

# 1.0 PLANNING PROCESS

Purpose & Scope

Team

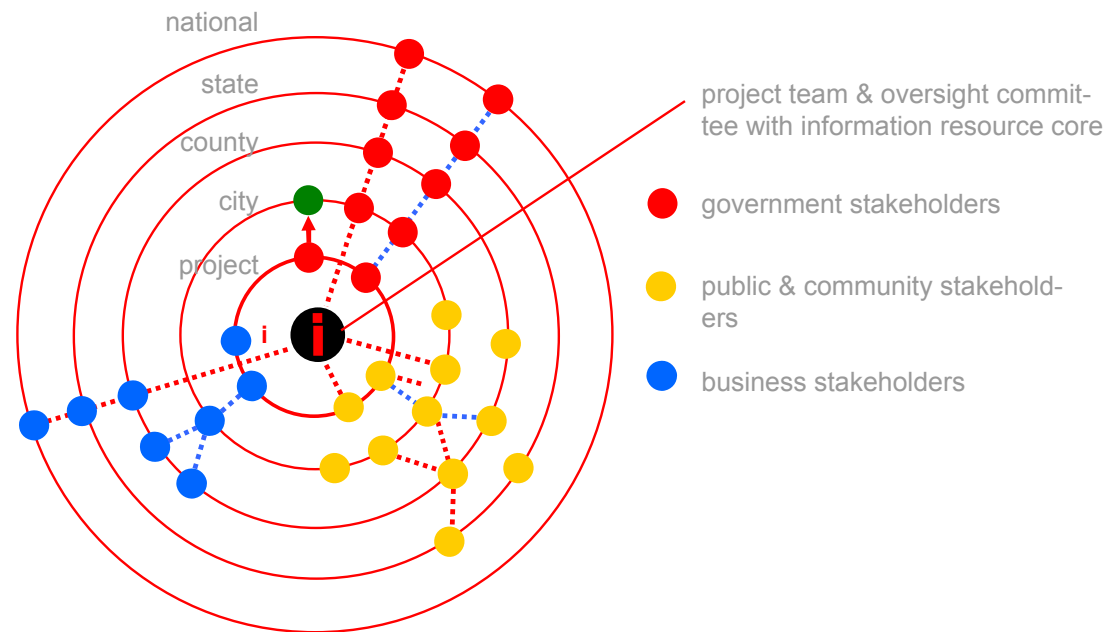
Boundaries

Planning Process: Scope Task

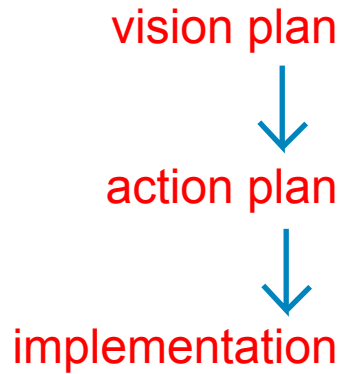
Community Process

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.

together



1.1 PURPOSE & SCOPE



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

Kennedy, Coulter, Rushing and Watson, LLC  
Ann Coulter, Principal  
Stroud Watson, Senior Principal

### Chan Krieger & Associates

Alex Krieger Co-Founding Principal  
David Gamble, Designer and Project Manager  
Andrew Watson, Designer

### Development Strategies

Richard C. Ward, CEO and Founder  
Matthew Wetlie, Market and Economic Analyst

### Glating, Jackson, Kercher, Anglin, Lopez, Rinehart

Walter Kulash, Principal and Senior Transportation Planner  
Blake Drury, Project Manager

### Moffatt & Nichol

Jeffrey G. Shelden, Marine Engineer  
Peter Elkan, Project Manager

### Jordan, Jones & Goulding

David Reece, Principal Civil Engineer  
W. Scott McDonald, Project Manager

### Studio Four Design

Kevin Diegel, Architect and Project Manager  
Mike Keller, Architect

### DuVall & Associates, Inc.

Robert Pace, Archaeologist

### Arcadis G & M, Inc.

Jerry A. Archer, Vice President, Environmental Engineer

### 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.

### 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.

### 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.

### 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.

### Transportation Planners & Traffic Engineers

Glating Jackson KALR contribute planning and design insight on issues of site circulation, local and regional connectivity, road engineering, and transit planning.

### 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.

### 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.

### 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.

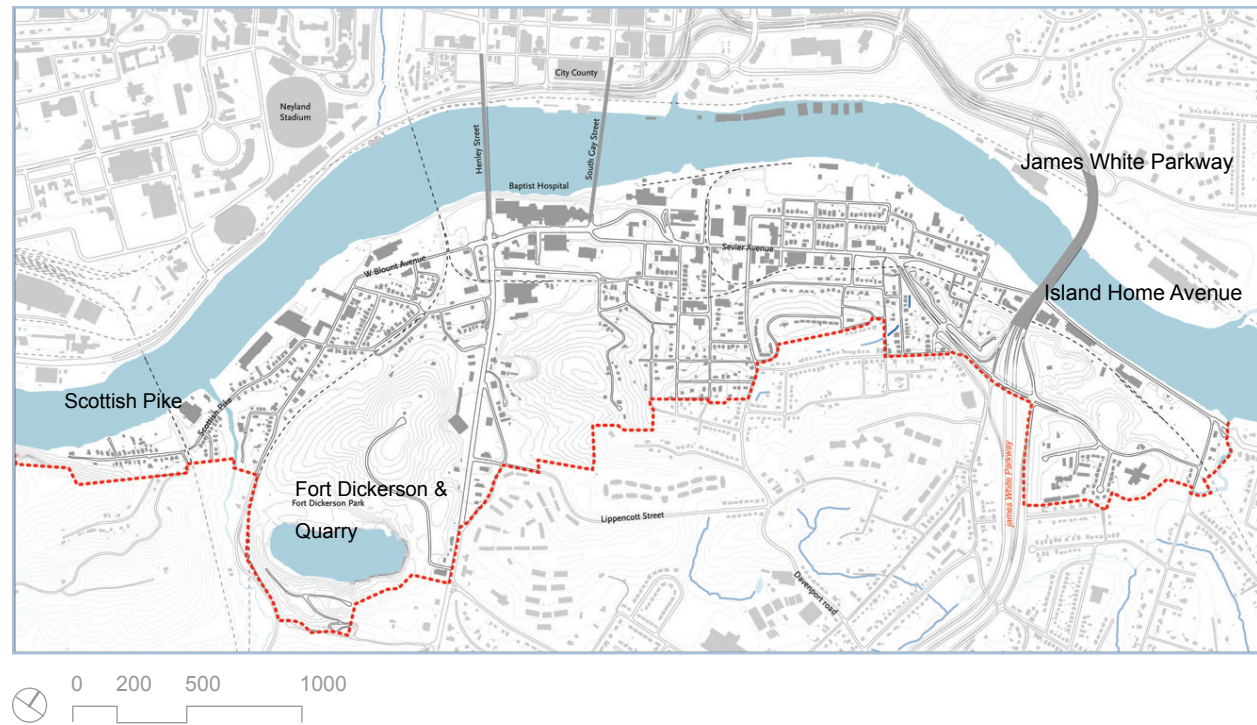
### Cultural Studies

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.

### 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 crystallized 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.

## 1.4 PLANNING PROCESS: SCOPE

**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.

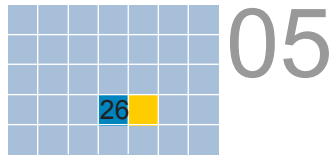
## 1.4 PLANNING PROCESS: SCOPE

**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.

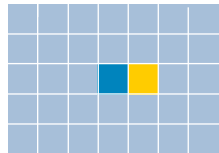
## 1.5 COMMUNITY PROCESS



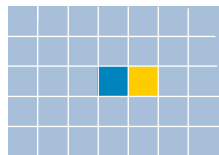
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### SCHEDULE

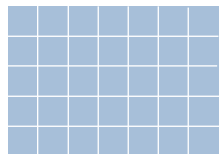
OCTOBER 26-28, 2005, Working Visit 1  
Meetings With Stakeholders; Site Investigation, Oversight Committee Session 1



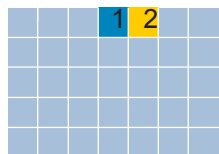
NOVEMBER 16-18, 2005, Working Visit 2  
Continued Stakeholder Interviews, Oversight Committee Session 2  
Public Workshop 1: Presentation Of Site Investigations



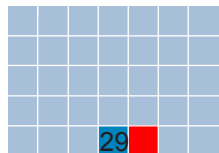
DECEMBER 14-16, 2005, Working Visit 3  
Oversight Committee Session 3  
Public Workshop 2: Discussion Of Options & Community Visioning Process



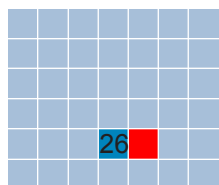
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February 1-3, 2006, Working Visit 4  
Oversight Committee Session 4  
Public Workshop 3: Presentation Of Draft Vision Plan



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](http://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.

# Knoxville South Waterfront

## Public Meeting

[www.knoxvillesouthwaterfront.com](http://www.knoxvillesouthwaterfront.com)

This richly diverse and complex area along the banks of the Tennessee River is one of Knoxville's greatest assets. With your help, we can help it realize its full potential while remaining a great place to live, work and raise a family.

The next public workshops will be held on **February 2 at 6:00 pm** at the **Kerbela Shriners Temple** at 315 Mimosa Ave. near Baptist Hospital.

To find out about future meetings or for more information visit:  
[www.knoxvillesouthwaterfront.com](http://www.knoxvillesouthwaterfront.com)

**What: Public Meeting #3- Review Preferred Option**  
**When: Thursday, February 2 @ 6 pm**  
**Where: Kerbela Shriners Temple**

**3 River Miles of Growth**




**CITY OF KNOXVILLE**  
 BILL HASLAM, MAYOR

CREATING AN ACTIONABLE AND INSPIRATIONAL VISION

# KNOXVILLE SOUTH WATERFRONT

CONTACT US


WELCOME FROM MAYOR BACKGROUND CALENDAR FEEDBACK FORUM MAPS+ PEOPLE Q&A



**3 RIVER MILES OF GROWTH** ●●●  
**UPDATES**

04/03/2006  
 Oversight Committee Views Revised Plans  
 Members of the city council and the Knoxville South Waterfront O...

**GET INFORMED** ●●●  
**MAPS, GRAPHICS AND MORE...**



**GET INVOLVED** ●●●  
**TELL US WHAT YOU THINK...**

In addition to the scheduled public meetings, we will post questions on this site to gather input on a range of topics. Be sure to check back frequently and make sure your voice is heard.

**INFORMATION REGARDING PLAN HIGHLIGHTS**

LEAVE YOUR COMMENTS  
**PUBLIC FORUM**

Knoxville South Waterfront Website: [www.knoxvillesouthwaterfront.com](http://www.knoxvillesouthwaterfront.com) and [www.cityofknoxville.org/southwaterfront](http://www.cityofknoxville.org/southwaterfront)

Public Workshop Poster