

# An Advisory Services Panel for Knoxville, TN



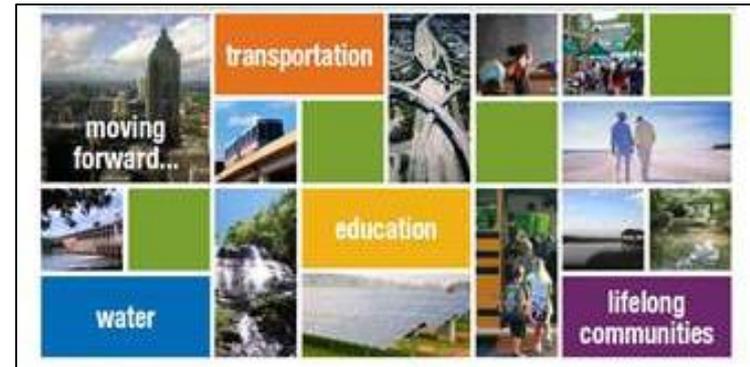
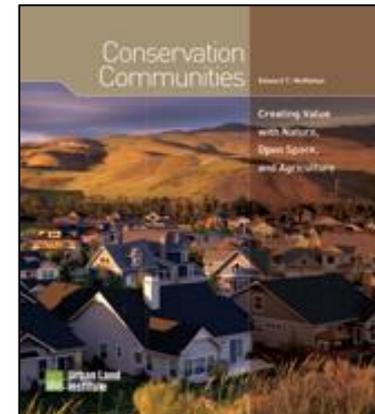
**Urban Land  
Institute**

Advisory Services Program

**Knoxville, TN  
October 5-10, 2014**

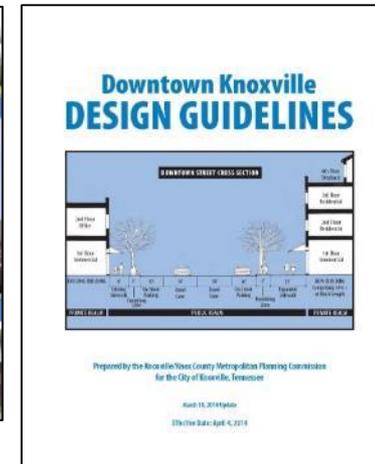
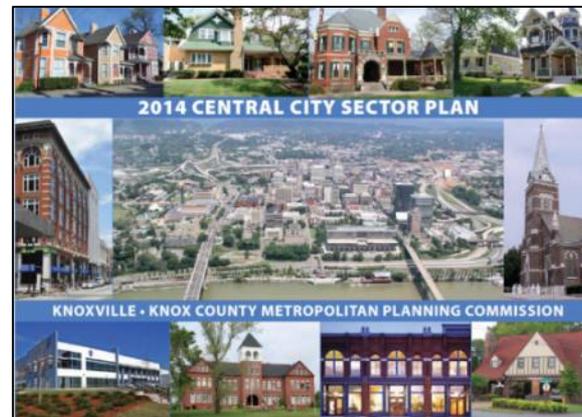
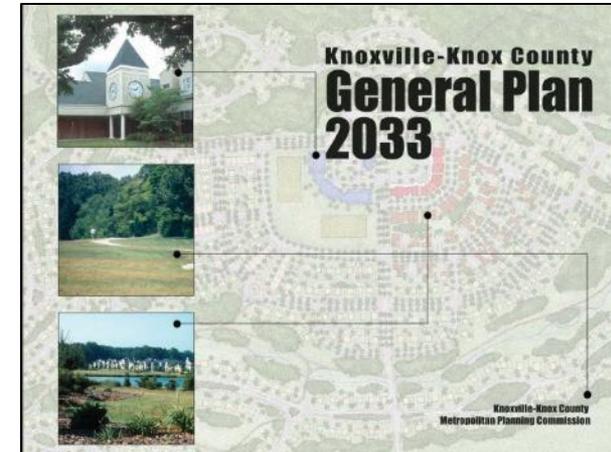
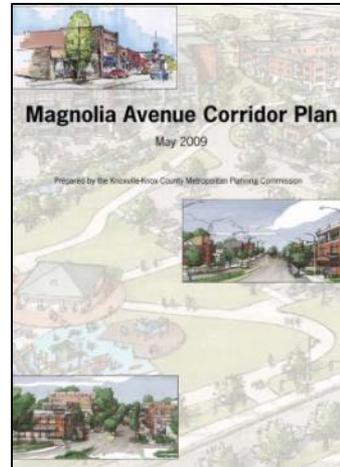
# About the Urban Land Institute

- The mission of the Urban Land Institute is to provide leadership in the responsible use of land and in creating and sustaining thriving communities worldwide.
- ULI is a membership organization with nearly 32,000 members, worldwide representing the spectrum of real estate development, land use planning and financial disciplines, working in private enterprise and public service.
- What the Urban Land Institute does:
  - Conducts Research
  - Provides a forum for sharing of best practices
  - Writes, edits and publishes books and magazines
  - Organizes and conducts meetings
  - Directs outreach programs
  - Conducts Advisory Services Panels



# Previous Studies and Reports

- Knoxville-Knox County MPC
- Central City Sector Plan
- City Of Knoxville Capital Improvements Program 2015-2020
- City Of Knoxville One Year Plan, 2014
- City Of Knoxville Zoning Ordinance
- Civic Vision For Downtown Knoxville Implementation Strategy
- Creating A Civic Vision For Downtown Knoxville
- Downtown Knoxville Plan, 1987
- Fort Sanders Neighborhood Plan, 2000
- General Plan 2033
- Knoxville Area Facts And Figures, 2014
- Old City Master Plan, 1997
- Parks, Recreation and Greenways Plan, 2009
- South Waterfront Redevelopment And Urban Renewal Plan, 2006
- South Waterfront Vision Plan, 2006
- Vestal Site Improvement Plan, 2010



## Thanks to the following sponsors:

### City of Knoxville

- The Honorable Madeline Rogero
- Council:
  - Nick Pavlis, Vice Mayor
  - Daniel Brown
  - Mark Campen
  - Nick Della Volpe
  - Duane Grieve
  - Brenda Palmer
  - Finbarr Saunders
  - Marshall Stair
  - George Wallace

### - City Staff:

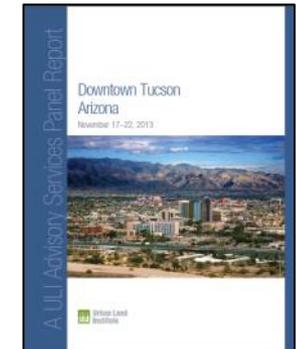
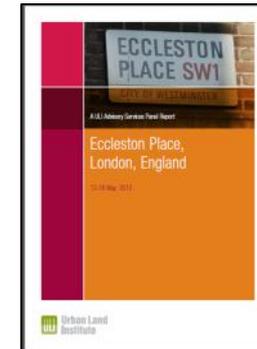
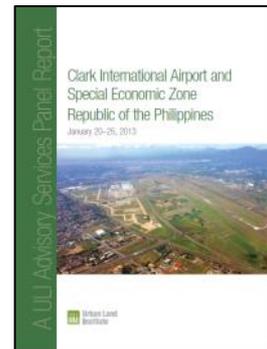
- Anne Wallace
- Bob Whetsel
- Dawn Michelle Foster
- Rick Emmett
- Bill Lyon

### - Planning Commission Staff:

- Terry Gilhula
- Bryan Berry
- Sarah Powell
- Jo Ella Washburn
- Tim Kuhn
- Nick Schoenborn
- Alex Zendel

# The Advisory Services Program

- Since 1947
- 15 - 20 panels a year on a variety of land use subjects
- Provides independent, objective candid advice on important land use and real estate issues
- Process
  - Review background materials
  - Receive a sponsor presentation & tour
  - Conduct stakeholder interviews
  - Consider data, frame issues and write recommendations
  - Make presentation
  - Produce a final report



## The Panel

- Leigh Ferguson, Downtown Development District, New Orleans, LA
- Angelo Carusi, Cooper Cary, Inc., Atlanta, GA
- Nick Egelanian, SiteWorks Retail, Annapolis, MD
- Andrew Irvine, RNL Design, Denver, CO
- Mary Konsoulis, Alexandria, VA
- Ed Starzec, MassDevelopment, Boston, MA
- Julie Underdahl, Cherry Creek North BID, Denver, CO



## Panel Overarching Assignment

More than a decade ago the Urban Land Institute came to Knoxville to make recommendations for the future development of the World's Fair Park, the proposed new Knoxville Convention Center and the revitalization of downtown Knoxville. Since that time, there has been a full-scale resurgence of downtown Knoxville as a mixed-use urban district. Most of the already existing buildings have been redeveloped and discussion is turning to what next steps can continue this progress. A great deal of that discussion has revolved around two potential development sites on the edge of the Central Business Improvement District (CBID) currently owned by public entities, and two publicly owned and operated facilities on either side of the CBID. The city would like guidance on how these sites might be enhanced or redeveloped to enable the city to maintain the positive momentum generated during the past decade.

## Panel Overarching Assignment

- How can Knoxville set the stage for future growth and development on the periphery of the downtown core?
- What are strategies to connect these resources to downtown and to each other?
- What are key, implementable steps to address development and connectivity issues in the short term?

### Study Area Sites:

1. 400 and 500 West Jackson Ave.
2. State Supreme Court Site
3. World's Fair Park
4. Knoxville Civic Auditorium and Coliseum
5. Henley Street – US Highway 441



## Knoxville Introduction And Overview

- 64<sup>th</sup> Largest MSA
- 855,000 Plus Population
- 1 Million Plus by 2040
- Downtown Knoxville Smallest but Fastest Growing Market Segment
- Interstate Highway Nexus
- Major Drivers:
  - UT Knoxville
  - Oak Ridge National Labs
  - Gateway to Great Smoky Mountain National Park

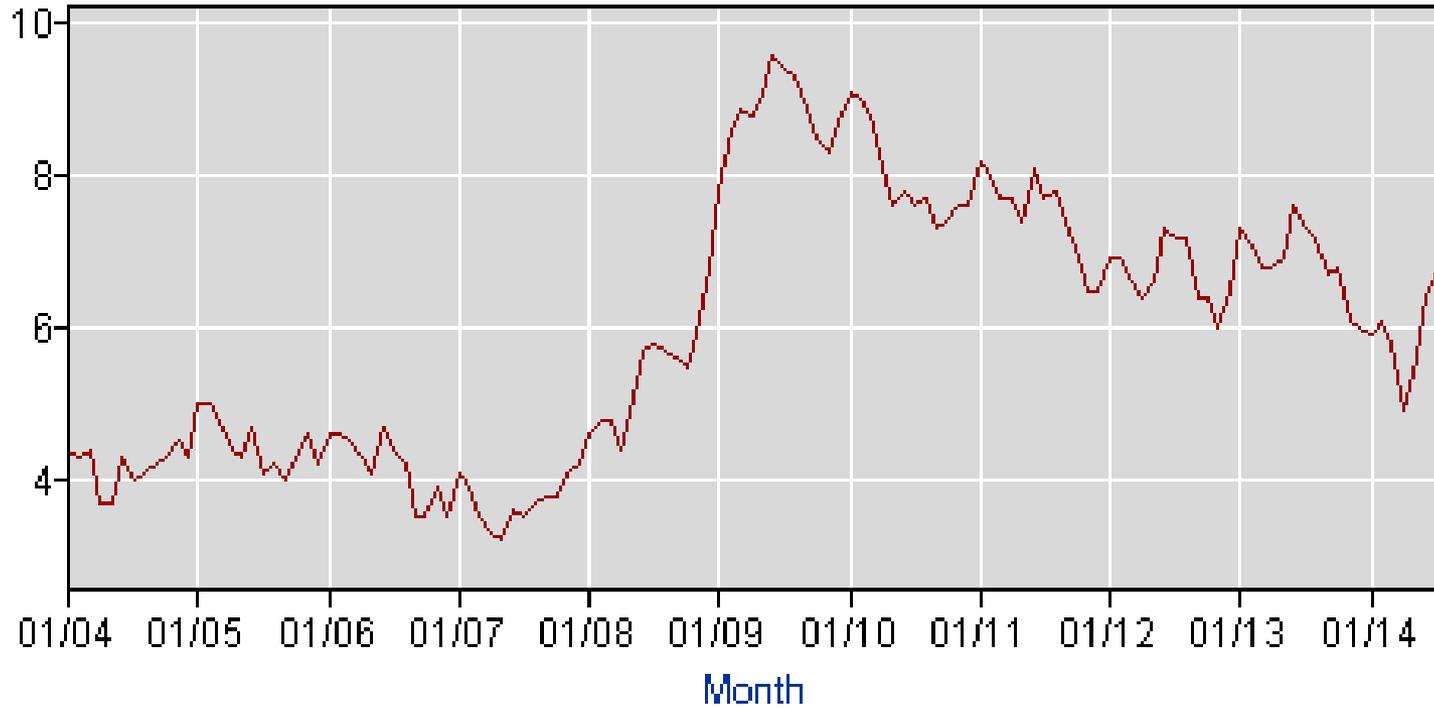


## Growth, Employment and Economic Stability

- Slow Growth
- Stable Population
- Largest Employment Sectors
  - Education
  - Local Government
  - Health Services
  - Federal Government/Oak Ridge
- Rapid Economic Recovery
- Unemployment 6.4%

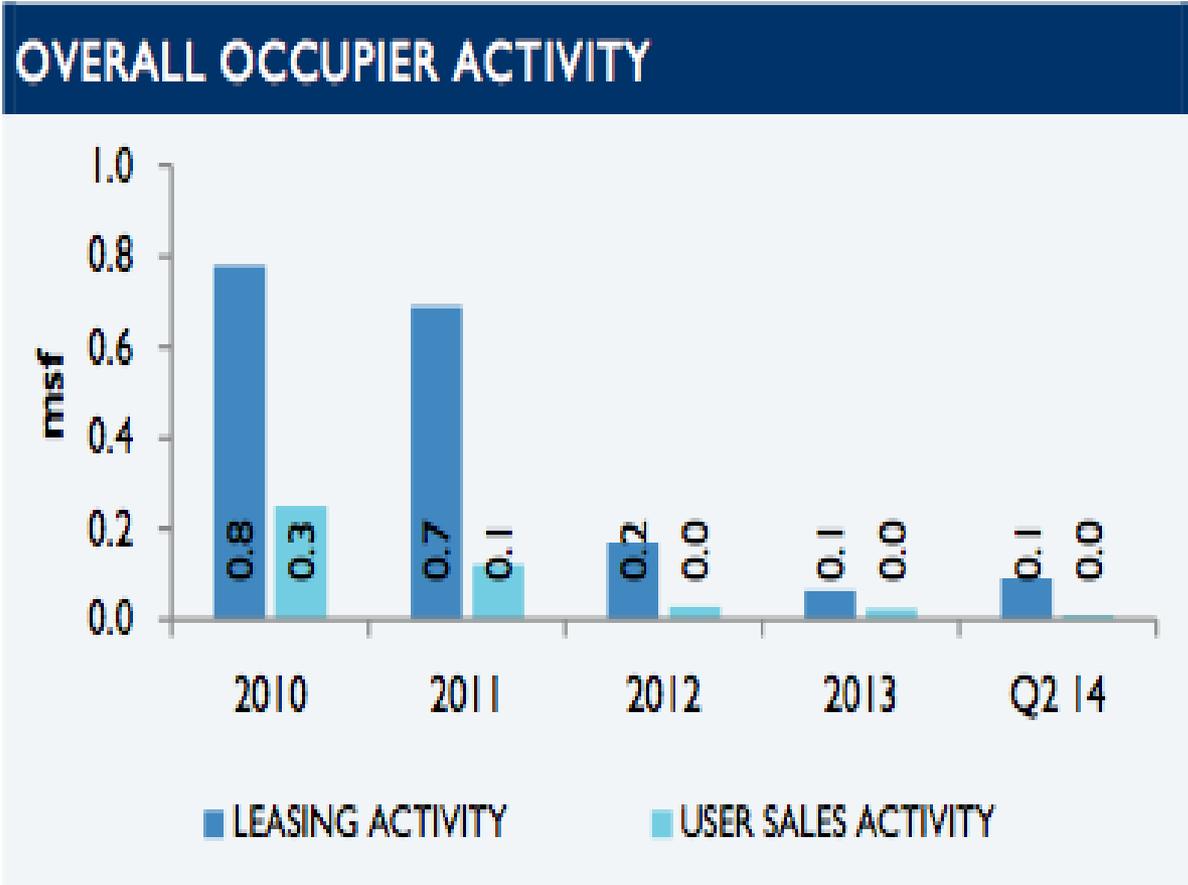


# Knoxville Unemployment Trend



U.S. Bureau of Labor Statistics  
Knoxville Unemployment Rate Graph 2004-2014

# Key Downtown Real Estate Sectors - Office



# Key Downtown Real Estate Sectors - Hotel

## Market Snapshot

- Current Inventory – 1,283 Rooms
- 2013 Occupancy Rate – 56.4%
- Average Room Rate - \$76.13
- Almost 600 new rooms proposed
- Oliver Hotel outperforms market



# Key Downtown Real Estate Sectors - Housing

## Downtown is fully absorbed

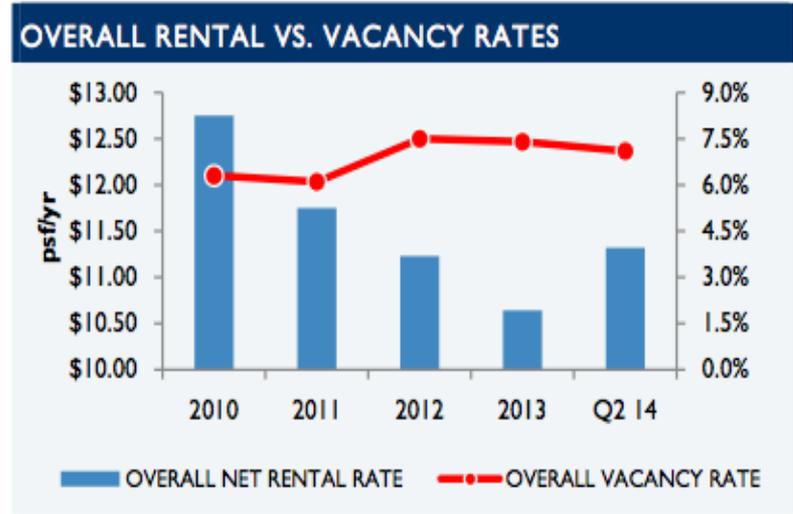
- Existing stock – waiting lists
- Additional units in pipeline
- Marble Alley Lofts will add 283 units
- Average rental rate - \$1.50/SF/MO



# Key Downtown Real Estate Sectors - Retail

## Downtown retail renaissance

- Significant regional supply with large specialty concentrations at West Town Mall and Turkey Creek
- Urban Outfitters indicates upside potential
- Increased population will require additional core retail



Source: CoStar



## Market Summary Remarks



- Convention Center utilization and enhancement
- Observations

# Understanding Your City



## Understanding Your City



*Downtown Knoxville is a beautiful urban center that reflects the values and pride of residents – a window into your community*

- Authentic
- Preserved history linking the past with the future
- Vibrant retail and activity
- Walkable streets

# Downtown Districts

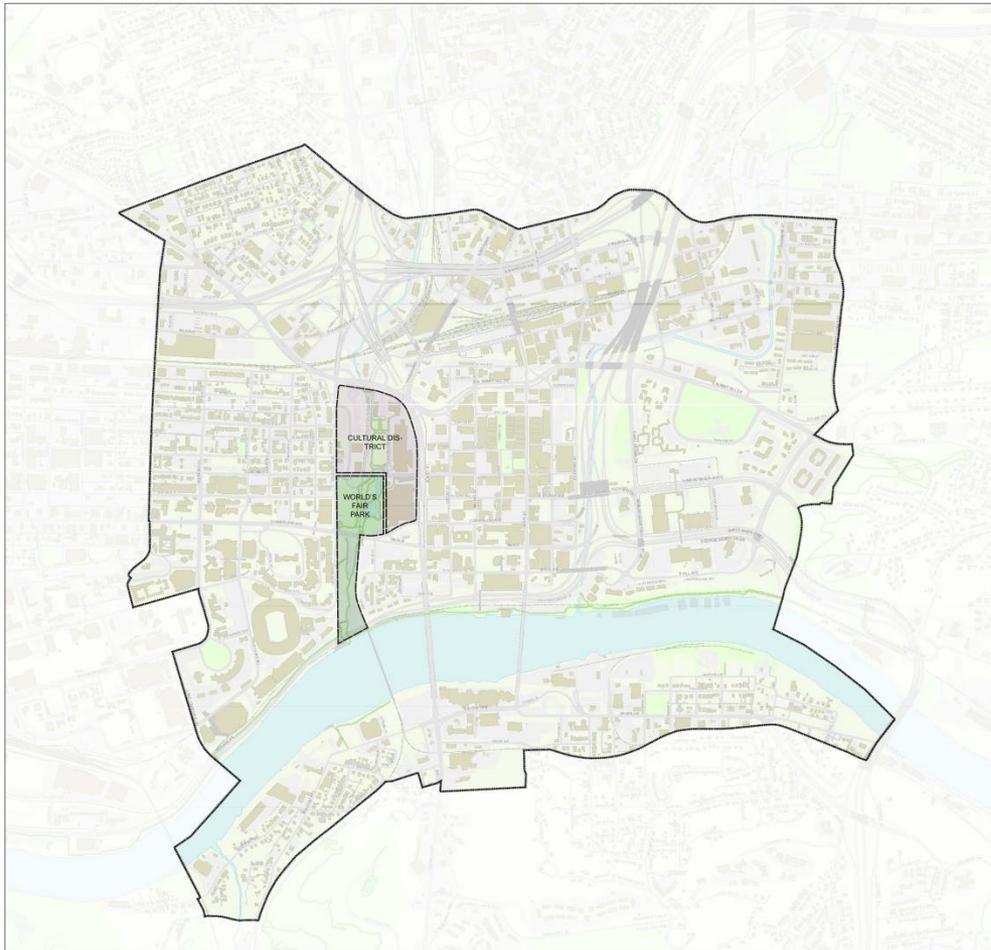


*The city has a number of definable districts that each contribute to its unique character and identity*

- Defined areas of character
- Defined by personality rather than zoning
- Help shape development in a meaningful and relevant manner

# Downtown Districts

## World's Fair Park and Cultural District

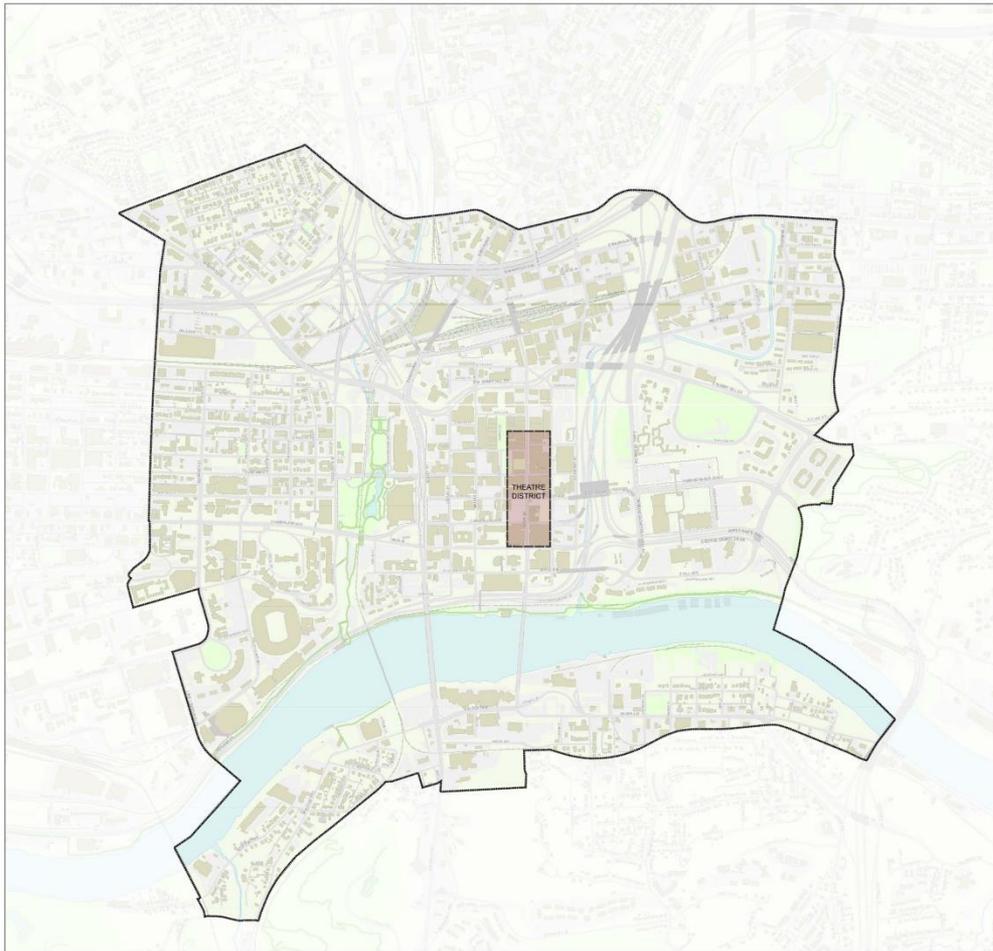


*The picture postcard of your city  
– a defining part of your brand*

- The most significant open space allocation within Downtown
- Concentration of civic functions
- Important linking device:
  - City and neighborhoods
  - Tennessee River

# Downtown Districts

## Theatre District

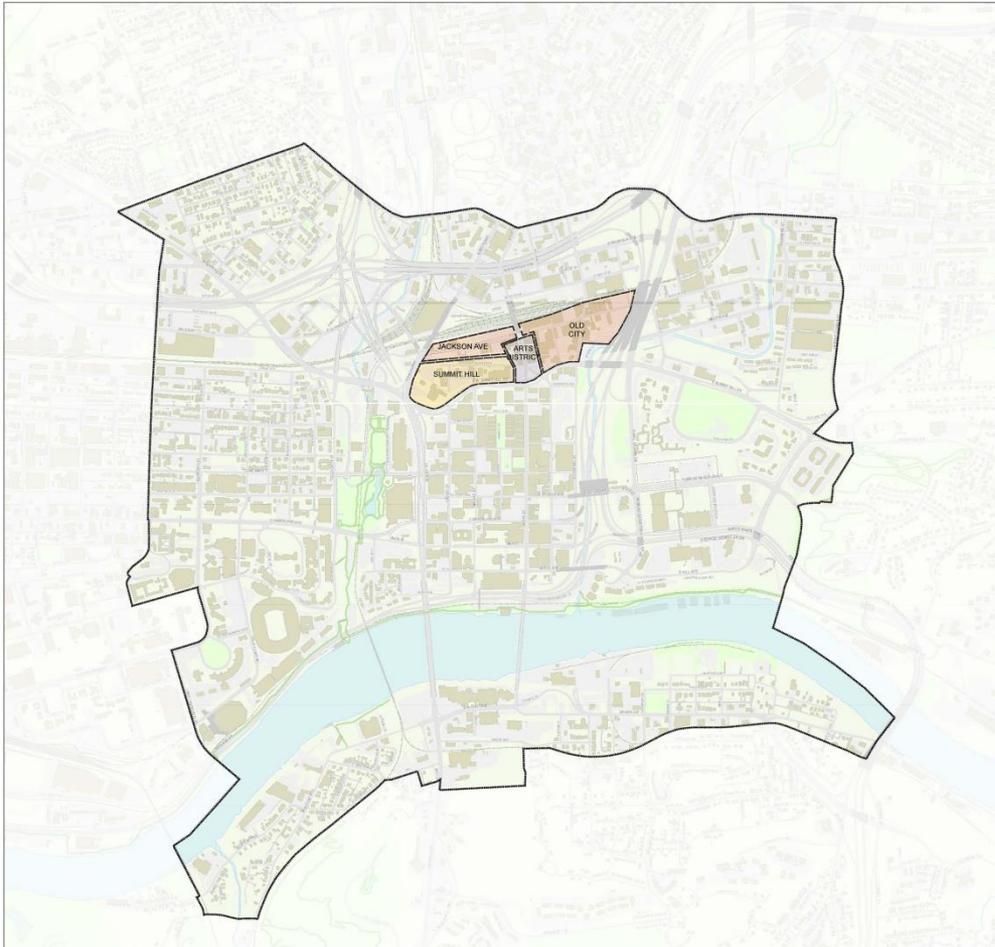


*A vital bridge between the past and the present*

- Area emerging within southern South Gay Street, including Bijou Theatre and Tennessee Theatre
- Forms part of Gay St corridor, with lively restaurant and entertainment functions

# Downtown Districts

## Arts District

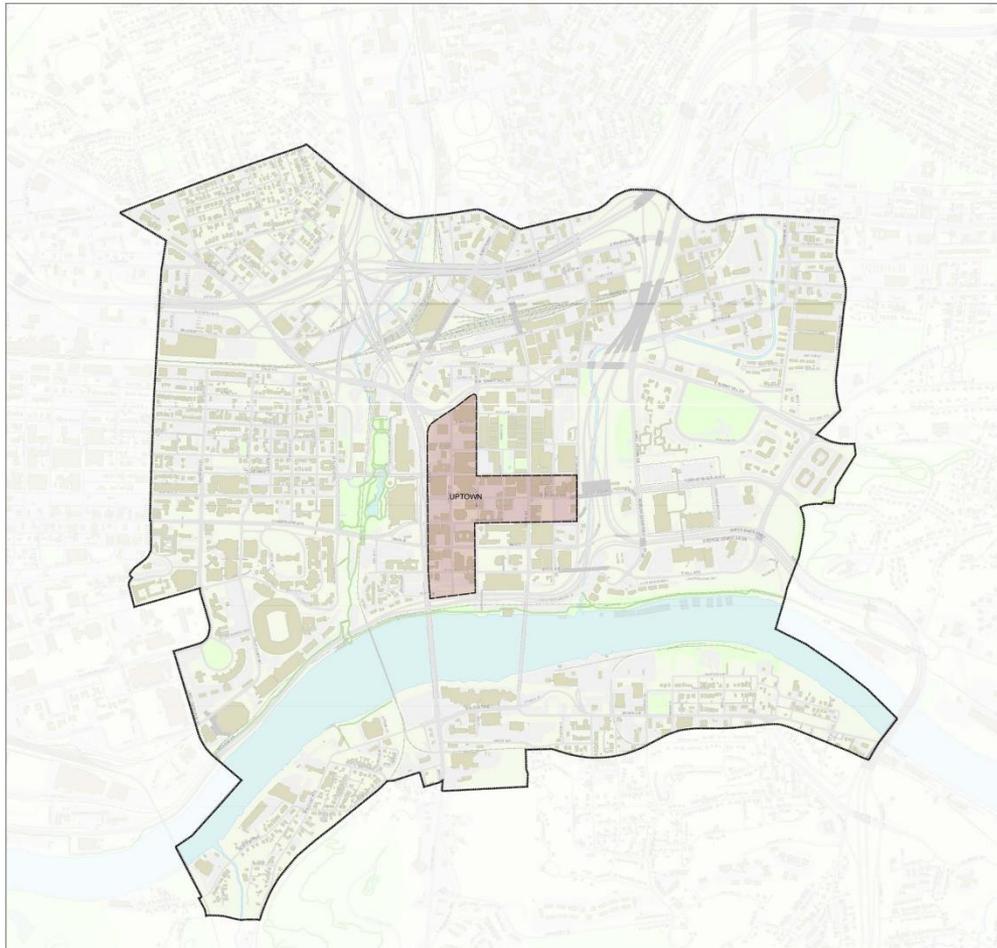


***New emergent area growing the city to the north***

- New streetscape improvements
- Influx of cultural facilities and residential population
- Connection between Old City Uptown Commercial District
- Direct influence on Jackson Avenue redevelopment site

# Downtown Districts

## Uptown Commercial District

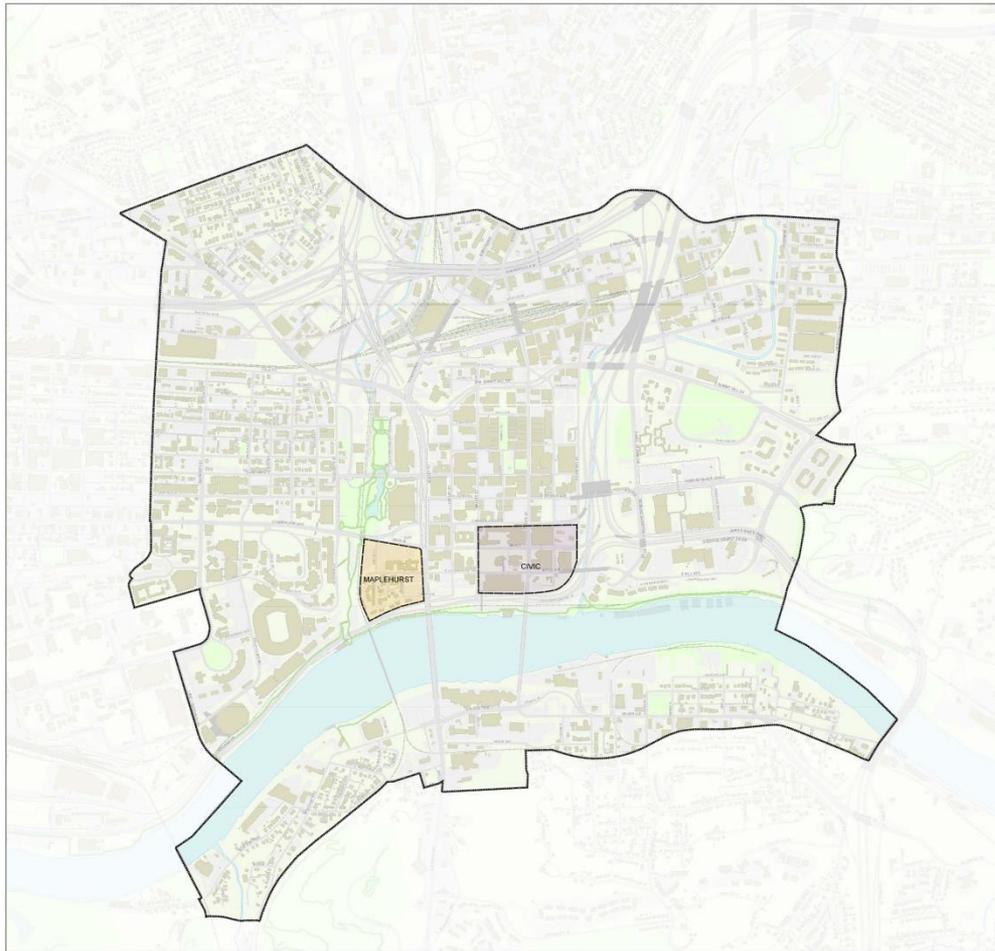


### ***This is your Brand!***

- Gay St and Market Square are the heart of downtown life and activity
- Concentration of food, beverage and entertainment uses, active, walkable, vibrant streets
- Limited public open space, squares and plazas
- Infill opportunities

# Downtown Districts

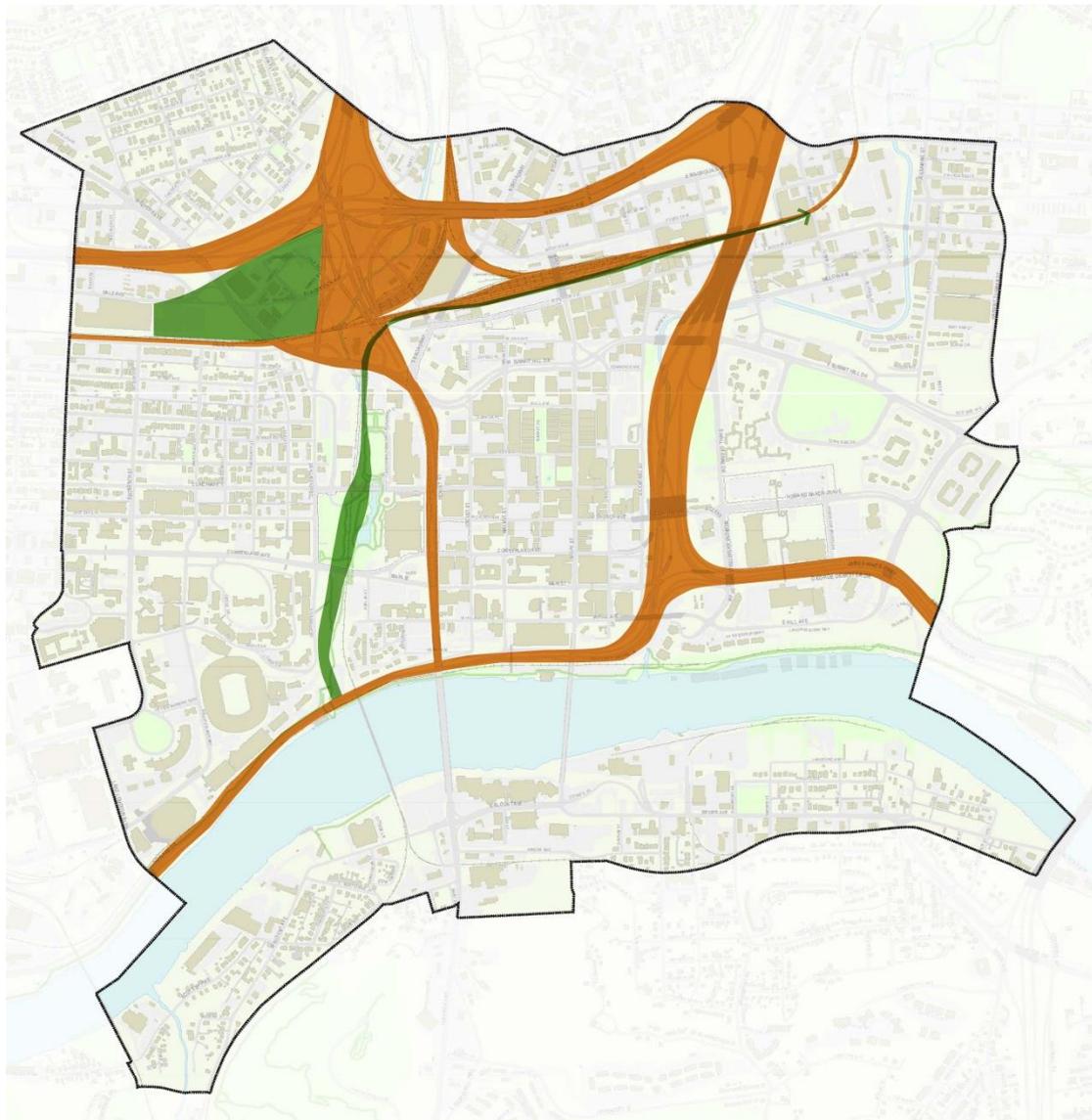
## Civic District



### *Your administrative heart*

- A concentration of civic and institutional uses
- An edge to the river
- Wide, tree-lined streets and significant historic building stock

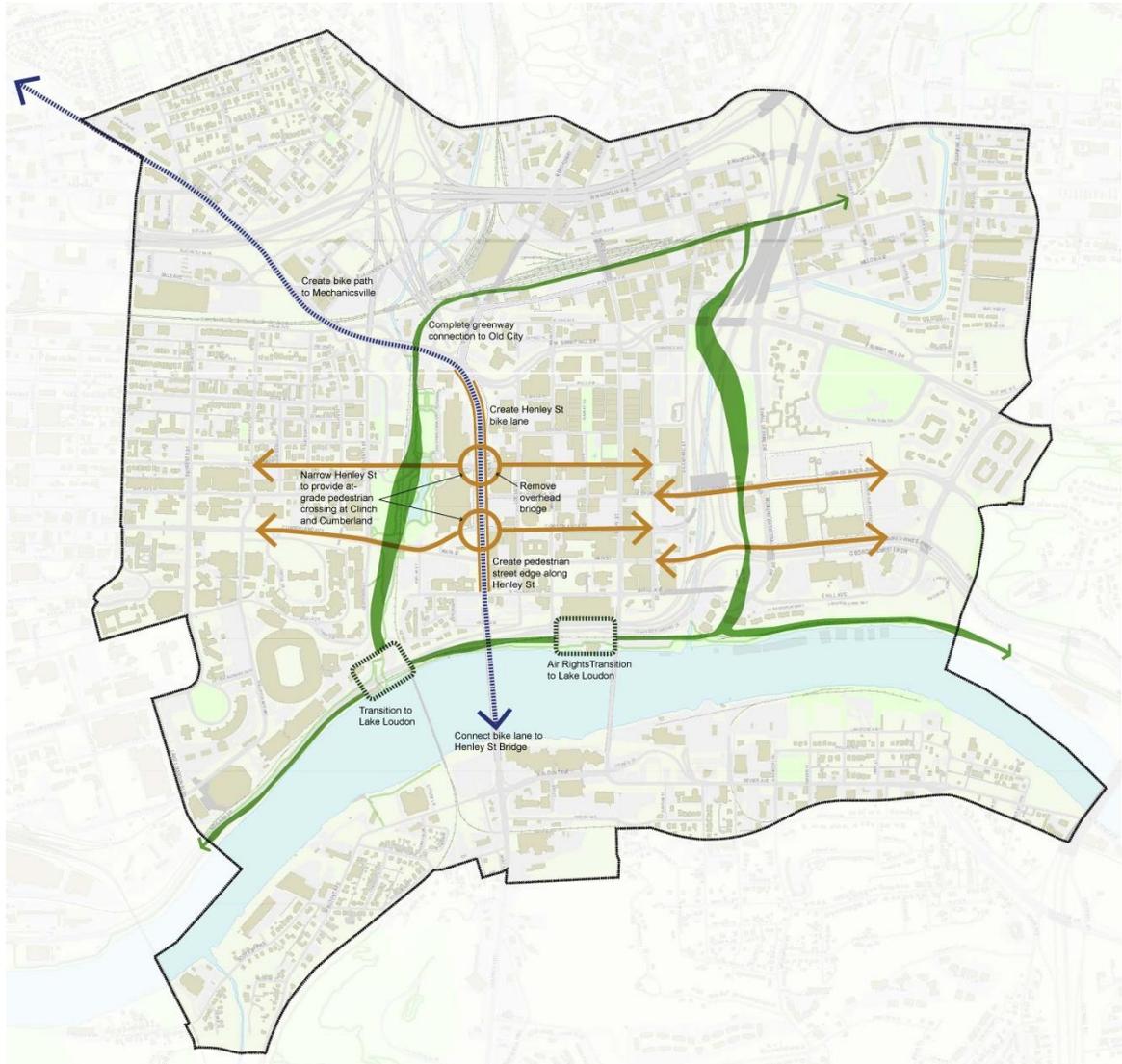
## Edges and Connections



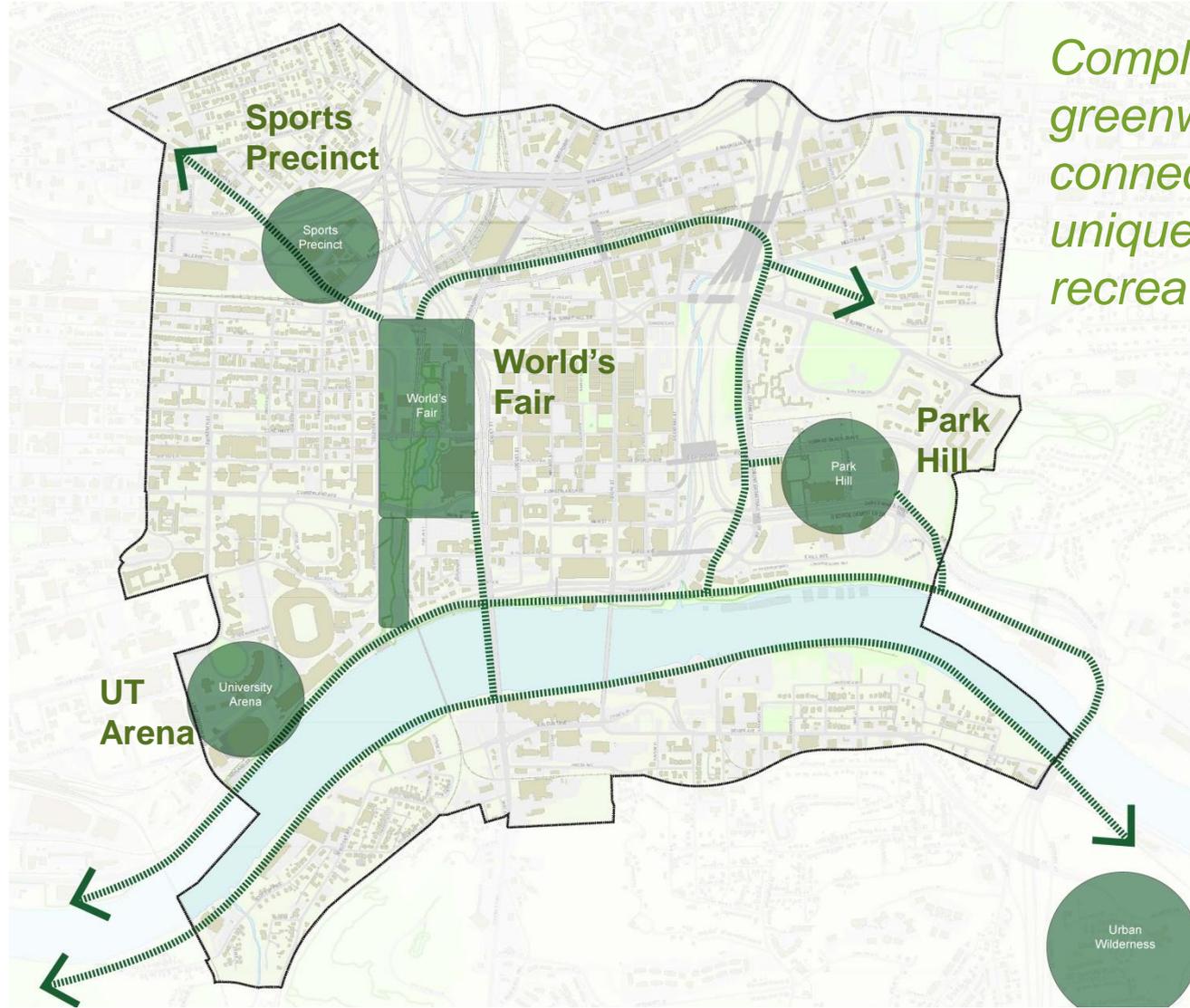
*Repositioning the edges to create attractive gateways to downtown*

- Turning edge barriers into opportunities
- Strong containment seen as value enhancers

# Edges and Connections



# Connecting the Edges



*Completing the greenway and connecting the areas unique cultural and recreational amenities*

**Urban Wilderness**

# Edges and Connections

## World's Fair and Second Creek



- Rail and topography barrier from the Fort Sanders and western suburbs
- Henley barrier from the city
- Large institutional uses with lack of active edges
- The rail line carries approximately one freight train each day
- Important connector to the river and northern neighborhoods
- Second Creek largely channelized

# Edges and Connections

## Rail Yards



- Major transportation barriers between downtown and the northern suburbs
- The rail lines carries approximately three freight trains each day
- Transformation of the former industrial warehouse buildings
- Front window to the city from I-40

# Edges and Connections

## First Creek and James White Parkway



- First Creek channelized through the parkway
- Major transportation barrier
- Barrier created by landform, land use and roadways
- Road function designed to meet peak capacity on game days
- Transit bridge an excellent connective device
- Poor gateway image to the city

# Edges and Connections

## Tennessee River



- Under-utilized recreational asset that is poorly connected to the downtown
- Combination of topographic and transportation barriers
- Important part of the city greenway network
- Important environment asset
- Beautiful scenic foreground to the city
- Active boating area on game day

# Vision and Strategies



## Downtown Knoxville: A Unique Place

- Urban structure
- Culture
- Heritage
- Quality of Life



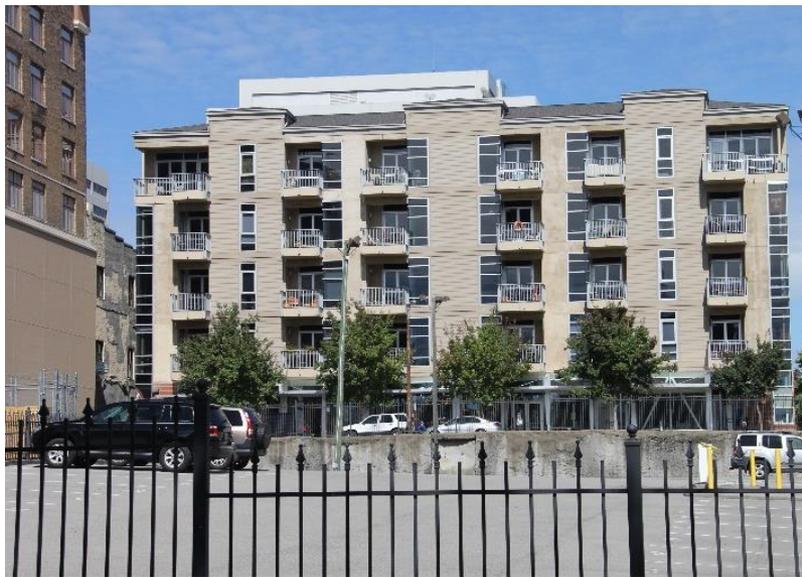
## Themes

- Sense of Place
- Community
- Connectivity
- Prosperity



## Downtown Experience

- Parking
- Residents
- Underutilized Sites

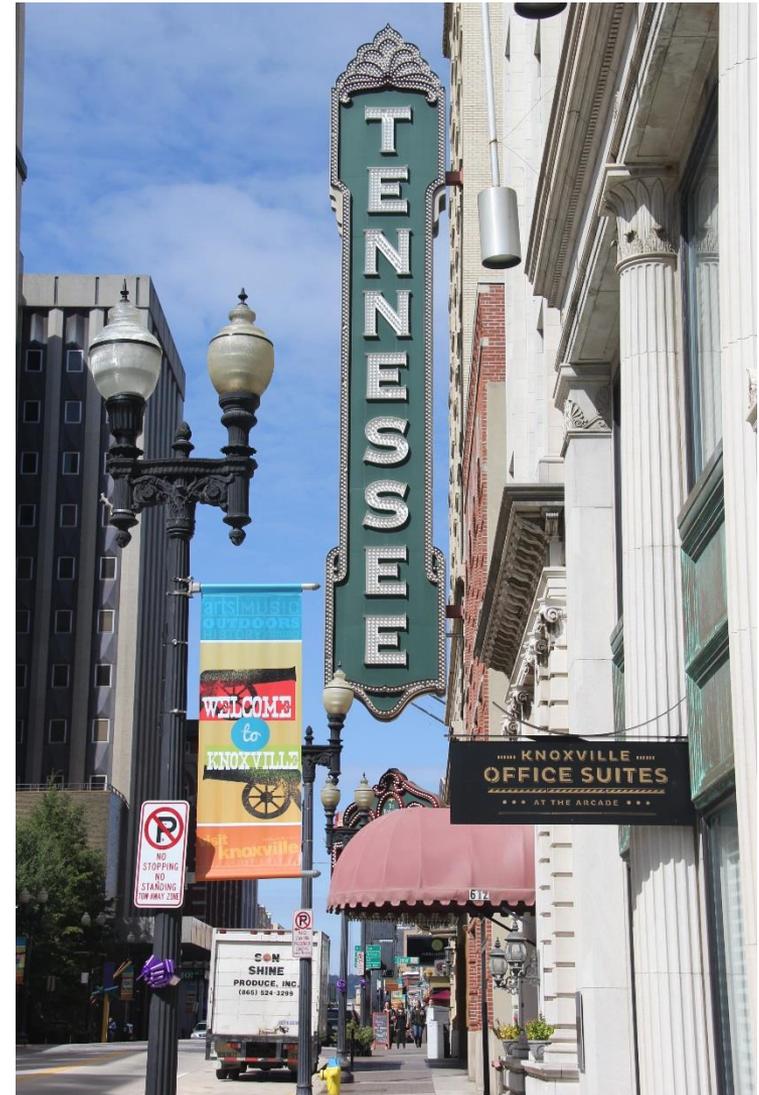


## Underutilized Sites



## Downtown Experience

- Parks and Open Space
- Art and Cultural Assets
- Design Quality



# Site-Specific Recommendations

## Henley Street Corridor

- A significant barrier to east-west movement
- Negative influence on urban design
- Transformation proposed by:
  - Introducing on-street parking
  - Infilling wide sidewalk/plazas with retail
  - Programming active uses for redevelopment parcels



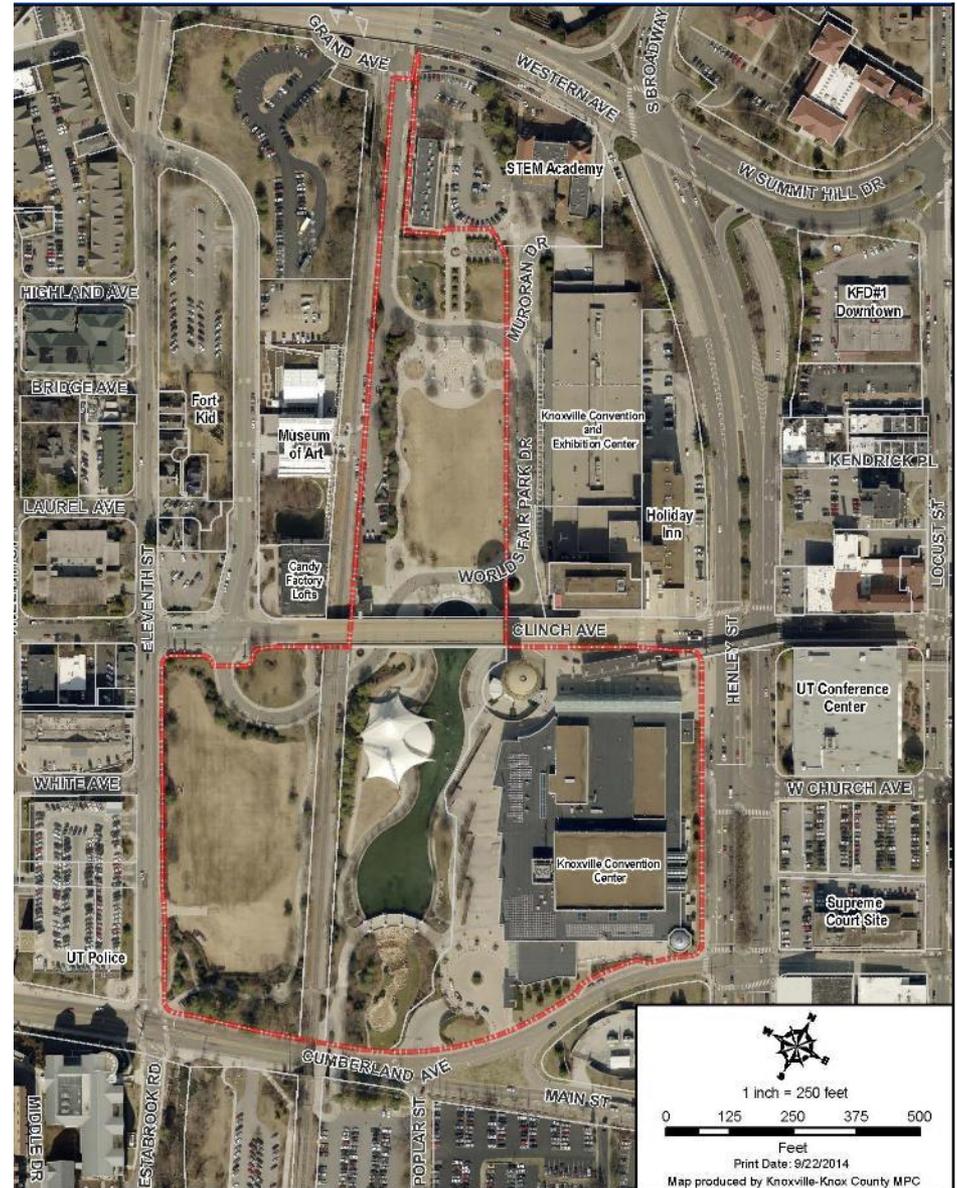
# Henley Street Transformation



# Site-Specific Recommendations

## World's Fair Park

- Iconic Knoxville green space
- Perception of light use by public
- Critical to preserve lawns and green space to serve future residential growth
- Public planning process should continue



# Site-Specific Recommendations

## World's Fair Park

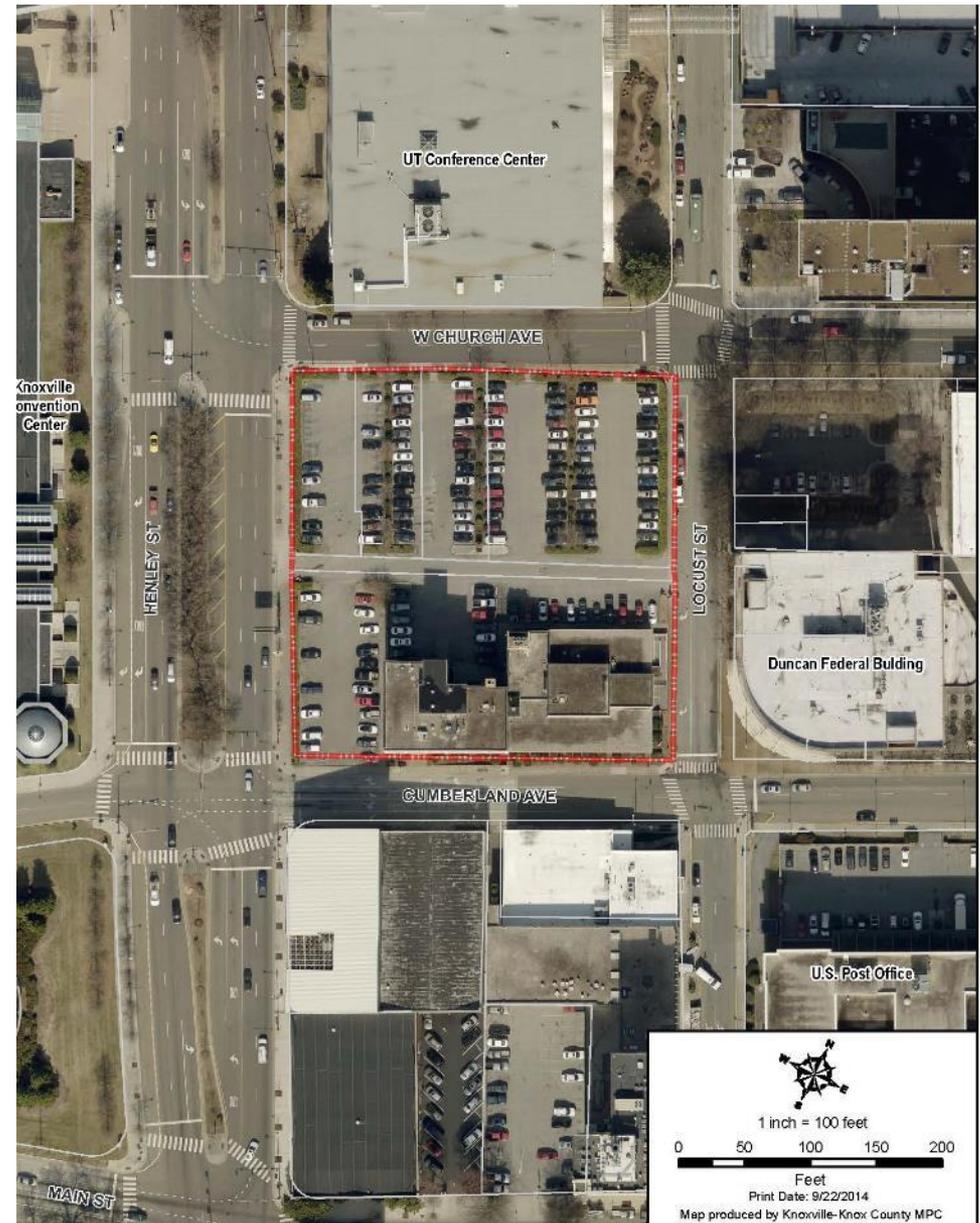
- Potential future actions
  - Clarence Brown Theater
  - MUSE Children's Museum
  - Additional infill sites
- Greenway connection north



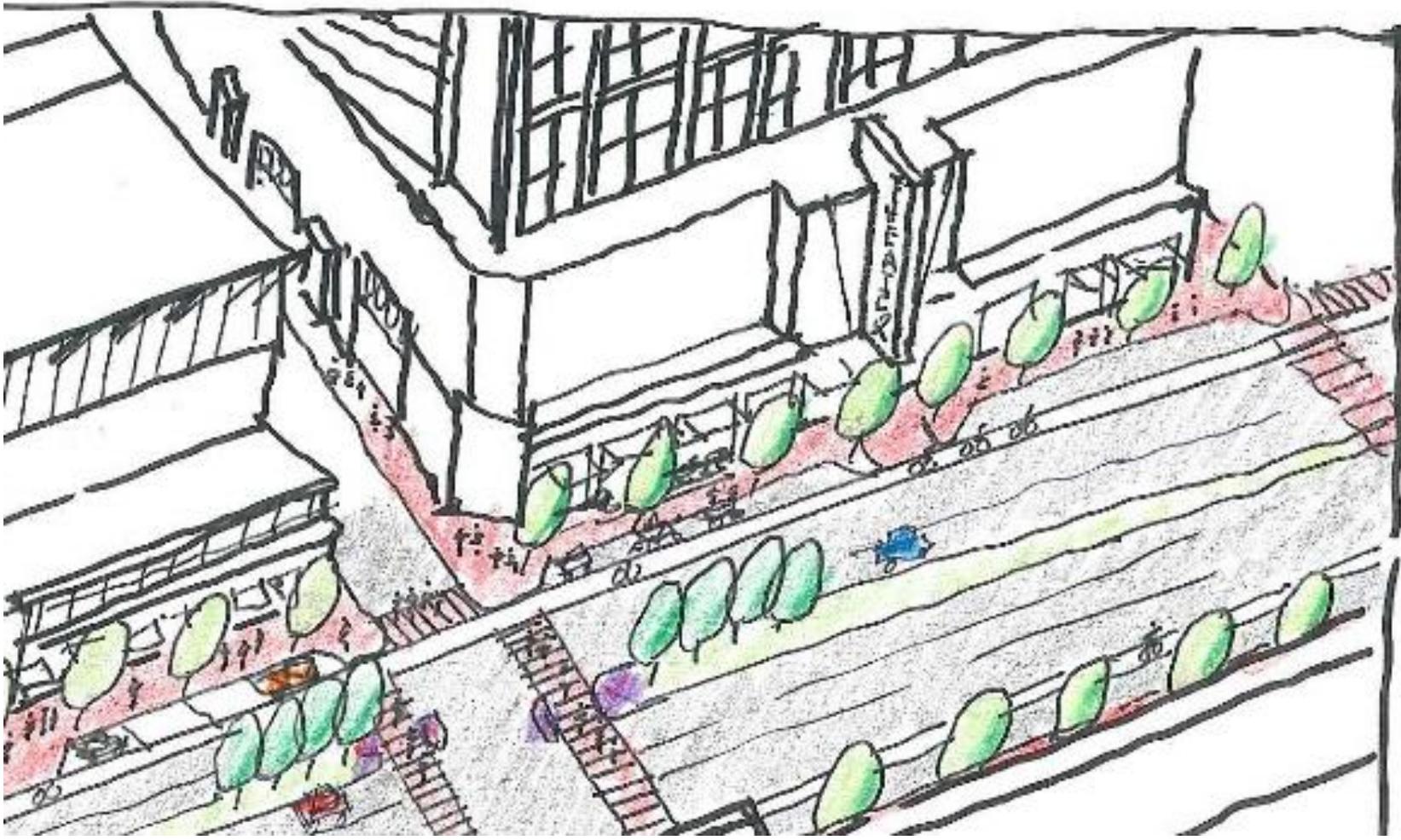
# Site-Specific Recommendations

## State Supreme Court Site

- Two unsuccessful RFPs
- Potential to activate Henley Street
- Linkage between UT and Downtown
- Mixed Use w/Performing Arts Component
- Revised RFP – Design Focus



# Site-Specific Recommendations – Supreme Court Site



# Site-Specific Recommendations – Infill Sites



# Site-Specific Recommendations

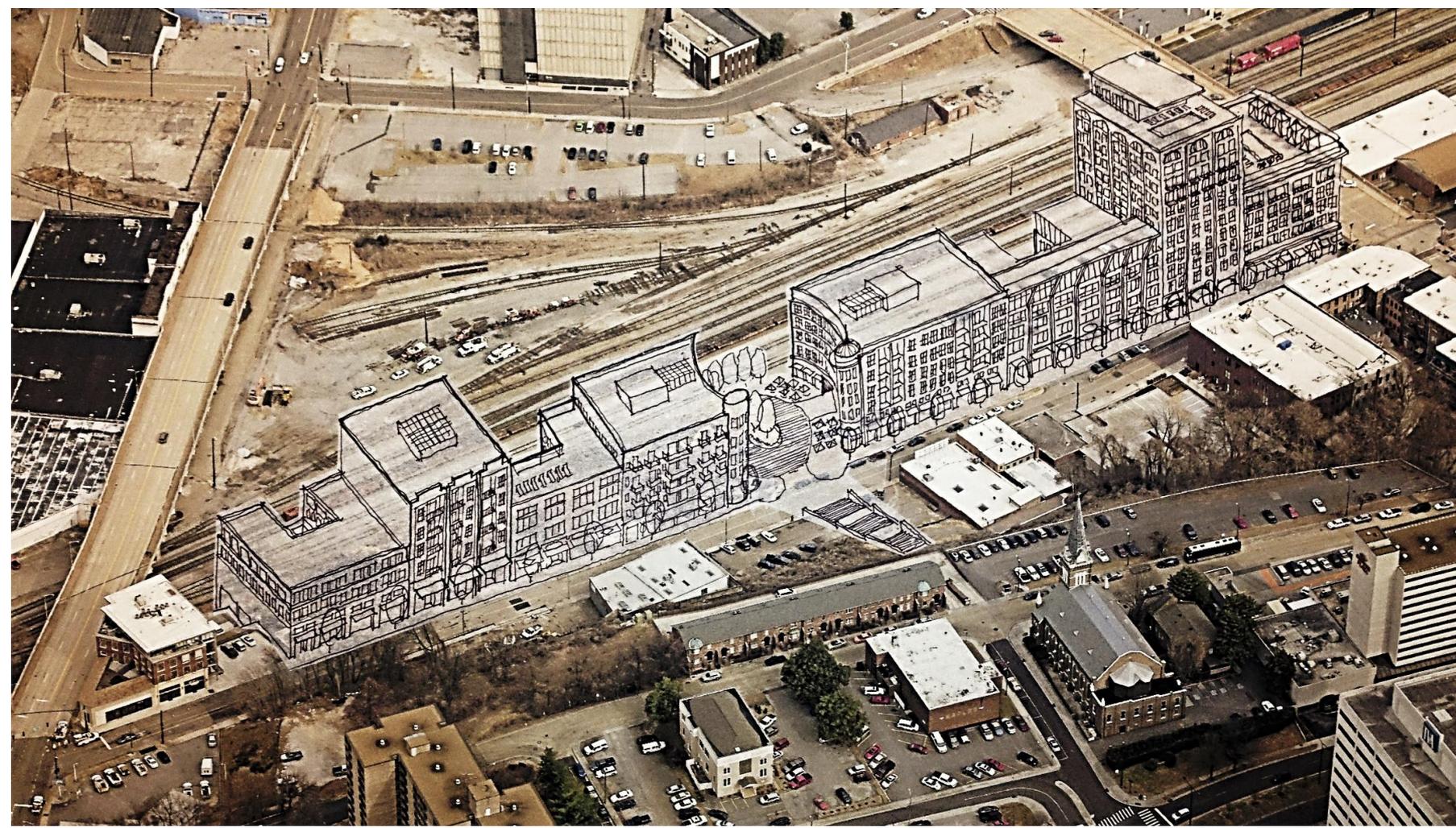
## 400 & 500 West Jackson Avenue

- Prime, highly-visible development site
- Goal of contextual development
- Master developer approach
- Phased approach
- Design review standards critical



# Site-Specific Recommendations

## 400 & 500 West Jackson Avenue



# Site-Specific Recommendations

## Knoxville Civic Auditorium and Coliseum

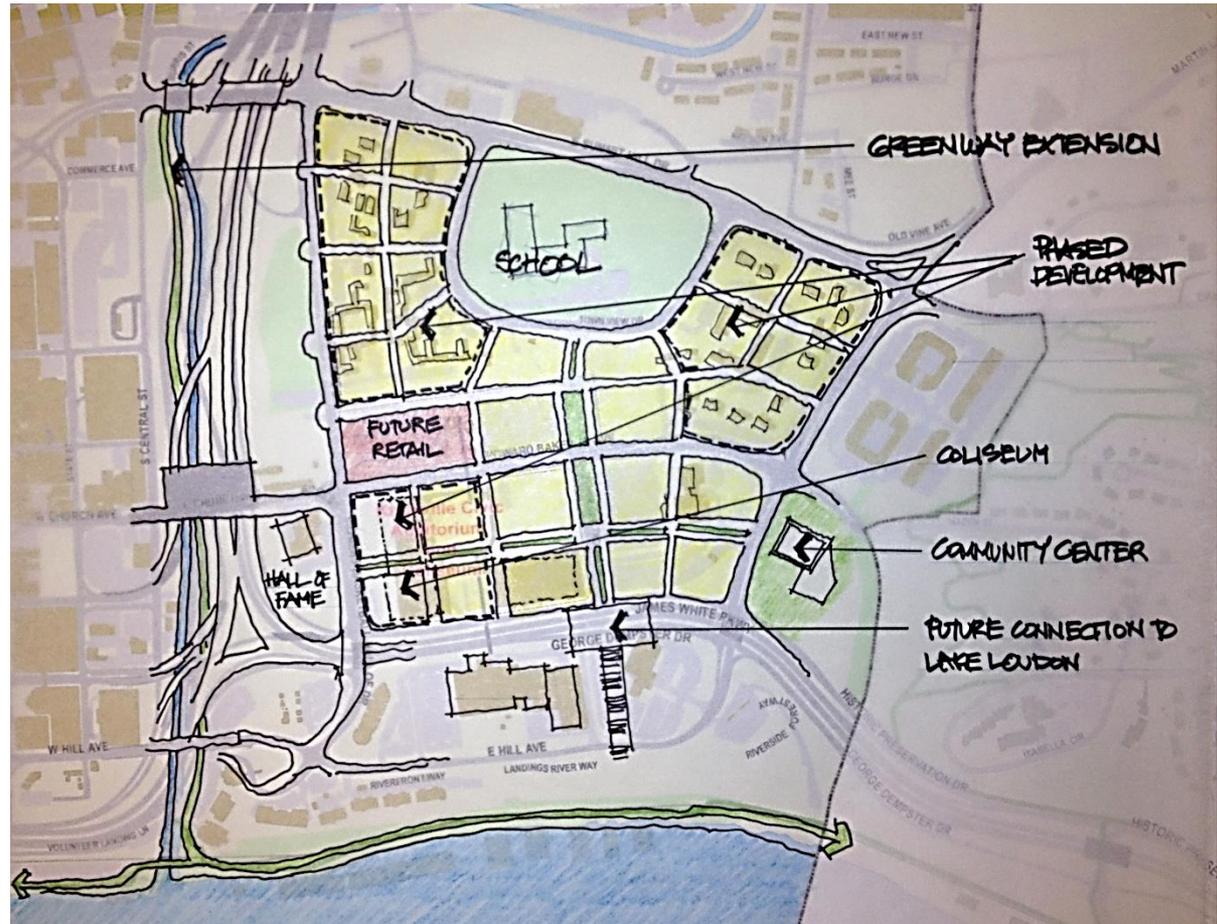
- Impact of urban renewal
- Obsolete, money-losing facility
- Public master-planning process for district
- Relocation of existing uses downtown



# Site-Specific Recommendations

## Knoxville Civic Auditorium and Coliseum

- Recall Park City as a vibrant, desirable, mixed-income community
- Diversity of housing types and households



# IN SUMMARY



# IN SUMMARY

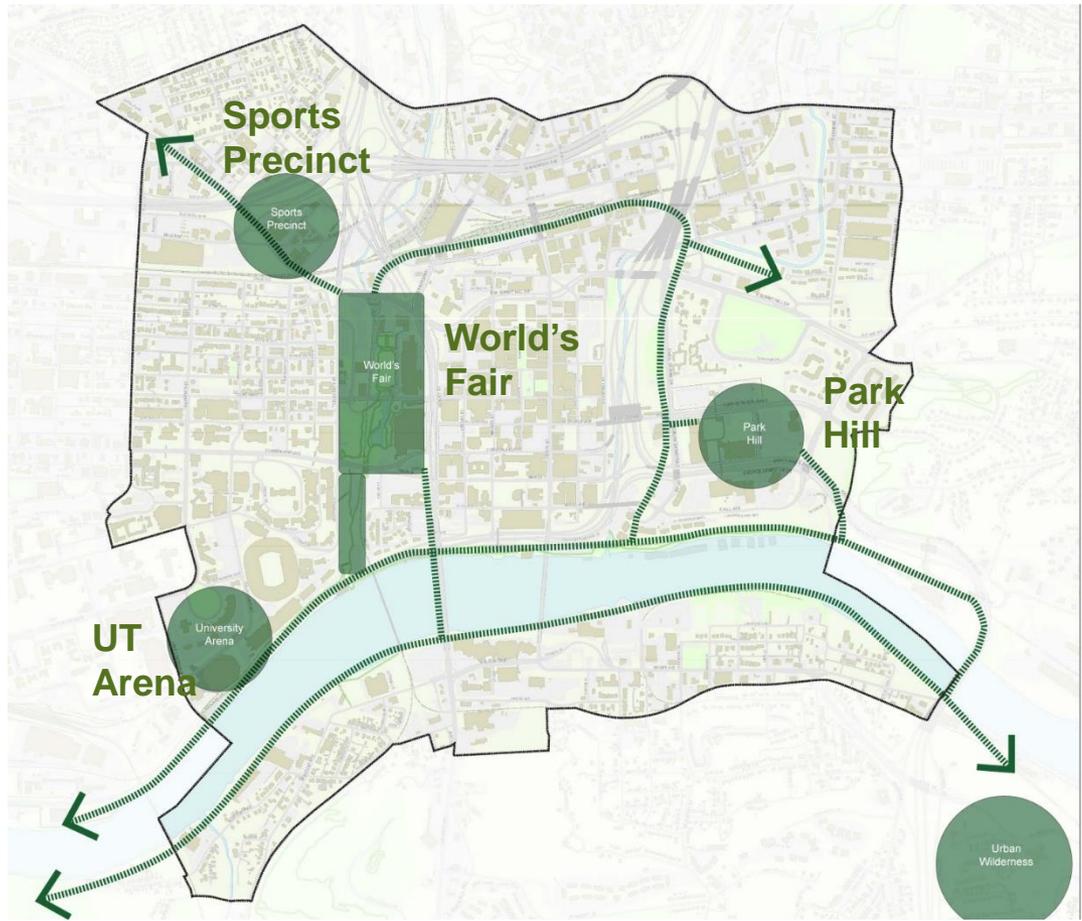
## Fix Henley and Develop Supreme Court Site



# IN SUMMARY

Fix Henley and Supreme Court Site

Save the Park, Adding Greenway Circuit Circuit



# IN SUMMARY

Fix Henley and Supreme Court Site

Save the Park, Adding Greenway Circuit

Activate the Edge of the Park



## IN SUMMARY

Fix Henley and Supreme Court Site

Save the Park, Adding Greenway Circuit

Activate the Edge of the Park

Enhance Operational Capacity



## Thank you to our stakeholder interviewees...

Peter Ahrens | Bruce Anderson | Becky Ashe | Kathryn Baldwin | Danny Beeler | Michelle Blakewell | Wayne Blasius | Mary Bogert | David Brace | Chyna Brackeen | Jeff Branham | Christi Branscom | George Brown | Bill Bruce | Kim Bumpas | Jayne Burritt | Scott Busby | David Butler | David Byrd | Chris Caldwell | Ashley Capps | Mike Carroll | Nick Cazana | Jon Clark | Bo Connor | John Craig | Bobbie Crews | Randall De Ford | David Denton | David Dewhirst | Dawn Distler | Kimberly Dixon Hamilton | Mark Donaldson | Rick Dover | Mike Edwards | Farris Eid | Carol Evans | David Evola | Pam Fansler | Leslie Fawaz | Dave Feather | Judith Foltz | Bill Garibay | Lori Gerlich | Buzz Goss | Kaye Graybeal | Mary Anne Green | Michael Grider | Erin Grill | Melinda Grimac | Dottie Habel | Jim Hagerman | Brian Hann | Derwin Haygood | Mark Heinz | Kim Henry | Tim Hill | Michelle Hummel | Donnie Huskey | Carl Keaney | Forrest Kirkpatrick | Ellie Kittrell | John Langley | Shay Lowe | Greg MacKay | Calvin MacLean | Jeff Mansour | Rosa Mar | David Massey | Zimbabwe Matayou | Lori Matthews | Jesse Mayshark | Mark Morris | Chuck Morris | Cynthia Moxley | Mike Murray | Alvin Nance | Todd Napier | Jack Neely | Jordana Nelson | Mark Nelson | Buddy Odom | Eric Ohlgren | Brandon Pace | Jeff Pappas | Don Parnell | Shaun Parrish | Sonny Parton | Dr. Rev. William Pender | Joe Petre | Scott Poole | Robbie Pope | King Purnell | Chief David Rausch | Monica Reed | Mike Reynolds | Tom Reynolds | Dean Rice | Rhonda Rice | Glenn Richters | Jim Rickards | Michael Riley | Patricia Robledo | Cynthia Russell | Brian Salesky | John Sanders | Robbie Sandoval | Kelley Segars | Chief Stan Sharp | Dr. Jan Simek | Alan Sims | Dale Smith | Bruce Spangler | John Thurman | Kim Trent | Charlotte Trolley | Laurens Tullock | Ron Turner | Tom Vester | Georgiana Vines | Becky Wade | Joe Walsh | Stanton Webster | Jeff Welch | Philip Welker | Doug White | Ben Winder | Jenny Wright | Liza Zenni

**And everyone else!**



# Questions?