



VETERANS DISTRICT CONCEPT PLAN

LAND USE UPDATE

APRIL 2024

CONFLUENCE

PREFACE

The purpose of the Concept Plan is to shape redevelopment of the former VA Lands, a process which is expected to occur over a number of decades.

The Concept Plan assumes that the nature and pace of development will vary over time. Demand for various forms of development will ebb and flow with changing real estate trends and cycles. The Concept Plan as envisioned, therefore, assumes that a certain degree of flexibility must be applied as development proceeds.

CHRONOLOGY

1892 The State of Iowa opens the Industrial Home for the Blind on the site.

1920 The Federal Government uses the buildings as a temporary hospital for disabled military veterans.

1922 The VA acquires the site and begins a significant building program, which leads to the development of 750,000 SF of institutional space serving a peak patient population of 1,600 during WW II.

2009 The VA closes operations, except for an out-patient service which is later shuttered as well. Knoxville loses both jobs and population.

2018 The Federal GSA is assigned to dispose of the property. Marion County and the City of Knoxville begin work to acquire the VA Campus.

2019 Knoxville City Council approves a Land Use Strategy for the Veterans District.

2020 Marion County acquires the 152-acre VA Campus from the Federal Government.

2020 Confluence prepares a Master Plan for developing the VA Lands.

2021 Marion County and the City of Knoxville sign a 28 E Agreement to jointly redevelop the Veterans District.

2022 Marion County completes the demolition of the abandoned VA buildings and the removal of existing infrastructure at a cost of \$11 M.

2023 City Council approves a Community & Housing Needs Analysis prepared by Confluence.

2023 The City of Knoxville completes a Phase I development project including 34 residential lots, Veterans Park, and Veterans Trail at a cost of \$5 M. Housing construction begins.

2024 Marion County and the City of Knoxville continue working on development in the District.

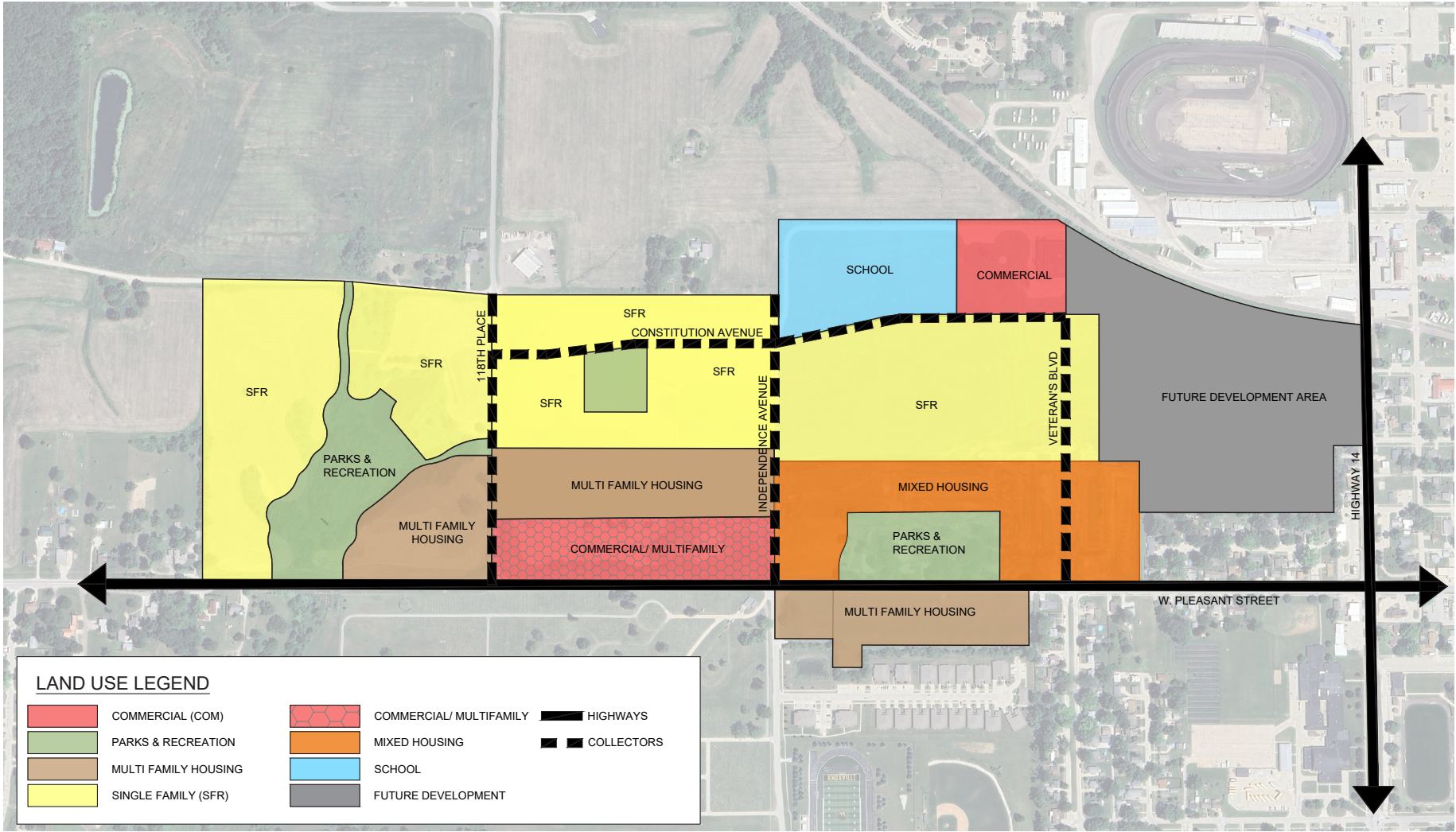
Organizing Principles for Development in the Veterans District

development phases, to adapt to changing market conditions and opportunities.

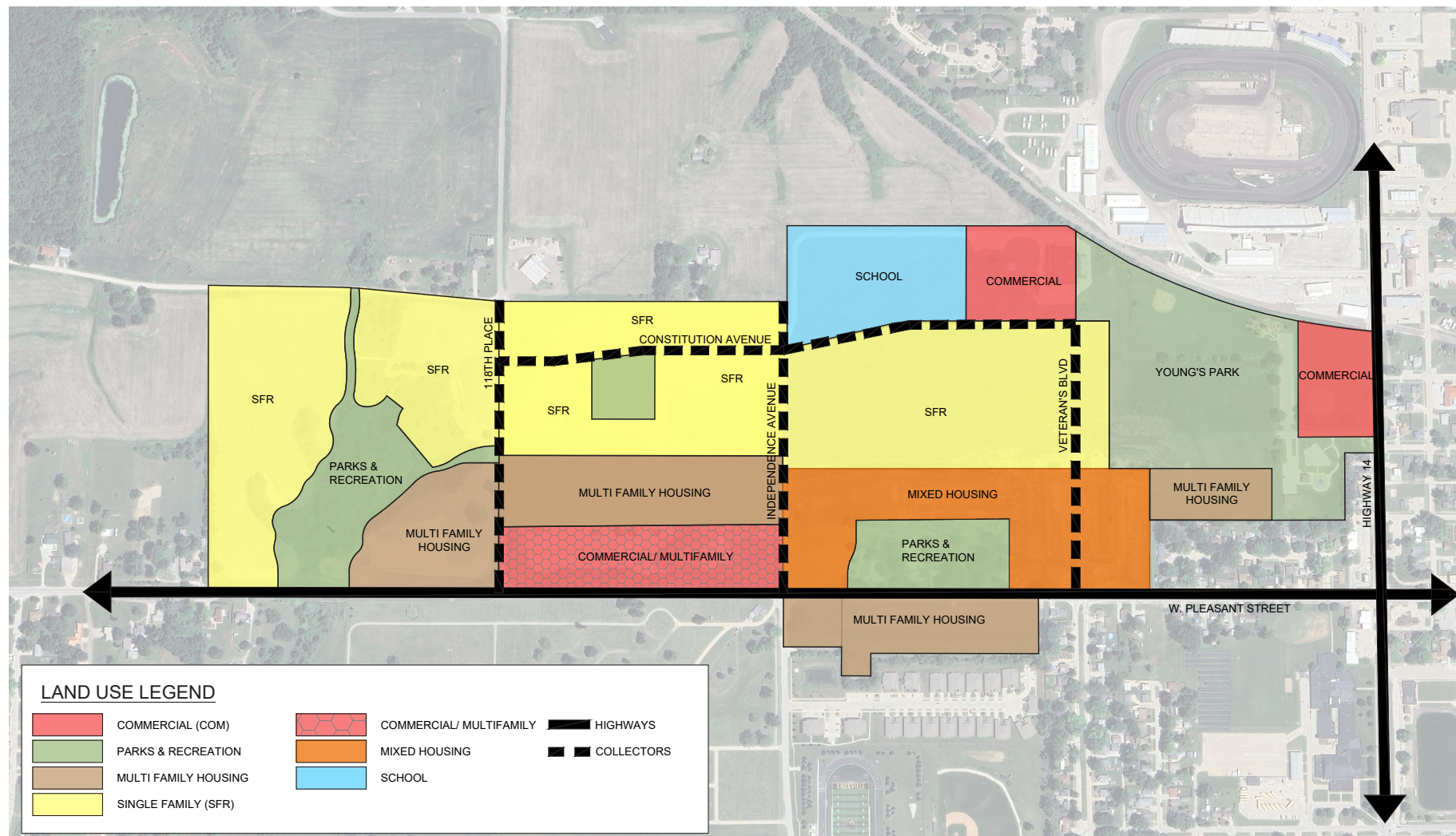
The following principles included in the Council-approved Land Use Strategy with minor modifications can be used to guide redevelopment in the District.

- 1) The principal land use should be residential.
- 2) Opportunities for commercial and mixed-use development should be provided.
- 3) Public uses should be accommodated based upon both local and civic needs.
- 4) A wide range of housing types and tenures, appealing to a diversity of households and incomes, should be provided for.
- 5) Provisions should be made to commemorate the history of the VA Hospital in Knoxville.
- 6) Steps should be taken to retain and enhance existing natural areas.
- 7) Phasing plans should be formulated to ensure that infrastructure investments are made in an efficient and timely manner.
- 8) The Concept Plan should offer sufficient detail to guide future development but with the flexibility, especially in subsequent

LAND USE PLAN



ALTERNATIVE LAND USE PLAN



Land Use Concept

The Land Use Policy Map provides an indication of how the Veterans District is expected to develop over time. Particular comments concerning the proposed land use areas are as follows.

FUTURE DEVELOPMENT AREA (GRAY)

Youngs Park, which includes a ballfield, soccer field, playground, skate park, washrooms, maintenance building, and parking lot, is located on land that the City has committed to maintain as parks and open space in perpetuity.

This commitment to the Federal Government, which was given in exchange for the land and some grants to assist in building the facilities, can be transferred to other locations with the permission of the National Park Service (NPS).

The 3-acre ballfield, which fronts on to Highway 14, is an excellent location for a major commercial development. The City intends to proceed with the transfer of the park and open space dedication when it is able to secure a commitment for a suitable commercial project. The process of transferring the parks and open space dedication, however, may require as many as two years to complete.

One alternative park and open space dedication could involve the lands immediately to the west of the ballfield and skate park, where the development of new baseball and soccer fields could occur. The advantage of this location is that it would significantly reduce infrastructure costs since the skate park already contains washrooms and a maintenance building. (See Land Use Policy Alternative Map).

THE LAUNDRY BUILDING (RED)

The former VA Laundry Building is a 20,000 + SF facility that has been retained for potential future use. Conversion to some form of public-oriented use is preferred.

Acceptable uses could include various retail and entertainment establishments, an indoor recreation center, career training or education center, offices, or possibly light industrial facilities.

If no suitable user can be found, demolition of the building could also be considered. In that instance, this location would be suitable for some form of housing development.

COMMERCIAL & MULTI-FAMILY (RED)

A portion of the north side of Pleasant Street has been set aside for neighborhood commercial and multi-family development. The development may take many forms, including single story commercial buildings; mixed use buildings, apartments or attached dwellings. The exact mix of uses in this area will depend upon market demand.

MULTI-FAMILY DEVELOPMENT (BROWN)

Three potential multi-residential sites are identified in the Concept Plan. These sites have been set aside for attached dwellings or apartment buildings. The initial focus of development should occur along the south side of Pleasant Street.

MIXED RESIDENTIAL (ORANGE)

The mixed residential area, now under construction, has been

zoned for Planned Unit Development to accommodate a new urbanism-style subdivision. The PUD provides for small-lot single-detached, duplex, and three-unit attached dwellings. Garages are to be located to the rear of the lots and accessed via paved alleys.

SINGLE FAMILY RESIDENTIAL (YELLOW)

The size of the area accommodating single detached dwellings has been significantly increased in the Concept Plan in response to findings contained in the 2023 Knoxville Community and Housing Needs Assessment.

While single detached dwellings are expected to be the predominant housing type in these locations, varying lot sizes and subdivision formats should be anticipated. The general expectation is that the single family areas located east of Independence Avenue are more likely to have smaller lots and be organized in an urban format, while the areas west of Independence are more likely to utilize larger lots and a more suburban format.

This distinction, in part, is being made in response to the changing topography. The land located east of Independence Avenue is flat, while the land located to the west has greater relief.

PARKS, RECREATION, AND OPEN SPACE (GREEN)

Four open space areas are anticipated in the Concept Plan. They include: Youngs Park (in some form); Veterans Park (i.e., the recently completed 3-acre park with splash pad); the small historic Schlotterback Cemetery located west of Independence Avenue; and the sloped natural area

located west of 118th Place.

Veterans Trail which passes through the District and connects Young's Park to the Marion County Campground and Compentine Trail has already been completed. The development of additional trails should be considered within the context of the Knoxville Bike and Trail Master Plan.

SCHOOLS (BLUE)

The Knoxville Community School District is considering the possible development of a new elementary school within the Veterans District. The School District has identified this location as their preferred development site.

If the School District chooses not to proceed with construction of the school, residential development of this area would be a preferred option.

HIGHWAYS AND COLLECTORS

The Veterans District is served by two major roads. Highway 14 (Lincoln Street) is located on the east end of the District and provides access to the north and south. Business Highway 92 (Pleasant Street) provides access to the east and west. Both highways connect to Highway 5.

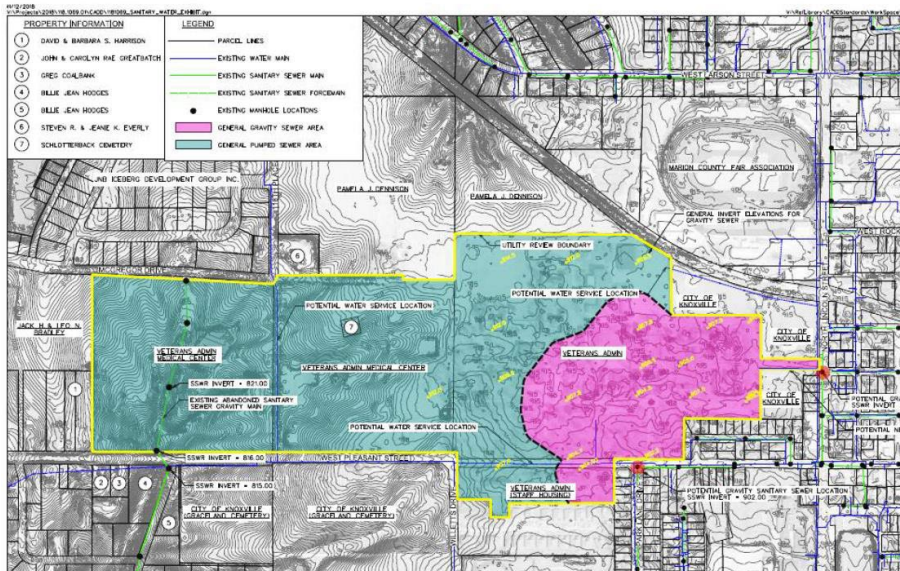
The Concept Plan anticipates four streets serving in a local collector capacity. They are:

- 118th Place;
- Independence Avenue, which becomes Willetts Drive south of Pleasant;

- Veterans Boulevard, which becomes Park Avenue south of Pleasant; and
- Constitution Avenue, which follows the earlier east-west street of the same name.

Of the four local collectors, Independence Avenue is expected to carry the highest traffic volumes. Veterans Boulevard is expected to accommodate the lowest traffic volumes, but would provide direct access to the Laundry Building. Traffic volumes on 118th Place and Constitution Avenue will depend upon the nature of the development adjacent to them. None of these collector streets are expected to accommodate any more than 3,000 vehicles per day.

SANITARY LIFT EXHIBIT BY SNYDER & ASSOCIATES



PHASING AND SERVICING

The following map shows how drainage patterns in the Veterans District are organized. For the areas shown in pink, the sanitary system can drain by gravity to existing lines to the east and south. For the areas shown in blue, the sanitary system must drain to the west with the assistance of a lift station.

As the cost of building the lift station is in excess of \$1 M, the initial development in the District has been concentrated in the east. To the extent possible, this approach should be continued. At a certain point, however, investment in the lift station to open new areas for development will be necessary.