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Knoxville/Knox County Metropolitan Planning Commission

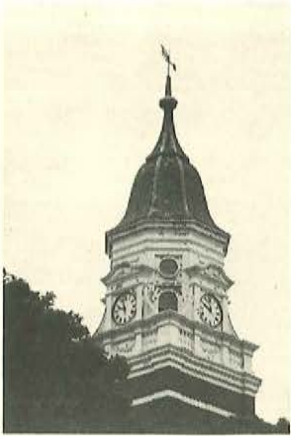


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# METROPOLITAN PLANNING COMMISSION

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## THIRTY YEARS IN RETROSPECT

In the mid-fifties, Knoxville and Knox County leaders saw the need for effective comprehensive planning in the community. They combined existing but inactive city and county planning commissions into one body which officially became the Knoxville/Knox County Metropolitan Planning Commission on April 13, 1956.

The Housing Act of 1954 required communities to have comprehensive plans in order to receive Urban Renewal funds. Obtaining these funds, and later money for building highways, recreation facilities and sewer and water plants was vital to Knoxville's growth during the boom period of the fifties. A competent professional staff and a strong citizen commission were needed to serve the planning needs of the community in this period and into the sixties when thousands of houses and apartments were built in both the city and county.

Within the first 10 years of MPC's existence, the agency had grown from a staff of 14 with a \$99,600 budget, to 27 employees and a budget of over \$300,000. Important accomplishments during this first decade were major redevelopment projects in and around downtown Knoxville and the planning and first construction of the interstate system.

During MPC's second decade, environmental concerns came to the forefront in Knox County, especially in the west where the supply of land that could support subdivisions on septic tanks was being exhausted. By the sixties, the cost of buying a single-family home had risen beyond the financial means of much of the population. Proposals for multi-family developments were flourishing during this period and citizens were testing their strength in opposition to many of the zoning changes and development proposals MPC was reviewing.

With the support of homeowners' organizations throughout the city and county, especially in the west where growth was most rapid, MPC began to develop more detailed plans for small areas. There was increased involvement by voters in planning and zoning issues and a growing awareness by city and county elected officials of the need for long-range, comprehensive planning. The commission began to review development proposals in relation to adopted plans and policies rather than on a piecemeal basis.

The emphasis on environmental concerns at the national level led to federally-funded water quality management planning for Knox County in 1972 and an MPC-adopted "no sewer - no subdivision" policy. A moratorium on rezoning in West Knox County was put in place until MPC had developed and County Commission had adopted "Small Area Plans" for the areas of greatest growth.

Major efforts were also taking place in downtown Knoxville in the early 1970's. In 1972, a major Center City revitalization move was launched by Mayor Kyle Testerman. MPC assisted in the studies resulting in adoption of the Center City Redevel-





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opment Plan which is the basis for many projects, such as the TVA Towers, State Street Garage, City-County Building and the redevelopment of the Lower Second Creek area through the 1982 World's Fair.

MPC began its third decade with an expansion of staff and budget. Large federal grants funded long-range highway and transit plans, historic surveys and studies of housing and neighborhood conditions.

In the past five years, a change has occurred in funding for planning. Federal funding for planning efforts is decreasing along with the federal requirements which accompany such funding. The emphasis, therefore, has shifted toward locally determined planning. In 1981, the Knoxville City Charter was changed to require an annually reviewed One Year Plan. This plan represents one example of locally determined planning work, replacing the production of "static" plans with a planning process which can be responsive to changing conditions in our community. In support of this effort, recent emphasis has been on the establishment of a superior data base. This approach to planning assumes that rational people, using an accurate and informed knowledge of the community, will make decisions that accomplish the community's goals.

The Metropolitan Planning Commission has also been in the unique position of working with both local governments. Activities such as development of a broadened and detailed economic data base in cooperation with the Chamber of Commerce, computerized mapping involving KUB as well as local government, and preparation of area plans for each of the twelve planning sectors in Knox County enable MPC to identify issues and recommend to local government public policies that guide the future development of Knoxville and Knox County.





## HIGHLIGHTS OF 1985-86 WORK PROGRAM

With a combined budget of \$1.2 million, the Metropolitan Planning Commission works on projects affecting many areas of life. From transportation to recreation, from community development to plans review, MPC's work program deals with planning for the best short- and long-term quality of life in Knoxville and Knox County.

### CURRENT PLANNING

The Current Planning section prepares recommendations on all zoning and subdivision requests, including rezoning petitions, use on review, One Year Plan amendments, and subdivision review.

In addition, Current Planning staff studies and prepares a number of short-range projects such as the Knoxville Capital Improvements Plan, the One Year Plan, and special ordinances.

During the past fiscal year, the Current Planning department had several significant achievements.

#### City Sign Ordinance

MPC staffed the committee to recommend a new ordinance and staff structure. The members of the committee reported to City Council in April on ordinance revisions. As a result, a new sign inspector was hired in July.

#### Adult Establishment Ordinance

At the request of County Commission, MPC studied adult entertainment regulations and the legal history of such ordinances. They recommended a proposal for Knox County in April. This proposal prohibits the location of any new establishments within 1000 feet of churches and schools and limits them to certain commercially zoned areas.

#### Knoxville One Year Plan

For the fourth year, MPC prepared a one-year land-use plan for the City of Knoxville with help from Knoxvilleians themselves. Through 10 public meetings, phone calls, visits, letters, and petitions, Knoxville's citizens helped MPC staff learn about public opinion. In April the Planning Commission approved the plan and in May City Council passed it. The One Year Plan is still evolving as the staff and City Council work to prepare a plan that will fairly reflect an actual growth and land-use pattern while acknowledging citizen and neighborhood goals.

#### Technology Corridor Plan Revision

Since the original plan in 1984, the Technology Corridor has been affected by several factors. After working with Corridor staff members, MPC revised its original plan and gave the Corridor more flexibility and options to pursue development.





## **Knoxville Capital Improvement Plan**

MPC staff reviewed many projects on their way to scheduling a Capital Improvement Plan for the City of Knoxville. This plan recommends priorities for the City to pursue during the next fiscal year, which provide for the best use of the City's limited resources. These projects include transportation, equipment, and economic and community development.

## **Development Review Work**

One of the most important jobs of any planning commission is to constantly review development plans and subdivisions. During the past year MPC's Current Planning staff found itself examining many critical areas, but especially the western area of Knoxville and Knox County. Several important revisions were made as a result of the suggestions and recommendations. This is best exemplified by the current development south of I-40/75 at Cedar Bluff Road. It has been the goal of the staff to insure a higher quality of development in this area than had occurred on the north side of the interstate.

## **LONG-RANGE PLANNING**

The long-range planning staff is equipped to deal with development in the City and County on a long-term basis. Transportation planners study intersections, traffic counts and population studies to determine where road improvements are needed. Recreation planners check out sites for potential parks and see where equipment needs replacing. Community planners provide technical assistance to communities trying to better themselves, and programming help to merchants and retail associations. Economic planners provide research on economic trends for investors and businessmen. General planners look into the future to provide areas with stability through five to fifteen year sector plans. All of these MPC staff members work with the citizens of Knoxville and Knox County to plan for the best social and economic development of the community.

## **Recreation Management Study**

MPC assisted a private research firm in analyzing the budget, management, equipment and operations of Knoxville's City Recreation Department. The firm presented a detailed report to City Council in January. MPC will be working with the City to implement study recommendations in the new work program.

## **East Towne Mall Traffic Impact/Land-Use Analysis**

Transportation staff completed two major studies on East Towne this past year. First, a traffic impact study was completed using personal interviews and surveys of mall shoppers, as well as automobile counters. The findings indicated that local roads had only a small traffic increase, with I-640 taking most of the mall traffic load. The second study was a land-use investigation to measure the mall's impact on surrounding land development. The final report projects that future commercial development will probably occur around the I-640, Washington Pike and Millertown Pike interchanges. MPC will continue to monitor these areas and will keep the study information updated.





## **K-TRANS Bus Route Map/Schedules**

K-TRANS came to MPC with a problem; the local transit maps and schedules had not been changed since the World's Fair and were badly in need of an update. The graphics staff took on the task of researching and redesigning the maps and schedules. After reviewing maps from other cities, graphics technicians designed a new map that offers rider information, fares, areas of interest, and general transit information, in addition to bus routes. The colorful new maps are available at K-TRANS, and throughout the City.

## **Economic Development Packet**

A valuable tool since its first printing in 1981, the Economic Development Packet was revised this year to provide even more up-to-date information. The new packet contains three comprehensive reports on the Knoxville area economy, including labor force data, business and retail trends, and an outline of general development activity from 1980 to 1985. A newly revised Center City Prospectus specifically shows current conditions in the Central Business District and pinpoints potential investments for developers. The entire Economic Development Packet is available for \$10.00 at the MPC library.

## **Office Market Analysis**

Another valuable economic tool revised this year is the Office Market Analysis. A committee of local realtors and developers assisted MPC staff in surveying over 73 CBD offices and 118 other offices. The result is a concise report describing area office trends. The Office Market Analysis is available for \$5.00 in the MPC library.

## **Historic Sites Survey**

Over 13,000 historic sites in Knoxville and Knox County have been cataloged to create a comprehensive record of the history and development of area architecture, style and social patterns. The final survey, complete in the summer of 1986, will be used as part of a comprehensive preservation plan, as well as being used by the McClung Collection of the Knox County Public Library.

## **Southern Terminal and Warehouse Historic District**

This historic district, located between Gay and Depot, was researched, photographed and nominated for the National Register of Historic Places by staff. Their work was successful as the district was accepted in March, 1986.

## **Southwest Knox County Sector Plan**

During the past year staff prepared this five-to-fifteen year plan for Southwest Knox County. The approved plan sets policies on transportation, education, utilities, recreation, residential and commercial development.

## **Lower Second Creek Valley Development Policies Report**

Since redevelopment of the World's Fair site had become a priority of the City, MPC was asked to review adopted plans for the site. After staff review and a public meeting, several important revisions were included in an amendment to the Central Sector volume of the General Plan 2000.



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## CODE ADMINISTRATION DEPARTMENT FY 85-86

Type of Petition or Matter	Number Approved	Number Denied	Post- poned	Number Withdrawn
Rezoning Petitions—City .....	80	10	11	6
Rezoning Petitions—County .....	71	12	13	2
Use on Review Petitions —City .....	40	5	4	0
Use on Review Petitions —County .....	44	6	18	1
Request for Street Name Changes—City .....	16	0	0	0
Request for Street Name Changes—County .....	4	0	4	0
Request for Street-Alley Closures—City .....	23	3	8	0
Ordinance Amendments .....	12	0	5	0
Long Range Plan Amendment Study .....	8	4	1	0
One Year Plan Amendment Study .....	37	14	8	4
Subdivisions—Concept —City .....	6	1	2	0
Subdivisions—Concept —County .....	36	1	10	3
Subdivisions—Final—City .....	66	2	8	1
Subdivisions—Final—County .....	102	17	18	4
Number of Lots—Final Subdivision—City .....	202	3	14	5
Number of Lots—Final Subdivision—County .....	1264	78	155	22
One Lot Subdivisions —City .....	66	0	0	0
One Lot Subdivisions —County .....	179	0	0	0
<b>Amount of Fees Collected .....</b>			<b>Total .....</b>	<b><u>\$152,192.69</u></b>



# METROPOLITAN PLANNING COMMISSION

## FISCAL YEAR 1986

	Budget	Expenditures
Central Office:		
Salaries and Fringe Benefits	\$ 771,896.00	\$ 771,403.81
Operating Expense	103,377.00	92,941.62
MPC Meetings	5,000.00	4,092.57
Reproductions	38,000.00	35,184.40
Travel—Meetings	10,000.00	9,462.79
Equipment	22,000.00	19,173.35
Contract Services	1,500.00	0.00
Trustees Commission	<u>1,473.00</u>	<u>1,472.40</u>
Total	\$ 953,246.00	\$ 923,730.94
Tennessee Department of Transportation: FY 85		
Salaries and Fringe Benefits	\$ 75,576.33	\$ 75,576.33
Operating Expense	564.15	564.15
Indirect Costs	<u>42,761.10</u>	<u>42,761.10</u>
Total	\$ 118,901.58	\$ 118,901.58
Tennessee Department of Transportation: FY 86		
Salaries and Fringe Benefits	\$ 57,947.56	\$ 57,947.56
Operating Expense	4,812.70	4,812.70
Indirect Costs	<u>30,248.65</u>	<u>30,248.65</u>
Total	\$ 93,008.91	\$ 93,008.91
Urban Mass Transit: FY 85		
Salaries and Fringe Benefits	\$ 26,589.34	\$ 26,589.34
Operating Expense	5,850.00	5,850.00
Indirect Costs	<u>15,044.23</u>	<u>15,044.23</u>
Total	\$ 47,483.57	\$ 47,483.57
Urban Mass Transit: FY 86		
Salaries and Fringe Benefits	\$ 13,523.39	\$ 13,523.39
Indirect Costs	<u>7,059.20</u>	<u>7,059.20</u>
Total	\$ 20,582.59	\$ 20,582.59
City of Knoxville Economic Development:		
Salaries and Fringe Benefits	\$ 42,863.72	\$ 42,863.72
Indirect Costs	<u>23,328.41</u>	<u>23,328.41</u>
Total	\$ 66,192.13	\$ 66,192.13





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## Urban Park and Recreation: FY 85

Salaries and Fringe Benefits	\$ 18,393.00	\$ 18,393.00
Operating Expense	1,173.40	1,173.40
Indirect Costs	<u>10,407.00</u>	<u>10,407.00</u>
Total	\$ 29,973.40	\$ 29,973.40

## Urban Park and Recreation Prog.

Salaries and Fringe Benefits	\$ 9,580.00	\$ 9,580.00
Operating Expense	39,854.00	39,854.00
Indirect Costs	<u>5,420.00</u>	<u>5,420.00</u>
Total	\$ 54,854.00	\$ 54,854.00

## Tennessee Historical Commission: FY 85

Salaries and Fringe Benefits	\$ 36,494.00	\$ 36,494.00
Indirect Costs	<u>20,648.25</u>	<u>20,648.25</u>
Total	\$ 57,142.25	\$ 57,142.25

## Tennessee Historical Commission: FY 86

Salaries and Fringe Benefits	\$ 21,572.27	\$ 21,572.27
Indirect Costs	<u>11,260.73</u>	<u>11,260.73</u>
Total	\$ 32,833.00	\$ 32,833.00

## City of Knoxville— Transportation: FY 85

Salaries and Fringe Benefits	\$ 10,205.42	\$ 10,205.42
Indirect Costs	<u>5,774.22</u>	<u>5,774.22</u>
Total	\$ 15,979.64	\$ 15,979.64

## City of Knoxville— Transportation: FY 86

Salaries and Fringe Benefits	\$ 14,145.06	\$ 14,145.06
Indirect Costs	<u>7,383.72</u>	<u>7,383.72</u>
Total	\$ 21,528.78	\$ 21,528.78

## Chamber of Commerce: FY 85

Salaries and Fringe Benefits	\$ 4,299.49	\$ 4,299.49
Indirect Costs	<u>2,432.65</u>	<u>2,432.65</u>
Total	\$ 6,732.14	\$ 6,732.14

**TOTAL** **\$1,518,457.99** **\$1,488,942.93**







## **Reports published by the Metropolitan Planning Commission during FY 1986:**

*MPC Staff Directory.* July, 1985.

*Transportation Standards and Regulations Review.* July, 1985.

*Mechanicsville-Leslie Street Feasibility Assessment for Revitalization.* July, 1985.

*MPC Work Program FY 1986.* August, 1985.

*Tennessee Technology Corridor Plan Update 1985.* August, 1985.

*Mechanicsville Triangle Redevelopment Study.* August, 1985.

*Knoxville Urban Area Transportation Improvement Program 1986-1990.* August, 1985.

*Knoxville Area Facts and Figures.* August, 1985.

*Knoxville/Knox County Bikeway Plan Update.* August, 1985.

*1995 Major Thoroughfare System Plan Update.* September, 1985.

*Central Sector 2000: Volume 3: Lower Second Creek Valley Development Policies.* September, 1985.

*West Knoxville Sector Plan.* October, 1985.

*Housing Assistance Plan for the City of Knoxville.* October, 1985.

*Northwest Knoxville Sector Plan.* October, 1985.

*Knoxville/Knox County Public Recreation Facilities Map.* October, 1985.

*Central Business District Parking Survey: On- and Off-Street Parking.* October, 1985.

*Guidelines for Signs on Market Street.* October, 1985.

*Recreation Management Study for the City of Knoxville.* November, 1985.

*Title VI Documentation Regarding Technical and Planning Assistance Update .* November, 1985.



*Knoxville/Knox County Office Market Analysis.* November, 1985.

*Knoxville's EDA 302(a) Program Mid-Year Status Report.* December, 1985.

*East Towne Mall Traffic Impact Study.* December, 1985.

*Information for Merchants Opening a Business within the Cumberland Avenue C-7 District.* December, 1985.

*Directory of Neighborhood Organizations.* Revised March 1986.

*Southwest Knox County Sector Plan.* April, 1986.

*Economic Development Information Packet.* April, 1986.

*Economic Overview*

*Economic Development Information Guide*

*Center City Prospectus*

*Capital Improvement Budget and Program for the City of Knoxville 1986-1992.* May, 1986.

*Knoxville One Year Plan.* May, 1986.

*Knoxville/Knox County Urban Activity Report: 1985.* May, 1986.

*Transportation Resource Directory for the Knoxville Urban Area.* June, 1986.

*MPC Publications Catalog.* June, 1986.

*East Towne Mall Land Use Study.* June, 1986.



## **FIVE YEAR WORK PROGRAM**

### **Agency Goals**

MPC has established the following goals to guide its work for the future. Continuing analysis of the agency and the community, and progress toward the goals, will dictate their modification in the future.

**GOAL I—General Planning:** Provide the best possible general planning for Knoxville-Knox County. This includes planning for land-use, economic development, transportation, the environment, and so forth, as well as the implementation and administration of plans.

**GOAL II—Vision Leader:** Become a vehicle for helping community leaders identify and analyze issues and determine future directions.

**GOAL III—Information Center:** Become the recognized data collector and referral center for land-use and development-related information.

**GOAL IV—Technical Advisor:** Expand our role as technical advisor to the community.

### **Ongoing Activities**

The bulk of MPC's resources are dedicated to work that is fundamental to the agency's purpose, that is, in the words of the Tennessee Code section that authorizes local planning commissions, "to make and maintain a comprehensive plan for the physical, social and economic development" of the community and to administer development controls. These ongoing activities are included in the work program each year under the following headings:

Zoning and subdivision administration

One Year Plan

Capital Improvement Program

City Consultation

County Consultation

Economic Development

Historic Preservation

Transportation and transit planning

Recreation technical assistance

Together with the support activities that make it possible to carry out the agency's work, the above activities form the basic work program that is repeated from year to year.



## SPECIAL EMPHASIS PROJECTS

Special emphasis will be given each year to a group of projects designed to obtain the goals of MPC. A proportionately higher share of MPC's resources will be allocated to these special emphasis projects during the year or years indicated. The complete work program for a given year will consist of both the basic activities and the special emphasis projects. Following is a list of major objectives of the work program and projects proposed to attain the objectives.

### OBJECTIVES: **Year 1, FY 1987**

1) Complete update of Knoxville-Knox County Zoning Ordinances

PROJECTS: Revise Knoxville and Knox County Zoning Ordinance texts. Amend and readopt Knoxville Zoning Map as specified by adopted One Year Plan.

2) Continue to computerize office systems of MPC

PROJECTS: Purchase computer equipment in accordance with "computerization plan." Purchase computer software needed to maximize use of hardware and staff capabilities. Continue to expand staff computer capabilities through training and application.

3) Develop a comprehensive downtown planning program to complement and support existing downtown area projects and plans.

PROJECTS: Work with government, business, and civic leaders to prepare and adopt Downtown Plan.

4) Begin program to computerize data for easy retrieval and analysis.

PROJECTS: Organize standard data base and establish update system. Collect needed data and convert existing files. Computerize data, including zoning map.



### OBJECTIVES: **Years 2 and 3, FY 1988-89**

1) Analyze the organizational structure of planning in Knoxville and Knox County government.

PROJECTS: Consider funding and administrative alternatives for the planning and land-use control function in local government.

- 2) Continue and expand computerization of agency work.

PROJECTS: Begin entering information in GIS system. Utilize demographic and market software to provide site and marketing analysis "for-fee" in conjunction with MPC-generated data. Broaden coverage and increase detail of data.

- 3) Identify community goals and work toward building consensus on a common vision of the future.

PROJECTS: Provide a forum (for example, a series of community-wide meetings and/or televised panels) for community discussion of issues to help focus public opinion.

## OBJECTIVES: **Years 4 and 5, FY 1990-91**

- 1) Update long-range plan for community.

PROJECTS: Assess effectiveness of sector planning process. Begin development of "General Plan 2010."

- 2) Reestablish and maintain an environmental planning function.

PROJECTS: Evaluate status quo of environmental quality in Knoxville area. Determine ways that planning can help address environmental concerns that are identified. Analyze regional wastewater collection and treatment system and update existing plan.

- 3) Continue program to identify and crystalize community goals and "common vision."

PROJECTS: Working as staff for local leaders, document agreed upon "common vision" for Knoxville area's future and begin developing strategies for realizing it.



**KNOXVILLE - KNOX COUNTY  
METROPOLITAN PLANNING COMMISSION**

July 1985-June 1986

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David Rutherford  
*Vice-Chairman*

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Marge Ervin

Phil Hamby

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James Hubbs

Ron Isenburg

Jim Kite

Charlene Belton-Michael

Chuck Roberts



# METROPOLITAN PLANNING COMMISSION

## THE METROPOLITAN PLANNING COMMISSION STAFF

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