## FY 1997-1998



North City Sector Plan



Knox County Parks and Recreation Plan



Knoxville Urban Area MPO Pedestrian Plan



Office Market Analysis

Knoxville • Knox County
Metropolitan Planning Commission



Knoxville • Knox County
Metropolitan Planning Commission

# Annual Report

Fiscal Year 1997-1998

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## From the Chairman

I'd like to thank the Metropolitan Planning Commission for allowing me to serve as chairman over this past year. It has been a pleasure to work with the current members and I am very pleased with their dedication. Our monthly meetings have been well attended and the commissioners have not hesitated in confronting controversial issues, like the denial of the commercial rezoning of rural property along Cooper Road, in order to protect our community and the integrity of the planning process. It is gratifying to see our elected officials on the City Council and County Commission voting to uphold so many of the Planning Commission's recommendations.

I am also pleased with the diversity of the 15-member Planning Commission. Representing a broad spectrum of the community are a professor, engineer, physician, accountant, construction project manager, developer, insurance salesman, distributor, community volunteer, government analyst, solid waste consultant, and various entrepreneurs. The issues we discuss about our land and other resources affect all citizens, and good representation leads to better decisions.

I would like to commend the MPC staff for the fine work they have done this past year. Their efforts, from informed staff reports to well thought out sector plans, provide the framework on which the commissioners base their actions. Together we will continue to improve the planning process and work toward the goal of gaining more public understanding and participation.

Street O Berry In

Some of MPC's recent projects provide a preview of what planning will be like in the 21st century.

**Regional Issues** Most of MPC's work is confined to Knoxville and unincorporated Knox County. We also staff the Metropolitan Planning Organization, a transportation planning board which serves Knox and Blount Counties and their constituent cities and towns. There is a growing realization, however, that many issues affecting our economy and quality of life must be addressed at the regional level. Two recent projects involving MPC staff are examples. The Regional Transportation Alternatives Committee (profiled later in this report) is a long range, multi-county effort to develop a regional highway and transit system. MPC also is working with the Smoky Mountains Regional Greenway Advisory Board to develop a greenway trail between Knoxville and the Great Smoky Mountains National Park.

Urbanism In the General Plan adopted in 1994, MPC recommended allowing traditional neighborhood developments (TNDs) as an alternative to typical suburban development. The TND concept is based on the realization that development patterns common in American cities before World War II created neighborhoods that are pedestrianfriendly, efficient, affordable, and aesthetically interesting. TNDs are characterized by interconnected streets, mixed housing densities, sidewalks, traditional architecture, and a full range of community facilities, including shopping within walking distance. Although some recent developments exhibit a few of these characteristics, the first true TND will be built next year on the site of the College Homes public housing project in Mechanicsville. MPC participated with the Knoxville Community Development Corporation, their consultants, and Mechanicsville residents in refining the development plan. We are now drafting zoning regulations that will make it easier to build traditional neighborhood developments.

**Technology** Technology is rapidly changing the way the MPC staff work. Ten years ago, a land use survey for a planning project required planners to drive every street in the study area, making note

of the development on each land parcel. Back in the office, the notes were used to hand color land use maps and calculate acreage. It was a process taking several months. Today, the same land use survey can be completed in a few days by using the Knoxville-Knox County Geographic Information System (KGIS). A year ago, customers who came to MPC to get property development information would have to flip through numerous oversized blueprints at our front counter. Today, our planners can pull up KGIS data on a large computer monitor and display, with little or no paper shuffling, zoning, topography, land ownership, and other data of interest to our customers. Our transportation planners are concluding a one-year "Intelligent Transportation System" project that will result in a plan using 21st century technology to make our highways safer and less congested. The ITS approach uses advanced data gathering and communications technology to make more efficient use of existing roads.

**Growth Strategy** A new Tennessee law, *PA 1998 Chapter 1101*, will require cities and counties to cooperatively develop a growth plan. The law states that "the general assembly intends to establish a comprehensive growth policy that... more closely matches the timing of development and provision of public services" and "minimizes urban sprawl". This is part of a larger, national trend toward "smart growth" initiatives. The objectives of smart growth include reducing tax dollar waste caused by inefficient development patterns, conservation of natural resources, and preserving a unique sense of place for our communities. MPC will provide technical assistance to community leaders appointed by the Mayor and County Executive to produce a cooperative growth plan for Knoxville, Knox County, and Farragut.

MPC's work in the 21st century will include more regional initiatives, new models for land development, and increasing use of technology. Although the theoretical models and tools of the trade change over time, MPC remains committed to a simple ideal: working with people to create a better future.

Morman Whitek

### 1997-1998 Planning Commissioners

The Planning Commission consists of 15 private citizens; seven appointed by the Mayor of the City of Knoxville, and eight appointed by the Knox County Executive. All appointees must be approved by the Tennessee State Planning Office.



Fred O. Berry, III 1994-2002 Chair Executive Committee



Dr. Jack Reese, 1989-1999 Vice Chair Executive Committee



Roosevelt Allen 1997-2000



Rusty Baksa, 1995-1999 Executive Committee



Charles L. Busler 1993-2001



Henry E. Christenberry 1996-2000



Sarah Fortune Rose 1998-2001



Ellen Fowler 1997-2001



Dr. Timothy C. Frazier 1996-2000



Philip French 1998-2002



Helen Heatherly 1995-1999



John M. Luttrell, 1995-1999 Executive Committee



Carroll R. Reagan 1994-1998



R. Larry Smith 1997-2001



Ronald R. Wade 1996-2000



Charles N. Woods, 1994-2002 Executive Committee

### 1998 Excellence Award Winners

Now in its 17th year, the MPC Excellence Awards continue to honor and promote superior achievement in developmentwhether commercial or residential, modern or historic. This year, winners were selected from over three dozen nominations in six categories:

### Office



Perimeter Place Developer: Schaad Properties

### Commercia



Knoxville Motor Company Developer: Furrow-West, LLC

### Renovation/Restoration



Tyson Place Developer: Furrow-West, LLC



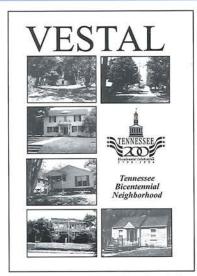
The Prince Building
Developer: M & M Development Company

### Special Use



Holston River Park Developer: The City of Knoxville in conjunction with Town Hall East

### Neighborhood/ Civic Association



Vestal Bicentennial Neighborhood Plan Developer: The Vestal Community Organization



Haley Heritage Square Developer: The City of Knoxville in conjunction with the African American Appalachian Arts organization

### Residential



Montgomery Cove Developer: Montvue Development Company

### INTELLIGENT TRANSPORTATION SYSTEMS STRATEGIC ASSESSMENT

Increasing traffic and congestion in the Knoxville urban area affect people, business, and ultimately, our entire infrastructure. Applying recent advances in technology to our transportation network offers promising solutions.

MPC planners have been working with engineers, emergency service providers, and others to develop a framework for a local intelligent transportation system or ITS. Such a system would include installing electronic

monitoring devices to measure traffic flow and



weather at key points along expressways. Other components are freeway service patrols and message signs which could warn of accidents or construction and suggest alternate routes.

A draft ITS strategic assessment has been completed, and specific locations for these components have been suggested to state transportation officials. In addition, an ITS committee has been meeting with two local "traffic tracker" companies interested in installing traffic monitoring systems. As this field develops, MPC will continue to play a key role in coordination of ITS activities with other government agencies as well as the private sector.

### TRAVEL TIME STUDY

eling capabilities.

Published last fall, the Travel Time Study analyzes data gathered from 56 traffic corridors representing more than 300 miles of roads in Knox and Blount Counties. Included in the report are tables and maps depicting important indicators of road system efficiency-travel time, fixed delay, and congestion during peak hours. Conducted by the Metropolitan Planning Organization, the study data will be helpful in identifying previously unknown problems, determining priority projects, and improving MPO's traffic mod-





### **AIRPORT TRANSIT SERVICE STUDY**

Various issues and scenarios were explored for a public transit service between the airport and downtown Knoxville. The study concluded there is not enough demand at this time, but a variety of projects on the horizon—the waterfront development, the Women's Basketball Hall of Fame, the Justice Center, the new convention center, and potential attractions at World's Fair Parkmay create enough additional demand to justify airport service in the future.

# REGIONAL TRANSPORTATION ALTERNATIVES

A meeting on transportation alternatives held in November established firm support



REGIONAL RANSPORTATION

among Knox, Blount, Anderson, Loudon, Sevier, and Union County officials for a unified approach to issues.

More than 150 people met at the UT Conference Center in Knoxville for the first Regional Transportation Alternatives Conference, followed by a more technical workshop at Ijams Nature Center a month later. The Metropolitan Planning Organization, including a number of MPC employees, organized the event.

Two strong recommendations that emerged from the conference were the need for continued regional cooperation on transportation planning, and for a full-scale study on future needs in the area—particularly a regional light rail system.

Funded by a state grant, the conference was hosted by Congressman Jimmy Duncan and chaired by Senator Bud Gilbert. A UT economist and a nationally known futurist were among speakers who discussed environmental and economic trends. Especially noted were the unique characteristics of the East Tennessee area: No other place has a national laboratory, major university, national park, and transportation research center located in such close proximity.

### Economic Development

# ECONOMIC DEVELOPMENT MARKET STUDIES

Realtors, lenders, investors, and developers rely on MPC for crucial economic information offered in various technical reports and brochures.

 The Shopping Center Analysis gives detailed information about each center.



The Office Market Analysis provides developers and business people with data they need to stay informed about competitive markets.



Facts and Figures lists statistics on living and working in the Knoxville area. The Industrial Space Inventory offers information on 700 buildings and identifies where the manufacturing and distribution centers are in Knoxville and Knox County.



Multifamily Housing Trends in Knox County examines the growth of apartment construction and presents information on rental and vacancy rates. Always a significant part of city housing stock, multifamily development represented 40% of all dwelling units in 1998. In the county, multifamily units have increased slowly but steadily, climbing from 3% to 10% during the past 30 years.

### **INDUSTRIAL LAND SURVEY**

When industrial companies are interested in building, expanding, or relocating in Knox County, a range of appropriate, "developer-friendly" sites now can easily be identified for their consideration. MPC's GIS team completed a major mapping project pinpointing potential sites for industrial development throughout the city and county.

The project made full use of the geographic information system's "layering" capabilities by targeting tracts of land according to a variety of factors:

- Amount of slope
- Current land use
- Zoning
- Size of tract
- Environmental constraints
- Distance from a major interstate interchange, railroad, or river
- Type of adjoining neighborhoods

Planners worked with the GIS team to eliminate unsuitable areas and focus on the most likely tracts of land. Parcels of vacant, agricultural, and forestry land were identified which were over 20 acres in size with no more than 15% slope. Floodplains, sinkholes, and access to transportation systems were major considerations. Planners also looked at such support services as water and sewer utilities and impacts on residential areas.

The information will be used by the Knox County Development Corporation and by MPC as it updates city and county sector plans and the Knox County General Plan.

### **GRAPHIC DESIGN AND GIS SUPPORT**

In addition to the industrial land survey, planners teamed up with graphic designers and the GIS staff at MPC to assist several local agencies, including the Knoxville Transit Authority and the Knoxville Area Chamber Partnership. Among the projects were route maps, waterfront design, and site locations for the proposed convention center and baseball stadium.

### **DEVELOPMENT ACTIVITY REPORT**

Tracking construction and development trends is an important function of MPC. Since 1990 almost \$3.3 billion has been invested in local projects, and in 1997 Knoxville and Knox County issued 3,877 building permits and approved 2,206 new subdivision lots. This information is summarized annually, along with details on the dollar value of new construction and renovations, and agricultural land absorbed, in MPC's Development Activity Report.

Construction began on a 12,000square-foot commercial building that will house University of Tennessee research facilities and retail outlets for the city's \$40 million Volunteer Landing Park and Gateway Village. Also along the waterfront the Regas Riverfront Tavern restaurant and the Gateway Regional Visitors Center are well underway. Other developments completed during the past year included several bank buildings and office and warehouse buildings on Pellissippi Parkway, as well as a 272-unit apartment complex at Deane Hill Grove and a 208-unit complex at Lansborough Apartments in Farragut. The renovation of Timbers West Apartments also was completed.

# Comprehensive Planning and Neighborhood Development

# SECTOR PLANS UPDATED FOR NORTH CITY AND NORTH COUNTY

Planning for the future growth of the city and county is an ongoing process. Sector plans for North Knoxville and North Knox County were completed this year, presenting current data on land use and population, out-

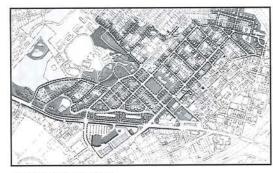
lining improvements needed, and recommending specific areas for development.
All 12 of MPC sector plans are now less than five years old, and priority will be given

in the coming year to updating the 1994 Knox-ville-Knox County General Plan.

### HISTORIC NEIGHBORHOOD NEWS

A study on *The Economic Benefits of Historic Designation* by MPC planner Ann Bennett was selected for reprinting by the National Trust for Historic Preservation. The study is part of a series titled *Dollars & Sense of Historic Preservation*, a collection of speeches, short articles, reports, and executive summaries on how preservation has created jobs, expanded businesses, and strengthened local economies in communities across the country.

One major project underway locally is the rehabilitation of the house at Knollwood on Bearden Hill. The building will become offices, following a complete preservationbased rehabilitation.



Hope VI Master Plan

### HOPE VI

When the Knoxville Community Development Corporation (KCDC) received a \$22.1 million federal grant last year to revamp the Mechanicsville neighborhood, MPC helped the KCDC staff and community leaders develop a neo-traditional or "new urbanism" design, featuring tree-lined streets, sidewalks, parks, and front porches. The College Homes public housing project will be demolished and new single family houses will be built on the site as well as on vacant lots. Plans also call for an open green area along Western Avenue connecting several churches and a community building, plus new opportunities for commercial development.

MPC is examining the current zoning ordinances to see what changes are needed to encourage these architectural and design features which are expected to make the community more livable and functional.



Single family housing in the North City Sector



Visioning Workshop for North County Sector Plan

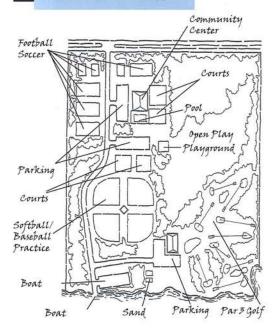


Hope VI planning session

### **County Parks & Recreation Plan Adopted**

A far-reaching vision for parks and recreational facilities in Knox County was outlined in the area's first open space plan. This 15year plan was adopted in February with the collaboration of MPC, the Knox County Recreation Board, the Knox County Parks and Recreation Department, and many interested citizens. The plan is a guide to adding new parks and improving existing ones, creating a system of greenways, and providing opportunities for walking, biking, boating, nature appreciation, and sports.

### District Park Prototype





Pedestrian needs are emphasized in the Pedestrian Network Plan



The Knox County Parks and Recreation Plan calls for adding new parks and improving existing ones

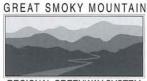
### Pedestrian Network Plan

A new trend in transportation planning pays attention to pedestrians once again, emphasizing safe access to schools, business districts, shopping centers, and bus lines. Under the auspices of the Metropolitan Planning Organization, MPC staff created a base plan which outlines a proposed network of major pedestrian ways for Knox and Blount Counties. The plan examines existing and future road projects, identifying where additional pedestrian facilities-including sidewalks, pathways, trails, and greenways—are needed. Fieldwork involved looking at individual school sites, park sites, and proposed greenway locations. Staff also researched sidewalk ordinances in Farragut, Alcoa, Maryville, and Blount County for similarities and differences.

### **Graphic Design and GIS Support**

The MPC graphic design and GIS staff provides ongoing support in the form of maps, signs, posters, and logos for the city and

county parks and recreation departments, as well as the Great Smoky Mountains Regional Greenways REGIONAL GREENWAY SYSTEM



Board.



### **Development Services**

A number of zoning ordinance changes were researched and developed by MPC staff for adoption by the Planning Commission:

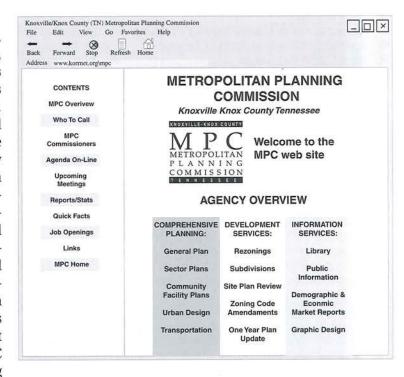
- assisted living facilities were defined and established as a use on review in both the city and county.
- city swimming pool regulations were updated to address maintenance of inactive pools for health and safety reasons.
- multifamily housing units were changed from a permitted use to a use on review in county RB zones when densities exceed 12 dwelling units per acre.
- outdated terminology was replaced with new provisions for storage and parking of trailers, motor homes, recreational vehicles, and commercial vehicles in city residential zones.
- Permitted uses were clarified and setback and landscape requirements were revised for C-6 general commercial park districts.

### MPC Goes Online

MPC's new website. www.korrnet.org/mpc, had nearly 1,000 visitors in the first six months since it began in January. Updated and expanded on a continual basis, the site features the monthly Planning Commission agenda and related public meetings, MPC publications and statistics, and links to about 30 other local, state, and federal government sites. Citizens can click onto an extensive range of topics from address assignment to rezoning. The MPC site also lists all planning

commissioners and staff and how to reach them. A major effort is underway to include all local zoning and subdivision regulations.

Other web sites of interest are the Metropolitan Planning Organization at www.korrnet.org/mpo and the Regional Transportation Alternatives Conference at www.korrnet.org/rtac. E-mail can be addressed to MPC at mpc@korrnet.org or mpc@esper.com; to MPO at mpo@korrnet.org; and to the MPC Library at gbeal@esper.com.



### **Addressing Report**

MPC staff are responsible for assigning and verifying all addresses and street names in the city and county, as well as coordinating these with the 911 Emergency System. Last year 4,950 new addresses were assigned and 22,583 addresses were revised. Staff also processed the addition of 724 new road segments and 4,689 revised road segments to the Knox County base map.

### Services

- A-95 Reviews
- Americans with Disabilities Act Planning
- Annexation Plans of Service Review
- Annexation Rezonings
- Bicentennial Neighborhood Initiative Planning
- CBID Assistance
- C-7 Design Reviews
- Clean Air Act Compliance
- Community Information Exchange Assistance
- Congestion Management System Planning
- Data Collection and Monitoring
- Downtown Parking Inventory Assistance
- Downtown Planning Assistance
- Empowerment Zone Assistance
- General (Neighborhood) RezoningsGeographic Information System Support
- GIS Address/Street Name Assignment
- Graphic Design Support to Other Departments
- Great Smoky Mountains Regional Greenway Advisory Board Assistance
- Greater Knoxville Research Network Support
- Historic and Environmental Reviews
- Housing Rehabilitation Review
- HUD Consolidated Plan/Technical Support
- Intelligent Transportation Systems Support
- Knox County Greenway Commission Assistance
- Knox County Parks and Recreation Board Assistance
- Knoxville Food Policy Council Assistance
- Knoxville-Knox County C.A.C. Board
- Knox Land and Water Conservancy

- Local Census Project
- Minimum Subdivision Regulations Revisions
- MPC Library and Information Center
- MPO Coordination/Technical Support
- Monthly Zoning and Subdivision Map Revisions
- Old City Planning Assistance
- Ordinance and Variance Interpretation
- Park Planning
- Recreation Grant Application Assistance
- Residential Parking Permit Program
- Rezonings
- Second Čreek Task Force Assistance
- Sector Planning (North County, North City)
- Staffing for Historic Zoning Commission
- Subdivision Processing on the Geographic Information System
- Technical Assistance to Historic Districts:
  Adair Gardens, Island Home Park,
  Lindburgh Forest, Parkridge, Emory
  Place, Old North Knoxville,
  Mechanicsville, Forest Hills Boulevard,
  Fourth & Gill, Gibbs Drive, Village of
  Concord, Edgewood-Park City
- Traffic Counting Program
- Transit Improvement Strategy Subcommittee Technical Support
- Transportation Coordination with Federal, State, and Local Government
- Tree Board Assistance
- Trolley Planning Assistance
- Urban Transportation Issues Committee (UTIC) Technical Support
- Water Quality Forum
- Zoning Ordinance Revisions
- Zoning and Subdivision Administration

### Publications

- Airport Transit Service Study
- Annual Index of MPC Records
- Annual Index of Subdivisions
- C-2 Parking Design Guidelines
- Congestion Management Plan Update
- Consolidated Plan for Housing and Community Development
- Development Activity ReportDevelopment Project Yearbook
- Directory of Neighborhood Organizations
- Downtown Inventory and Analysis
- Downtown Knoxville Transit and Parking Program
- Industrial and Warehouse Space Inventory
- Knox County Parks and Recreation PlanKnoxville Capital Improvements Program
- Knoxville-Knox County Facts and Figures
- Knoxville One Year Plan
- Knoxville Urban Area Travel Time Study Corridors
- Landscape Screening Design Guidelines
- MPC Quarterly Reports
- MPC QuickFacts Series
- MPC Technical Reports
  - Multifamily HousingTravel Time Study
- The Metro Economy: Profile of Growth in Knox and Surrounding Counties
- North City Sector Plan
- Office Market Analysis
- Old City Master Plan
- Regional Transportation Alternatives: A Road Less Traveled
- Shopping Center Market Analysis
- Streambank Development and Water Ouality Protection
- Transportation Improvement Program
- Vestal Bicentennial Neighborhood Plan

### Employee Achievements

Comprehensive planners Doug Burton, Kevin DuBose, and Julie Richardson earned membership in the American Institute of

Certified Planners this past year, bringing the total number of certified planners at MPC to 10—an impressive number for any planning office. AICP is a national institute of the American Planning Asso-



(L to R) Doug Burton, AICP, Senior Planner , Julie Richardson, AICP, Planner II, Kevin Dubose, AICP, Planner II

ciation that establishes standards, educational requirements, and a professional code of ethics for planners.



Terry Gilhula, Ph.D, Research Associate

Outstanding employee achievement was recognized at MPC's Excellence Awards Banquet in August. Employee Excellence Awards were

given to Kevin DuBose and Julie Richardson for outstanding project development and to Terry Gilhula for superior customer service.

Jeff Welch, MPC deputy director, has been appointed to a national implementation task force for the Transportation Equity Act for the 21st Century (TEA-21). The task force was established by the Association of Metropolitan Planning Organizations to address TEA-21 issues and make recommendations to the U.S. Department of Transportation .

He is coordinator of the Knoxville Urban Area MPO, which is federally mandated to provide comprehensive transportation planning in Knox County and urban areas of Blount County. He is also chair of the Tennessee Association of MPOs.

Tea-21 is a major new transportation bill that will increase federal funding to the state by nearly \$593 million over the next six years.



Jeff Welch, MPC Deputy Director

# Development Review Summary July 1, 1997- June 30, 1998

Type of Application	Knoxville	Knox County
Rezoning	246	117
Subdivision (concept)	10	72
Subdivision (final)		
Number of Subdivision Lots (concept)	257	2958
Number of Subdivision Lots (final)	530	2136
One Lot Subdivision	76	39
One Year Plan Amendment	42	0
Zoning Amendment	10	5
Use On Review	75	73
Street Name Change	15	9
Street Closure	31	0

## MPC Staff

Allen Alderman
Kim Henry Begg, AICP Senior Planner
1 1 1 1 1 1 1 1 1 1 1 1 1 1 1 1 1 1 1
Ann Bennett Senior Planner
Todd Breckman Planner I
Doug Burton, AICP Principal Planner
Mike Carberry, AICP Principal Planner
Rebecca S. Clement Graphic Designer
Sherry Clowers Receptionist
Michael Conger Transportation Engineer
Raymond Dailey Planning Technician
Jill Draper Communications Specialist
Kevin DuBose, AICP Planner II
Marvin Garland GIS Administrator
Terry Gilhula, Ph.D Research Associate
Donna Hill GIS Operator
Shannon Ingram Planner I
Ewing (Buz) Johnson, AICP Director of Development Services
Johnetta Johnson GIS Operator
Tonya Kaman Office Assistant I

### MPCInterns

Blake Drury Jennifer Rogalsky Lisa Valdez Bill McArthur Michael Skipper Leslie Vineyard



### For Fiscal Year Ending June 30, 1998

	Budgeted	Projected Actual
Fees and Charges	\$ 323,926	\$ 327,698
Federal Government	341,889	315,007
Project Greenlight II &III	39,500	28,400
ITS Grant	250,000	127,218
City of Knoxville	701,093	701,093
Knox County	596,960	596,960
Withdrawal from Fund Balance	101,489	98,788
TOTAL FUNDING SOURCES	2,354,857	2,195,164

EXPENDITURES		
Salaries and Employee Benefits	1,648,372	1,541,749
Contracted Services	300,565	269,193
Supplies and Materials	68,399	63,947
Other Charges	11,722	15,218
Capital Outlay	75,799	77,478
ITS Grant	250,000	127,218
TOTAL EXPENDITURES	2,354,857	2,094,803

These are projected financial results. Not all FY98 accounting adjustments have been made at this time.

### KNOXVILLE-KNOX COUNTY

MPC
METROPOLITAN
PLANNING
COMMISSION
TENNESSEE

Suite 403 • City County Building 4 0 0 Main Street Knoxville, Tennessee 37902 4 2 3 • 2 1 5 • 2 5 0 0 F A X • 2 1 5 • 2 0 6 8