



**METROPOLITAN  
PLANNING  
COMMISSION**

*1987 Annual Report*

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## FROM THE EXECUTIVE DIRECTOR

1987

**T**he Metropolitan Planning Commission is guided by a five year work program that addresses four goals:

- To provide the best possible general planning for Knoxville and Knox County by addressing such concerns as land-use, economic development, transportation, and the environment and how to implement and administer these plans;
- To become a vehicle for helping community leaders identify and analyze issues and determine future directions;
- To serve as the recognized data collector and referral center for land-use and development related information;
- To expand our role as technical advisor to the community.

As reflected in this our *1987 Annual Report*, we have made substantial progress toward meeting our goals through emphasis on computerization, zoning ordinance revisions, and downtown planning. These special projects, together with our on-going planning efforts, form our basic work program.

Urban planning is a complex undertaking dealing with wants, needs, policies and regulations. It is difficult to communication about planning in simple terms that are easily understood. Planning and zoning can also be emotional subjects since they touch people "where they live." For these reasons, the Planning Commission and staff will stress communication as a primary objective in the coming year.

With effective *two-way* communication, MPC can continue to meet agency goals. Every planning task on which the staff works, every decision the commission makes, must be formed by the preferences of the people. Hearing from the public and responding with current, complete and clear information is our challenge. Meeting this challenge determines the success of our planning. We continue our previous year's work and enter fiscal year 1988 with the commitment to do all in our power to improve the level of public discussion about planning and community issues.

*Susan F. Adams*

Susan F. Adams, A.I.C.P.  
Executive Director

*Executive Director Sue Adams  
with MPC Chairman  
David Rutherford and  
Attorney Frank Erickson.*



*A  
Special  
Emphasis  
in  
1987*

## RESPONDING TO LOCAL NEEDS

**C**aring for our children; protecting older neighborhoods; revitalizing downtown; ensuring highway safety; preserving historic sites; disposing of sanitary waste; regulating business signs....



These are the issues that have confronted the people of Knoxville and Knox County in 1987. And these are the issues addressed by the Metropolitan Planning Commission. While MPC has always been committed to planning the best possible future for the metropolitan area, the commission continues to respond each year to those particular concerns which confront the present community, providing guidance and technical assistance.

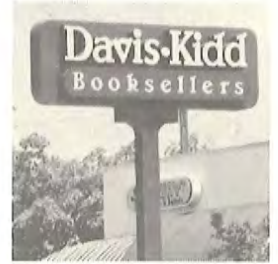
From the changing face of Jackson Avenue to the scaffolding atop the new Federal Building, downtown Knoxville is being transformed. Guiding this transformation is the Downtown Task Force, staffed by the Metropolitan Planning Commission. When the comprehensive plan is completed in late 1987, it will point the way toward a 24-hour city of variety and vitality—a place for visitors and residents to work, shop, live and be entertained.





Highway safety, especially along Alcoa Highway, has long been a prime concern to the citizens of Blount and Knox Counties. Now due to the efforts of the Metropolitan Planning Organization and the MPC transportation staff, major improvements are closer to becoming a reality--improvements that will make Alcoa Highway safer and increase traffic flow.

While business signs and advertisements are a necessary part of commercial activity, concerns for highway safety, visibility and the environment are equally important. During 1986 and 1987, MPC planners assisted both the Knoxville and Knox County sign committees in developing regulations that can most fairly control business signs. Now these ordinances, adopted by City Council and County Commission, will provide much needed regulation.



By continual responsiveness to the changing conditions of our community, MPC attends to the present with an eye to the future.



*Highlights  
of the  
1986-87  
Work Program*

## MEETING OUR OBJECTIVES

**O**ne measure of a strong planning agency is its ability to provide consistent, long-range guidance to the community and its flexibility to focus on current planning issues as they arise. The MPC Work Program is designed to accomplish both these objectives. Zoning and subdivision administration, transportation planning, and programs for capital improvement, historic preservation and economic development are all part of our on-going planning efforts.

Our special emphasis projects are designed to focus on particular issues for each year. During 1986-87, our objectives have been to:

- Revise the Knoxville/Knox County Zoning Ordinances.
- Continue to automate office systems of MPC.
- Develop a comprehensive downtown planning program to complement and support existing downtown area projects and plans.
- Organize a standard demographic data base and establish an update system.

Highlights from our 1986-87 Work Program show how well we have accomplished our objectives.



*Aerial photographs will serve as the base maps for the Geographic Information System.*

## General Planning

*Market Square is a favored  
pedestrian area in downtown  
Knoxville.*



*The Child Care Study assesses  
downtown employee demand for  
quality child care.*

THE DOWNTOWN PLAN, a major planning effort in FY '87, demonstrates MPC's effectiveness in providing staff assistance to community leaders and decision makers. In developing the plan, the Downtown Task Force, appointed by Mayor Kyle Testerman and chaired by Chris Whittle of Whittle Communications, drew together numerous community members interested in downtown's future. MPC, in cooperation with TVA and City Departments, prepared a major Data Base report and provided staff support to each committee: Residential, Transportation, Arts and Culture, Design and Organization. In May, 1987, the committees publically presented their recommendations. A staff team is now preparing a preliminary Downtown Plan for review. As with the 1974 *Downtown Redevelopment Plan*, the Downtown Plan, when completed in FY '88, will provide the necessary guidance for activities and development that are new or already occurring downtown.

THE DOWNTOWN RETAIL IMPRESSIONS STUDY measures attitudes toward downtown retailing through a survey of merchants and pedestrians. Findings indicated the need for better directional signs, retail advertising concentrated on visitors already attracted to downtown, improved maintenance and rehabilitation, and a downtown retail plan.

A DOWNTOWN EMPLOYMENT SURVEY supports MPC's research efforts on downtown planning. Utilizing an employment survey completed by the Knoxville Commuter Pool, MPC staff expanded and updated the data to cover the entire Central Business District. This information is available to the public through MPC's library.

THE CHILD CARE STUDY also looks at downtown and assesses employee demand for child care. From a comprehensive survey of downtown employees, employers, and child care facilities, MPC staff developed an information base which can be used for future decision making regarding child care for downtown employees.

THE MIDDLEBROOK PIKE CORRIDOR STUDY was designed to examine what impact anticipated four-laning will have on land use and public facilities. Major recommendations include widening Middlebrook Pike to four through lanes with a median, a transition area from University Avenue to Liberty Street, continued development within the boundaries of the industrial area between I-75 and Weisgarber Road, and increased medium-density residential with limited commercial development in the County. Now adopted by City Council and County Commission, this study serves as an official policy guide to development within a five-year period.



*Charter E. Doyle Park provides a much needed recreational area for south Knoxville and Knox County.*

THE RECOVERY ACTION PROGRAMS FOR KNOXVILLE AND KNOX COUNTY are part of MPC's commitment to monitoring critical community recreational needs. With financial support from the National Park Service and close cooperation with City and County recreation departments, MPC staff assessed previous recommendations and identified new priorities for FY '88.

THE SIGN INVENTORY PROJECT will give the City needed data for enforcement of the City Sign Ordinance as it applies to freestanding signs. MPC surveyors will begin the inventory process this summer.

THE 1987 HOUSING STUDY now in progress is the first comprehensive analysis of the Knoxville-Knox County housing market since MPC completed a similar study in 1982. The study will include information on dwelling units added since 1980 by type of unit, household growth, current housing market characteristics, and estimated housing demand. The study will also assess housing issues that will confront our community in the near future.

### *Publications*

- Southwest Knox County Sector Plan.* July, 1986.
- Downtown Retail Impressions Study.* September, 1986.
- Downtown Plan Task Force Handbook.* October, 1986.
- Proclaiming the Downtown Plan. Grant Application to the National Endowment for the Arts.* April, 1987.
- Downtown Plan Task Force Committee Reports.* May, 1987.
- Middlebrook Pike Corridor Study.* May, 1987.
- Child Care Study for Downtown Knoxville.* June, 1987.
- City of Knoxville Recovery Action Program Update.* June, 1987.
- Knox County Recovery Action Program Update.* June, 1987.

### *Economic Development*

THE INDUSTRIAL REDEVELOPMENT SITE INVENTORY is a product of MPC's efforts to identify suitable redevelopment areas in Knoxville and to provide essential market information on these sites. Within the inner city, staff identified several areas that offer low acquisition costs, good transportation access, and adequate public facilities. Since completion of this study in 1986, developers have evaluated several sites, and one is now in the initial stages of redevelopment.

THE 1986 OFFICE MARKET ANALYSIS provides the business community with essential data on downtown and suburban office space. Findings from the 1986 update show that vacancy rates downtown have decreased to 15.8%, down from 21.8% in 1985. Suburban vacancy rates, however, moved in the opposite direction, climbing from 14.1% in 1985 to 18.6% in 1986.





*The Highlands office building is compatible in design with the surrounding neighborhood on Old Kingston Pike.*

### **Publications**

- Industrial Redevelopment Opportunities in Knoxville.* September, 1986.
- 1986 Office Market Analysis: Knoxville and Knox County.* December, 1986.
- Knox County Small Site Industrial Study.* February, 1987.
- Knoxville's EDA 302(a) Program 1987-1988 Proposed Work Program.* March 3, 1987.

### **Historic Preservation**



*This Virginia Tidewater home was a rare find in the Historic Sites Survey.*

**KNOXVILLE'S MAIN STREET PROGRAM** continues to be a priority for MPC's technical assistance. Staff aided a concept design team in drafting design guidelines for business along Gay Street and assisted building owners in applying for preservation tax incentives. Present staff efforts are now focused on a *Retail Recruitment Packet* which includes information tailored to prospective new merchants on Gay Street.

**THE ECONOMIC BASE STUDY** is designed to provide Knox County with a complete reference manual of local economic data. This comprehensive study will examine such economic indicators as employment, personal income, capital expenditures, and government revenues. The study will also project the strengths and weaknesses of the County economic base as it compares to state and national conditions.

**THE KNOXVILLE-KNOX COUNTY HISTORIC ZONING COMMISSIONS** are now one step closer to becoming a regional zoning commission. In April, 1987, both the House and the Senate passed the necessary enabling legislation, and the commissions expect local approval of their revised ordinance this summer. By joining City and County efforts, both commissions feel they can work more effectively to preserve historic sites and structures.

**THE HISTORIC SITES INVENTORY** is a major documentation of the historic resources of Knox County. Based on an extensive five-year survey of over 13,000 historic sites, the report traces history and settlement patterns and follows the development of construction and technology. A special feature of the inventory is an illustrated listing of architectural styles commonly found in Knox County.

**THE PRESERVATION PLAN**, a companion volume to *The Historic Sites Inventory*, identifies specific sites, structures and districts in Knoxville and Knox County which should be preserved and suggests methods for their preservation. The Plan further addresses what may become of these sites if no efforts are made to preserve them. Both the *Historic Sites Inventory* and the *Preservation Plan* are in the final stages of completion.

## Transportation Planning



*An MPC survey found tremendous support for trolley service.*

KNOXVILLE URBAN AREA METROPOLITAN PLANNING ORGANIZATION (MPO) is one effective way MPC links transportation programming to planning. Composed of local governments of Knox and Blount Counties and the State of Tennessee, MPO reviews all urban area issues and makes recommendations concerning the disbursement of highway funds. During FY '87, MPO prepared the *Unified Transportation Planning Work Program*, which outlines the year's planning tasks, and the *Urban Area Transportation Improvement Program*, which documents funding for highway and public transportation improvements.

MPO RECOMMENDATIONS FOR ALCOA HIGHWAY are a product of MPO's planning efforts. Because of the critical nature of traffic flow and safety along this major route, the MPO is reviewing three access control policies which will improve traffic flow and increase safety. MPO will make a final recommendation to the Tennessee Department of Transportation in the fall of 1987.

THE K-TRANS COMPREHENSIVE TRANSIT STUDY is part of MPC's on-going effort to improve this community's public transit system. In conjunction with K-Trans personnel, MPC conducted an extensive survey of routes showing little or no ridership and made recommendations to KTA for changing or modifying these routes. While some recommendations were modified, the new route changes are now in effect.

TRANSIT PLANNING ASSISTANCE to Knoxville's public transit systems expanded this year. After evaluating many locations, MPC staff recommended locating the bus transfer zone at the intersection of Walnut Street and Summer Place. The City followed MPC's recommendations and will begin development of the site this summer. MPC also assisted the University of Tennessee Transportation Center in evaluating the K-Town Trolley, especially to determine the strengths and weaknesses of management and administration. An additional MPC survey found tremendous support for trolley service.

## Publications

- Knoxville Urban Area Transportation Improvement Program 1987-1991.* August, 1986.
- Knoxville's Central Business District Parking Survey: On- and Off-Street Parking.* October, 1986.
- Recommended Bus Changes for K-Trans.* December, 1986.
- Unified Transportation Work Program FY 1988.* June, 1987.

## Current Planning

THE ONE YEAR PLAN continues to link City zoning laws with long range, policy oriented planning while reflecting the realities of existing land use and zoning. The 1987 update particularly focused on general rezonings. These are government initiated rezonings which bring the zoning map into conformance with the One Year Plan, as required by City Charter. Through media publicity and a series of public meetings, MPC staff included citizen viewpoints in the update process. In April, MPC approved the update, and City Council adopted the One Year Plan in May.

THE KNOXVILLE/KNOX COUNTY ZONING ORDINANCE REVISIONS are now in the final draft stages. MPC staff continues to consult with City and County officials concerning changes and corrections; however, major work was slowed as staff awaited a recent U.S. Supreme Court decision regarding the zoning process. Next, knowledgeable lawyers, developers, homeowners and other interested parties will review and revise the drafts. The revisions, when completed in FY '88, will clarify and simplify current ordinances and make City and County zoning as identical as possible.

*Knoxville's One Year Plan works to protect older neighborhoods.*



THE KNOX COUNTY SIGN REGULATION AMENDMENT is a product of concentrated efforts by the ad hoc Knox County Sign Committee, assisted by MPC staff. With only minor changes, the committee's recommendations were approved by MPC and the Knox County Intergovernmental Committee. On May 18, 1987, the Knox County Commission adopted the amendment to the Knox County Zoning Resolution.

THE C-7 DESIGN REVIEW BOARD continues its regulation of Cumberland Avenue. Their major objective in 1987 was amending the current C-7 district ordinance to reflect the adopted policies of the Cumberland Avenue Design Plan. These guidelines concern landscaping, signage and parking.

AN ANNEXATION STUDY presented to the Mayor and City Council in September, 1986, analyzed the cost and feasibility of providing City services to selected areas in the unincorporated portion of Knox County. With the cooperation of City departments of government, the study determined the needs of each of the fourteen areas under consideration. City Council used this study in determining each annexation phase.

## Publications

- Annexation Study 1986: A Report to the Mayor and City Council.* September, 1986.
- Knoxville's One Year Plan: 1987.* April, 1987.
- Knox County Resolution Amendment Adding Chapter 3.90: Signs, Billboards, and Other Structures.* May, 1987.

*Code  
Administration*

Request	Approved	Denied	Postponed	Withdrawn
Rezoning Petition				
<i>City</i>	68	9	7	4
<i>County</i>	159	14	17	5
Amendment Study				
<i>One Year Plan</i>	36	16	9	3
<i>Long Range Plan</i>	5	0	1	0
Subdivision - Concept				
<i>City</i>	7	0	2	0
<i>County</i>	59	0	8	0
Subdivision - Final				
<i>City</i>	60	3	8	1
<i>County</i>	101	5	24	0
Number of Lots - Subdivision - Concept				
<i>City</i>	61	0	0	0
<i>County</i>	1708	0	137	0
Number of Lots - Subdivision - Final				
<i>City</i>	170	2	107	1
<i>County</i>	1577	20	793	0
One Lot Subdivision				
<i>City</i>	103	0	0	0
<i>County</i>	308	0	0	0
Ordinance Amendment	7	1	1	0
Use on Review Petition				
<i>City</i>	40	4	7	2
<i>County</i>	59	2	10	0
Request for Street Name Change				
<i>City</i>	20	0	0	0
<i>County</i>	2	0	0	0
Request for Street/ Alley Closure				
<i>City</i>	24	2	2	1

*Research  
&  
Information  
Services*



*Building permit activity shows continued strong growth in Northwest and Southwest Knox County.*

*Publications*

## PROVIDING INFORMATION

**I**nformation Services are part of MPC's on-going commitment to provide data and information about the region to those who need it. An effort to track individual construction projects resulted in a computerized listing of developments which can be sorted by project name, location and type of project. This listing will be updated annually and can be printed at any time during the year by request. MPC has also acquired the 1986 CACI Demographic Data files on diskette which provides updated information on population, households, income and household size by Census Tract. As a tool for planning or marketing, these files are extremely effective.

**THE 1986 URBAN ACTIVITY REPORT** is a thorough summary of development activity in Knoxville and Knox County. Tabulations of zoning, subdivision and building permit activity show continued strong growth in Northwest and Southwest Knox County. Activity was also strong in Northeast Knox County near the area of East Towne Mall.

**MPC PLANNING INFORMATION SYSTEMS** have developed in two significant areas during FY '87. Several staff members are now trained in use of the Geographic Information System and were actively involved in recommendations for data base organization and selection of the conversion contractor. MPC expects to purchase a GIS workstation in FY '88 and begin computer formatting of the zoning maps. As part of continued office automation, the agency purchased three additional personal computers for use with the DBASE III Plus, LOTUS, WORDPERFECT, NUTSHELL and MULTIPLAN software. The Graphics Department is also now using the Macintosh desktop publishing system, increasing the efficiency of graphic production.

- Knoxville Area Facts and Figures.* August, 1986.
- Development in Knoxville and Knox County: List of Construction Projects 1980-1985.* December, 1986.
- Development in Knoxville and Knox County: List of Construction Projects 1986.* February, 1987.
- Labor Force Data for the Knoxville Metropolitan Area.* March, 1987.
- MPC Publications Catalog 1987-88.* April, 1987.
- Knoxville/Knox County Urban Activity Report: 1987.* May, 1987.
- Directory of Neighborhood Organizations.* June, 1987.

# OPERATING MPC

*Funds  
provided  
by*

<b>Fees</b>	\$ 175,976.59
<b>Indirect Costs Recovery</b>	89,870.83
<b>City of Knoxville</b>	436,333.73
<b>Knox County</b>	381,697.72
<b>Tennessee Historical Commission</b>	14,200.28
<b>K-Trans</b>	
<i>Urban Mass Transit Authority</i>	19,764.00
<b>Tennessee Department of Transportation</b>	
<i>Federal Highway Administration</i>	
FY '86	102,425.00
FY '87	75,137.85
<i>Urban Mass Transit Authority</i>	
FY '86	21,937.00
FY '87	25,756.68
<b>U.S. Department of Transportation</b>	
<i>Urban Mass Transit Authority</i>	4,957.17
<b>U.S. Department of Interior</b>	
<i>Urban Park and Recreation Program</i>	7,500.00
<b>U.S. Economic Development Administration</b>	50,000.00
<b>SUBTOTAL</b>	<b>\$ 1,405,556.85</b>
<b>Less funds provided prior to July 1, 1986</b>	
<b>K-Trans</b>	
<i>Urban Mass Transit Authority FY '86</i>	21,528.78
<b>Tennessee Department of Transportation</b>	
<i>Federal Highway Administration FY '86</i>	93,008.91
<i>Urban Mass Transit Authority FY '86</i>	20,582.59
<b>TOTAL FUNDS PROVIDED</b>	<b>\$ 1,270,436.57</b>

*Funds  
applied  
to*

**CENTRAL OFFICE:**

Salaries and Fringe Benefits	\$ 798,095.02
Operating Expenses	99,941.56
MPC Meetings	2,795.29
Reproduction	40,529.31
Travel	10,510.18
Equipment	31,532.62
Contract Services	3,270.00
Trustee's Commission	1,389.89

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**SUBTOTAL** \$ 988,063.87

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**GRANTS AND CONTRACTS:**

<b>Tennessee Historical Commission</b>	20,286.11
<b>K-Trans</b>	
<i>Urban Mass Transit Authority</i>	21,960.00
<b>Tennessee Department of Transportation</b>	
<i>Federal Highway Administration</i>	
FY '8	120,500.00
FY '87	88,361.47
<i>Urban Mass Transit Authority</i>	
FY '86	24,375.00
FY '87	28,618.18
<b>U.S. Department of Transportation</b>	
<i>Urban Mass Transit Authority</i>	4,957.17
<b>U.S. Department of Interior</b>	
<i>Urban Park and Recreation Program</i>	15,000.00
<b>U.S. Economic Development Administration</b>	66,667.00

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**SUBTOTAL** \$ 1,378,788.80

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**Less funds applied prior to July 1, 1986**

<b>K-Trans</b>	
<i>Urban Mass Transit Authority FY '86</i>	21,528.78
<b>Tennessee Department of Transportation</b>	
<i>Federal Highway Administration FY '86</i>	93,008.91
<i>Urban Mass Transit Authority FY '86</i>	20,582.59

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**TOTAL FUNDS APPLIED** \$ 1,243,668.52

*A  
Priority  
for  
1988*

## COMMUNICATING WITH OUR PUBLIC

**P**lanning requires a close working relationship among the commission, the public it represents, and the governing bodies it advises. Maintaining this relationship through effective communications is both a priority at MPC and a responsibility.

Through communications, MPC can:

- determine what the public would like to see happen in their community and address these desires through planning;
- keep the public educated and informed about agency programs, plans and goals and the planning principals which guide them;
- develop public understanding and support for the recommendations the agency makes;
- assure public officials that they are well advised on the social, economic and physical conditions of the area.



*With effective communication,  
MPC can continue to meet agency  
goals.*

MPC's 1988 Work Program includes several projects especially designed to increase MPC's role as a communications channel for Knoxville and Knox County.

**THE COMMUNITY PERCEPTIONS STUDY** will survey what the people of Knoxville and Knox County believe are the important problems facing the community.

**PROCLAIMING THE DOWNTOWN PLAN** will be a major communications effort by MPC and the Downtown Task Force to increase public awareness and support for the plan's recommendations.

**THE PRESERVATION PLAN** will guide the community on how historic sites can be protected and preserved.

**FOCUS ON MPC**, a series of informational brochures, will help people understand the agency and its work.

These projects, together with MPC's on-going research and information services, demonstrate our continual effort to be responsive to the community which we serve.



# THE PLANNING STAFF

1987



Sue Adams, A.I.C.P.	<i>Executive Director</i>
Frank Erickson	<i>Attorney</i>
Vaughn Smith	<i>Support Operations Director</i>
Gretchen Beal	<i>Information Resources Coordinator</i>
Sarah Green	<i>Communications Specialist</i>
Dan Kelly	<i>Current Planning Supervisor</i>
Ewing Johnson, A.I.C.P.	<i>Long-Range Planning Supervisor</i>
Wayne Blasius, A.I.C.P.	<i>Principal Planners</i>
Russ Newman	
Ken Pruitt, A.I.C.P.	
Jeff Welch	
Ann Bennett	<i>Planners</i>
Jim Bryant	
Sue Geniesse	
Allen Pitner	
Dan Reese	
Tamra Shaw	
Ruth Viergutz	
Chris Wood	
Gary Farlow	<i>Code Administration Officers</i>
J. M. Keck	
Johnetta Johnson	<i>Code Administration Technicians</i>
Phil McPeake	
Allen Alderman	<i>Planning Technicians II</i>
Susan Anderson	
Buddy McReynolds	
Phillip Cook, Jr.	<i>Planning Technicians I</i>
Greg Freeman	
John Roberts	
Jack Jordan	<i>Graphics Manager</i>
Ray Dailey	<i>Graphics Technicians II</i>
Roger Moore	
Pat Phillips	
Dennis Pulliam	
Jo Ella Washburn	
Jean Chumley	<i>Office Assistants III</i>
Linda Upton	
Vikki Fox	<i>Office Assistants II</i>
Becky Livingston	
Shirley Mase	<i>Office Assistant I</i>

## THE PLANNING COMMISSIONERS

*July 1986  
through  
June 1987*



David Rutherford  
*Chairman*

Laura Bailey

Dott Baker

Ruth Bletner

William Carney

Anna Dirl

Marge Ervin

Phil Hamby

Elizabeth Henry

Jim Hubbs

Jim Kite

Mark Margetts

Charlene Belton-Michael

Catherine Rogers

Jeff Wilkins

## THE PLANNING COMMISSIONERS

*July 1987*  
*through*  
*June 1988*



Laura Bailey

Dott Baker

Anna Dirl

Marge Ervin

Jeff Fletcher

Richard Graf

Elizabeth Henry

Jim Hubbs

Jim Kite

William Knight

Mark Margetts

Charlene Belton-Michael

Catherine Roger

David Rutherford

Jeff Wilkins