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of
Knoxville and Knox County

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5TH ANNUAL REPORT

1960 - 1961

Metropolitan Planning Commission
Knoxville-Knox County, Tennessee

June, 1962

FOREWORD

Beginning with its creation six years ago, the Metropolitan Planning Commission undertook the challenging assignment of analyzing and guiding the growth of Knoxville and Knox County. Through the years the Commission has provided planning services on a very broad and basic level.

During the past year the staff of the Metropolitan Planning Commission has been extremely active, not only with its regular planning work, but also with the preparation of several studies which are not completely consistent with its responsibilities. However, these studies are related to the objectives of the Metropolitan Planning Commission's planning program. Then too, each group of data gathered for the individual planning projects adds to the wealth of information available to the planning staff and the community.

In summary form this report presents the work completed by the staff of the Metropolitan Planning Commission from April 1961 through March 1962. In addition, the work that the staff expects to complete over the next few months is summarized.

Administration

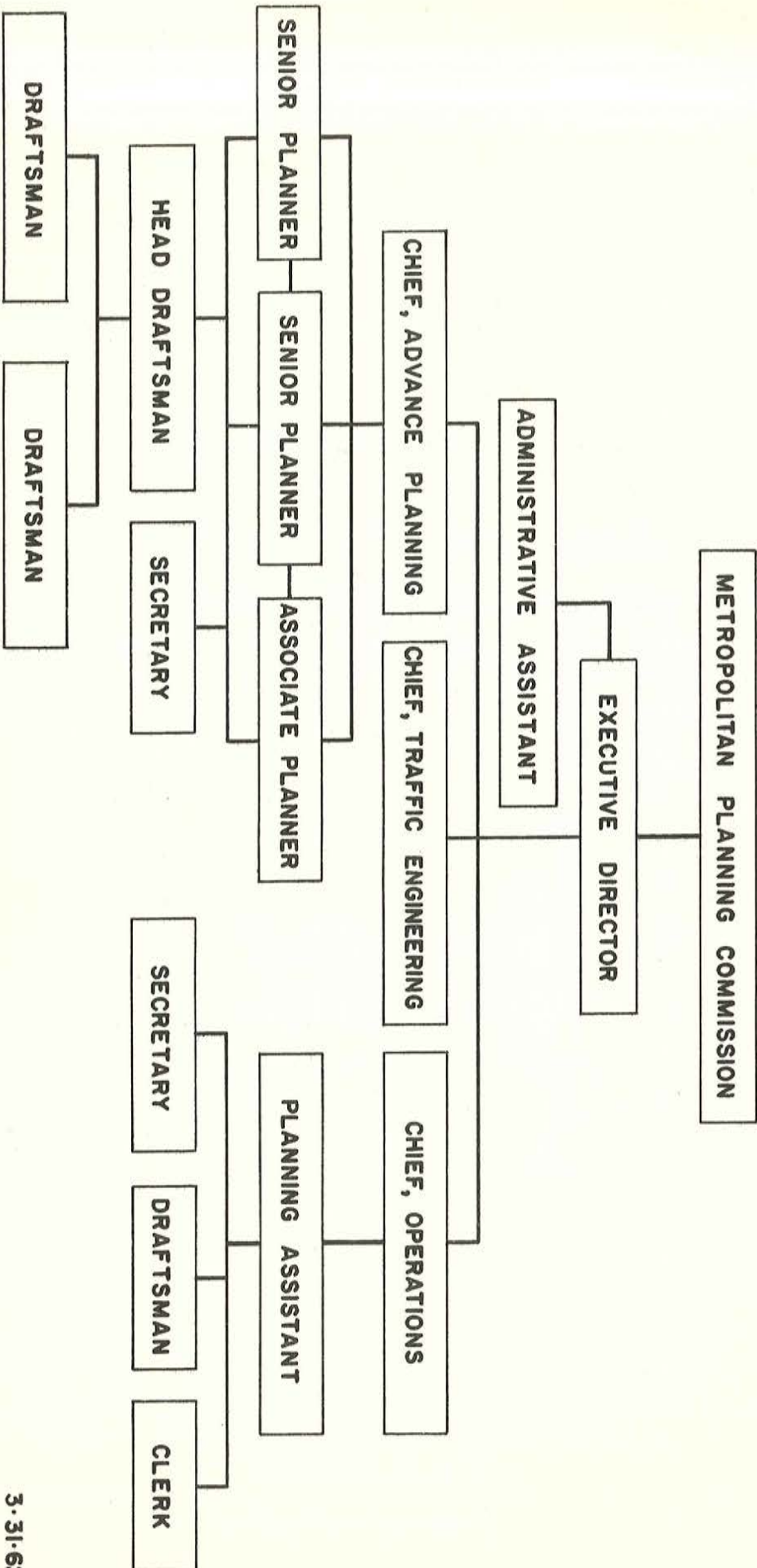
ADMINISTRATION

The Metropolitan Planning Commission of Knoxville and Knox County was created in April 1956, as a regional planning agency with authority over Knoxville and Knox County. This Commission was preceded by separate planning commissions representing the city and county,

The Municipal Planning Commission of Knoxville was created in 1925 and hired a planning consultant to prepare a comprehensive plan for the city. After the development of this plan, a small staff was retained by the Commission to administer the zoning ordinance and subdivision regulations and to effectuate the recommendations of the comprehensive plan.

In 1945 and again in 1948 consultants were hired to revise the major street plan originally prepared in the 1920's. In 1949 a planning engineer was employed who, along with a small staff, did the planning for Knoxville during the next three years.

METROPOLITAN PLANNING COMMISSION KNOXVILLE - KNOX COUNTY
 ADMINISTRATIVE ORGANIZATION



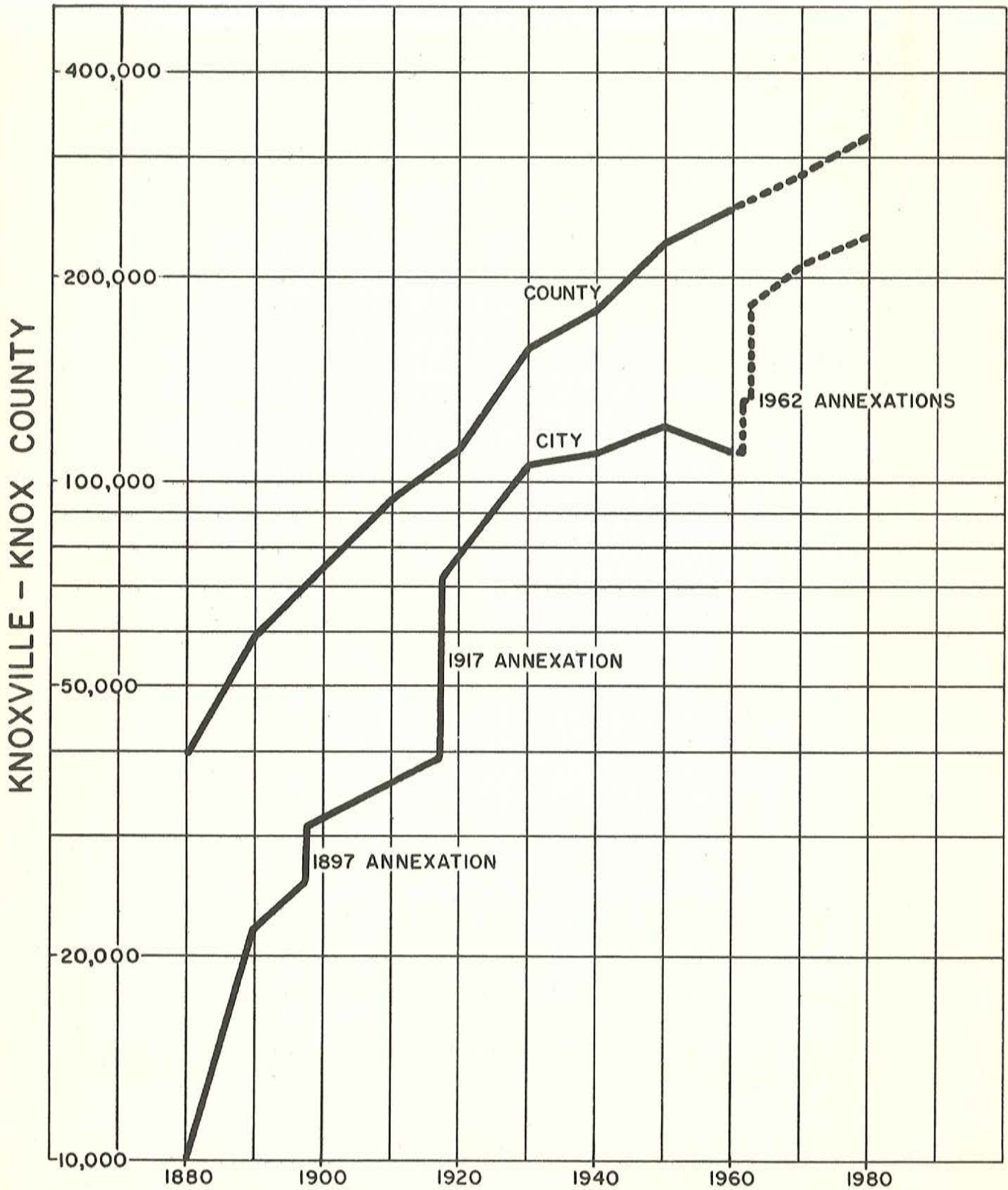
The Knox County Planning Commission was established in October, 1940 and a staff was employed to develop zoning controls for the county. Among its contributions to the community was the planning of Concord Park.

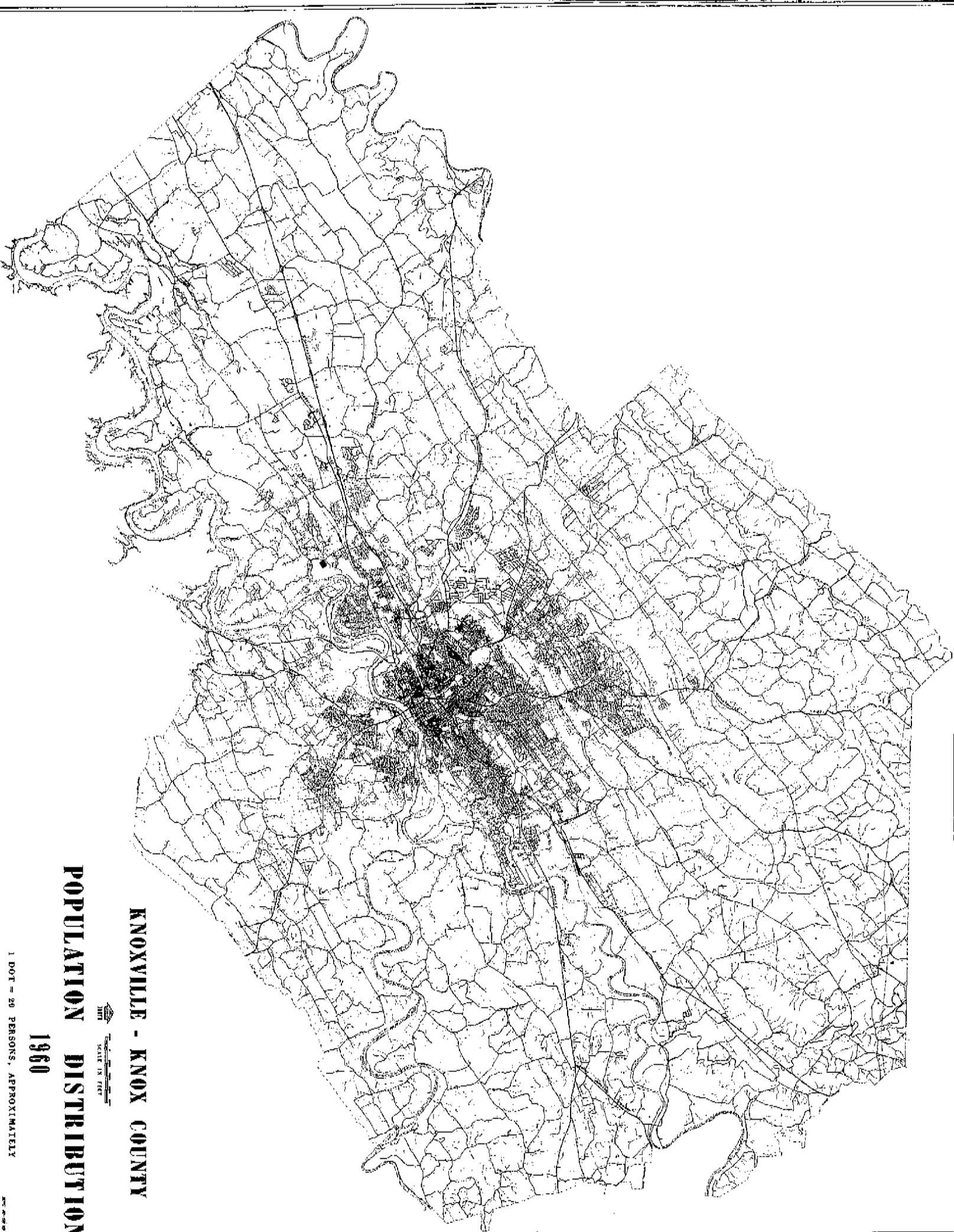
In 1956 the city, by ordinance of the City Council, and the county, by resolution of the Board of County Commissioners, agreed to turn over their planning functions to the newly created Metropolitan Planning Commission.

There were many basic problems which faced the staff of the newly formed Commission. The need for urban services had increased, enforcement of land use controls were necessary, and, as can be seen by the illustrations, the population was growing and shifting.

Hence, the staff began immediately the preparation of maps and statistical documents. These in turn form the basis for planning and decision-making. Herein lies the significance of the contribution which the Metropolitan Planning Commission can make to local government administration.

FIGURE 1 - POPULATION TRENDS 1880 - 1980





KNOXVILLE - KNOX COUNTY

**POPULATION DISTRIBUTION
1960**

1:100,000
SCALE IN FEET

1 DOT = 20 PERSONS, APPROXIMATELY

Advance Planning

ADVANCE PLANNING

The Advance Planning Section of the Metropolitan Planning Commission has completed ten studies and reports during the past year. The staff consisted of four professional planners, three draftsmen, and a secretary. On occasion, use was made of consultant services on a contractual basis and during the summer of 1961 two statistical aides and a design aide were employed.

The following is a summary of the work of the Advance Planning staff, April 1961 to March 1962, inclusive. This is followed by a summary of projects that are currently underway or are expected to be undertaken in the near future.

The title of the study being summarized is given, followed by its date of publication. If it was subsidized by Federal funds through the Housing Act of 1954, as amended, this is indicated by the words "701 Project." For studies completed as part of the city requirements for eligibility for Federal Urban Renewal Assistance the words "Workable Program" are inserted.

Special projects done in conjunction with other local governmental agencies are so indicated.

A General Land Use Plan
701 Project: Knoxville-Knox County.

June 1961

This plan was prepared as a major element in the total comprehensive planning program of the Knoxville-Knox County area. The plan is a graphic presentation illustrating the general pattern of land uses which can most effectively utilize the land area of the metropolitan community. The relationship of one lot to another, one acre to another, or one area to another, is of vital importance to the community if the most desirable use is to be made of its land resources.

The plan attempts to improve the community as a place to live and to coordinate its various land uses. It also provides for adequate and desirable space for the various land uses and to balance these uses, both in terms of their physical compatibility and their economic dependencies.

Jo H. Anderson Property
Special Project prepared for the Knox County Board of Commissioners and Knox County Court.

June 1961

This property is situated on Alcoa Highway, 3.5 miles south of Knoxville. The feasibility of creating an industrial park on this agricultural tract was studied. The property's location is unique because of its immediate access to Fort Loudoun Lake, State Highway 73, and the Louisville and Nashville Railroad. It contains over 200 acres of rolling terrain. The report includes a preliminary plan for grading and the location of all necessary utilities.

A Proposed Farmer's Market
Special Report Prepared at the Request
of The Knox County Court.

June 1961

Because there is a need to increase the area devoted to agricultural wholesaling activity in the Knoxville area, an investigation was made to determine the amount and location of future facilities. Included were buildings to store and sell wholesale produce, parking areas, and room for expansion of both. The needs of individual as well as organizational buyers were taken into consideration.

Zoning Prospectus
701 Project: Knoxville-Knox County.

July 1961

Both the City Zoning Ordinance and the County Zoning Resolution are out-dated. They have been in use

for 33 and 20 years respectively. Therefore, a zoning prospectus was prepared to investigate the deficiencies of these regulations and relate them to the zoning requirements of the study area. The prospectus provides the planning staff with information on which adequate zoning regulations can be formulated. In addition, the report outlines suggestions for improvement in the regulation of some special land uses. Examples are drawn from ordinances from cities throughout the country.

Airport Zoning Ordinance
Special Project: Knoxville

July 1961

The City of Knoxville's McGhee-Tyson Airport is now classified as an intercontinental facility and the city is required by the United States Civil Aeronautics Administration to protect the airport from future encroachment by land uses into the airspace necessary for flight operation. The regulation of these land uses posed a special problem in that the airport is located in Blount County and they have first option on land use regulation. However, after waiting several years for them to act, the City of Knoxville proceeded with the protective regulations themselves.

The staff of Metropolitan Planning Commission,

working with the Civil Aeronautics Administration, the City Law Department, and the City Service Department, developed a zoning ordinance and map which regulates and restricts the height of structures and objects of natural growth by creating airport approach zones, transition zones, a horizontal zone, and a conical zone. This was adopted by the Metropolitan Planning Commission on July 13, 1961 and by the Knoxville City Council on August 29, 1961.

Sanitary Sewer Extension Loan Applications
Special Project: Knoxville

1961

In order that the City of Knoxville may receive federal assistance for the preparation of sanitary sewer project plans, application for 702 Program assistance must be filed with the Federal government. The Community Facilities Administration of the Housing and Home Finance Agency processes these applications and recommends what action should be taken on them.

As a special assistance to the City, the Metropolitan Planning Commission prepared these applications. The first one, filed in April, asked for financial assistance for preliminary and final engineering plans for sewer extension into the annexed areas of the First

and Second Creek drainage basins. The second, filed in August, was for preliminary engineering plans for the annexed areas within the Third Creek, Fourth Creek, Goose-Baker Creeks, Knob Creek, Toll Creek, Loves Creek, and Williams Creek-Boyd Island drainage basins.

These applications are still pending, awaiting the outcome of a settlement between the City of Knoxville and the federal government on repayment of a Community Facilities loan received several years ago for a flood control project for First Creek.

Supplemental Planning Unit Analysis:Housing. November 1961
Workable Program: Knoxville

This study collects and interprets information regarding the location and degree of blight of the housing in the City of Knoxville. Its primary objective is to provide an analytical framework within which to develop a program of action designed to effectively meet the problem of housing obsolescence and decay. It was found that approximately 20% of Knoxville's housing is sub-standard. It seems clear that to help relieve this situation, an active program of municipal code and ordinance enforcement is necessary. In addition, programs of neighborhood conservation should be initiated as well as the

major rehabilitation of other areas. Of prime importance to the city are the Mountain View and Yale Avenue Urban Renewal Projects. Each of these are to begin acquisition of land and demolition of buildings in the near future.

A Public Improvements Program for
Knoxville: Stage I
Workable Program: Knoxville

December 1961

This program outlines, on a priority schedule, proposals to improve those public facilities which have now had study by the Metropolitan Planning Commission and City departments and agencies. The relationship among planning, financing, and construction of public improvements is of basic importance to the administration of local government. Without coordination, the city tends to perpetually decay rather than strengthen itself. Therefore, this report offers guidance to city government in establishing priorities for public improvements and developing a capital expenditure program which will fit the city's financial ability.

Auditorium Parking Plan
Special Study

December 1961

The downtown loop highway in the First Creek valley will eliminate the temporary parking areas now

used by the James White Memorial Auditorium-Colesium. The area to the east of the Auditorium, as a part of the overall neighborhood plan, was selected for the permanent parking area. A 618-car parking lot was designed as the first stage of the parking development. It includes planting areas, lighting, drive-through stalls, and has controlled ingress and egress.

A Review of Progress Under the Program
for Community Improvement.
Workable Program: Knoxville

February 1962

Each year the Mayor of Knoxville is asked to submit a report indicating the progress made by the city in its effort to make Knoxville a better place to live. Over the past few years Metropolitan Planning Commission has been asked to prepare it. The report reviews accomplishments made by the city in its Program for Community Improvement during the past year. In addition, it evaluates the progress and resets goals for the immediate future. Approval is necessary in order that the City of Knoxville continue receiving federal monies to help pay for urban renewal projects.

A Proposal for Central Metropolitan Knoxville. March 1962
Special Study

This study did not take the form of a report

but rather a 6'x8' scaled model, so designed that city blocks are changeable to allow existing and proposed development to be illustrated. The primary study area is that which is bounded by the downtown limited access loop highway. Close cooperation between the local chapter of the American Institute of Architects, the Downtown Knoxville Association, and the Metropolitan Planning Commission formed the basis for the Proposal's development.

A concentrated study of Knoxville's Central Business District and its complex internal functions can now be viewed in closer perspective. Of particular interest are the relationship of various land uses and the interdependence of vehicular and pedestrian traffic. Also the circulation and movement to and within the central area, and the spatial relationships between buildings can more easily be conceived and analysed.

FUTURE ADVANCE PLANNING PROJECTS

Weigel-Lyons Property

April 1962

Special Project Prepared for the Knox County
Board of Commissioners and Knox County Court

This proposed industrial park tract is located on Emory Road between Clinton Highway (U. S. 25W) and proposed Interstate 75. A main line of the Southern Railroad borders the 646 acre tract to the east. Of significant importance to the potential development of the site are the utilities which are available. It will be necessary to increase the capacity of the water, sewer, and highway facilities. The gas, electricity, and nearby private airfield are considered adequate for industrial use.

Schools of Knoxville and Knox County

May 1962

701 Project: Knoxville-Knox County.

This report on the local public schools will be prepared in two volumes. The first will deal with the enrollment, program, financing, and administration of the Knoxville and Knox County school systems. It refers to the numbers of students to be educated, what they are to be taught, and who will teach them. In addition, alternative methods of financing the schools and how they are administered will be analysed.

Volume II concerns itself with the school buildings, their land and an appendix for both volumes. Each school is to be presented giving a map, a picture, and miscellaneous statistical information. The salient features of each of these buildings are to be given along with Special Suggestions for Investigation. The appendix contains additional data relevant to the study.

Tennessee P-13 Completion Report
701 Project: Knoxville-Knox County

June 1962

This report will be a summary of work completed under Tennessee planning project P-13. Application was made in February 1960 for financial assistance from the Federal government in order to undertake certain urban planning projects. These included the Recreation Study, the General Land Use Plan, the Zoning Prospectus, and the School Study. The project time period was extended from twelve to twenty-four months to assure proper cooperation and assure a more complete and adequate School Study.

Population of Knoxville and Knox County
701 Project: Knoxville-Knox County.

July 1962

This study will involve the compilation and analysis of population data from the 1960 decennial

census. It will provide a picture of the past, present, and future trends of natural and migratory population fluctuations. Statistical information will be broken down and recombined into more usable units for local purposes. In addition, trends will be noted and characteristics of each population sub-area are to be analysed.

Economic Base Study
701 Project: Knoxville-Knox County.

August 1962

This study will define and investigate those factors which are vital to the growth of the metropolitan area. Information will be assembled concerning the labor force and employment, transportation and communication, utilities and services, credit and debt, taxation, retail and manufacturing activity, and population trends. Hence, recommendations will be made regarding the ways and means by which the community's growth potential can be realized.

Hammer and Company Associates are providing consulting assistance on this report. The planning staff has primary responsibility for assembling data and advising on local matters. In turn the consultants will be responsible for the analysis of this data and preparing recommendations.

Housing Project Sites Study
Special Project: Knoxville

September 1962

The Knoxville Housing Authority is currently planning the development of 750 additional dwelling units, 700 as housing for the elderly and 50 as regular family units. The study will locate one or more sites that are suitable for this development and will fit into the overall comprehensive planning program of the community.

Zoning Regulations
701 Project: Knoxville-Knox County.

September 1962

These model regulations will be designed to replace those now in effect in both the city and the county which are 34 and 21 years old respectively. They are to be so drawn that they can be adopted as an ordinance by the city and as a resolution by the county. This will enable planning and development to be carried out under a uniform set of standards and districts. Presently the wide differences between the city and county zoning regulations in standards and classifications contribute to confusion and misunderstanding on the part of the general public. A new set of maps will also be drawn up indicating the newly established boundaries for the re-defined zoning districts.

Tennessee P-17 Completion Report
701 Project: Knoxville-Knox County.

October 1962

This report will be a summary of work completed under Tennessee planning project P-17. Application was made in May, 1961 for financial assistance from the Federal government in order to undertake certain urban planning projects. These included the Population Study, the Economic Base Study, and the preparation of Zoning Regulations.

Special Comprehensive Transportation Study
Sub-Studies
701 Project: Knoxville-Knox County.

1962

This series of sub-studies will relate the use of existing streets and highways to the use of land which is adjacent to them. The first of these will be a Land Unit Adjustment Sub-Study which will deal with the adjustment of zones for the Origin-Destination Study, which is a part of the Comprehensive Transportation Study, to coincide with the present planning units and statistical units used by the Metropolitan Planning Commission.

The second sub-study in this series will provide current and projected information for each of the zones established in the first sub-study. This information will include data on population, employment and labor force, income, housing, retail sales, land use, and school enrollment.

The third sub-study in this series will classify all streets in the study area according to their current traffic use. This classification will be primarily based on the type and volume of vehicles which now use the street.

These sub-studies will be carried out in close liaison with Federal, State, and local governmental agencies cooperating in the Knoxville-Knox County Comprehensive Transportation Study now underway.

General Neighborhood Development Plans. January 1963
Special Projects: Knoxville

These two plans will deal with two widely separated neighborhoods and illustrate local action possible other than federally aided urban renewal. The first of these projects is bounded by Mitchell, Harrison, Glenwood, and Woodbine Avenues. This is a rehabilitation area which is in need of general housing fix-up and minor renovation.

The other area, located in the vicinity of the University of Tennessee, is bounded by 17th and 10th Streets, and by Grand and Clinch Avenues. This project

will involve private redevelopment to furnish apartment dwellings for University, Presbyterian Hospital, and Central Business District oriented residents.

A Public Improvements Program for Knoxville: Stage II
Workable Program: Knoxville February 1963

This report will establish, on a priority basis, proposals to improve such public facilities as schools, highways, libraries, and other governmental facilities, and will supplement the Program prepared in December of 1961. Both of these Program reports will be re-examined and evaluated under the Knoxville-Knox County Public Improvement Program and Capital Budget to be prepared during 1963.

Library Study March 1963
701 Project: Knoxville-Knox County.

This report will analyse the library service offered to the citizens of the metropolitan area. Particular emphasis will be placed on the adequacy of the facilities used to house library materials. Additional work will be done on the relationship of the existing organizational structures of the three library boards and possible organizational or contractual arrangements which would lead to improved service and greater financial

efficiency. Consulting assistance will be required and various data will be furnished by the systems.

Transportation Administration Study. April 1963
701 Project: Knoxville-Knox County.

The study, as a facet of the Knoxville-Knox County Comprehensive Transportation Study, will deal with the organizational relationships of those persons engaged locally in the operation of transportation. This survey will deal directly with the administration, construction, operation, and maintenance of streets and highways. A review of the top level administrative structure and certain staff agencies will be necessary, including the utilization of personnel associated with transportation.

Mass Transit Study May 1963
701 Project: Knoxville-Knox County.

The Mass Transit Study will evaluate existing transit services and operating procedures and develop recommendations designed to achieve maximum utilization of facilities and equipment. The study will also include an analysis of projected needs for service with particular attention given to the proper articulation of transit with other modes of transportation. Attention will also be

given to coordinating transit service with future parking facilities.

Consulting assistance will be required for this study. The consultants will gather and analyse the data as well as make recommendations.

Tennessee P-19 Completion Report
701 Project: Knoxville-Knox County.

June 1963

This report will be a summary of work completed under Tennessee planning project P-19. Application was made in March 1962 for financial assistance from the Federal government in order to undertake certain urban planning projects. These include the Library Study, the Mass Transit Study, and the Special Comprehensive Transportation Study Sub-Studies.

Public Improvement Program and Capital Budget. October 1963.
701 Project: Knoxville-Knox County

A Public Improvement Program includes the scheduling of the construction, acquisition, or rehabilitation of buildings, facilities, and properties needed for public use within the foreseeable future. A Capital Budget is the priority and financial schedule for carrying out the proposed public improvements necessary during the next few years. As the complexities of government

administration increase, the need for adequate guides for providing the full range of public service within the limits of financial ability become more and more important.

This study will examine the needs of each department and agency within the Knoxville and Knox County governments. In addition, the methods of financing improvements will be analysed. Then a program of proposed public improvements will be prepared for a period of fifteen to twenty years and a capital budget prepared for the immediate six year period.

Subdivision Regulations

October 1963

701 Project: Knoxville-Knox County.

These model regulations will be designed to bring up to date both those of the City of Knoxville and Knox County. It is expected that the zoning regulations of the City and County will be revised in 1962 and this will be the second step in providing modern regulations for the community. The model Subdivision Regulations will be written to take into account the provisions of new zoning regulations. They will be primarily concerned with desirable residential development and its relationship to municipal services

and neighborhood compatibility. These regulations should tend to upgrade the standards used in land development.

Operations

OPERATIONS

The Operations Section of the Metropolitan Planning Commission staff is primarily responsible for all rezoning requests, subdivision plats, house numbering, and distribution of maps. The Section is composed of the Chief of Operations, a Planning Assistant, a Draftsman, a Secretary, and a Clerk.

During the fiscal year April, 1961, through March, 1962, the Operations Section processed and sent to the Planning Commission 124 rezoning requests. Included were 88 approvals, 21 denials, 12 deferrals, and three withdrawals.

Along with these rezoning requests, the Operations Section also considered 24 subdivisions for preliminary approval. Of these, 22 were approved, one was deferred, and one withdrawn. Similarly, 100 subdivisions were considered for final approval of which only one failed to win this approval. There were 1232 lots within the 100 approved subdivisions. A request for the permission to construct a boat dock was denied.

There were 457 subdivision plats recorded at the Register of Deeds office. These included plats which received final approval during the fiscal year as well as those that had received final approval prior to this time, but had not yet been recorded. These newly recorded subdivisions included 1,312 lots and 11.75 miles of streets.

When a large lot is divided to form two lots, the newly formed lot is called a one-lot subdivision. This process was begun in July, 1959, and was a supplementary responsibility given to the Operations Section by the Planning Commission. Upon approval, these lots are recorded and building permits issued. There were a total of 399 one-lot subdivisions approved during the past fiscal year.

The Operations Section of the planning staff is also responsible for the processing of requests for street and alley closures. There were 11 such requests submitted of which nine were approved, one deferred, and one withdrawn. The Section also recommends variances in the zoning regulations under special conditions usually associated with the severe topography of the Knoxville

area. During the year there were 12 requests received for waiver of yard requirements. Of this number 11 were approved and one denied.

Zoning regulations that have been in effect in Knox County were established in that part of the 9th District that had not previously been mapped by zone. In addition, standards were adopted by the County Commission for auto wrecking yards and for boat docks and marinas. The area surrounding and including the Knoxville Municipal Airport in Blount County was also zoned for height control.

Plans were approved for the development of a shopping center, as were the plans for an industrial park. The City of Knoxville zoning jurisdiction was extended to include the Fountain City area with the completion of the annexation action.