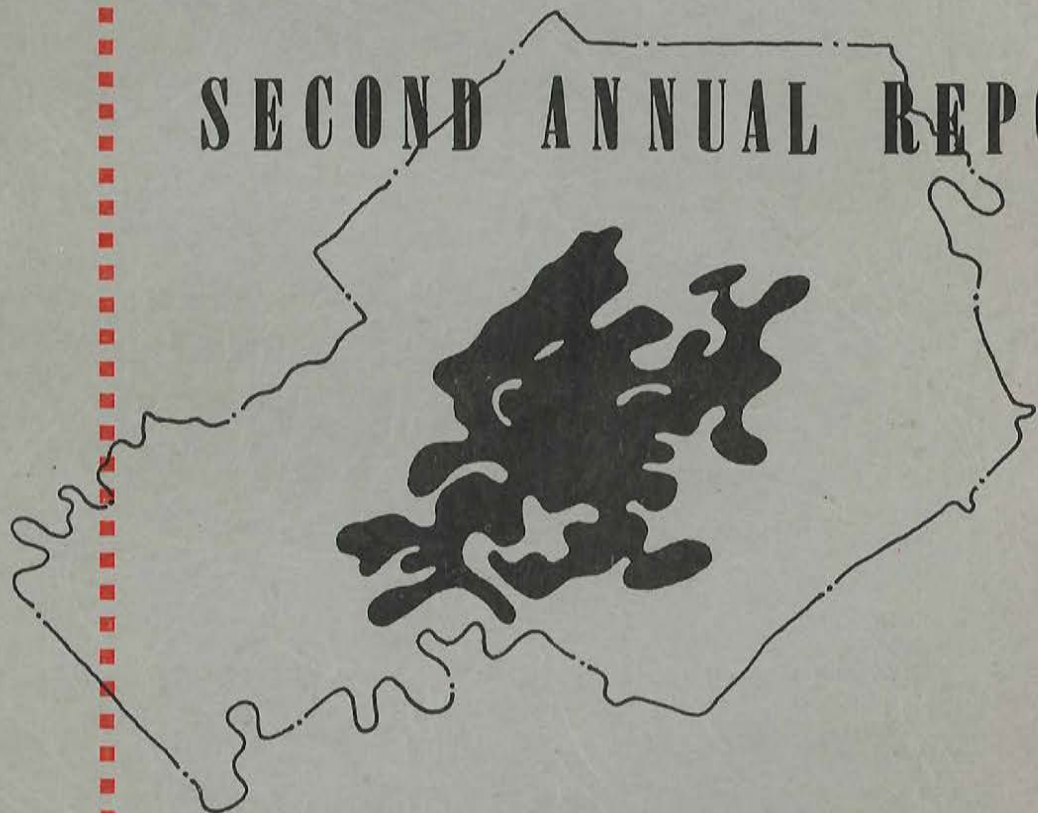


P5-K2
1959

SECOND ANNUAL REPORT



MPC

METROPOLITAN PLANNING COMMISSION

Knoxville

Knox County

METROPOLITAN PLANNING COMMISSION

of

Knoxville and Knox County

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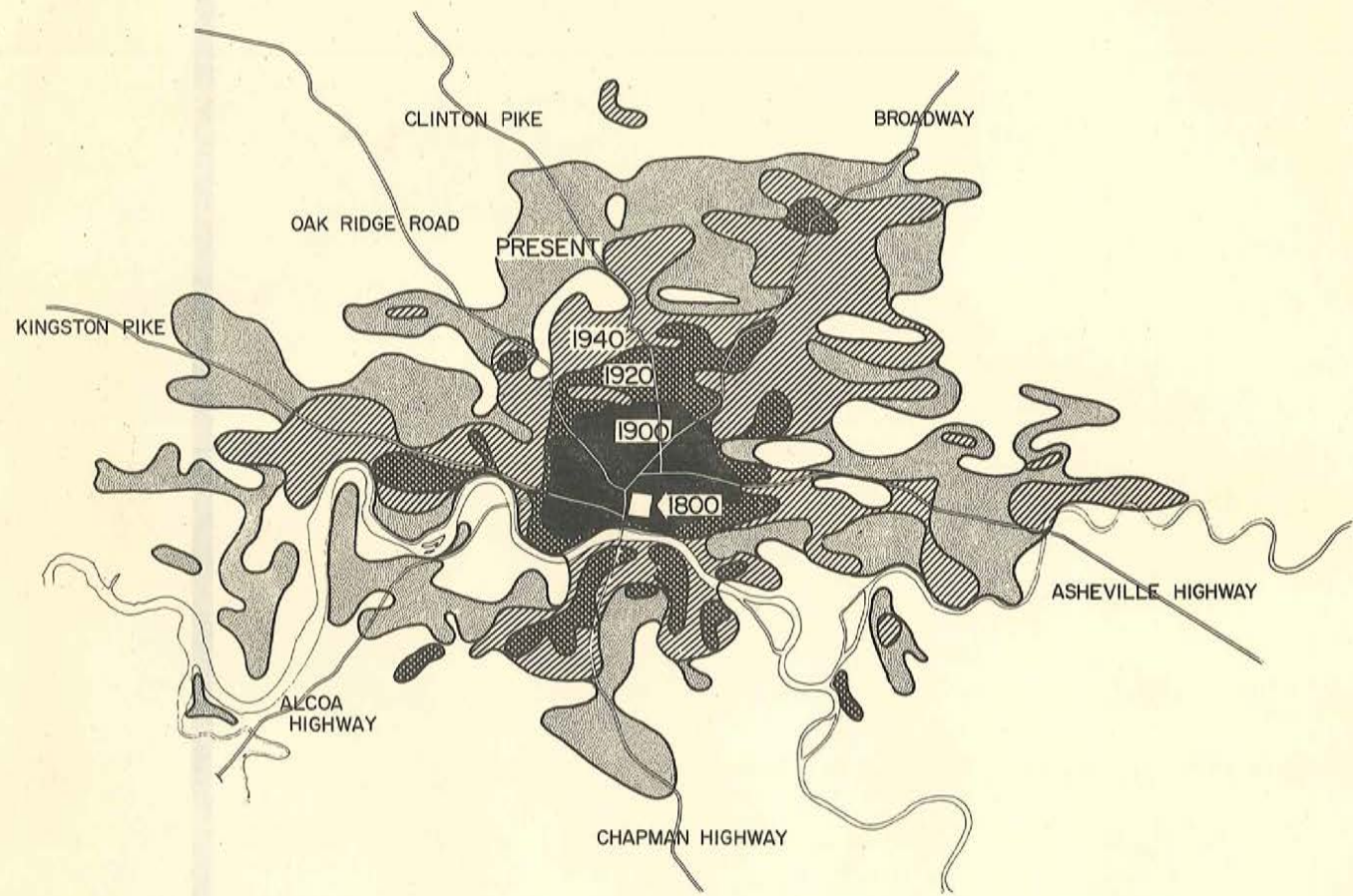
SECOND ANNUAL REPORT

April 1958 - March 1959

METROPOLITAN PLANNING COMMISSION

Knoxville and Knox County, Tennessee

March 1959



URBAN GROWTH OF METROPOLITAN KNOXVILLE

Since 1900 the population of Knox County has tripled, but the amount of land in urban uses has increased twelve times. The above diagram shows, by twenty-year periods since 1900, how urban land uses have expanded outward from the central city.

administration

April of 1959 marked the third anniversary of the Metropolitan Planning Commission of Knoxville and Knox County, which was created after the Knoxville Municipal Planning Commission and the Knox County Planning Commission were dissolved. The Commission was entrusted with all the powers, duties and responsibilities of the two separate organizations. The creation of the Commission was the outgrowth of the recognition of the inter-dependence existing between the City and County which clearly indicated the need for coordination of development in these two areas of jurisdiction.

An annual report was not issued in April of 1957, since the Commission was still in the organizational stages and its staff had not been brought up to the level necessary to institute a full program. At the time of its creation, the Metropolitan Commission had only a small staff composed entirely of operational personnel. It was not until September 1956, when the Director and Chief of Advance Planning were employed, that the staff began to expand. Even then, the Commission operated with a minimal staff until July 1957, when two associate planners and other personnel were employed to bring the total permanent staff organization to fourteen full-time employees.

It is the responsibility of the Metropolitan Planning Commission to assist other departments of City and County government in the planning of public facilities for the two areas of jurisdiction. These facilities include such things as roads, schools, recreational areas and other facilities and services of a public and/or semi-public nature. The Commission is charged with the responsibility of recommending adjustments to the chief legislative bodies of the City of Knoxville and Knox County in amending and up-dating our zoning regulations. In addition, the Commission is directly responsible for approving subdivision plats and recommending adjustments in our road system. It is the responsibility of this Commission ultimately to provide a framework for the sound development of both the City and County.

In order for the Commission to give the type of assistance that will be of maximum benefit to both the City and County, it is essential that it have at its disposal an adequate source of materials pertaining to the physical economic and social situation as it now exists in the City of Knoxville and Knox County. It is also important that the Commission have a full understanding of the problems confronting the area. Although the Knoxville Municipal Planning Commission had been in continuous operation since 1925 and the Knox County

Planning Commission had been in operation since 1940, little work had been done in collecting background information for the City and County other than that undertaken by Harland Bartholmew and Associates in the late twenties, and data gathered during the years 1948 to 1950, when the Municipal Commission had adequate staff. It was, therefore, necessary that the Commission undertake as the first phase of its program the job of collecting basic data and source material on the City and County. This would have required several years to complete, had the Commission found it necessary to rely solely upon its own financial resources. Fortunately this was not necessary, since the Metropolitan Planning Commission qualified for Federal assistance under the provisions of Section 701 of the Housing Act of 1954, as amended. Through this Housing Act the Commission was granted funds enabling it to prepare the first phase of its program which involved the collection of this essential background information. The specific projects undertaken under this application are covered in more detail under the Advance Planning Section of this report.

In all, the first program involved the expenditure of \$73,450 of which a half, or \$36,725.00, was provided by

the Federal Government.

The Federal contribution enabled the Commission to employ a temporary staff which worked approximately 13,000 hours on the five basic projects undertaken.

While the 701 Program of the Metropolitan Planning Commission was of major importance and involved the majority of the time of the Advance Planning Section, it was essential that current problems be handled also. This meant that the Commission's staff was involved in a double program- collection of basic data for long-time needs, and assistance in day-to-day problems as they arose. Considerable staff time was devoted to aiding the administrative branches of both City and County government on such matters as the development of a proposed expressway system for Metropolitan Knoxville, which would incorporate the interstate road network.

The first stage of our program was completed in February of 1959, and on April 3, 1959, the Commission received approval of its second application for 701 assistance.

The projects contemplated under this new 701 application include

(1) A complete analysis of land use in Knoxville and Knox County, based upon the land use survey completed

during the past year;

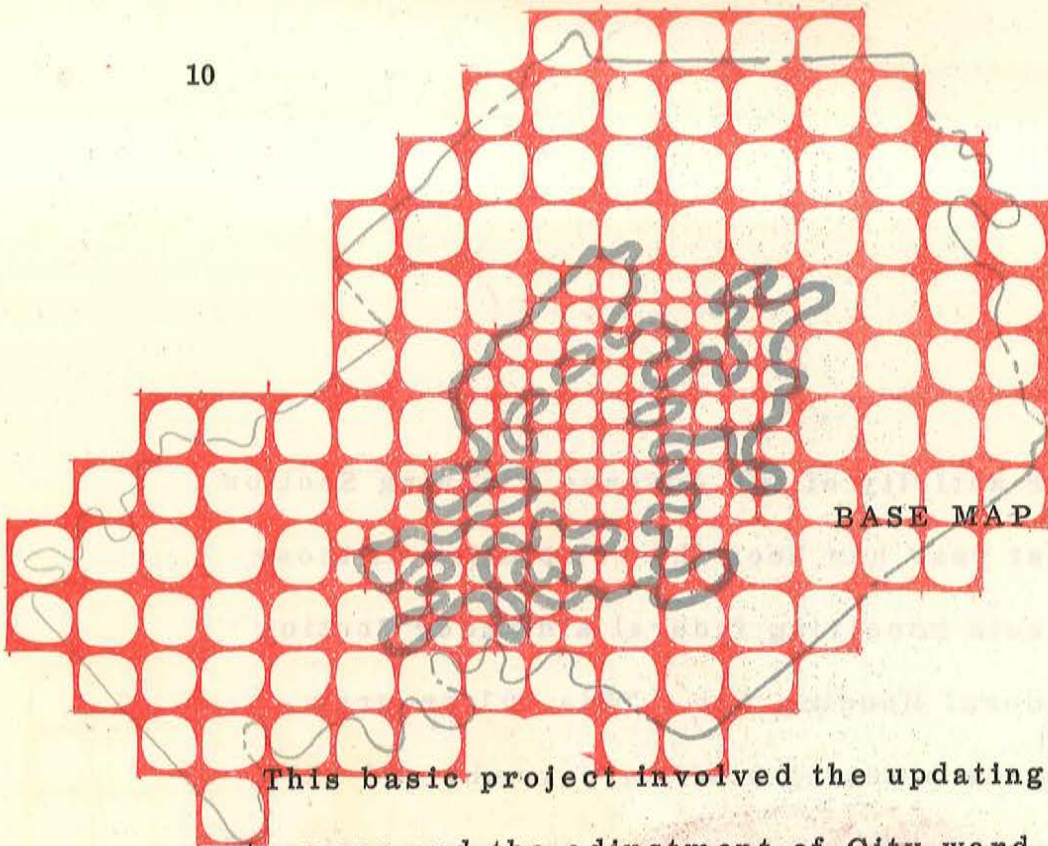
(2) A neighborhood analysis of Knoxville and Knox County to define logical neighborhood and community units;

(3) A sanitary sewer study of Knoxville and Knox County to formulate a program for the provision of adequate sanitary sewer facilities; and

(4) A major thoroughfare plan for the City and County which will relate the interstate highway system to an integrated and efficient system of local streets and roads.

In addition to these basic studies to be carried out with Federal assistance, several other studies are programmed during the coming year. These include the completion of the study of industrial sites within the County, assistance in the City urban renewal program and assistance with physical problems associated with the downtown. Staff time will be required in the continued up-dating of base maps and land use information, as well as in special site studies and location problems.

The major activity of the Advance Planning Section during the past year has been the completion of those planning projects receiving federal aid under Section 701 of the Federal Housing Act. This 701 program, undertaken by the planning staff in November of 1957, consisted of five basic projects: 1) the preparation of base maps, 2) a land use survey, 3) a study of community facilities, 4) the development of zoning standards for shopping centers and industrial districts, and 5) a traffic and circulation study for Metropolitan Knoxville. These comprehensive projects consisted of the collection and compilation of basic information relevant to the planning region and, along with continued future studies, will form a sound and factual basis for future planning recommendations. In addition to the 701 program, a number of other more specialized studies were conducted, and assistance was provided by the planning staff to several other departments of City and County government. Each of these major studies is here discussed separately.



BASE MAP PREPARATION
- 701 PROJECT

This basic project involved the updating of County property maps and the adjustment of City ward maps using TVA quadrants as the control. A total of 145 maps were prepared: one of the central business district at a scale of 1" = 100', 53 at a scale of 1" = 250' for the urbanized area (the City of Knoxville and its urban fringe), and 88 at 1" = 500' of the remaining quadrants of the County. In addition, overall base maps were prepared at scales of 1" = 2000', 1" = 4000', and 1" = 8000' of the total City-County area.

In the future, the Knox County Mapping Bureau will be keeping the County property maps current, and the Service Department of the City will be maintaining the City maps in current condition. We shall continually revise our base maps at all scales on the basis of information received from the County Mapping Bureau and the City Service Department. As the

urban development of Metropolitan Knoxville continues, additional maps at 1" = 250' will be prepared. Adequate maps are basic to any continuing planning program, and we shall be using these maps in all phases of our future planning work.



LAND USE SURVEY

701 PROJECT

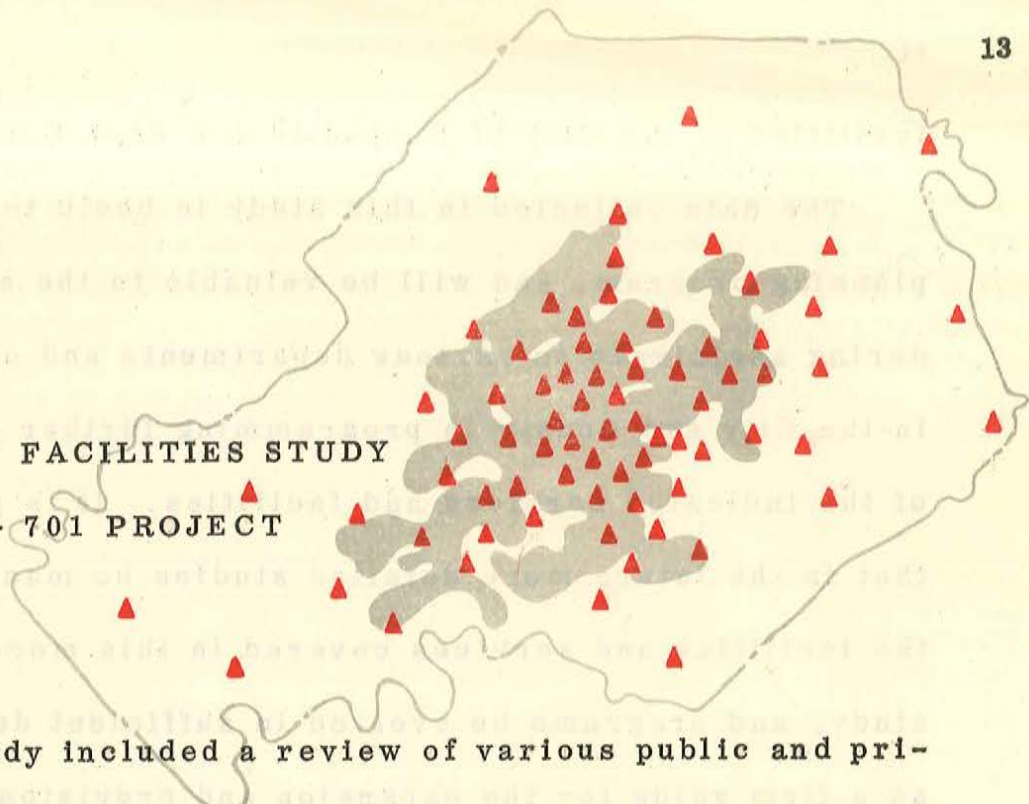
Involving a survey of the use of every parcel of land in the City and County, this project provides for the first time a comprehensive collection of much-needed basic information. Not only does this survey provide the planning staff with a firm and factual base for future plans and projections, but it also provides this information for other local public agencies.

The mechanics involved in completing this project included a field survey, which noted on work maps the

precise use of every parcel of land within Knox County, a total area of 528 square miles. These uses were classified into nineteen categories and recorded by means of a color code on maps placed in the atlas of maps permanently located in the Advance Planning office.

This atlas provides land use maps for the entire County at a scale of 1" = 100' for the central business district, 1" = 250' for the City and its urban fringe area, and 1" = 500' for the remainder of the County. From this atlas a more generalized land use map of the County was prepared at a scale of 1" = 2000'.

The planning staff is devising a system for continuous updating of these maps which will utilize information from the Knoxville Utilities Board and the City and County Building Inspectors' Offices. A more complete explanation of the survey methods and the land use classifications used in this study is contained in Land Use Survey-Legend and Classification, prepared by the planning staff in January, 1959.



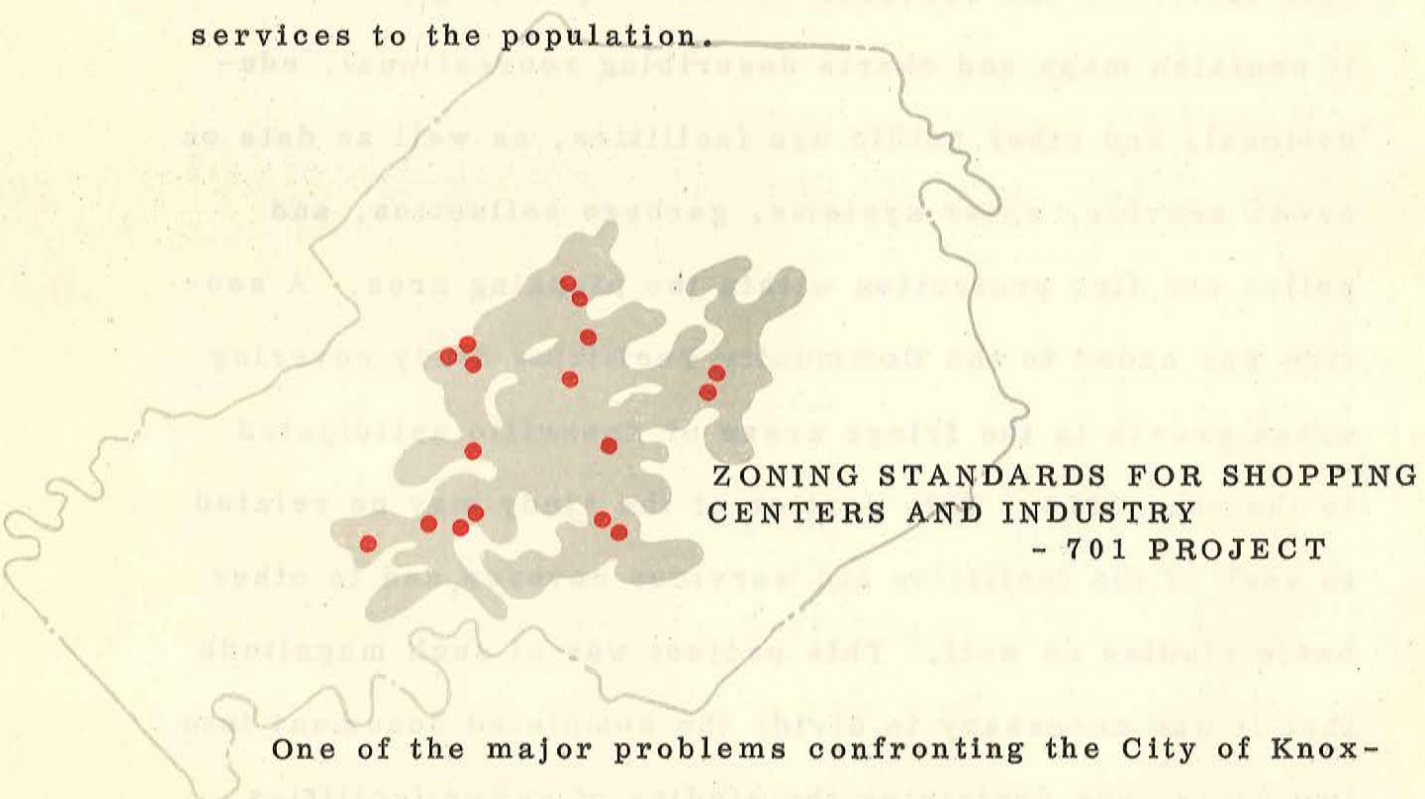
COMMUNITY FACILITIES STUDY

- 701 PROJECT

This study included a review of various public and private facilities and services within the planning jurisdiction. It contains maps and charts describing recreational, educational, and other public use facilities, as well as data on sewer service, water systems, garbage collection, and police and fire protection within the planning area. A section was added to the Community Facilities Study covering urban growth in the fringe areas of Knoxville anticipated to the year 1975. This portion of the study may be related to each of the facilities and services covered, and to other basic studies as well. This project was of such magnitude that it was necessary to divide the completed document into two parts, one containing the studies of sewer facilities, water, garbage collection, police, and fire protection, and the other devoted strictly to the school and recreational

facilities of the City of Knoxville and Knox County.

The data collected in this study is basic to a sound planning program, and will be valuable to the staff in rendering assistance to various departments and organizations in the City and County in programming further development of the indicated services and facilities. It is proposed that in the future more detailed studies be made of each of the facilities and services covered in this more general study, and programs be evolved in sufficient detail to serve as a firm guide for the expansion and provision of adequate services to the population.



One of the major problems confronting the City of Knoxville and Knox County has been the administration of zoning regulations which are not adequate to meet present needs. The zoning ordinance now in effect in the City of Knoxville

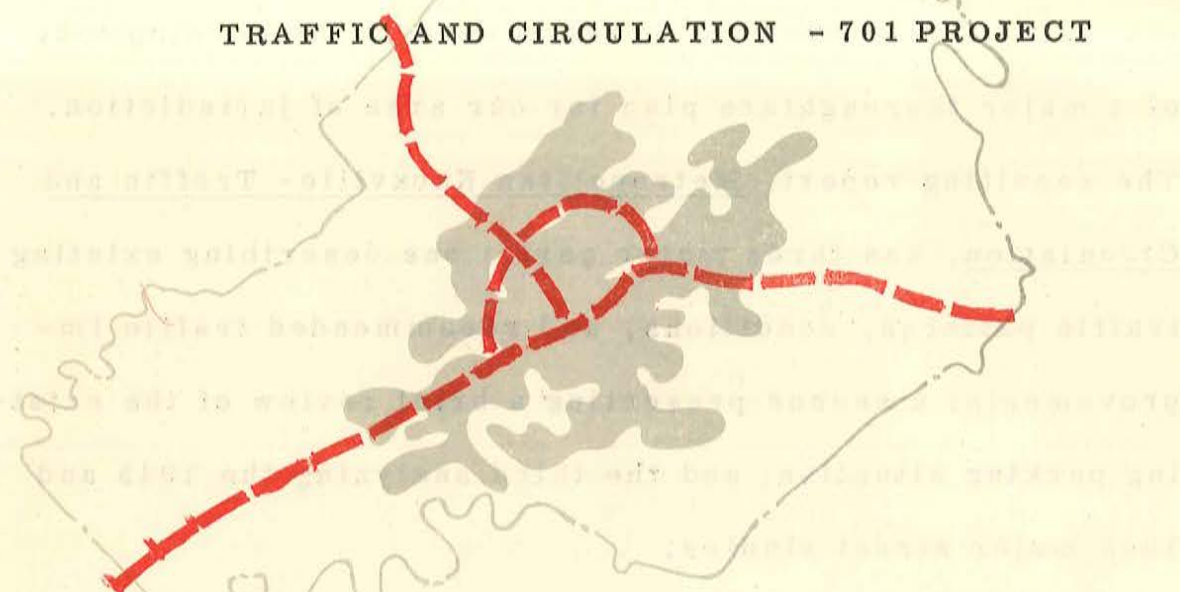
was developed by Harland Bartholomew and Associates in 1928, and , while it was adequate for the City at that time, it is hardly sufficient to meet modern needs. The zoning resolution of Knox County dates from May, 1941, when the old Tenth Civil District of the County was zoned; amendments extending coverage and revising the text have been made since that date. Much time and study will be required to evolve complete and adequate zoning controls for this area; however, we are presently faced with two problems of sufficient magnitude to demand immediate consideration.

The lack of co-ordination in the development of shopping centers is one of the major problems confronting this area of jurisdiction. The trend of shopping center development is a rather recent occurrence in Knoxville and Knox County. We have found our zoning regulations to be inadequate to assure proper development of these centers, particularly with respect to the regulations of access, the provision of adequate off-street parking, and the protection of adjoining uses which usually tend to be residential in character. The purpose of this phase of the study was to provide us with some guides for controls that should be evolved for shopping center development.

The other major phase of the zoning standards study was a review of existing controls contained in the County resolution and the City ordinance relevant to industrially-zoned property. Neither the City zoning ordinance nor the County zoning resolution recognizes the inherent integrity of industrial use and provides for the development of industrial areas for that purpose only. Examples of actual land use development in our existing industrial zones are reviewed in some detail. Also some of the more recently developed performance standards for industrial use have been considered in this study.

The results of this study are contained in the report, Zoning Standards for Shopping Centers and Industry, prepared by the staff in January, 1959. It is our hope to evolve from this study amendments to our zoning regulations which will provide adequate controls to promote the public interest in areas where shopping centers and industrial development are to occur in the future.

TRAFFIC AND CIRCULATION - 701 PROJECT



The Knoxville Metropolitan Area is one of the four metropolitan centers in the State of Tennessee to be directly connected by the Federal Interstate Highway System. Three radial routes of this system will come together at the Oak Street Interchange to the northwest of our central business district. In addition, the Dutch Valley Loop is to be built just beyond the city limits to the north, tying these three radials together. This system of controlled-access highways will have a profound effect on the pattern of circulation in this total urban area, and will necessitate the re-evaluation of the present major thoroughfare plans of the City and County.

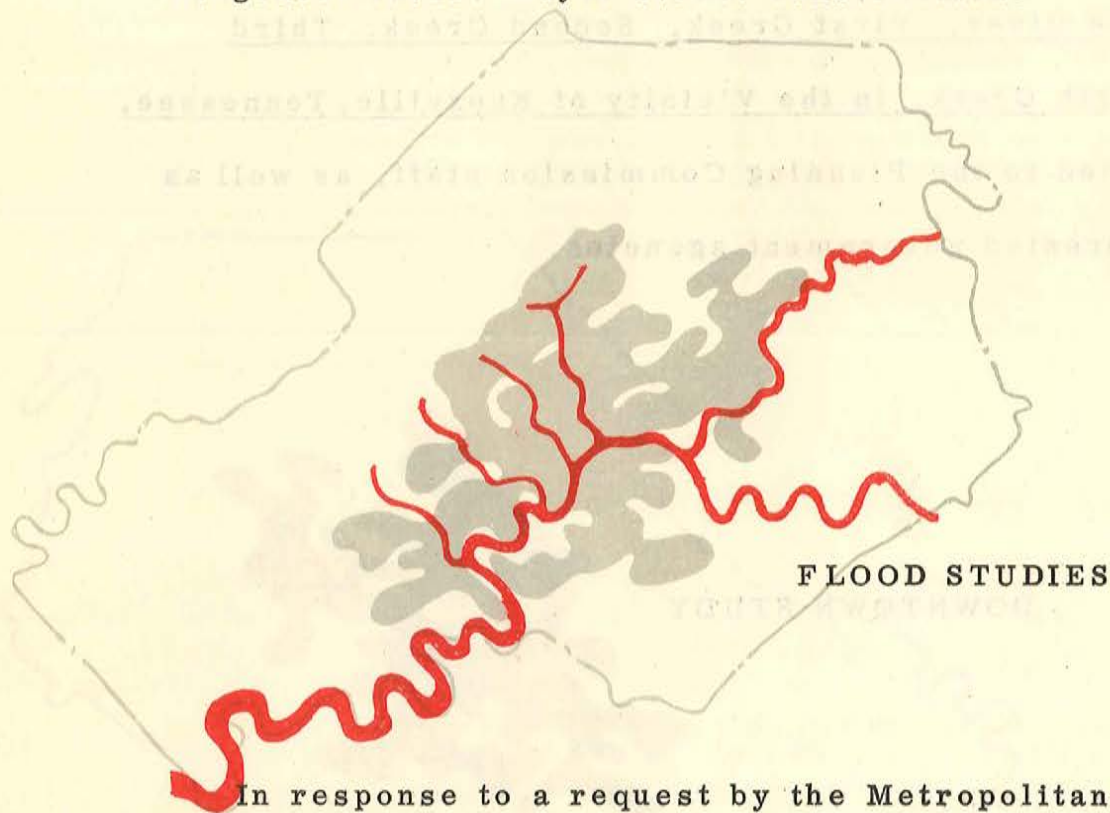
Recognizing the importance of the new system and its impact on urban development, the Metropolitan Planning Commission undertook a traffic and circulation study of the

the metropolitan area as a preliminary to the development of a major thoroughfare plan for our area of jurisdiction. The resulting report, Metropolitan Knoxville - Traffic and Circulation, has three major parts: one describing existing traffic patterns, conditions, and recommended traffic improvements; a second presenting a brief review of the existing parking situation; and the third analyzing the 1945 and 1948 major street studies.

The assistance of Wilbur Smith and Associates (a consulting firm from New Haven, Connecticut, with a regional office in Columbia, South Carolina) was used to assist in the evaluation of traffic problems confronting the metropolitan area and its major street system.

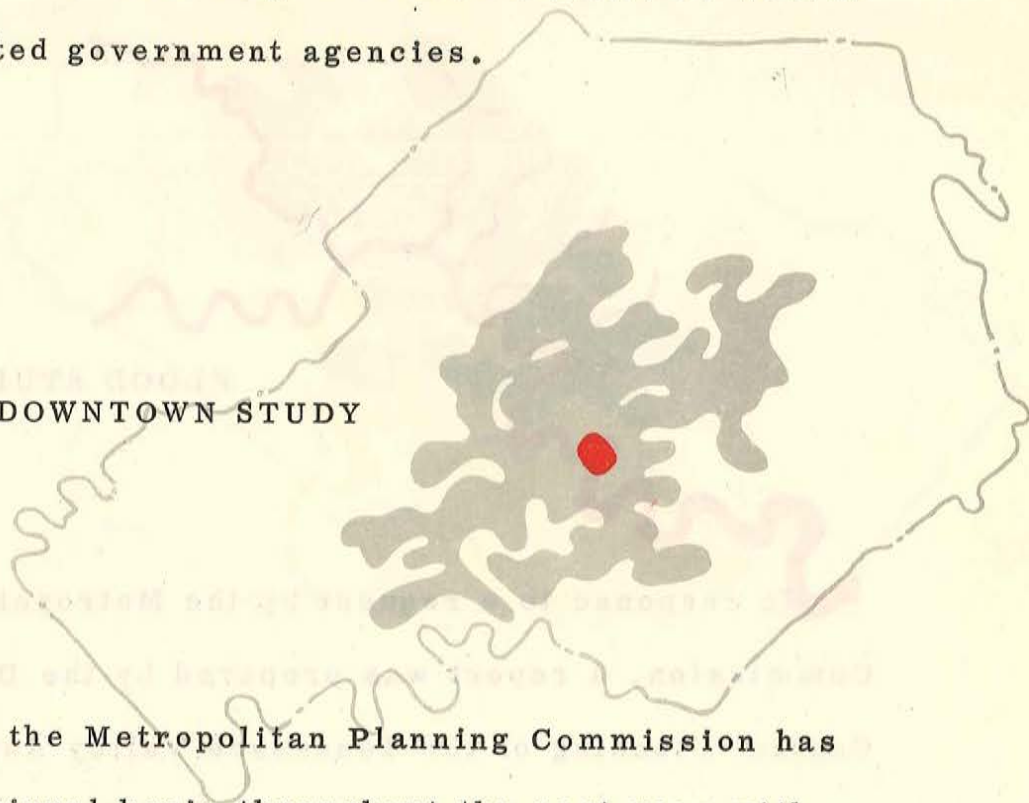
The study was essential, in our opinion, as a starting point for the development of a major road plan for the City and County that would be well-integrated with the controlled-access system of roads. It is the conclusion of the report that a very thorough study of road needs should be made for this area with the assistance of the Tennessee Department of Highways and Public Works and the United States Bureau of Public Roads. In addition, we feel a revised major thoroughfare plan must be prepared as quickly as possible. The enforcement of this more meaningful document, through our

subdivision and zoning controls, will assure sound and well-integrated future major street construction.



In response to a request by the Metropolitan Planning Commission, a report was prepared by the Division of Water Control Planning of the Tennessee Valley Authority describing flood conditions on the Tennessee River and four of its tributary streams in the Knoxville area. The purpose of this report was to provide basic information on floods that have occurred or may occur, knowledge which will be helpful in the local planning program. In addition to detailed records and descriptions of past known floods of these streams, this report contains calculations as to the maximum probable flood levels which could reasonably be expected through-

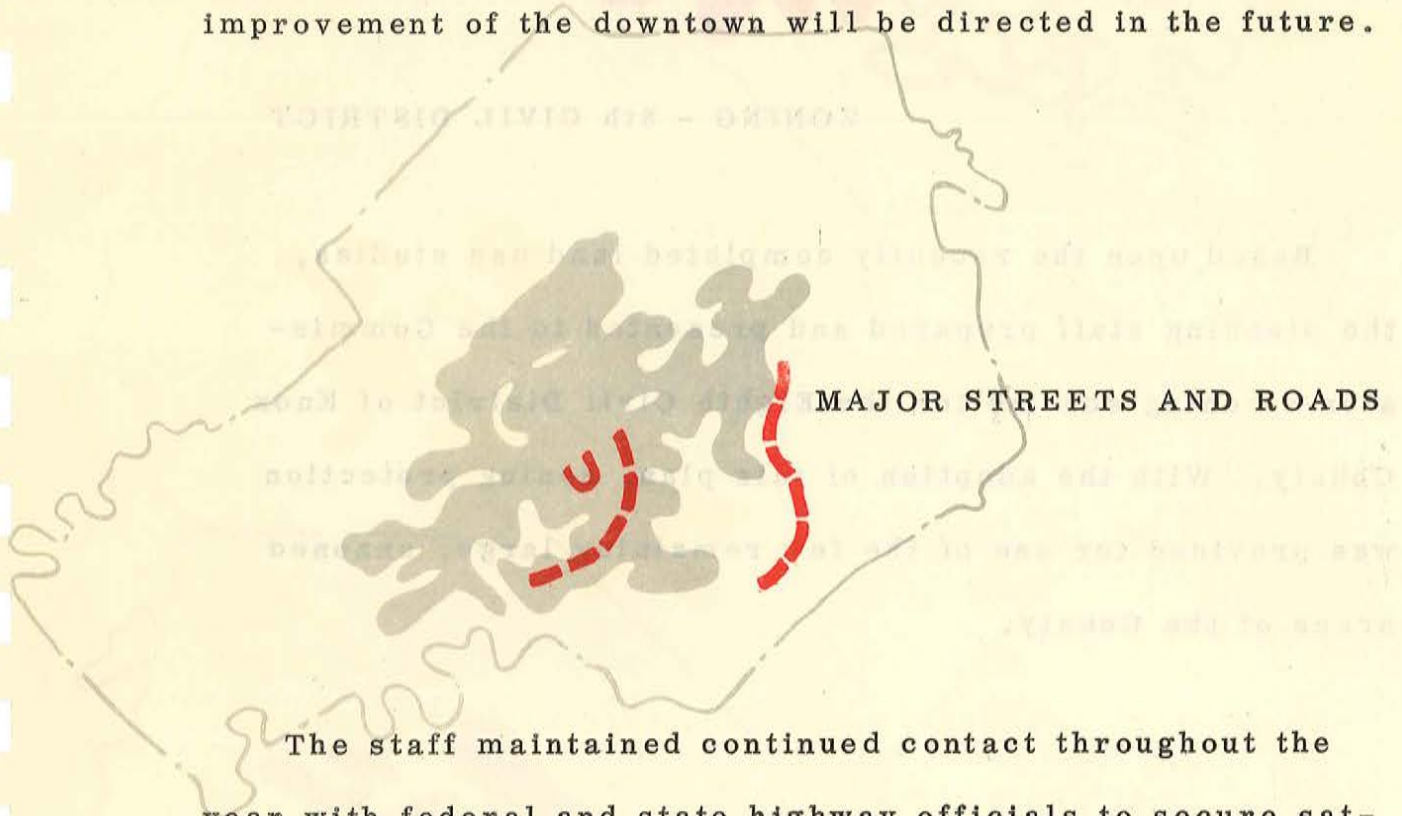
out the length of each stream. Copies of this report, Floods on Tennessee River, First Creek, Second Creek, Third Creek, Fourth Creek, in the Vicinity of Knoxville, Tennessee, were furnished to the Planning Commission staff, as well as to other interested government agencies.



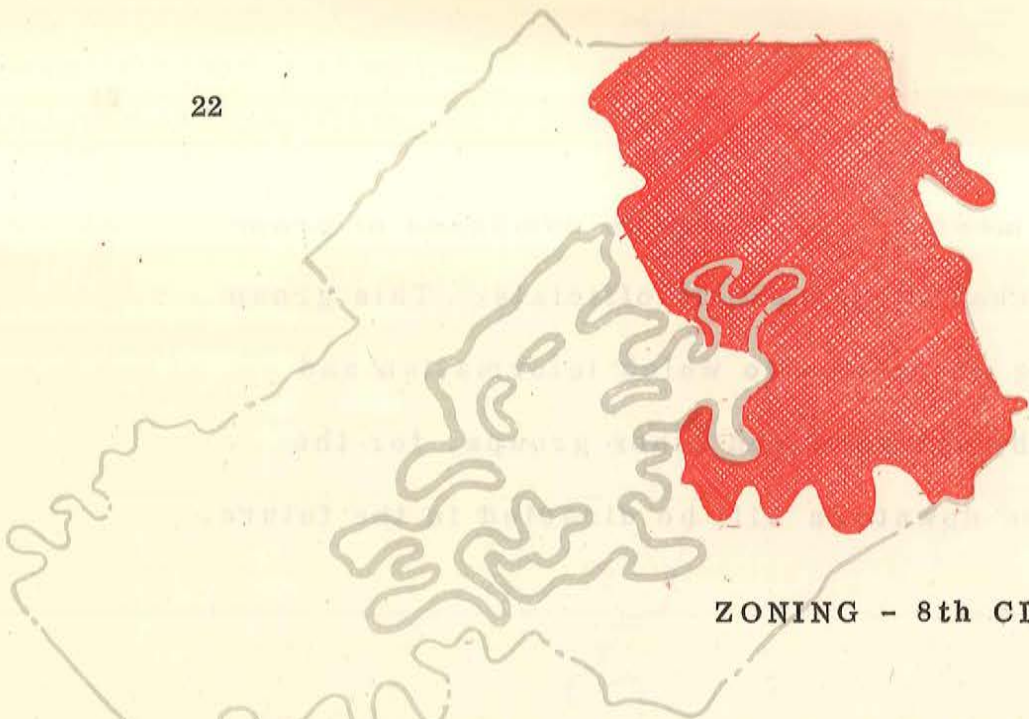
DOWNTOWN STUDY

The staff of the Metropolitan Planning Commission has worked on a continual basis throughout the past year with groups concerned with problems of the downtown area. Graphic and written materials were prepared and periodic discussions were held with these groups to define more clearly the problems of the downtown area, and to encourage the development of a sound program to improve the efficiency and attractiveness of this vital area. Realizing that many different groups have an interest in the future of the downtown, Mayor Dance proposed, in the Fall of 1958, the Greater

Knoxville Development Committee to be composed of property owners, merchants, and public officials. This group forms the steering committee to which information and ideas, developed by the staff and other groups, for the improvement of the downtown will be directed in the future.



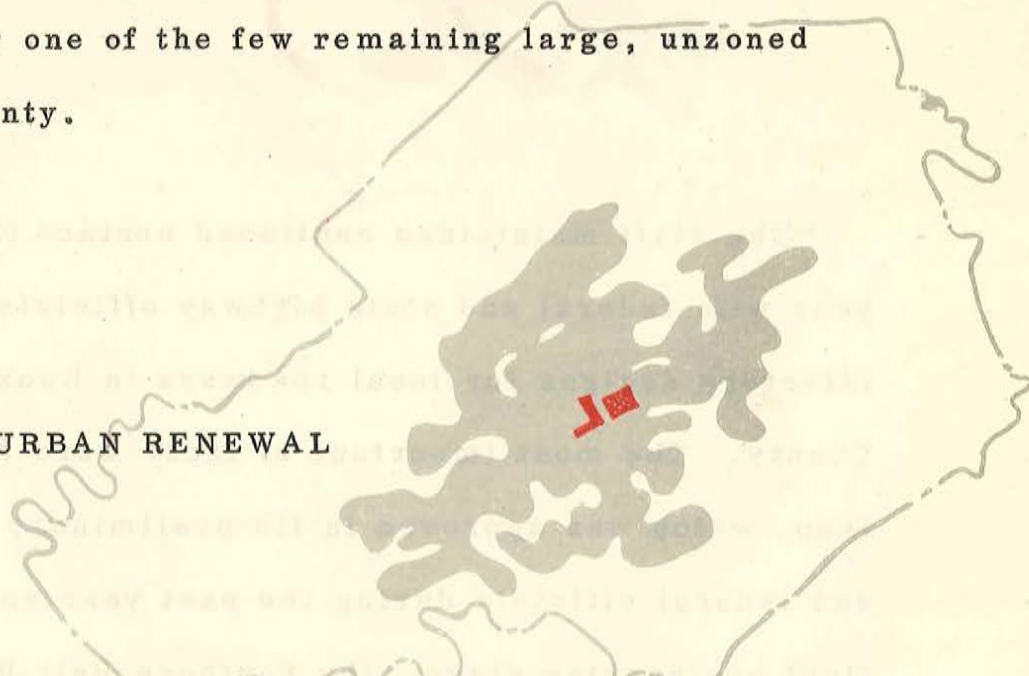
The staff maintained continued contact throughout the year with federal and state highway officials to secure satisfactory designs for local roadways in Knoxville and Knox County. The most important of these were the Downtown Loop, which was approved in its preliminary design by state and federal officials during the past year and is now in its final engineering stage; the Southern Belt Route addition to the expressway system; and, more recently, the Forks-of-the-River Road.



ZONING - 8th CIVIL DISTRICT

Based upon the recently completed land use studies, the planning staff prepared and presented to the Commission a zoning scheme for the Eighth Civil District of Knox County. With the adoption of this plan, zoning protection was provided for one of the few remaining large, unzoned areas of the County.

URBAN RENEWAL


 A map of Knoxville, Tennessee, showing several large, irregularly shaped areas shaded in grey. These areas represent urban renewal projects. A small red square is visible within one of the shaded areas.

The planning staff prepared, in 1958, a workable program for the City of Knoxville as a base for urban renewal projects which will be undertaken jointly by the City and

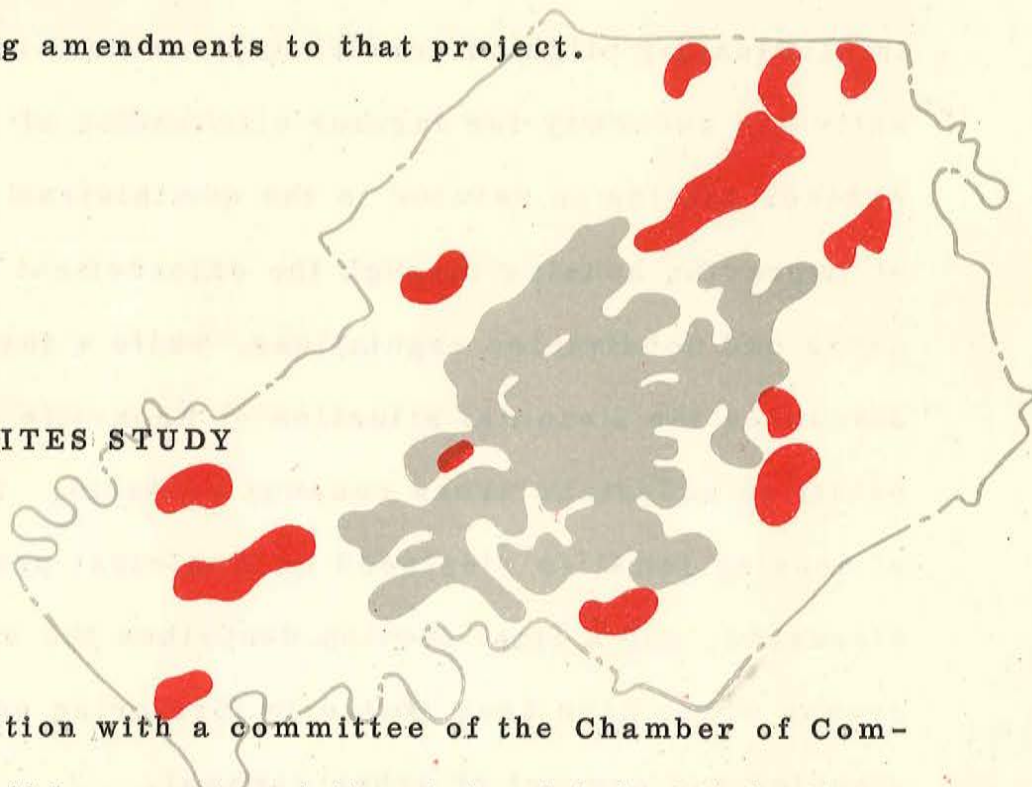
the Federal Government. This program describes the present status of the City in seven basic fields and indicates what action is to be taken by the City before the actual renewal processes are initiated. The program lists the codes and ordinances presently in effect which are applicable to improving housing conditions, and describes the various comprehensive plans and programs of the City. It shows what Knoxville has done in the past in eliminating blighted conditions, and what studies presently are underway for further elimination of slum areas. Another section is devoted to the administrative methods of improving housing through the enforcement of building codes and subdivision regulations, while a further chapter discusses the financial situation of Knoxville and its capacity to undertake urban renewal projects. The methods of housing families displaced by municipal projects are discussed, and a final section describes the different citizen groups which have been active in furthering public understanding and support of urban renewal.

This Workable Program was submitted by Mayor Dance to the Housing and Home Finance Agency, in May, 1958 and received approval by that body.

Assistance to the Knoxville Housing Authority was pro-

vided by the Advance Planning staff on two projects during the past year. The staff worked with the Housing Authority in defining the boundaries of the Mountain View urban renewal project in East Knoxville, and in preparing detailed information concerning this site for the HHFA applications for the project. In addition, the staff studied changes in the River Front-Willow Street Redevelopment Project necessitated by the Downtown Loop Plan, and prepared the report requesting amendments to that project.

INDUSTRIAL SITES STUDY

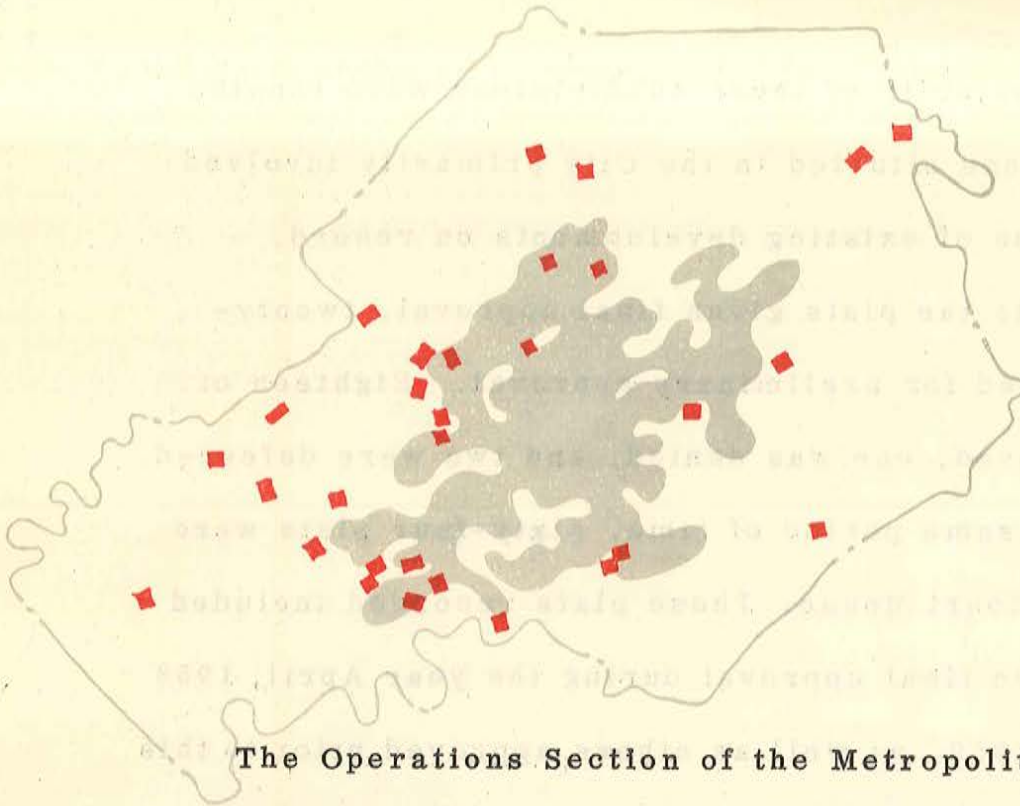


In cooperation with a committee of the Chamber of Commerce, the staff has continued its study of industrial sites, a problem of mutual concern. Based on the county-wide survey of potential large industrial sites completed in the previous year, the staff and committee have continued to analyze each of these sites in considerable detail. This study

has progressed as staff time has been available and will continue into the coming year.

SPECIAL SITE STUDIES ---

A wide range of assistance was given by the staff to various community groups on locational and site planning problems during the past year. These include school and park sites, industrial locations, shopping center sites, church locations, and the locations for various other community facilities. Because of the objectives of the Planning Commission to promote sound and orderly development of the community, in all its aspects, the staff will continue to devote as much time as is available to the special requests for professional advice from such groups.



The Operations Section of the Metropolitan Planning Commission is primarily responsible for the processing of all rezoning requests and subdivision plats.

During the year of April, 1958 through March 1959, the Operations Section processed and submitted to the Commission seventy-two rezoning requests. A number of these requests were deferred or withdrawn. Of the rezoning requests receiving final action during last year, forty-seven were approved, eighteen were denied, three were deferred, and four were withdrawn.

In addition to handling rezoning requests, the Operations Section has also processed and checked ninety-three subdivisions. Seventy-two of these plats containing 943 lots, previously given preliminary approval, were given final

approval. The majority of these subdivisions were located in the County; those situated in the City primarily involved the re-subdivision of existing developments on record.

In addition to the plats given final approval, twenty-one were presented for preliminary approval. Eighteen of these were approved, one was denied, and two were deferred.

During this same period of time, sixty-four plats were recorded at the Court House. These plats recorded included subdivisions given final approval during the year April, 1958 through March, 1959, as well as others approved prior to this time but not yet recorded. The recorded subdivisions contained a total of 1,016 lots and 9.84 miles of new roads. The new roads contained in these subdivisions have been accepted by the Knox County Board of Commissioners and they have already been improved, or performance bonds have been filed with the Board to insure their future improvement.

The Operations Section of the planning staff is also responsible for the processing of requests for street and alley closures within the City and County. During the past year sixteen such requests were reviewed by the Planning Commission. The Operations staff checks each of these requests with the Safety and Service Departments of the City, or similar County agencies, the Knoxville Utilities Board, and Southern

Bell Telephone and Telegraph Company before making its report to the Planning Commission.

During the period covered by this report, the Operations Section collected \$2,394.55 in expendible receipts. Most of this money came from the \$15 charged for consideration of rezoning requests, the \$1 per lot charge for subdivisions before they can be recorded, and the sale of maps. The money thus collected was paid into the County Trustee's office, and the receipts for it were turned over to the Central Accounting Office to be added to the regular account of the Metropolitan Planning Commission.

FINANCIAL STATEMENT OF METROPOLITAN PLANNING COMMISSION
 April 1, 1959

INCOME

City of Knoxville	\$ 33,800.00
Knox County	33,800.00
Due from HHFA, Tenn. P-11	9,292.50
Fees on Rezoning and Subdivisions	<u>1,756.80</u>
Total Income	\$78,649.30

EXPENSES 7/1/58 to 4/1/59

Deficit 1957-58	\$ 9,158.43
Misc. Office Supplies	1,495.05
Car Expenses	169.47
Public Notices	374.05
Salaries	36,590.39
Equipment	489.61
Printing	3,141.17
Telephone	1,469.27
Travel	<u>1,046.01</u>

TOTAL EXPENSES \$ 53,933.45

Total Balance \$ 24,715.85