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FIRST

ANNUAL REPORT

METROPOLITAN PLANNING COMMISSION
KNOXVILLE - KNOX COUNTY

April 1957 - April 1958

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Although the Metropolitan Planning Commission was created by resolution of the Tennessee State Planning Commission on April 13, 1956, the organization had only a skeleton staff until September of the same year when the Director and Chief of Advance Planning became affiliated with the staff. Even then the staff operated with a skeleton staff of key employees until July 1, 1957 when the two Associate Planners - one a graduate of the University of North Carolina and one a graduate of the University of Illinois - were brought on as staff members.

In April of 1957 there were a total of thirteen full-time staff members. This consisted of the Director, the Chief of Advance Planning, the Chief of Operations, two Assistant Planners, Two Planning Aides, two Secretaries, three Draftsmen and a Clerk.

In July, 1957, the staff picture changed when two Associate Planners were affiliated. Due to some resignations from the staff, the overall number of staff employees did not change and the total number of full-time employees remained at thirteen. After the approval of our 701 program on November 8, 1957, the staff was considerably expanded and today we have a total of twenty-three employees working either full-time, on a full-time temporary basis or part-time on a temporary basis. The regular full-time employees of the Metropolitan Planning Commission are a Director, the Chief of Advance Planning and the Chief of Operations, two Associate Planners, one Assistant Planner, one Planning Aide, an Administrative Assistant, two Secretaries, three Draftsmen and a Clerk. All told, the Commission has fourteen regular full-time employees. In addition to the fourteen regular full-time employees, we have eight temporary employees working on a full-time basis including two who are working with the County Mapping Bureau on our base maps project. We also have one temporary employee working as a part-time draftsman and a janitor who we pay approximately \$30 per month.

Much of the Director's time during the period from April 1957 to April 1958 has been devoted to maintaining contact with other departments of City and County Government and addressing various civic bodies throughout the City and County. This need to keep the public informed on the functions and activities of the Metropolitan Commission has been such that it has been impossible for the Director to handle it all and the Chiefs of Advanced Planning and Operations, and the Associate Planners have assisted on this. On occasion it has been necessary that the Director and the Chiefs appear before various civic groups at the same time.

During this past year the position of Administrative Assistant was created to assist the Director in maintaining adequate records on our 701 Program as to the overall project and the sub-projects which are a part of the program. In addition, complete records are being maintained on our entire program. On March 18, these records were checked by a Federal Auditor and our system was approved. The Director has had to work very closely with the Administrative Assistant on these matters.

SUMMARY OF ADVANCED PLANNING ACTIVITIES

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During the early part of 1957 the staff activities of Advanced Planning were primarily associated with the preparation of a program for studying the Inter-regional highway system. As an initial step toward this end, all available materials regarding the preliminary plans of the system were obtained from the State Highway Department and were incorporated into a preliminary highway plan for the metropolitan area. Two important additions to the super highway system were recommended by the staff at this time- the loop system for the downtown area and a proposed southern belt route. Continual contact with State and Federal officials have been made throughout this year as a means for adjusting the road plan to local needs. During this period of time the loop system for the downtown area has received State and Federal approval to be included within the State primary road system and the engineering detailing of this route has been virtually accomplished. Alternative locations for the Southern Belt route were prepared and submitted to the State Highway officials for inclusion in the Interegional System and approval was subsequently received in regard to the location of the route. However, the route has not been placed in the building program as yet. More recently staff efforts have been devoted to the study of the North Shore Drive extension as an integral part of the super highway system and has been considered by State Highway officials. Discussions regarding this matter are continuing.

Shortly following the beginning of the year the city became interested in the possibility of the creation of a Union Bus facility in light of the fact that Greyhound Bus Lines were interested in finding new terminal facilities. At the request of city council, the staff carried out a survey to determine the user characteristics of the three major bus lines, in order to determine the feasibility of a union bus terminal facility. The results of the survey were presented to the City Council for their use in discussing this matter.

In May and June 1957 staff efforts were largely devoted to the formulation of the 701 program. Five projects were included in this proposed program consisting of the preparation of base maps, an existing land use survey for the entire city and county, a community facilities study, a traffic and circulation study and zoning standards for industry. The base map program anticipated the preparation of an atlas of property maps covering the entire city and county at a scale of 1" = 250 feet and 1" = 500 feet. In addition road maps at scales of 1" = 2000 feet, 1" = 4000 feet and 1" = 8000 feet were also included as final projects to be accomplished during the period of the program. It was anticipated that the land use survey would provide an atlas of maps. They would show land use of each individual parcel of property within the city and county. In addition generalized use map at a scale of 1" = 2000 feet was to be prepared. The staff anticipated that the Community Facilities study would include the mapping and preparation of charts showing existing recreation, school and other public facilities in addition to the collection of data on services such as water and sewer facilities as well as police and fire protection and garbage collection. The major purpose in making this study was not only to acquaint the staff with the existing facilities of these various interest areas, but also to assist in pointing out deficiencies, if any, and problems peculiar to each facility.

The Traffic and Circulation study was proposed to include the compiling of basic information regarding traffic volume and movement in order to assist in the above mentioned program of relating the inter-regional system to the planning regions major roads and streets.

In order to take advantage of the latest thinking and techniques of the field of traffic engineering, it was anticipated that consultant services would be utilized in the collection of this basic data. In an attempt to up-date the zoning of the planning region, particularly in light of the need for protecting potential industrial properties, a study was contemplated regarding the development of zoning standards for industries. Formal application was made in July for matching funds to assist in carrying out these five projects.

Staff attention was devoted to the study of the Wall avenue extension area and a preliminary plan was prepared for development of the area, including traffic patterns and off-street parking facilities, in anticipation of the completion of the construction of this project. These recommendations were presented to City Council and were adopted by this body. Subsequent alternative plans were prepared regarding the development of off-street parking facilities within the project area.

In May, discussions were held with the Chamber of Commerce regarding the possibility of preparing an industrial sites studies for Knox County. Because of the shortage of permanent staff at that time, funds were obtained from the chamber to assist in financing this project. Two graduate students from the Dept. of CP at the University of N. C. were obtained through that department's internship program and carried out this study under the supervision of this staff during the summer months. A report was published for their findings and is to be used as the basis for the zoning standard study of the 701 Planning Program.

In July, the professional staff was expanded with the arrival of Mr. Hopkins, and Mr. Babb, graduates in the department of CP from the University of Illinois and North Carolina respectively. A civic auditorium-coliseum study was initiated at this time and culminated in the bond referendum held in November and the subsequent selection of a site for this facility.

During this study period, staff efforts were directed to the investigation of the functions such a facility would serve in this area. This information along with a survey of local existing facilities was then translated into a building program. A review of the qualifications of local architects was made to determine the choice of the firm to do the preliminary design work and construction estimation of the structure. Following the selection of the firm a series of consultations was held with them and an auditorium manager to review the proposed building program. A public relations program was also formulated in conjunction with the Knoxville Chamber of Commerce in order to assist in obtaining a favorable referendum vote for the bond issue necessary for financing this project. Following the referendum alternative sites were studied and the potential of the favored site was prepared in some detail.

During the same period of time staff efforts were also devoted to the study of rezoning for the construction of the eastland shopping center. Because existing zoning regulations did not adequately handle the development of a unified shopping center or provide adequate protection for the surrounding area, specific regulations were drawn up and adopted by the Metropolitan Planning Commission for recommendation to the City Council and the County Commissioners and were subsequently adopted by both legislative bodies. Because of the proposed shopping center's potential affect on the existing shopping facilities in Burlington, and because of the future by-passing of this business district by the proposed Asheville highway interchange, contacts were made with the Burlington businessmen, concurrent with the study of shopping center zoning. Recommendations were presented to this group to assist them in arriving at a solution to these two problems facing them.

In October of this present year work was undertaken to develop a zoning plan for the 8th Civil District of Knox County. A preliminary land use plan was drawn up for the district and in accordance with this plan preliminary zoning boundaries were prepared. Contacts were made with both individuals and major industries of the district to determine the attitudes to the preliminary zoning plan. Community Clubs were subsequently contacted to further acquaint the staff members with the attitudes of the local people to be affected as well as to indoctrinate these people with the purpose and principles of zoning. The final drawing up of the zoning plan has recently been completed.

In answer to an increased demand the mapping staff prepared an up-to-date road map of the Metropolitan area. This map was subsequently adopted by the county commission as the official county land map. At the same time a composite map of TVA Topograph Quadrangles was prepared as a supplementary study map with slightly expanded coverage. Following the completion of this map, copies were used in the preparation of the "growth patterns map" along with the revised preliminary highway plan initially prepared in January of 1957.

During the latter part of 1957 discussion regarding an urban renewal program for Knoxville were held with the Knoxville Housing Authority. Staff efforts was devoted to investigating specific sites which could be prime prospects for urban renewal projects. Two areas were subsequently delineated through field observations and analysis of census information. The more favored site was the one to the east and south of the the present riverfront Willow Creek redevelopment project. A workable program is also being prepared by the staff for submission to the mayor. Once this document has been approved by the HFHA, formal application of the urban renewal project may be made.

In November of 1957, approval of the 701 application was recurred from HFHA and work was immediately begun on two of the projects of this program, the preparation of base maps and the collecting of land use data. The drafting work associated with the preparation of the 1" = 2000 feet scale and road map has been completed and is awaiting photographic reduction. Updating and correcting of the city ward maps as a means for preparing the atlas of maps is in progress. The land use project was begun including the preparation of a legend and the training of field crews responsible for the collection of the field data. Progress to date includes the mapping of all of the city wards and portions of the Western extension of the county. The transcribing of this information to the final atlas of land use maps is also under way.

More recently staff activities have been devoted to the traffic and circulation study and community facilities study. Contacts has been made with three traffic engineering firms in accordance with the project as described in the 701 application. Work is also in progress in organizing and outlining the community facilities study, the section pertaining to schools having been started in March following contact from the county schools superintendant.

Because of the staff's feeling for a need more clearly to explain the functions of the loop system and other planning proposals for the down town area, the construction of a model of this area has been considered. Financing for this project is being supplied by Downtown Knoxville Inc. and the Chamber of Commerce. A map of this area is presently in preparation and will be used as a basis for the building of the model, through the assistance of student groups in Fulton High School.

Staff activities have also been devoted to the preparation of a newsletter describing the Planning Commission's problems and activities. Although initially it was thought that this would be a product of this agency, it was finally decided that the Knoxville Technical Society could better handle the matter with assistance from the Metropolitan Planning Commission. Two editions have been published to date and will continue to be published on a quarterly basis.

Several meetings have been held with officials of TVA and TSPC to discuss the ramifications of the proposed Melton Hill Reservoir on adjacent areas. A generalized land use plan is being developed by the staffs of these three agencies. They will include the consideration of needed changes in road patterns of the area anticipated, residential, industrial and recreational development and more specifically the location of State and County recreation areas and barge unloading stations.

SUMMARY OF OPERATIONS SECTION ACTIVITIES

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During the year from April 1, 1957 to March 31, 1958, the Operations Section of the Metropolitan Planning Commission has processed and submitted to the Commission 74 rezoning requests. Quite a number of these requests were deferred or withdrawn but were later acted upon by the Commission. The operations staff has checked into only the final action on the rezoning requests to date and the following is the action taken by the Commission on the requests presented to it:

48 - Approved
16 - Denied
6 - Deferred
4 - Withdrawn

In addition to the activities in processing and reviewing rezoning requests, the Operations Section has also processed and checked a total of 51 subdivisions. A total of 16 of these subdivisions were presented for preliminary approval of which 10 were approved and 6 failed for approval for lack of meeting our subdivision requirements. Thirty-five subdivisions were presented for final approval and all of these were approved by the Commission.

During the year from April, 1957 to April, 1958, 58 subdivisions were placed on record. These subdivisions contained a total of 1047 lots and 11.63 miles of new roads. These roads were, of course, accepted by the Knox County Board of Commissioners. Prior to their acceptance the roads were improved or a performance bond was filed with the Board of Commissioners to insure that the roads would be improved to meet County specifications. The majority of the subdivisions approved were located in the County and those located in the City usually involved the re-subdivision of existing developments of record.

The difference in the number of subdivisions considered and approved and those recorded is due to the fact that some of those approved prior to April 1, 1957 were not placed on record until after that date.

During the period covered by this report, April 1, 1957 to March 31, 1958, the Operations Section collected a total of \$ 2,213.21 in expendible receipts. Most of this money came from the \$ 15.00 charged for consideration of rezoning requests and the \$1.00 charge per lot for subdivisions before recording, as well as the sale of some of our maps to individuals and groups in need of them. The \$ 2,213.21 collected has been paid into the County Trustee's office and the receipts for this money were turned over to the Central Accounting office to be added to the regular account of the Metropolitan Planning Commission which covers the activities of the Operations Section.

In addition to its work in processing rezoning requests and subdivisions, personnel of the Operations Section have rendered assistance to the Advanced Planning Section in working out details involved on the downtown loop, extension of Northshore Drive, adjustments needed in and around the site of the Auditorium-Coliseum, etc.

FINANCIAL STATUS OF METROPOLITAN PLANNING COMMISSION

April 1957

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The Metropolitan Planning Commission of Knoxville and Knox County operates on the fiscal year basis, since the funds of the Commission are handled by the Central Accounting Office of Knox County and since this is the procedure followed by all units of County Government. The request for appropriations from the City is made on a calendar year basis, but out-funds are held in reserve and transmitted to the County at the beginning of each fiscal year.

Prior to March 1, 1957, the City Council of Knoxville approved our request for \$ 33,800 in funds to cover the operations of the Metropolitan Commission. Prior to July 1, 1957, the Board of Knox County Commissioners approved our request for a like sum giving the Commission an operating fund of \$ 67,600. Since it had been impossible to fully staff the Planning Commission prior to July 1, 1957, the Commission had a balance of \$ 9,621.60 remaining from the previous year. All told, as of July 1, 1957, the Metropolitan Commission had at its disposal from the sources indicated a total of \$ 77,221.60. These funds could be broken down as follows:

Balance remaining from previous year	\$ 9,621.60
City Appropriation	33,800.00
County Appropriation	<u>33,800.00</u>
Total	\$77,221.60

On July 3, 1957, the Planning Commission applied to the Housing and Home Finance Agency for a total of \$36,725 to be matched by a like amount of Commission funds for the carrying out of five basic projects. This application was made under the provisions of Section 701 of the Housing Act of 1954. On November 8, 1957, the Commission received a communication from the Housing and Home Finance Agency indicating approval of our request for Federal funds and upon requisition a check in the amount of \$ 12,853.75 was transmitted to the Commission, representing 35% of the amount approved by the Housing and Home Finance Agency.

In order to follow the recommended system of accounting for these funds the Commission set aside a total of \$ 36,725 of its own funds for matching purposes with the Federal grant. All told, the Commission had as of the date of receipt of the check from the Federal Government, a total of \$ 49,578.75 in its 701 program. On or about May 8 of this year the Commission will be requisitioning an additional 55% of the total amount authorized for our 701 program by the Federal Government. This will bring the total made available to our 701 program up to \$ 69,777.50. Upon the conclusion of our 701 program on November 8, 1958, the Commission will be requisitioning the remaining 10% of the Federal funds allocated, or a total of \$ 3,672.50, bringing our total 701 program up to \$ 73,450.00 set up for this project.

It is the staff's desire, upon the conclusion of this program, to initiate another similar type program on or about November 9, since considerable additional funds are being made available under the 701 provisions and since there is much basic work that remains to be done here in the Metropolitan area.

As of March 31, the Metropolitan Commission had expended \$20,611.33 toward the completion of its 701 program which is officially known as Project Tenn. P-7. The major amount of money expended to date has been on the Base Maps Project, the Land Use Survey and Zoning Standards for the City and County. The Community Facilities and Services Study has been outlined and we shall be fully underway on our Traffic and Circulation Study in the near future. These latter two projects had to be held up pending further progress being made on the preparation of adequate base maps and our land use survey, since the data secured in these two projects will be essential in the work to be undertaken in the Community Facilities Study and the Traffic and Circulation Study.

A balance sheet of the type submitted monthly to the Housing and Home Finance Agency is appended to this report for your review. This indicates where we stood as of March 31, 1958 on this program.

In setting aside a total of \$ 36,725 to match with Federal funds allocated, but not received to date, the Commission will be operating in the red on its regular account until July 1, 1958. Since our 701 and regular accounts are being maintained in subsidiary ledgers this will not show up in our overall account. In fact we shall have quite a surplus in our total account.

According to our records the Commission had a total deficit in its regular account of \$ 3,212.11 through March 31, 1958. This deficit is to a very real extent off-set by our expendible receipts which amounted to \$ 2,213.21. The expendible receipts included our charges for the processing of rezoning requests, the recording of subdivisions and the selling of maps to individuals or groups requesting them. Our expendible receipts cover the period of April 1, 1957 through March 31, 1958.

Projecting the present deficit in our regular account through June 30, 1958 the total deficit in this account should be approximately \$8,400. This figure will be reduced, of course, by expendible receipts during this period of time.

In order to avoid again being in the red on either our 701 or regular accounts, we shall in the future be matching Federal funds as they arrive, dollar for dollar. Had we followed this procedure in our present accounting setup, we would have had a reasonable surplus in our 701 account and a very substantial surplus in our regular account.

The overall balance of funds available to the total Metropolitan Planning Commission account (both 701 and regular account) as of March 31 was \$27,968.47. By July 1, 1958, the Planning Commission should have added to its total account \$ 67,600 representing both the City and the County appropriations and to this, of course, would be added \$20,198.25 which will be requisitioned from the Housing and Home Finance Agency in May.

Balance Sheet as of March 31, 1958.

A S S E T S

Cash in Bank (Knox County Trustee Office)	\$	\$28,967.37	\$
Accounts Receivable:			
Federal Grants	23,871.25		
Grants of Applicant	0.00		
Other Non-Federal Grants	<u>0.00</u>	23,871.25	
Project Cost Control:			
Salaries and Wages:			
Applicant's Technical Personnel	16,443.53		
Applicant's Administrative Personnel	3,189.15		
Tech. Personnel of Mun. Public Agencies	0.00		
Tech. Personnel of Other Pub. Agencies	<u>0.00</u>	19,632.68	
Contract Service:			
Contracts with Technical Consultants	0.00		
Contracts with Municipal Public Agencies	<u>0.00</u>	0.00	
Travel		527.80	
Other Expenses:			
Reproductions and Publications		<u>450.90</u>	
Total Assets			<u>\$73,450.00</u>

LIABILITIES AND CAPITAL

Liabilities:

Accounts Payable	0.00	
Accrued Liabilities	<u>0.00</u>	
Total Liabilities		0.00

Capital:

Federal Grants		\$36,725.00
Grants of Applicant	\$36,725.00	
Other Non-Federal Grants	<u>0.00</u>	<u>36,725.00</u>
Total Liabilities and Capital		<u>\$73,450.00</u>