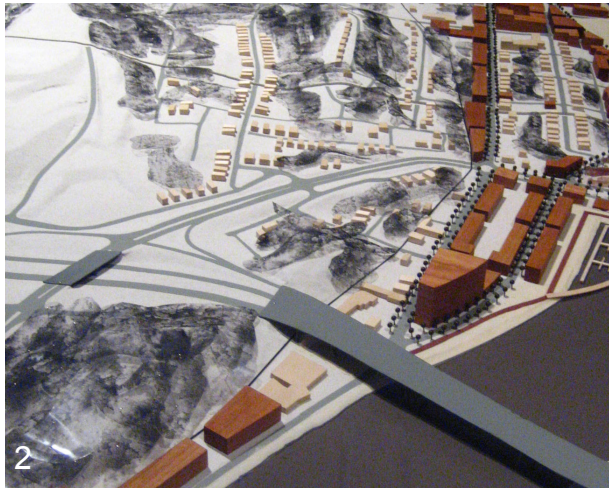




VIDEO STILL & MODEL VIEWS:

1) West Edge of Quay Village, Lincoln Street Landing & RiverPlain Arboretum
2) West Edge of Quay Village
3) RiverPlain Arboretum
4) Festival Lawn Area

4.3 [D] VISION PLAN: UP RIVER



MODEL VIEWS:

1) Quay Village
2) Island Gardens looking west to Quay Village

Quay Village

QUAY VILLAGE

One of the most attractive sites for office development is adjacent to the James White Parkway. Due to large tracks of under utilized land that do not have a prevalence of existing homes, this site could accommodate a large building footprint without overwhelming its neighbors. This area also has good visibility and easy freeway access. An office component in this location would contain a parking garage on the lower levels and have office floor plates above with commanding views of the riverfront.

Residential uses compliment the office component and are oriented so as not to block waterfront view sheds. Similar to other environments in the master plan, this new housing is clustered around a marina and open space that links Sevier Avenue to the water's edge.

ISLAND HOME GARDENS

Along this easternmost stretch of the study site, nestled between the brows of small ridges and the river, runs a rural strip best suited to a range of housing types. Mediating the transition from Island Homes' upscale single-family development pattern to the South Waterfront's new, denser core, multi-family housing would be well situated in this location, with pockets of communal open space that serve immediate neighbors and the wider neighborhood.

INVESTMENT PROGRAM AND PHASING STRATEGY

Successful mixed-use developments depend first on sufficient market demand for the individual constituent uses, be they housing, retail, office, or others. However, there can and should be a market premium generated from the interdependency of these uses. Realization of this bonus depends on effective urban design and architectural solutions that take advantage of the complementarity, and minimize potential conflicts, between uses.

New development should initially be focused along the waterfront, where the market is strongest. As amenities such as park space, greenways, restaurant/entertainment, and retail uses are added along with residential uses on the waterfront, demand will increase for housing and other uses that are located away from the waterfront. This will increase opportunities for additional new investment along Sevier Avenue, particularly in later phases of development.

The following table provides a market-driven phasing approach for the Knoxville South Waterfront, and indicates the timing of strategic public investment and involvement:

	Category	Phase I (0-5 years)	Phase II (5-10 years)	Phase III (10-20 years)
Private Sector	Residential	600 units	600 units	1,000 units
	Retail	15,000 s.f.	20,000 s.f.	30,000 s.f.
	Restaurant/ Entertainment	15,000 s.f.	15,000 s.f.	-
	Office	-	80,000 s.f.	320,000 s.f.
	Hotel	-	100 Rooms	-
	Marina	50 slips	75 slips	100 slips
Public Sector	Industrial Relocation	•	•	
	Park and Greenspace	•	•	
	Infrastructure	•	•	
	Cultural/Civic		•	

With an eye to the future and with a solid framework plan in place, a new market dynamic will exist after ten years of implementation. Development will build on previous successes, with less support required from the public sector.

With the Investment Program and Staging Strategy in place, the City of Knoxville will be able to borrow against the projected increases in tax revenues from new private development to finance the strategic public investments needed as a catalyst for that private investment.

The city has several tools that allow it to capture revenues generated by public and private investment. Primary among these tools is tax increment financing (TIF), which can capture new incremental real and personal property taxes in support of financing project-related public infrastructure. Special assessment districts and revenue generated from publicly-managed parking structures offer additional public funding possibilities.

This proposed program and strategy should yield the following private investment (in constant 2006 dollars) over a period of 20 years:

Projected 20-Year Private Investment Knoxville South Waterfront

Use	Quantity	Units	Property Value	Assessed Value
Residential				
- Single Family	174	Units	$69,600,000	$14,800,000
- Condominium	1,520	Units	$501,400,000	$106,600,000
- Rental	507	Units	$102,700,000	$21,800,000
- Retail	65,000	S.F.	$8,500,000	$2,900,000
Restaurant/Ent.	30,000	S.F.	$6,100,000	$2,100,000
Office	400,000	S.F.	$109,500,000	$37,200,000
Hotel	100	Rooms	$10,100,000	$3,400,000
Marina	225	Units	$6,100,000	$2,100,000
		Total:	**$814,000,000**	**$190,800,000**

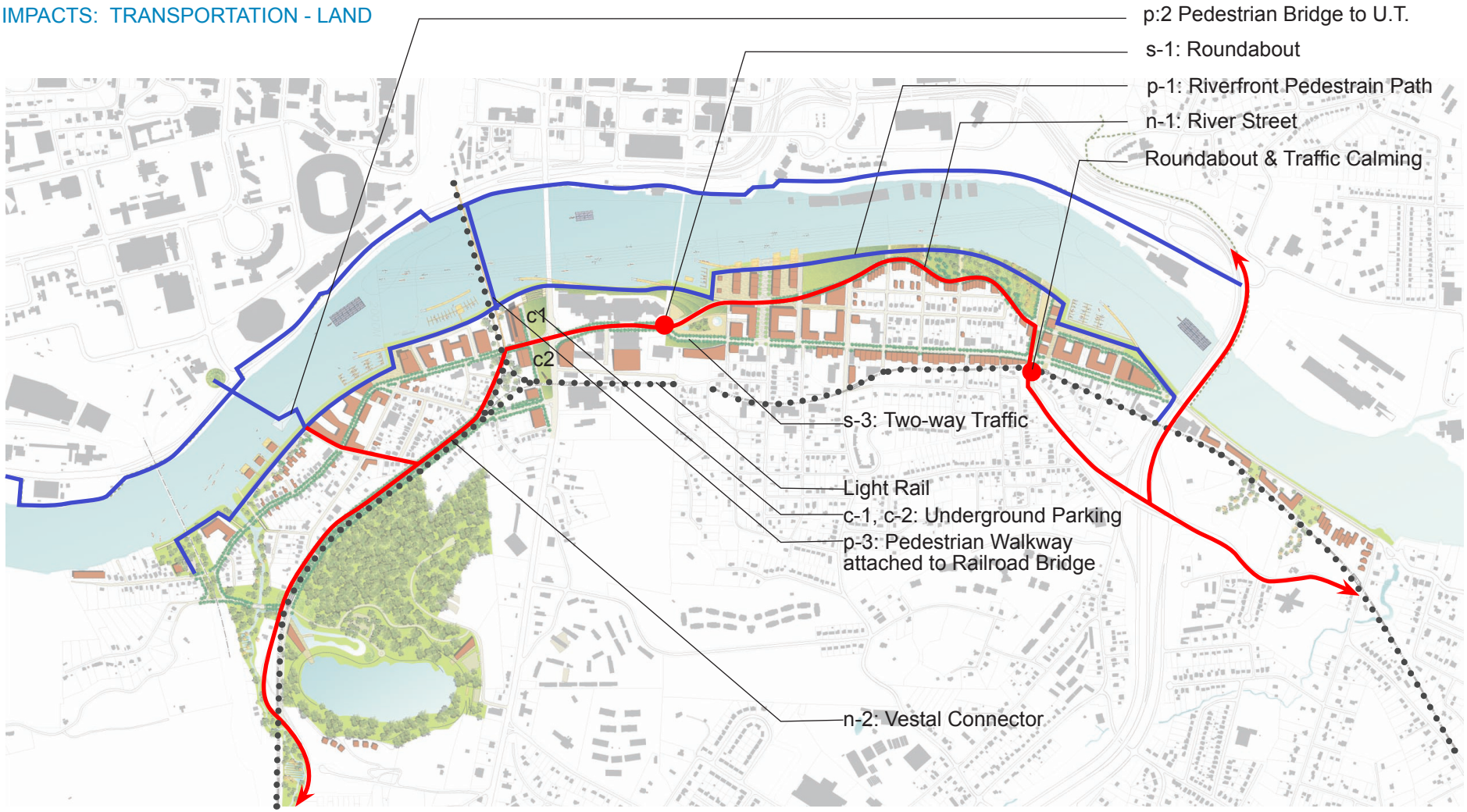
5.0 WHAT IMPACTS MIGHT THE CHANGES CAUSE?

Positive Impacts

Negative Impacts

Mitigation

In large public workshops, one-on-one stakeholder interviews, website forums, and water-cooler conversations, extensive public feedback was voiced, gathered, and recorded regarding the positive achievements of the plan, potential concerns and drawbacks, and opportunities for changing and strengthening this first draft. The consultant team also contributes its expertise to this effort, offering evaluations of the plan's elements by discipline and demonstrating alternative or mitigating solutions.



OPPORTUNITIES, IMPACTS & MITIGATION: STREET GRID

Two new street segments are proposed to extend the current grid of streets: (1) River Street (N-1), 1 mile of riverfront parkway that extends and caps existing north-south streets, provides an armature for new riverfront development, gives an alternate route to Sevier Avenue, encourages travel by all modes to the river, and builds awareness of South Shore redevelopment and (2) the Vestal Connector (N-2), 0.8 miles of new two-lane arterial street providing an alternate route to Blount Avenue and relieving the Blount/Chapman intersection of congestion.

Shared bike & pedestrian path

On-street bike lane

Proposed light rail & bike

SEVIER AVENUE MAIN STREET

Sevier Avenue's potential as the commercial spine of the South Waterfront is improved by three projects: (1) a roundabout at Gay Street (S-1), making this junction an inviting focal point, and connecting to the new River Street; (2) a roundabout at Island Home Avenue (S-2), forming an eastern "bookend" for the business district, calming traffic and evolving the freeway interchange traffic pattern into an urban pattern; and (3) removal of Council Place (the one-way segment of Sevier Avenue) and restoration of two-way traffic to Sevier Avenue (S-3).

VESTAL CONNECTOR

The proposed new road between Blount Avenue and the Chapman Highway, following the Norfolk Southern Railroad and Hawthorne Street, has raised two concerns: (1) the right-of-way required west of the tracks, between Augusta Avenue and Redwine Street, and (2) the need for new tunnels under the railroad, as well as more vehicular traffic on Hawthorne Avenue across it.

In response to these concerns, the Vestal Connector could be simplified to a single two-lane road along the east side of the tracks, connecting at the south with Blount Avenue (east of the tracks), and to the north to Hawthorne Avenue (also east of the tracks). Traffic on this configuration of the Vestal Connector would not cross the railroad. No new roadway, and therefore no right-of-way taking, would occur west of the tracks. Scaling back from four to two lanes, and eliminating tunneling required under the tracks, would save $2-$3 million.

CHAPMAN HIGHWAY

The two parks (C-1, C-2) along Chapman Highway will launch its transformation from a suburban strip highway to an urban boulevard.

PEDESTRIAN ROUTES

Three improvements are important to pedestrian travel: (1) three miles of new riverside path (P-1), between Scottish Pike Park and James White Parkway, will be a centerpiece of access to and along the river; (2) a pedestrian bridge (P-2) between the University of Tennessee and the Scottish Pike area; and (3) the addition of a pedestrian walkway (P-3) to the existing railroad bridge.

BIKE ROUTES

Bike lanes are established along all existing and new major or connector roads. Depending on the road width, bike lanes are either shared with pedestrians offroad, or established as dedicated lanes on the road.

PARKING

With the advent of increased programming, development, and traffic the community rightly anticipates increased parking needs. Over 800 new parking spaces have been added on the street with the addition of parking lanes along Sevier, Blount, and River Road, with an additional 770 parking spaces provided for in major new parking structures. And additional surface lots have been added in park areas to satisfy recreational users and visitors.

LIGHT RAIL TRANSIT IN THE SEVIER AVENUE CORRIDOR

The South Waterfront plan anticipates Light Rail Transit (LRT) service in the railroad tracks parallel to Sevier Avenue and beyond. This LRT route gives maximum coverage of the South Shore area, permits on-street parking and a vibrant retail atmosphere on Sevier Avenue, and forms an armature for new development fronting on both Sevier Avenue and the LRT.

A Light Rail Transit (LRT) route in Sevier Avenue has been proposed as an alternative to LRT in the existing rail line one block to the south. However, routing the LRT on Sevier Avenue would require the removal of all on-street parking, thereby removing a vital ingredient of retail appeal and pedestrian atmosphere. The railroad route has further advantages for LRT passengers: (1) up to eight more blocks of residential area within the quarter mile walking distance of an LRT station than on the Sevier Avenue route and (2) it accommodates automobile drop off activity away from Sevier Avenue. For several blocks along Sevier Avenue, a rail line route for the LRT would serve as an armature of new development, possibly having one building “face” on Sevier Avenue and the other onto the new LRT line.

KEY IMPROVEMENTS

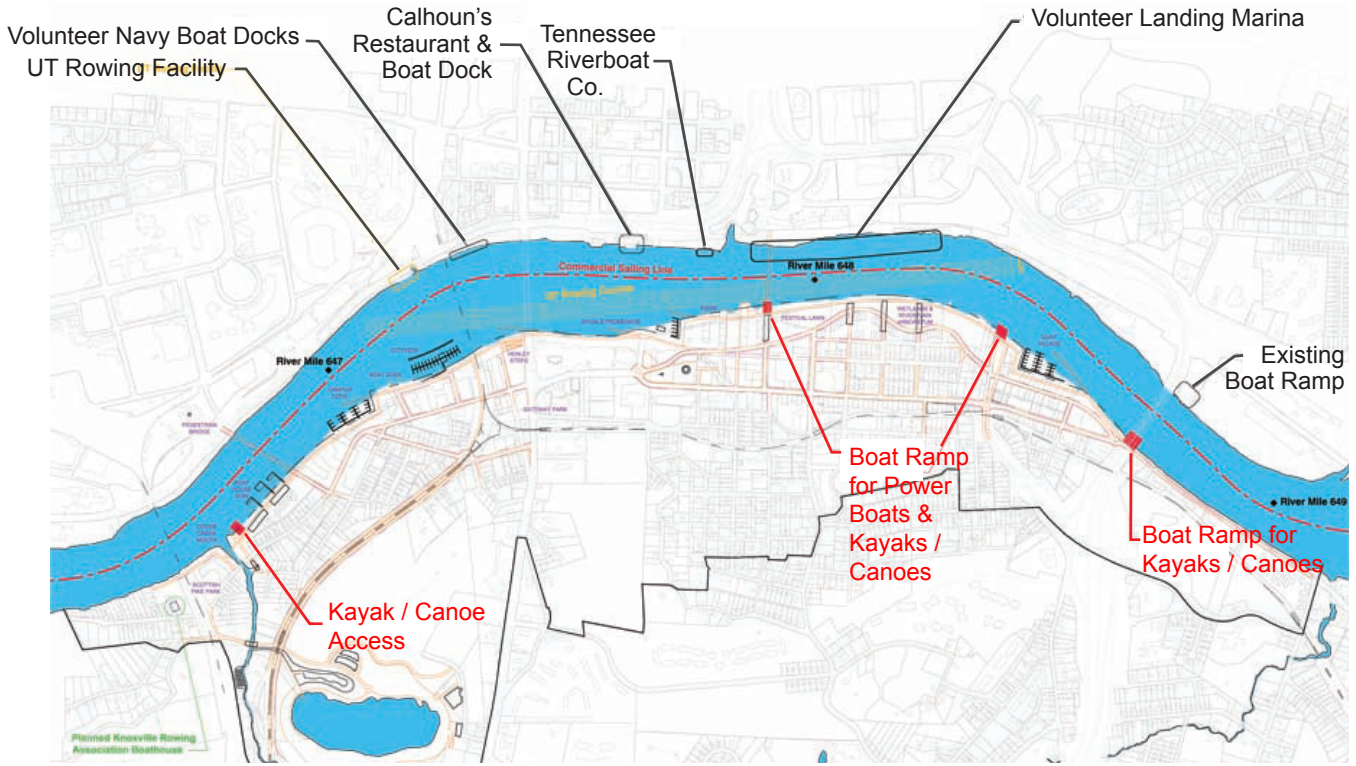
- The UT Bridge has been downsized to support bicycle and pedestrian traffic only.
- The Norfolk Southern Bridge may be refurbished to support pedestrian traffic.
- The Vestal Connector has been reduced from 4 to 2 lanes on a single side of tracks.
- The pedestrian bridge at First Creek removed.
- Surface parking lots have been added in the Festival Lawn and RiverPlain Arboretum areas.
- The Langford Avenue outlet to new River Road has been realigned.

OPPORTUNITIES

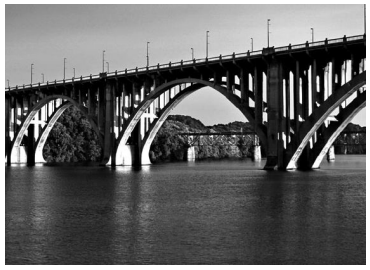
New boat, canoe & kayak launch sites will facilitate recreational boating. Designated marinas will allow for increased recreational boating while limiting the boat traffic to concentrated locations. A new slip for the Star of Knoxville on the south waterfront will increase the visibility and improve parking access. Relocating Ashland Asphalt will reduce potential conflict between commercial barges traffic and recreational boaters.

IMPACTS & MITIGATION

The development of South Knoxville waterfront will introduce additional marine traffic to region. Consideration must be given to potential direct as well as secondary and cumulative impacts to the local wildlife, ecology and water quality. As the recreational use by both power and non-motorized vehicles increases, potential conflict among boaters exists. A particular concern is that rowing shuttles are vulnerable to collision by power boat traffic as well as potential overturning by increased wake climate. Consideration will be made to establish “no wake” or “low wake” zones that apply to recreational boat traffic. Regulation of boat traffic during everyday use as well as for specific events will be necessary to limit conflict and ensure boater safety. Any and all potential regulations will need to be developed and approved by the TVA, USACE and US Coast Guard. There is potential indirect impact of marinas and other waterfront structures on the boating community that is also considered.



Boaters will be forced away from the banks towards the center of the channel, increasing the potential conflict for commercial and recreational boaters. To minimize indirect impacts, the distance that structures extend into the water may be limited; structures will be sited at locations where there is a substantial distance between the commercial sailing line and the riverbank.

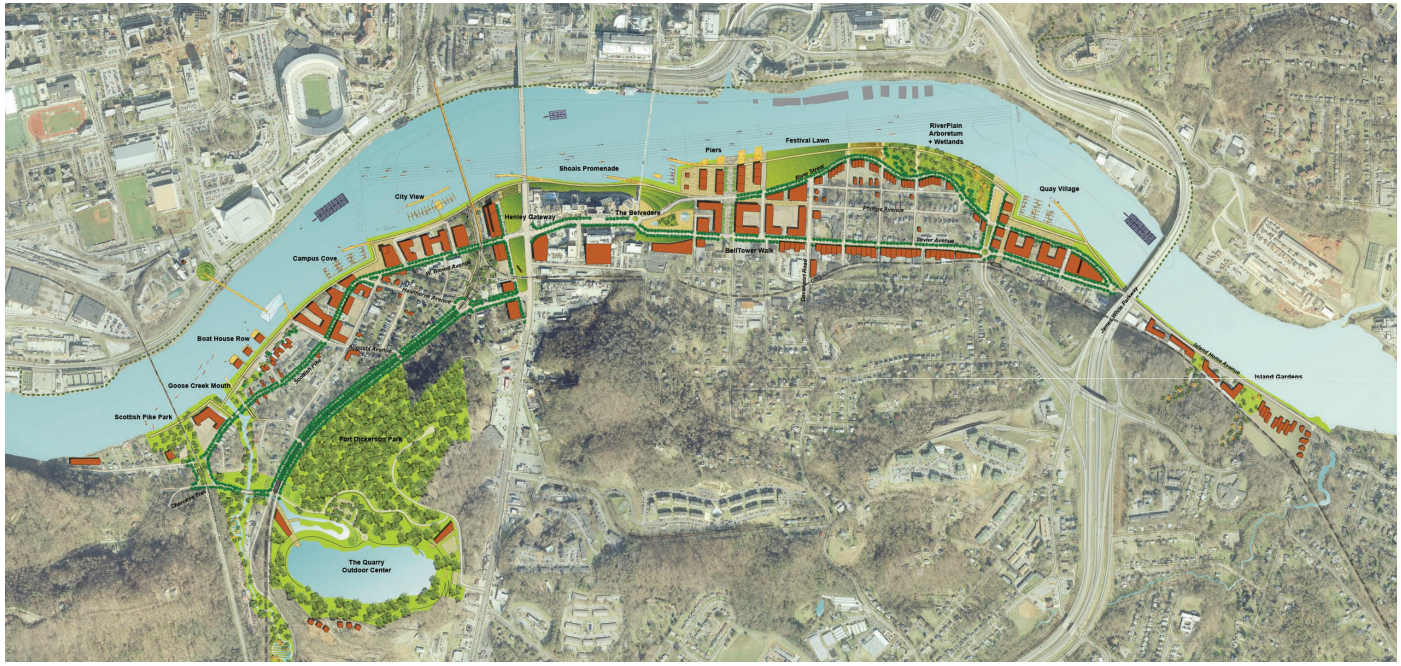


KEY IMPROVEMENTS

- Knoxville Rowers Clubhouse added.
- Kayak Ramps added at Goose Creek Mouth and under South Knoxville Connector bridge.
- Boat Ramps added at Piers and Quay Village.

OPPORTUNITIES & IMPACTS

The ultimate strength of a framework plan exists in its ability to strengthen certain characteristics of a place that are underdeveloped and create new opportunities with modest investments where none previously existed. The ingredients for a dynamic and vital part of Knoxville are already present to the south: a varied landscape, a dense housing stock, transportation opportunities and a long, linear waterfront edge. Through strong leadership, a collective will and focused determination of the public and private sectors, the vision can become reality and sooner than most people would think possible.

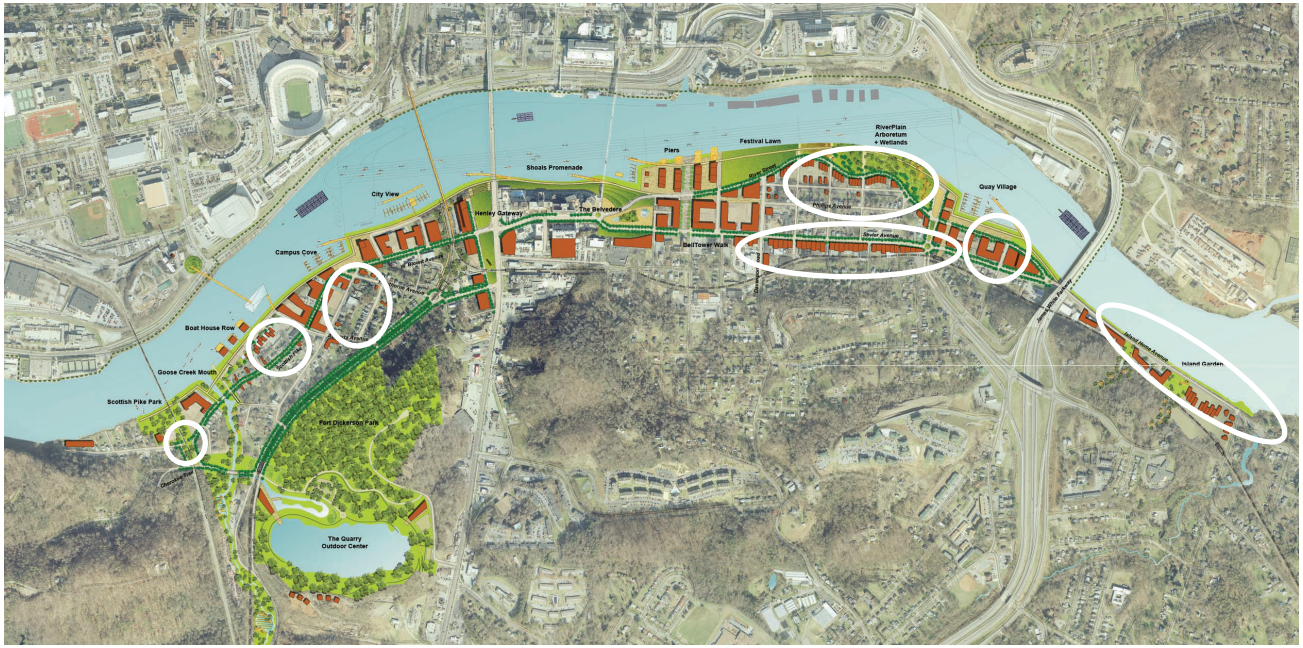


Draft Massing

The vision plan ultimately represents a combination - to various degrees - of initial concepts first presented at the public workshop. Clusters of open space, water uses and development opportunities are dispersed along the river in locations that build on developments already occurring. In this way, these clusters of development are not tied to the acquisition of a single industrial site that may take years to acquire and redevelop.

Emphasis is placed on the water's edge which will represent the highest market value for the area, but this zone is complimented by parallel corridors inland with the reinforcement of Sevier and Blount Avenues. While much of the street network is already in place, a few strategic investments can unlock the existing infrastructural barriers to create a fluid circulation system: new intersections at Gay and Henley bridges, a new connection from Cherokee Trail to the Quarry, the development of a Riverfront Drive where only a marginal alleyway currently exists and a continuous, pedestrian-oriented promenade.

While the distribution of building typologies along the riverfront varies greatly depending on building use, one of the most important aspects of the framework plan is the recognition that view corridors to the river must be enhanced and general accessibility increased.



Revised Massing

MITIGATION

To ensure proper waterfront access, the Vision Plan shows building heights that have been adjusted to assure that obstructed views to the river are minimized from properties located to the south. In addition, the orientation of more building footprints were re-set to reinforce north-south corridors – the perpendicular fingers that help to connect inland parcels to the water's edge.

KEY IMPROVEMENTS:

- Boathouse Row residential block was transformed to townhouse clusters.
- Campus Cove interior blocks are recommended for small scale neighborhood retail.
- Housing footprints adjacent to the RiverPlain Arboretum are smaller, with lower heights, more visual breaks, and no large buildings on Langford Avenue.
- Old Sevier infill projects are more compatible with existing neighborhood structuresd.
- Community meeting space has been added to the South Knoxville Elementary School site.
- Sevier Avenue infill is recommended to accommodate individual row-house footprints.
- Quay Village massing has been reduced and re-oriented to open to river.
- The Island Home Gardens area transitions more quickly to single family development.

OPPORTUNITIES, IMPACTS & MITIGATION

By creating open space windows at a range of scales and in different locations throughout Knoxville's South Waterfront, the Vision Plan has succeeded in extending the influence of the waterfront far into the neighborhoods. Green corridors along streams, rooftop gardens, wide festival lawns, undulating riverplain arboretums, adventure sport lakes, urban plazas and marinas regularly dot the continuous three miles of the site, keeping open space always within walking distance.

While all sorts of people-programming uses have been provided for: from concert venues to quiet strolls to kayak courses to playgrounds, the South Waterfront communities want to reiterate their commitment to the strengthening of environmental systems health.

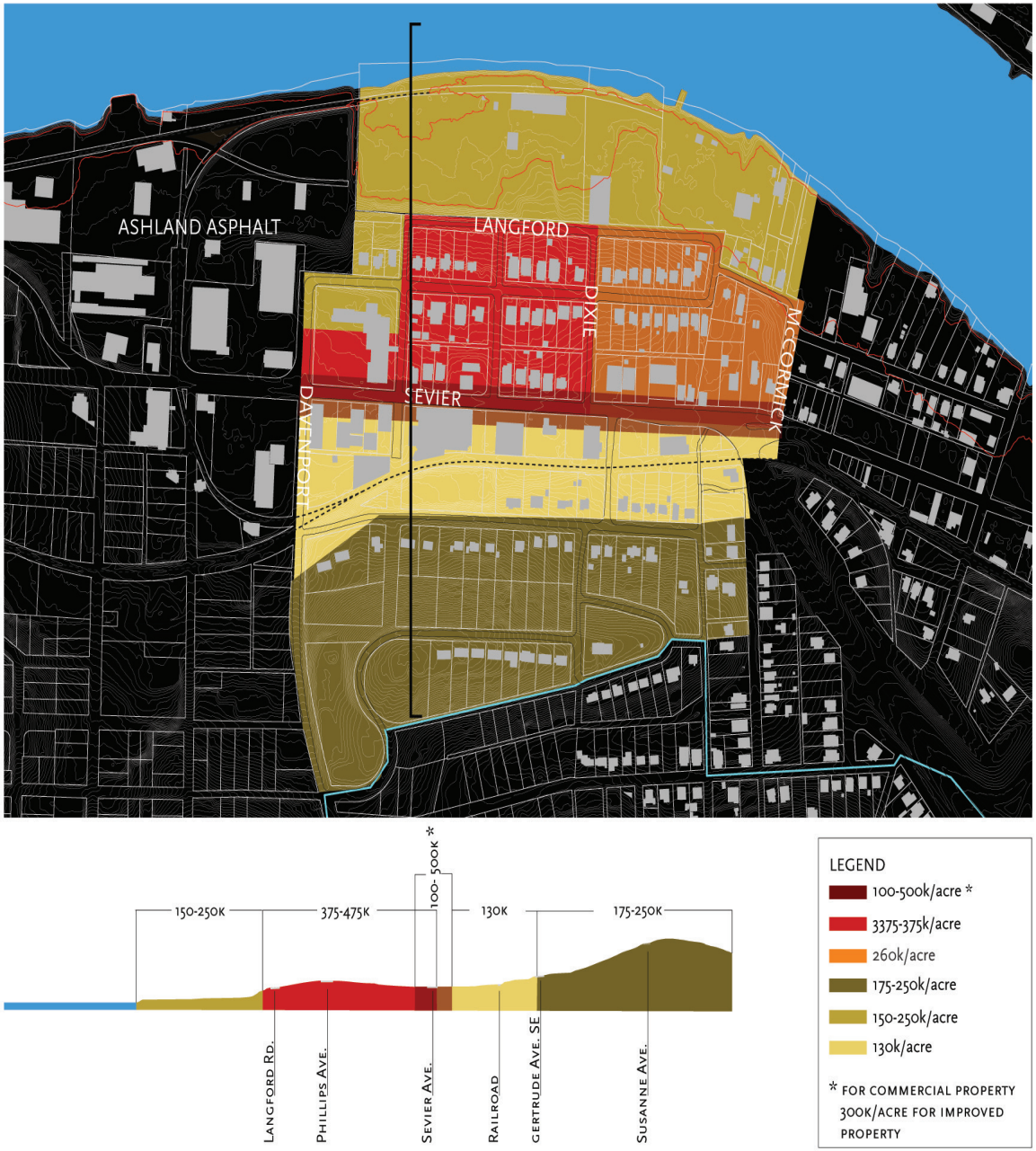
The reinvigorated green corridor along Goose Creek has been strengthened with an additional cleansing wetland and wider reforestation banks, connecting all the way up to the Quarry. A similar green corridor is emphasized and enhanced along the Norfolk Southern Rail Line. And at the east end of the site, green corridors extending from the Island Home Gardens district embrace the foothills, reinforcing these natural swales with native plantings and selective invasives control.

The community also seeks additional opportunities to not only view but get onto the water, and so new kayak and boat ramps have been added.

Public Space Improvements

KEY IMPROVEMENTS:

- The Goose Creek Green Wildlife Corridor has been connected and enhanced.
- Kayak Ramps have been added east of the Goose Creek Mouth and under South Knoxville Connector bridge.
- Boat ramps have been added at the Piers and Quay Village.
- The single large open space at Island Home Gardens has been replaced with smaller recreational amenities and courtyards related to new housing.



At the start of the visioning process, there was skepticism about the ability to produce positive results and create a compelling momentum towards the reinvigoration of the South Waterfront through private investment and public improvements. Six months on, there is much less skepticism in the ability of the South Waterfront communities to envision and enact change. The template for these community improvements and development investment are becoming much clearer.

With the interest of investment becoming more pronounced, the long-term citizenry and supporters of the South Waterfronts neighborhoods are adamant that any future plans include strategies for maintaining affordability and livability. It would be a major loss to the district if improvements and development priced out the very communities who make the South Waterfront so unique.

Strategies for adapting to increased property values and mitigating increased tax assessments will be addressed in the Action Plan.

OPPORTUNITIES, IMPACTS & MITIGATION

General public and stakeholder response to the Vision Plan has been so overwhelmingly positive, the challenge is to find ways to make it come to life in the near term. The answer to that challenge is to use the action plan efforts to prioritize projects that will be strategic for long-term development with an immediate pay-off in public improvements.

Strategic frameworks for this implementation process include regulatory and finance tools to be developed in the Action Plan phase of this project. Some of the opportunities and impacts of these tools include a role for form-based zoning and an amended development approval process. These two mechanisms, in particular, will not only give the community greater control of neighborhood development, but will also streamline the development and regulatory process to help stimulate developer interest.

Implementation of form-based zoning and design standards for the South Waterfront area should eliminate antiquated zoning designations that have existed for decades.

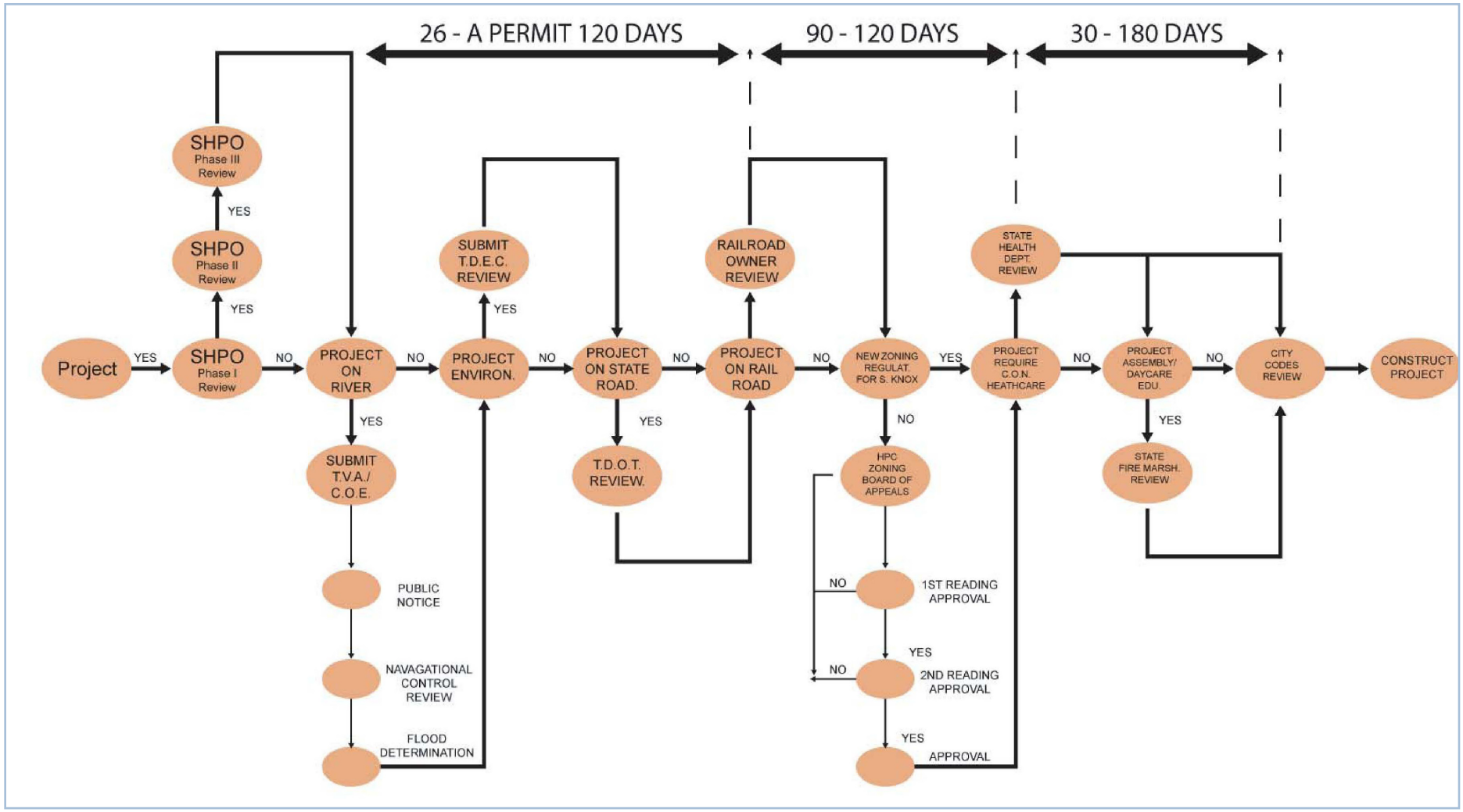
The creation of these guidelines would involve the agencies that currently have jurisdiction in the project area. Through a series of meetings and/or charettes, the criteria and requirements would determine the structure of the new form-based zoning ordinance. To further expedite the approval process, a council with representatives from all the reviewing agencies would evaluate all projects pertaining to the form based criteria. Only projects not meeting the criteria would be required to re-submit to the objecting agency prior to applying for building permits.

The form-based zoning and design guidelines would alleviate the need for multiple zoning districts. Form-based zoning sets guidelines and allows for flexibility and encourages a mix of uses. The work done up front to establish these guidelines will expedite and clarify South Waterfront development review processes.

Form-based zoning also offers insurance to current and future property owners that their investments will be protected through standards that are set and enforced.

While there will be flexibility in use, the architectural character and scale will remain in context with the history of South Knoxville. The new standards should also create or define zones or districts that have separate identities. The standards should also address publicly owned elements street signage, lighting, park benches, trash cans and bicycle racks.

The approval process with the adoption of these changes could be reduced by 3 to 6 months. Time should also be invested in preparing the public agencies involved to ensure a smooth transition to the new standards.


26 - A PERMIT 120 DAYS
90 - 120 DAYS
30 - 180 DAYS
Project
YES
SHPO Phase I Review
NO
SHPO Phase II Review
YES
SHPO Phase III Review
YES
PROJECT ON RIVER
NO
SUBMIT T.V.A./ C.O.E.
YES
PUBLIC NOTICE
NAVAGATIONAL CONTROL REVIEW
FLOOD DETERMINATION
PROJECT ENVIRON.
NO
SUBMIT T.D.E.C. REVIEW
YES
PROJECT ON STATE ROAD.
NO
T.D.O.T. REVIEW.
YES
PROJECT ON RAIL ROAD
NO
RAILROAD OWNER REVIEW
NEW ZONING REGULAT. FOR S. KNOX
NO
HPC ZONING BOARD OF APPEALS
NO
1ST READING APPROVAL
YES
NO
2ND READING APPROVAL
YES
APPROVAL
YES
PROJECT REQUIRE C.O.N. HEATHCARE
NO
STATE HEALTH DEPT. REVIEW
PROJECT ASSEMBLY/ DAYCARE EDU.
NO
YES
STATE FIRE MARSH. REVIEW
CITY CODES REVIEW
CONSTRUCT PROJECT

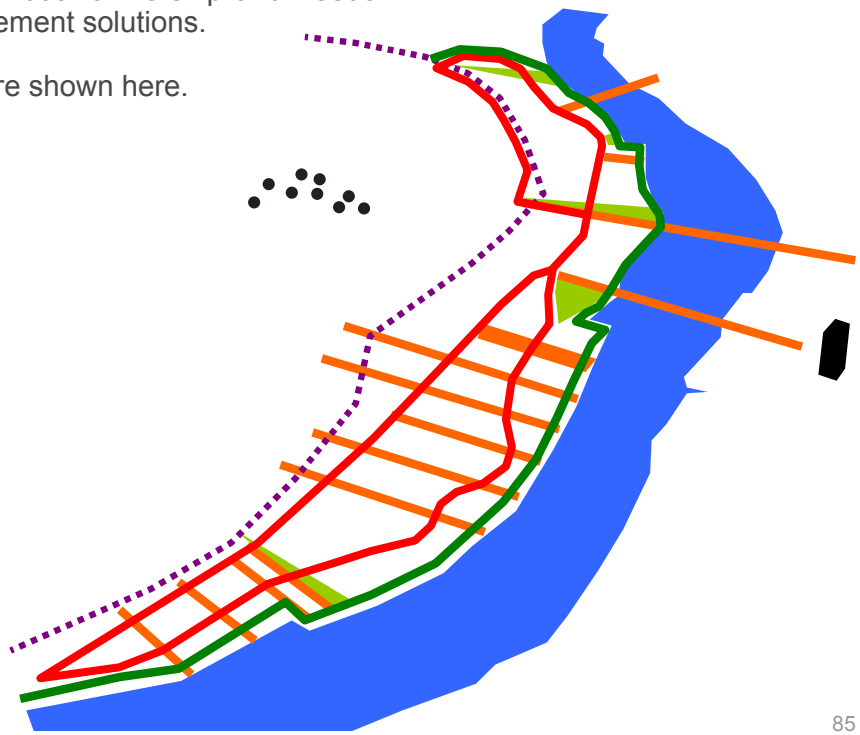
OPPORTUNITIES, IMPACTS & MITIGATION

Improvements in all categories - circulation, massing, open space - have brought public, developer, and governmental support to the re-imagination of the South Waterfront. But it is important to note that these changes are by definition strategic and framwork-oriented in nature. Any plan is necessarily dependent on the abilities of the city to contribute infrastructural improvements in order to spur the interests of property owners and developers to embrace specific opportunities on their parcels. Because of this, the Vision Plan contains inherent flexibility.

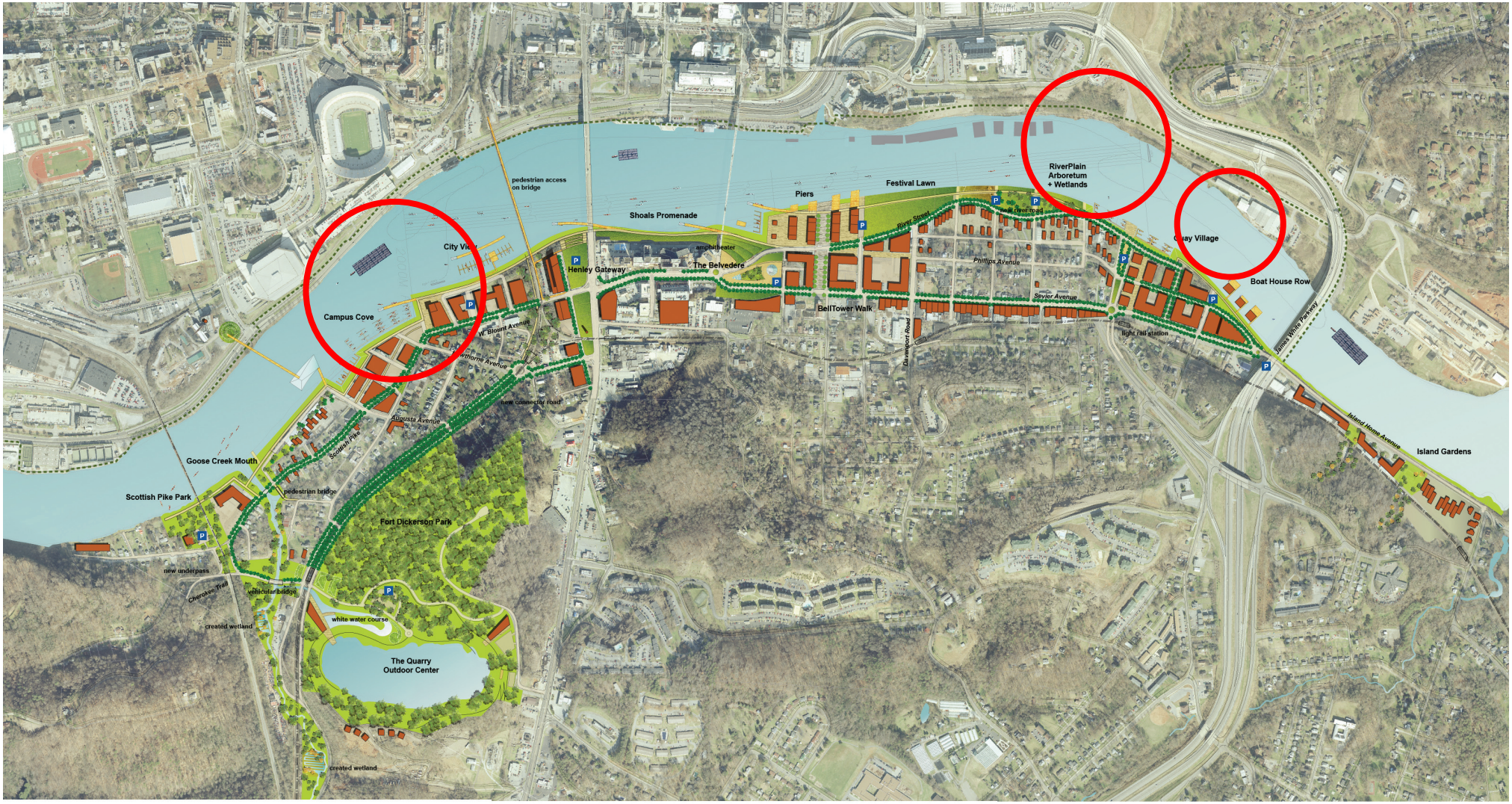
However the conceptual framework of the Vision Plan has rigid “must-do” elements. These include: a continuous publicly accessible open space along the water’s edge; improved street grid circulation through the completion and creation of new continuous riverfront roads; the congregation of boating uses into several large marinas rather than a continuous string of low-density docks; the opening up of the waterfront with significant wedges of open space windows at regular intervals.

Within this framework of imperatives, site-specific applications are extraordinarily flexible. The wiggle of new roads can vary, the location of collected marinas can shift. This attitude of flexibility within a rigid conceptual framework will strengthen the goals of the Vision Plan while still allowing for the maximum range of individual ownership and freedom - encouraging the widest range of improvement solutions.

Some of the many potential variations are shown here.



5.7 IMPACTS: FLEXIBILITY



Flexibility Demonstrated : Campus Cove, RiverPlain Arboretum, Quay Village & Boat House Row

The Vision Plan is expected to be updated and revisited in the future based on market demands and public improvement priorities.

Flexibility Plan: Campus Cove

ROADS AND MARINAS: DOWN RIVER

Some of the most flexible elements of the Vision Plan are the exact location of the transportation network, and the location and nature of marinas on the waterfront.

As an example, the connective segment creating improved circulation and access to the waterfront area in Scottish Pike can be adjusted to allow for wider development parcels to the south or the north of the road. And the River Street wave along the major stretch of Up River waterfront can be swung and wavered with any frequency or depth depending on developers' and city traffic engineers' preferences upon development.

Flexibility Plan: RiverPlain Arboretum, Quay Village & Boat

ROADS AND MARINAS: UP RIVER

Likewise, depending on future markets and future developer interest and implementation phasing, the Village Quay marina could slide west to connect to early phases of residential development along a new River Road. Or the Campus Cove marina could slide further west to create a connection with the new UT pedestrian bridge and complement a different parcel layout per developers' interests.

6.0 WHAT CHANGES COULD BE MADE & WHEN?

Implementation Phasing

Building on the positive wave of good will and public momentum, it's vital to identify phased opportunities and strategies to start making this Vision a reality. Strategic initial private investment projects are identified and accompanying public improvement projects are described.

When considering phased implementation of such a wide-reaching vision, there are a couple approaches. In one, the full weight, influence, and impact of public interest and funding are focused on a single site or area. With this strategy, significant funds are put at the disposal of making the test project a success. However, in effect you've put all your eggs in a single basket. Alternately, one can take the tack of a multi-pronged strategy. Just as the South Waterfront isn't a single place with a singular character, experience, quality, or capacity, we believe that a phased implementation strategy for the district must have multiple dimensions and address multiple issues at multiple sites. By dispersing implementation seeds into three different areas, the Vision Plan is able to maximize its initial impact and establish a framework of projects which can expand and infill in subsequent phases.

Additionally, a multi-site approach avoids favoring any one neighborhood or landowner over another, emphasizing the democratic philosophy that underpins the Vision Plan efforts and bringing investment and improvements to all.

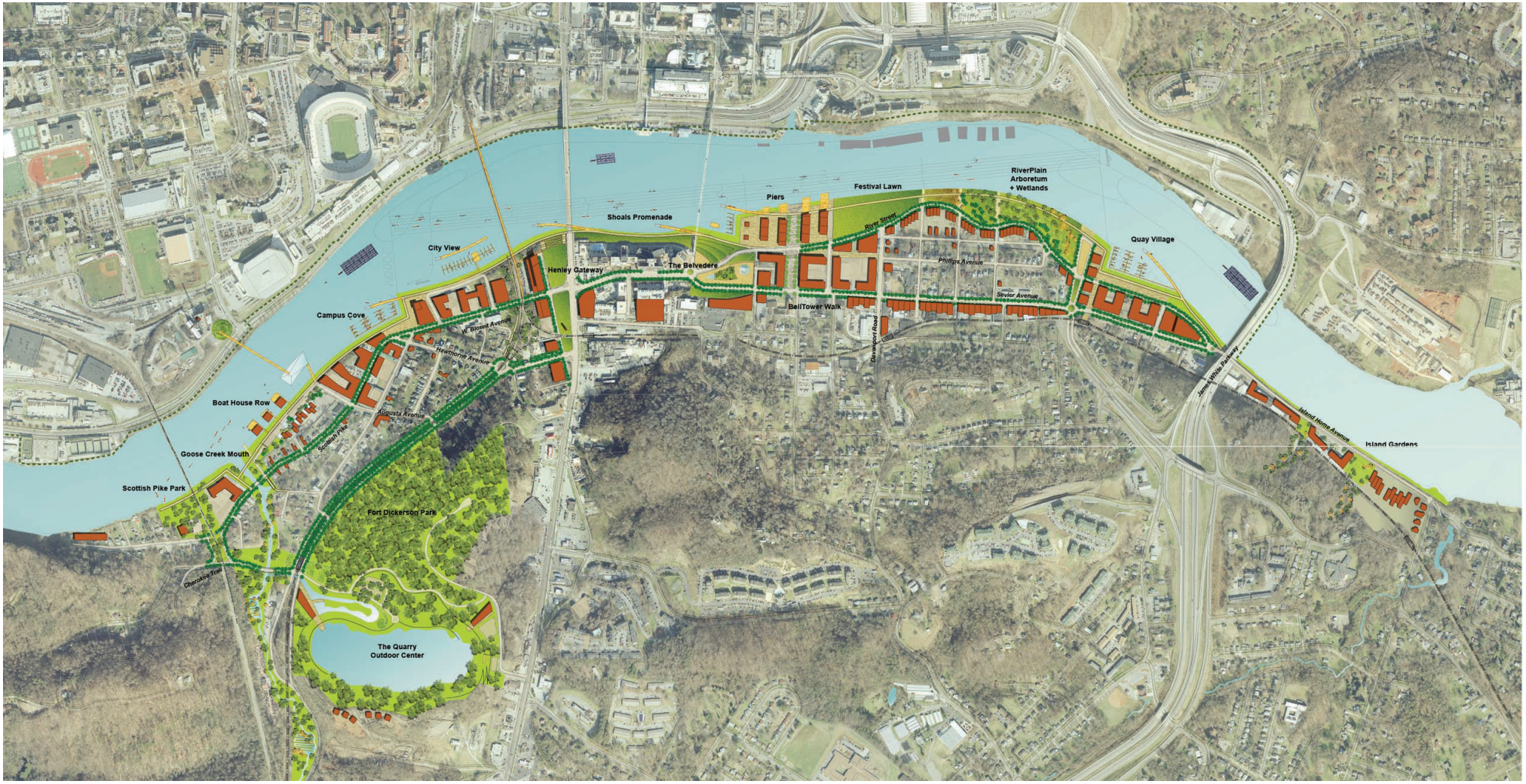
Improvements are discussed in 0-5, 0-10, and 0-20 time periods to emphasize that this Vision Plan invites development at any time in almost any order. If projects come on line faster than this implementation plan predicts or suggests - all the better!

A realistic and appropriate phasing strategy recognizes that the acquisition of certain industrial properties - especially large and active ones - may take time to occur. In addition, some initial public investment will be necessary first before private investments will take hold. Areas down river, mid-river and up river are all poised for some new investment, and therefore the first phase of the vision (years 0-5) creates pockets of redevelopment strategically dispersed along the waterfront.

Streetscape and transportation enhancements lay the foundation for a new framework as well as the creation of numerous open spaces or "windows" to the water. The second phase of development (Years 5-10) builds on these initial public investments by creating or assembling appropriately scaled development parcels that are related to the open spaces they engage. To ensure that new developments are part of a cohesive network in which uses relate to one another and key sites are developed to their best potential, three east-west networks tie the developments together in the final phase (years 10-20): a continuous, pedestrian promenade runs parallel to the shoreline, a new riverfront boulevard spans from James White Parkway to the Gay Street Bridge, and reinvestment on Sevier and Blount tie these corridors together inland – essentially creating a transportation loop. Reuse of the under utilized rail line could be capitalized on for a light-rail component as the market grows.

Finally, it is important to embrace the in-built modularity of this Vision Plan and phasing approach as a tool for flexibility in response to changing market values. Because projects are tied into an improved street grid framework, there is inherent opportunity to take on development projects in almost any order if the market demands a change in emphasis or capacity. Thus, a block of new housing along the river is equally valid as a new office tower at a project edge for a first move, as long as the site owners are behind the project and feel supported by market needs and trends. Public improvements will be tied to specific private investment moves, so the infrastructural improvements necessary to make different projects happen can be accommodated on demand.

6.1 IMPLEMENTATION: PHASING STRATEGY



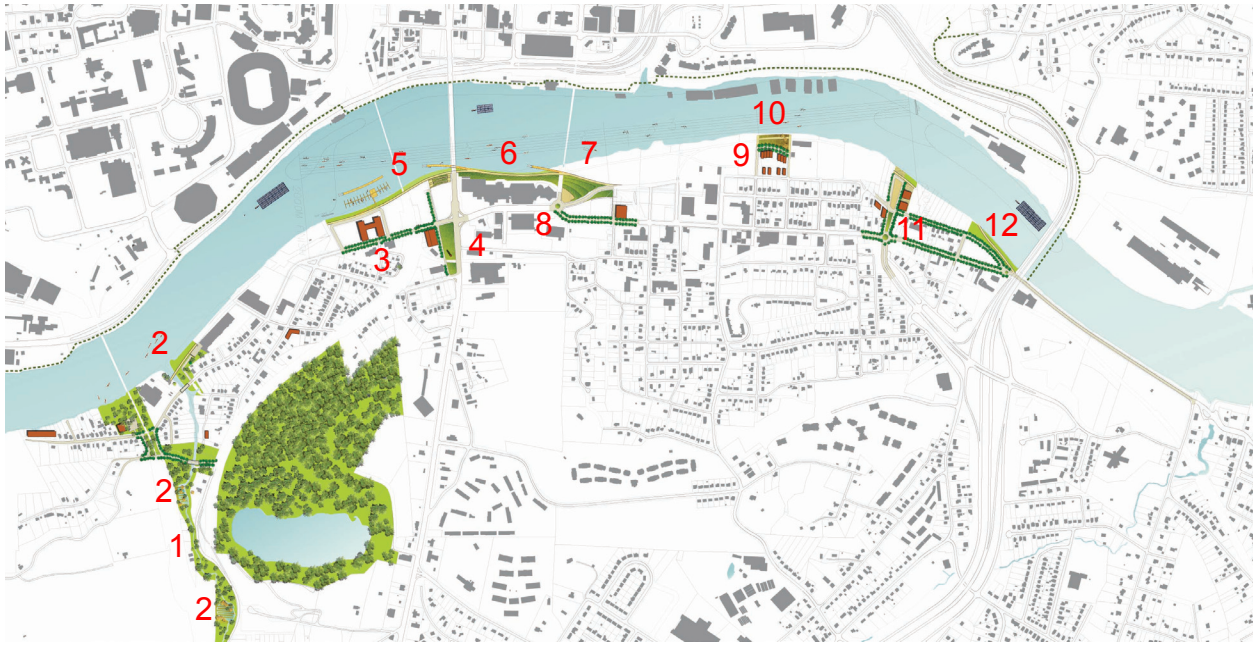
6.1 [A] IMPLEMENTATION: YEARS 0 - 5

The 0-5 year period will see several key projects get off the ground. At each stage and at each site, private development will be complemented by public infrastructural investment in road improvements, purchases of public access rights of way, and development of riverfront or greenway open spaces.

Down River at Scottish Pike, there is continued development of residential projects underway including the first phase of CityView condominiums and the completion of the RiverTowne units. New cultural amenities such as the Knoxville Rowers Boathouse have already broken ground and one can expect the beginnings of neighborhood piecemeal infill projects. These projects will be complemented by a new underpass connection at Cherokee Trail and road and streetscape improvements along an initial section of Blount Avenue. The green wildlife corridor along Goose Creek will be enhanced and the first open spaces at Boat House Row can be created with an initial kayak ramp access point.

Mid River, the first private development block of medical offices is already underway, and adjacent pieces of the Henley Gateway Park can be developed. Here, the major opportunity is to connect onto the public right-of-way established at CityView and wrap around the Baptist Hospital

Down River Mid River Up River



0-5 YEAR PHASING PLAN

1. Cherokee Trail Rail Underpass & Goose Creek Crossing
2. Goose Creek Mitigation
3. Blount Avenue Improvements between St. Paul Street & Hawthorne Avenue
4. Henley Gateway South & Public Art Icon
5. Riverwalk - City View
6. Riverwalk - Knoxville Shoals
7. River Amphitheater
8. Gay Street & Sevier Avenue Improvements
9. New River Street with Barber Street & Claude Street Extensions
10. Riverplain Park
11. Sevier Avenue, Lincoln Street & Island Home Avenue Improvements
12. Riverwalk at Quay Village

bluffs connecting to the Belvedere amphitheater and creating a pedestrian path along the water between downtown and the Henley and Gay Street bridges. A new roundabout at the base of Gay Street and the reopening of the eastern end of Sevier will complete the initial public improvements in this area.

Up River, initial development will likely focus on the first blocks of River Road housing or a commercial tenant and new marina for the Quay Village area. To support the increased use and density here, the realignment of the Sevier Avenue on-ramp to the James White Parkway will greatly enhance accessibility.

A second small roundabout at Island Home Avenue and some road extensions will complete a framework for future development. Alternately, a portion of the new River Road could be designed and implemented to support riverfront housing.

6.1 [B] IMPLEMENTATION: YEARS 0 - 10

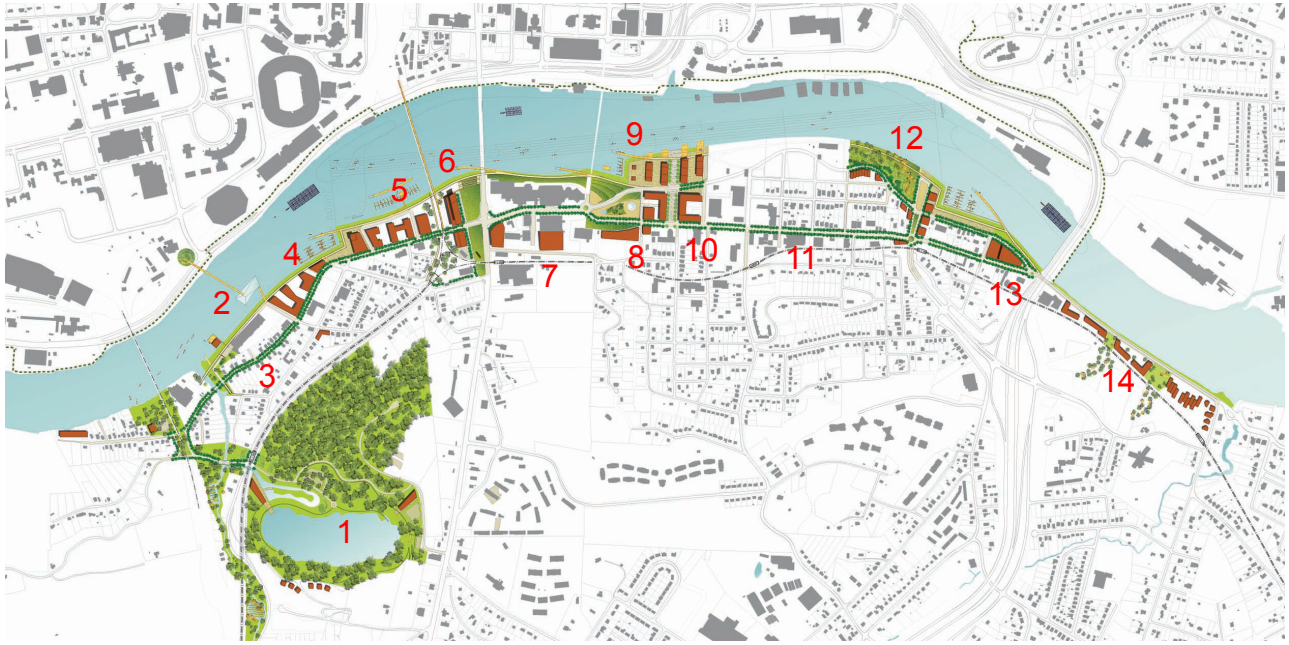
The second wave of private investment and public improvements will necessarily build on the initial palette of projects and sites. This phase of implementation should be, in many ways, “automatic”.

Down River the CityView and Campus Cove projects take off with much development along the river, including a major new marina. An outdoor center develops at the Quarry with potential for outfitters, a conference center and even lodges. A new connection to UT across the river helps fuel this development. Improvement to the length of Blount and Scottish Pike including some form of new streamlined connection from Blount onto the east end of Scottish Pike completes this framework transformation.

Within this timeframe it’s reasonably expected that Baptist Hospital will begin to renovate and expand its facilities with a new medical block framing Chapman and Sevier, and additional structured parking needs. Also MidRiver a hotel enterprise could flourish with the refurbishment of the adjacent rail bridge for pedestrian use, and a green roof over its parking structure will complete Henley Gateway Park’s sweep to the river. Improvements to this short stretch of West Sevier will increase walkability of the hospital complex.

Building around the open space at the Belvedere, intense development is possible in the Piers, Belvedere and BellTower Walk districts, with single or

Down River Mid River Up River



0-10 YEAR PHASING PLAN

1. Quarry Outdoor Center - Outfitters, Conference Center, Lodge, Whitewater and Kayak Courses
2. Univrsity of Tennessee Pedestrian Bridge Connection
3. Scottish Pike Improvements and Connection to Blount Avenue
4. Campus Cove Development & Marina
5. Remaining CityView Phases II & III
6. New Hotel, Parking Structure, Henley Gateway Park and Steps,Pedestrian Connection on RR bridge
7. Baptist Hospital Expansion Opportunities - Offices and Parking Structure
8. Belvedere Development, Plaza, Cultural Institution
9. Piers and Marina, Public Spaces and Retail / Entertainment Development
10. BellTower Walk and Mixed Use Development Blocks
11. Sevier Avenue Improvements
12. RiverPlain Arboretum and First Blocks of River Street Housing
13. Quay Village Office Tower
14. Island Home Avenue Residential Development, Green Corridors from River to Hills

multiple developers taking on high-density retail and mixed-use projects. A public plaza atop a cultural institution at the top of the street, the BellTower Walk urban allee, a cut-in marina, and fixed piers and plaza at the waterfront will complement this intensive development effort. Also UpRiver, expansion of housing and a new segment of the new River Road will accompany expanded development in the Quay Village Area. And infill development at all scales is expected to filter along Island Home Avenue around those enhanced wildlife corridors.

6.1 [C] IMPLEMENTATION: YEARS 0-20

Finally, in the last 10 years, the infill of growth in all areas is envisioned - at all sites and in all types, coalescing in a tightly knit series of communities and development districts - served by parallel layers of circulatory infrastructure and connected to the river by improved street grid systems and an extensive network of open space windows.

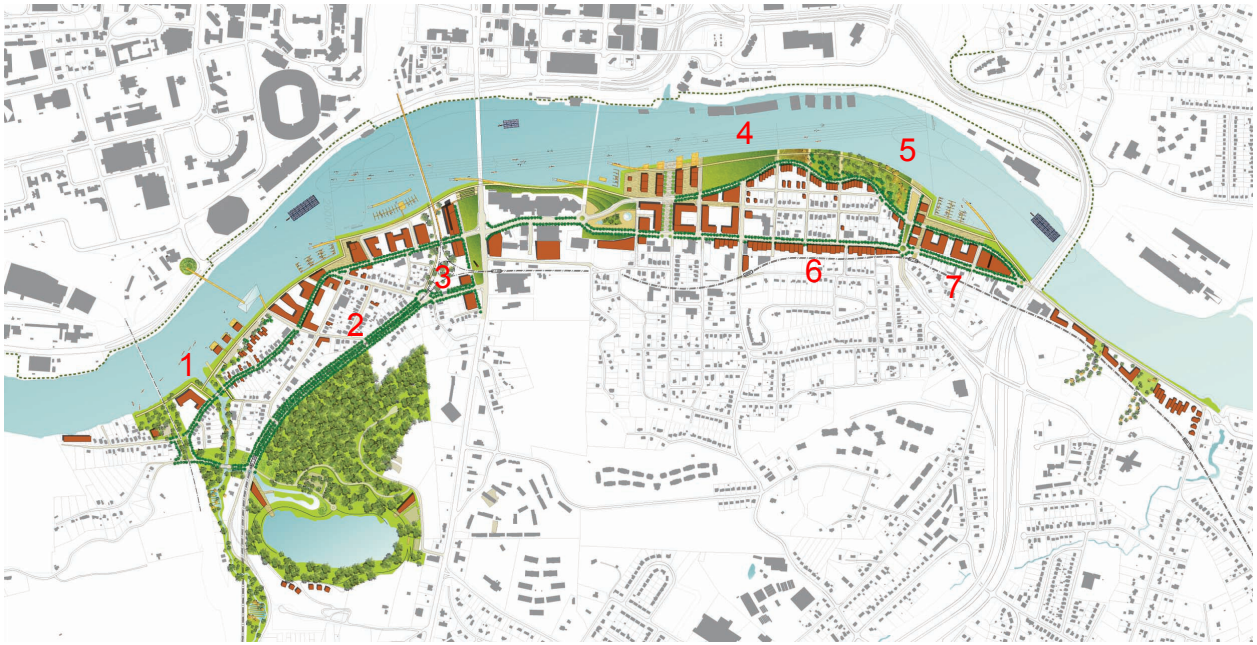
Housing and entertainment and boating facilities grow along the BoatHouse Row area, and complete the RiverWalk Promenade throughout the Down River district. A new Vestal Connector creates a pressure value taking increasing traffic off of the neighborhood scale streets and onto a devoted 2-lane parkway.

In the Mid River area, the Henley Gateway sites continue to infill with medical and other office building sites.

Up River, the new River Road is completed and an appropriately scaled tapestry of housing, and potentially mixed-uses on the ground-level, proliferates along the new open spaces of the South Waterfront. A festival lawn and an expanded arboretum complete the riverplain's sweep and connect the RiverWalk Promenade through this district.

Along Sevier, infill retail with office and housing above develops, and a redesigned Sevier Avenue mainstreet supports this renewed town center feel. The remaining blocks of mixed housing and office and retail uses fill in at Quay Village, creating a dense urban node anchoring this end of the South Waterfront.

Down River Mid River Up River



0-20 YEAR PHASING PLAN

1. Goose Creek Housing, Boat Houses, Boat House Row Park Housing
2. Vestal Connector
3. Henley Gateway Infill
4. Festival Lawn and Up River Mixed Use Development
5. Completion of River Street, Riverfront Housing, RiverPlain Arboretum
6. Sevier Avenue Infill
7. Final Phase Housing / Mixed Use at Quay Village

7.0 APPENDIX

Overall & Component Vision Statements
News Sentinel Article
Public Workshop Documented Input
Public Workshop Photos

RESULTS OF THE KNOXVILLE SOUTH WATERFRONT CITIZEN INVOLVEMENT

The primary vehicle for citizen input into the vision planning of the Knoxville South Waterfront were public workshops held in the district in November and December of 2005 and February of 2006. This information was augmented by regular input from Oversight Committee members, by City Council members, and by comments posted on the project website. The results of the input, in raw and summary form, and photographs of the process in action were documented by the design team and posted on the website. This input played a significant role in shaping and reshaping the content of the vision plan as presented by the consultant team. Attendees at the first public workshop helped craft an overall vision for the South Waterfront, at the second one they focused in on three potential development scenarios over time, and in the third workshop they reacted to the preferred option.

At the first Knoxville South Waterfront Public Workshop on the evening of November 17, 2005 at Kerbela, citizens came together to help define the city's vision for the future of the Knoxville South Waterfront area. Citizen comments throughout the meeting were recorded on large sheets of paper and summarized for everyone at the end of the meeting. Below are citizen responses to two questions:

1. What is special about the Knoxville South Waterfront District?

2. What is our vision for the Knoxville South Waterfront District?

WHAT IS SPECIAL ABOUT KNOXVILLE'S SOUTH WATERFRONT?

People?
- Small town community feel
- Community groups – involved & active
- Rowing associations & teams
- Close proximity to people/parades (Boomsday Foot Race)
- Eclectic/diverse population
- Right between where people live and people work
- Some good schools
- Always been called "God's Country"
- Laid back – down to earth place for regular people

Places?
- Forested hillsides
- Existing housing stock
- Green space
- Small town atmosphere
- Affordable housing stock
- Proximity to City Center
- Bluffs/caves/spring-fed lakes
- Civil War historical sites
- Wildlife & plant life/habitat
- Stair steps to nowhere – (right of Sevier, in front of Kerbela)
- Proximity to greenways, Ijams nature center
- Fort Dickerson Park
- Slower pace and feel on Sevier Avenue
- IJAMS – nature park
- No gated communities
- Boyhood home of Pulitzer winner
- 10 degrees cooler than downtown in the Summer
- Proximity to well preserved forest
- Safe
- Shape/curvature of the river
- Three bridges – visual identity; accessibility; connectivity
- It's home
- It's affordable

Activities?
- Rowing, racing & practicing creates a great atmosphere
- Access is easy
- Island home airport
- Easy transport to Smokies
- Bicycling
- Road races (running)
- No traffic (as in W. Knoxville)
- Sewage pumped across river
- Varied use of River

WHAT IS OUR VISION FOR THE SOUTH WATERFRONT'S FUTURE?

People?

- Creative culture that encourages entrepreneurship
- More residents – infill
- Maintain the demographic diversity of the area
- Development that respects that rights of the current property owners
- A new South Knox High School
- Preserve the character & feel of Phillips Avenue
- Detached single family housing for lower income households
- Preserve neighborhood stability (zoning)
- Enhance residential property values
- Preserve "country" feel of the area
- A full range of housing opportunities
- Housing rehabilitation assistance
- Development that preserves nearby neighborhood safety
- No gated communities

Places?

- A great public space – like the mall in Washington DC or the Chicago waterfront
- Shore to shore pedestrian access to take advantage of existing green-ways
- Mixed use development – residential over retail, like some places in Europe and New England
- Develop Fort Dickerson Park – maximize use of walking and mixed use
- Waterfront public access
- Artist cooperative in a rehabilitated building
- Preserve and promote Fort Dickerson as a history and culture destina-tion
- Mixed use without losing historical charm and houses
- Development that benefits people on both sides of the river
- Better mix of restaurants
- Counter point to North Shore – softer, more natural, smaller boats
- Model sustainable structures
- Full service boat yard
- Waterfront public access
- Preserve and promote urban forests
- A main library with greenspace and trail connections
- Do environmentally sensitive development
- Promenade riverwalk below Baptist Hospital
- No strip commercial
- Preservation of wooded steep slopes
- Save the JFG sign gateway to South Knoxville
- Preservation of historically significant structures
- Clean up watershed
- Preserve viewshed (cell tower restriction)
- Better use of airport

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- More community gardens
- Main street look (sign limitations)
- Model sustainable buildings
- Preserve the scale of Sevier Avenue
- Connect quarry to Fort Dickerson – build gardens & connect to UT agricultural & horticulture center
- Landscape with native species
- Emphasis on use of sustainable materials and building practices (US Green Building Codes)
- Use curve of river to emphasize structures
- A great coffee shop
- Preserve Fort Stanley
- Gallon of milk & a loaf of bread within walking distance
- Spectator areas for rowing events

Activities?

- More rowing and paddling access & facilities (multiple entry points)
- A centrally located amphitheater for musical activities
- Bike ways into the area from adjacent neighborhoods
- Water taxi for connectivity
- Walkable schools
- A river walk along the river that allows bikes too
- Wildlife corridors
- Greater use of UT facilities by the community
- Public market for local produce growers
- More sidewalks
- Interactive children's museum
- Use existing railroad bridges to bring people from UT to South Knoxville via train/trolley that runs on rail and road
- Locally owned commercial not "chain" oriented
- Pedestrian bridges attached to the railroad
- Transit and light rail as transportation options

Comments Received Not in Response to Questions

- Extend the study area South to J. Burk Karnes Bridge or to Alcoa Bridge (to include the Cherokee trails, river bluffs) (include Longhaven –Rose property)
- Put boundaries on the three dimensional model
- Protect view shed from "downtown" side
- Accessibility issues for Fort Dickerson Park
- Assess carrying capacity of traffic network – especially bridges – existing and new opportunities – all four
- Perpetual traffic jam
- Prevent the "gated community" feel – keep open/accessible/friendly/for everyone
- Lobby state legislature to allow T.I.F. without redevelopment districts

The Knoxville South Waterfront Oversight Committee met on Wednesday, November 16, 2005 to review information and analysis presented by the Consultant Team and to respond to two questions, What is special about the Knoxville South Waterfront District and What is our vision for the Knoxville South Waterfront District? Following are the Committee member responses.

WHAT IS SPECIAL ABOUT THE SOUTH WATERFRONT?

People
- Neighborhood – down to earth, comfortable in their own skins
- Distinct community character
- Independent & fair minded
- People are committed to the area
- Slower pace of life out of the hustle & bustle

Places?
- Good street network
- Views - both north and south of the river
- The river
- River unites the North & the South as two front porches
- Parks & green spaces
- Cultural resources
- Environmentally rich & sensitive area

Activities?
- Water activities
- Boomsday viewing

WHAT IS OUR VISION FOR THE SOUTH WATERFRONT'S FUTURE?

People?
- Bring more of all kinds of people & tourists
- Preserve the diversity of the area

Places?
- Organic transportation improvements
- Views
- Chapman Highway as a revived commercial entrance
- Gateway to South Knoxville
- Connect residential streets to riverfront & make it pedestrian friendly
- Critical mass of buildings and activities
- Improve live work opportunities
- Urban densities
- Better river access
- Fort Dickerson connected to the rest of the area
- Synergy of multiple projects
- Preserve wildlife habitat
- A high standard public realm
- An inviting Gay Street gateway
- Better river access
- Places for public festivals and gatherings

Activities?
- Attention to possible water traffic conflict
- Improved walking opportunities
- Public access to water
- Preserve the viewshed
- Parking tucked behind buildings
- Preserve the resources
- 24-hour activities
- More along the river activities – walking & biking

VISION

Knoxville's South Waterfront will be an active, attractive and distinctive part of downtown Knoxville and a gateway to diverse neighborhoods, waterfront recreation, revitalized business districts and places of employment. It will preserve and enhance things that make it special today. It will be a better place to live, work, play and move around.

KNOXVILLE SOUTH WATERFRONT VISION, GOALS AND PROGRAM DEVELOPED FROM NOVEMBER 17, 2005 PUBLIC WORKSHOP.

Live

Knoxville's South Waterfront will offer a range of housing opportunities, types, locations and prices. It will reflect the country and neighborhood feel of the area, respect property rights, preserve views, wooded hillsides and places of historic significance. It will attract new entrepreneurial residents and will be well connected to the area as a whole and to the rest of the city.

Vision Components (contributed by citizens, stakeholders & oversight committee)

- More residential infill
- Creative culture that encourages entrepreneurship
- Maintain the demographic diversity of the area
- Development that respects the rights of property owners
- New Knoxville south high school
- Preserve the character and feel of Phillips Ave.
- Detached single family housing for lower income households
- Residential condominiums
- Enhanced residential property values
- Country feel
- Housing rehabilitation assistance
- Safe
- Student/parent condominiums
- Mixed use residential above retail that preserves historic charm
- Revitalized or reused elementary school
- No gated communities
- Walkable schools
- Urban densities

Implementation (Program)

- Enhanced and new single family detached housing that is income diverse
- Condominiums
- Student/parent condominiums
- Housing above retail
- Public schools
- Townhouses
- Apartments

Work

Knoxville's South Waterfront will be a place with a variety of employers and small businesses, a place that invites large and small scale investment that compliments the river location and character of the area and serves as an economic generator for the city.

Vision Components

- Artist cooperative in rehabbed building
- Development that benefits both sides of the river
- Commercial main street
- Office campus class A space with parking
- Boat manufacturer office campus with marina
- Model sustainable structures and environmentally sensitive development
- No strip commercial
- Main street look with sign limitations

continued on next page

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- Preserved scale of Sevier St.
- A great coffee shop
- Milk and bread in walking distance
- Outdoor outfitters
- A public market for local growers
- Locally owned commercial
- A critical mass of buildings and activities

Implementation (Program)
- Mixed use retail development
- Major office campus employers
- Commercial upgrades
- Live work places

Play

Knoxville's South Waterfront will be a place that attracts residents and visitors to a variety of waterfront recreational and entertainment venues while respecting and enhancing neighborhood quality of life and the natural environment.

Vision Components
- Waterfront public access
- A great public space
- Shore to shore pedestrian access
- Preserved and enhanced Fort Dickerson park as a historic destination with walking & mixed use development at the quarry
- A mix of restaurants with parking
- A waterfront complex with hotel, banquet facilities, restaurants and entertainment
- Neighborhood park
- More tourists
- Regional park and play ground
- Full service boat yard
- Urban forest and protected wooded hillsides
- Main library with greenspace and trail connections
- Riverwalk below Baptist Hospital
- JFG Sign
- Community gardens
- A continuous riverwalk with bike access
- Native landscaping
- Preserved Fort Stanley
- Spectator areas for rowing events
- White and flat water venture at quarry
- Transient boater facilities
- Fishing spots
- Rowing club expanded facilities
- Amphitheater for musical performances
- Preserved wildlife habitat
- Places for public festivals and gatherings
- Boat ramp

Implementation (Program)
- Regional public park with a variety of venues and activities
- Waterfront activity areas within walking distance of each other and residential
- Fishing pier
- Marina/boatyard
- Transient boating facilities
- Waterfront entertainment complex, hotel, restaurants, etc.
- JFG sign
- Riverwalk and greenways for walking and biking
- Natural areas
- Restaurants
- Entertainment/cultural venues

Move Around

Knoxville's South Waterfront will offer residents and visitors well connected ways to move around the district on foot, in a car, by transit and by watercraft, taking advantage of waterfront views and locations. Roads and streets will contribute to the integration of residences, businesses and public places and will help reconnect the area to Knoxville's downtown and to areas south of the city.

Vision Components
- Greenway corridor
- Ferry to Ijams
- Water taxis across river
- Public access to river's edge
- Pedestrian bridge over river
- Improved road network circulation and orientation
- Streetscape improvements
- Rotaries/roundabouts
- Chapman Highway as a revived commercial entrance
- Light rail on Norfolk Southern RR as shared or dedicated line
- Bikeways from adjacent neighborhoods
- Trolly from UT to area on rail or roads
- An inviting Gay Street gateway
- Transit opportunities

Implementation (Program)
- Water taxi and river ferry connections
- Light rail line and terminal
- Transit stops
- Upgraded streets, sidewalks, streetscape
- Street and road access along the river
- Bikeways
- Road, street and intersection improvements
- Parking facilities
- Pedestrian facilities

AMY SMOTHERMAN-BURGESS/NEWS SENTINEL

Don Lawson, left, and his father, Floyd Lawson, look for their property Thursday night on a map with the proposed South Knoxville waterfront project laid out. The Lawsons attended a public workshop at the Kerbela Shriners Temple to solicit ideas for the venture.

Knoxville News - Sentinel 11/18/05

Waterfront visions flow

Dozens bring ideas to public workshop on South Knoxville project

BY HAYES BICKMAN
hickman@knoxnews.com

The meeting planners were scrambling to set out extra chairs Thursday night as the first public workshop to solicit ideas for the South Knoxville waterfront's master planning project began.

Once the event was under way and locals started offering their visions of the future while consultants scribbled the words on blank posters along the wall, other planners scrambled to find extra paper.

City officials had hoped for at least 200 people to fill the hall at the Kerbela Shriners Temple. The lobby sign-in sheets listed 170 names, but many remarked that the crowd looked larger.

"The response, the turnout, it's really everything I hoped it would be," said Knoxville City Councilman Joe Hultquist, whose district lies mostly south of Fort Loudoun Lake and who has long lobbied for such a project.

And they all came with opinions. According to the comments on the wall, South Knoxvilliars pride themselves on a distinctly laid-back community with proactive neighborhoods and a small-town feel. They also value their affordable homes in close proximity to downtown, surrounded by a healthy stock of urban forest.

The participants had even more to say, however, about what they hope their community might become.

"I believe in walking communities," said Sarah Bush, who walked to the workshop a block from her home and regularly hikes to work downtown. "I would like to see the diversity of residents maintained. And, hopefully, the infill will open up opportunities for local entrepreneurs, rather than corporate chains."

Locals' interest in the Knoxville South Waterfront Project plan is equal parts optimism and skepticism, said attendee Brandon Beavers.

Several people voiced their concern for respecting property owners' rights whatever final plan is produced.

"I think everybody's curious about the direction the development will go," Beavers said. "There are a lot of really good green areas. I don't think they want to see it developed like West Knoxville — they want it to be livable."

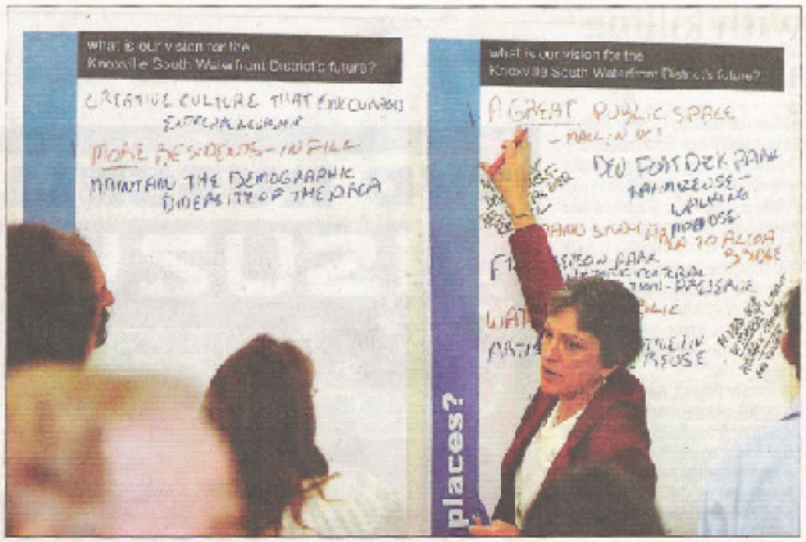
Knoxville Mayor Bill Haslam also welcomed the successful turnout for the beginning of a project he said will entirely hinge on public participation.

See WATER on A17

ON KNOXNEWS.COM

- The Knoxville South Waterfront Project plan highlights
- Maps, graphics, more
- Tell the city what you think

7.4 FIRST PUBLIC WORKSHOP: PRESS



AMY SMOTHERMAN-BURGESS/NEWS SENTINEL

Ann Coulter, a consultant with Hargreaves & Associates consulting firm, writes down suggestions during a public workshop Thursday night for ideas on developing the South Knoxville waterfront.

WATER

from A1

"You'll be able to give additional input all along the way," he said, urging the attendees to keep the suggestions coming.

Haslam, who already has championed the redevelopment of downtown as a central priority during his first term, also emphasized how far-reaching he thinks the south-side project may become.

"This is how important I think this is," he said. "I think what we're talking about tonight has a better chance to change our city than anything else."

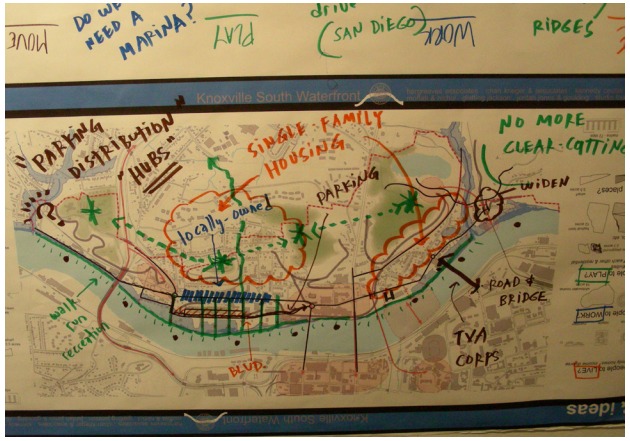
South Knoxvillians' vision for their future is clearly about smart growth and the value of open spaces, said George Hargreaves, the consulting firm's principal-in-charge, once the comments had filled the wall.

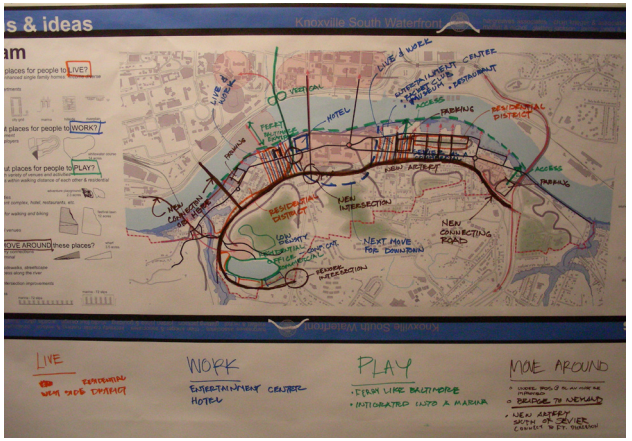
Hargreaves said his team, which was awarded a $614,000 city contract to draft the master plan, would return for a second workshop next month to follow up on participants' initial ideas. He said he would present several planning options and offer the opportunity for more feedback.

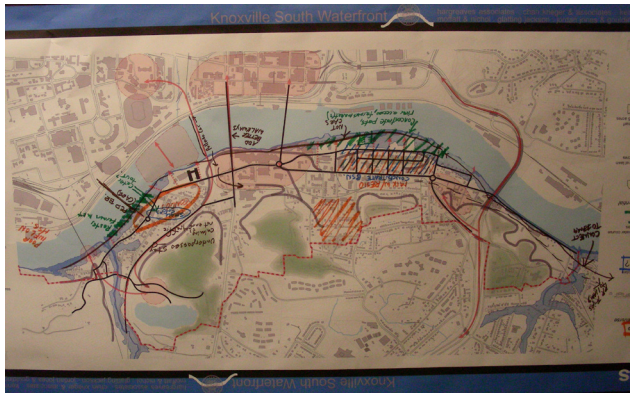
"We're going to look very closely at these (comments), and if we don't bring back something that reflects this, you tell us," he said. "In the end, you'll be the ones who fulfill the vision."

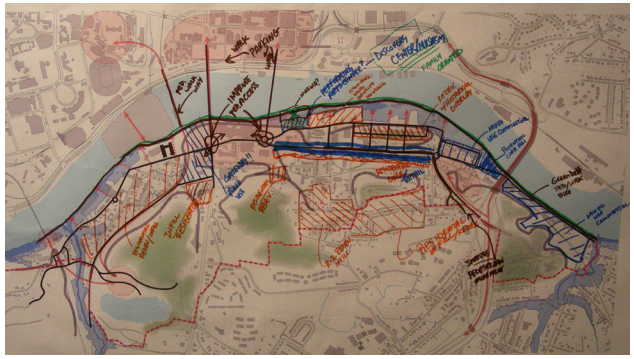
Hayes Hickman may be reached at 865-342-6323.

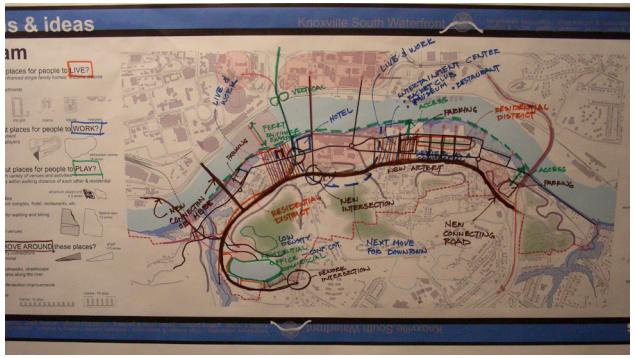
7.5 SECOND PUBLIC WORKSHOP: CHARRETTE











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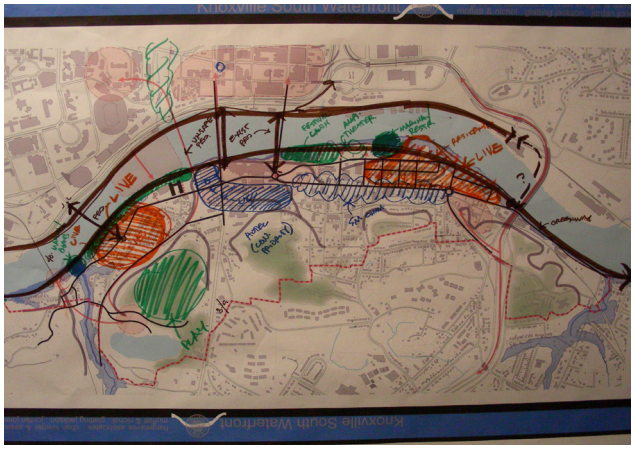

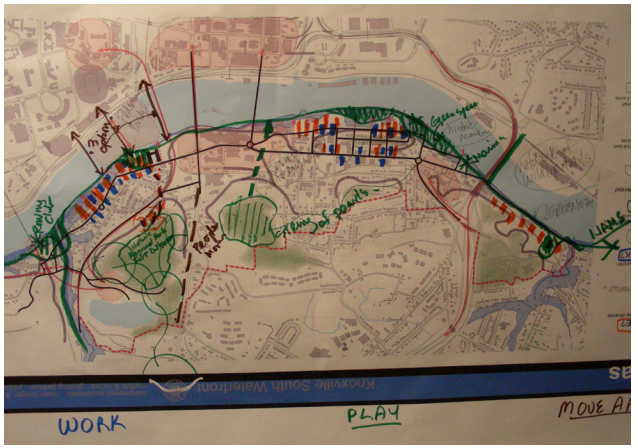

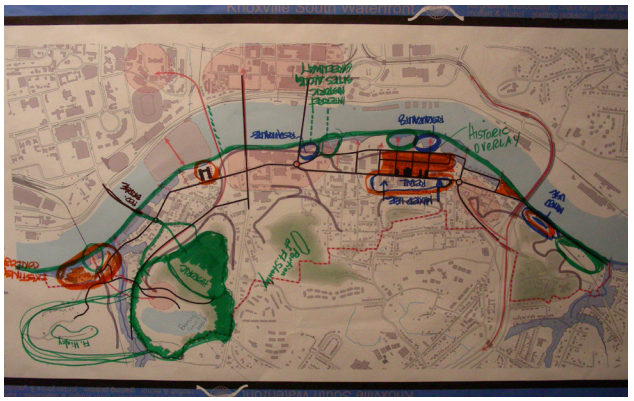

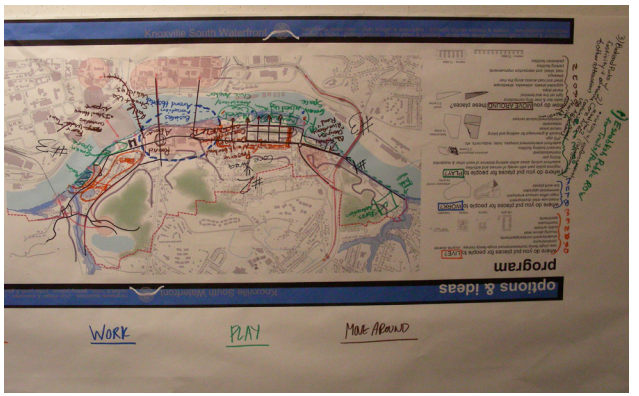

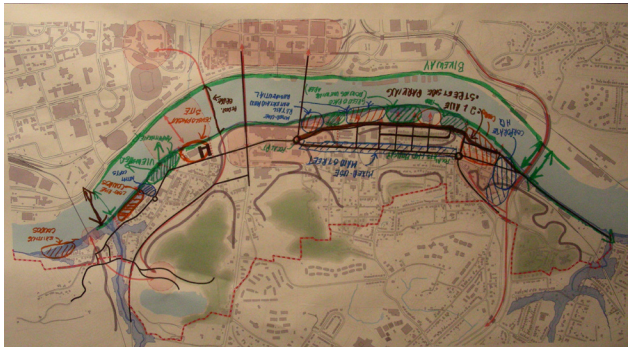

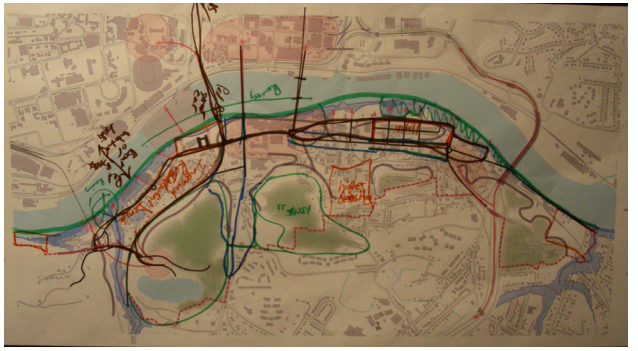

7.6 THIRD PUBLIC WORKSHOP: VISION PLAN PRESENTATION

7.7 THIRD PUBLIC WORKSHOP: FEEDBACK

PUBLIC QUESTIONS AND COMMENTS FROM THE THIRD KNOXVILLE SOUTH WATERFRONT PUBLIC WORKSHOP – FEBRUARY 2, 2006

- Railroad spur-if not using, tear it out.
- Who will implement the plan and enforce the design?
- Is there a provision to control the wake of boats?
- Will there be bike access?
- Where will the funding come from for major road improvements?
- Where will the parking be for the casual visitor to the waterfront?
- Do studies indicate the river can support that much motorized traffic?
- How will areas further up river be integrated?
- I like everything but the four lane road with light rail in the middle of it. It will change the character of the area.
- This will be to the long range benefit of our city, but I don't like the new section of Blount near the river.
- I don't want existing homes, churches or businesses removed.
- Can the district expand to take in the wooded areas to the west?
- How can we have more ongoing input? I don't like the buildings between Phillips and the river.
- Was there a second pedestrian bridge?
- I like all the connections, but there is a missing element of the natural river environment. Could be more sensitive to that.
- I like aspects of the plan – security issues are important on the continuous walkway along the river. Don't let them be fenced off.
- I like the plan – but I'm worried about street and other naming conventions.
- Will the old brick buildings on Sevier be preserved?
- The marina traffic and docks out in the river make rowing difficult.
- Can the website act like a bulletin board?
- I have questions and concerns about building heights.
- What will the children's museum look like?
- Will open space be incorporated?
- Will there be signage?
- Cycle/pedestrian bridges and more docks are a great improvement.
- Too many existing residences appear to have their river views obstructed.
- Why are there no bike lanes – west of Chapman?
- Too many condos.
- Move pedestrian bridge to connect "campus cove" pier, reaching UT closer to circle park.
- No tax incentive financing for private development.
- The concept of "porousness" that you mentioned as an asset of the City View development – this porousness appears to be lacking in the development behind Phillips Avenue. We would like to see the same quality there. This would help maintain the connection – physical and visual – between the neighborhood and the river.