

▶ **FILE #:** 8-G-10-UR

**AGENDA ITEM #** 57

**AGENDA DATE:** 8/12/2010

▶ **APPLICANT:** **FLENNIKEN HOUSING, LP**  
 OWNER(S): FLENNIKEN HOUSING, LP  
 TERMINUS REAL ESTATE INC.

TAX ID NUMBER: 109 I F 013

JURISDICTION: City Council District 1

▶ **LOCATION:** **North side of Flenniken Ave., east side of Maryville Pike.**

▶ **APPX. SIZE OF TRACT:** **2.38 acres**

SECTOR PLAN: South County

GROWTH POLICY PLAN: Urban Growth Area (Inside City Limits)

ACCESSIBILITY: Access is via Maryville Pike, a major collector street with a 20' pavement width within a 50' right-of-way.

UTILITIES: Water Source: Knoxville Utilities Board

Sewer Source: Knoxville Utilities Board

WATERSHED: Goose Creek

▶ **ZONING:** **R-2 (General Residential)**

▶ **EXISTING LAND USE:** **Vacant school building**

▶ **PROPOSED USE:** **Multi-dwelling Development (Permanent Supportive Housing)**

20.17 du/ac

HISTORY OF ZONING: Property was rezoned O-1 and C-3 in 1998. (3-H-98-RZ). Knoxville City Council approved the rezoning of the C-3 portion to O-1 on May 19, 2009.

SURROUNDING LAND USE AND ZONING: North: Vacant land and mixed businesses / O-1 (Office, Medical, and Related Services)

South: Residences / R-1A (Low Density Residential)

East: Apartments / R-2 (General Residential)

West: Residences / R-1A (Low Density Residential)

NEIGHBORHOOD CONTEXT: This former public school site is at the edge of residential and commercial development that has occurred under R-2, R-1A, O-1, C-3 and C-4 zones

**STAFF RECOMMENDATION:**

▶ **APPROVE the request for up 48 multi-dwelling units as shown on the development plan subject to 9 conditions.**

1. Connection to sanitary sewer and meeting all other applicable requirements of the Knox County Health Department.
2. Meeting all applicable requirements of the Knoxville Zoning Ordinance.
3. Construction of the sidewalks as shown on the development plan.
4. Prior to beginning any site construction, remove any vegetation along Maryville Pike that may interfere with sight distance along Maryville Pike from the access drive for the parking lot.

5. Revise the proposed fencing at the intersection of Maryville Pike and Flenniken Ave. so that the setback requirements for the visibility triangle are met.
6. Meeting all applicable requirements of the Knoxville Department of Engineering.
7. Installation of landscaping as shown on the development plan within six months of the issuance of occupancy permits for the facility.
8. Meeting all applicable requirements of the Knoxville City Arborist
9. Revising the site plan to include the applicant's written narrative concerning the operation of the facility. The revised site plan must be submitted to MPC staff for certification prior to obtaining any building permits.

With the conditions noted, this plan meets the requirements for approval within an O-1 (Office, Medical, and Related Services) district and the criteria for approval of a use on review.

#### **COMMENTS:**

The applicant is proposing to redevelop the former Flenniken School site located at the intersection of Flenniken Ave. and Maryville Pike into a multi-dwelling development with a total of 48 residential units.

On June 11, 2009, the Planning Commission considered the initial use-on-review request for this development and denied the request. The applicant appealed the action of the Planning Commission to Knoxville City Council, and on August 25, 2009, City Council upheld the appeal and approved the proposed development.

The original proposal for this development included a request to reduce the required parking from 58 spaces to 24 spaces. This reduction in parking spaces required approval from the Knoxville Board of Zoning Appeals (BZA). While the BZA approved the variance, the action of the BZA was appealed to City Council. The applicant met with residents of the surrounding neighborhood and members of City Council and after hearing concerns raised on potential traffic problems due to insufficient parking, the applicant decided to amend the approved development plan to include all of the required parking. The applicant's parking variance was withdrawn.

The revised development plan that is before the Planning Commission is unchanged in the total number of residential units. The two primary changes to the site plan include the expansion of the parking lot from 24 to 59 spaces, and a change to the building addition from a one to two story building. The main portion of the three story school building that fronts along Flenniken Avenue will remain with the wing that extends along the eastern property line being replaced with the two story addition. The new two story addition will have a total of 16 one bedroom apartments. The original three story school building will include 16 one bedroom units, 16 efficiency units, office and community space. The overall unit count includes 16 efficiency units and 32 one bedroom units.

This property was rezoned O-1 and C-3 in 1998. (3-H-98-RZ). The Knoxville City Council approved the rezoning of the C-3 portion to O-1 on May 19, 2009 (7-L-08-RZ) following a Planning Commission recommendation of approval on April 9, 2009. The O-1 zoning district allows consideration of multi-dwelling development through the use on review process. With a land area of 2.38 acres, the "Intensity of use" section of the Knoxville Zoning Ordinance will allow up to 65 dwelling units on this site. As previously stated, the applicant is proposing a total of 48 units.

While this use on review request is being evaluated for compliance with the zoning ordinance as a multi-dwelling unit development, the applicant has not hidden the fact that the facility will be utilized as permanent supportive housing for chronically homeless individuals. The proposed facility will not be a homeless shelter. It is permanent housing (apartment living) that requires the resident to have a verifiable source of income, sign a lease and pay rent. There will be case managers at the facility to help the residents make the transition to be a productive member of the community.

#### **EFFECT OF THE PROPOSAL ON THE SUBJECT PROPERTY, SURROUNDING PROPERTIES AND THE COMMUNITY AS A WHOLE**

1. Public water and sewer utilities are available to serve the site.
2. As proposed the development will have minimal impact on the public school system.
3. The proposed reuse of this former school site serves as a transition between the commercial development to the east and the existing low density residential neighborhood to the west and south. The site is located adjacent to an existing multi-dwelling unit development.

## CONFORMITY OF THE PROPOSAL TO CRITERIA ESTABLISHED BY THE KNOX COUNTY ZONING ORDINANCE

1. With the recommended conditions, the proposal meets all requirements of the O-1 zoning as well as the general criteria for approval of a use-on-review.
2. The proposed development is consistent with the following general standards for uses permitted on review: The proposal is consistent with the adopted plans and policies of the General Plan, Sector Plan and One Year Plan. The use is in harmony with the general purpose and intent of the Zoning Ordinance. As a transitional use property, the proposal is compatible with the character of the neighborhood where it is proposed. The use should not significantly injure the value of adjacent property. The use will not draw substantial additional traffic through residential areas since the development is located on a collector street. No surrounding land uses will pose a hazard or create an unsuitable environment for the proposed use.

## CONFORMITY OF THE PROPOSAL TO ADOPTED MPC PLANS

1. The O-1 zoning is consistent with the office designation of the adopted One Year Plan and the commercial designation proposed by the South City Sector Plan. The O-1 zoning allows consideration of multi-dwelling housing developments.
2. The proposed development is consistent with the recommendations of Knoxville's Ten-Year Plan to End Chronic Homelessness.
3. The site is located within the Urban Growth Area (Inside the City Limits) of the Knoxville-Knox County-Farragut Growth Policy Plan.

## ESTIMATED TRAFFIC IMPACT 493 (average daily vehicle trips)

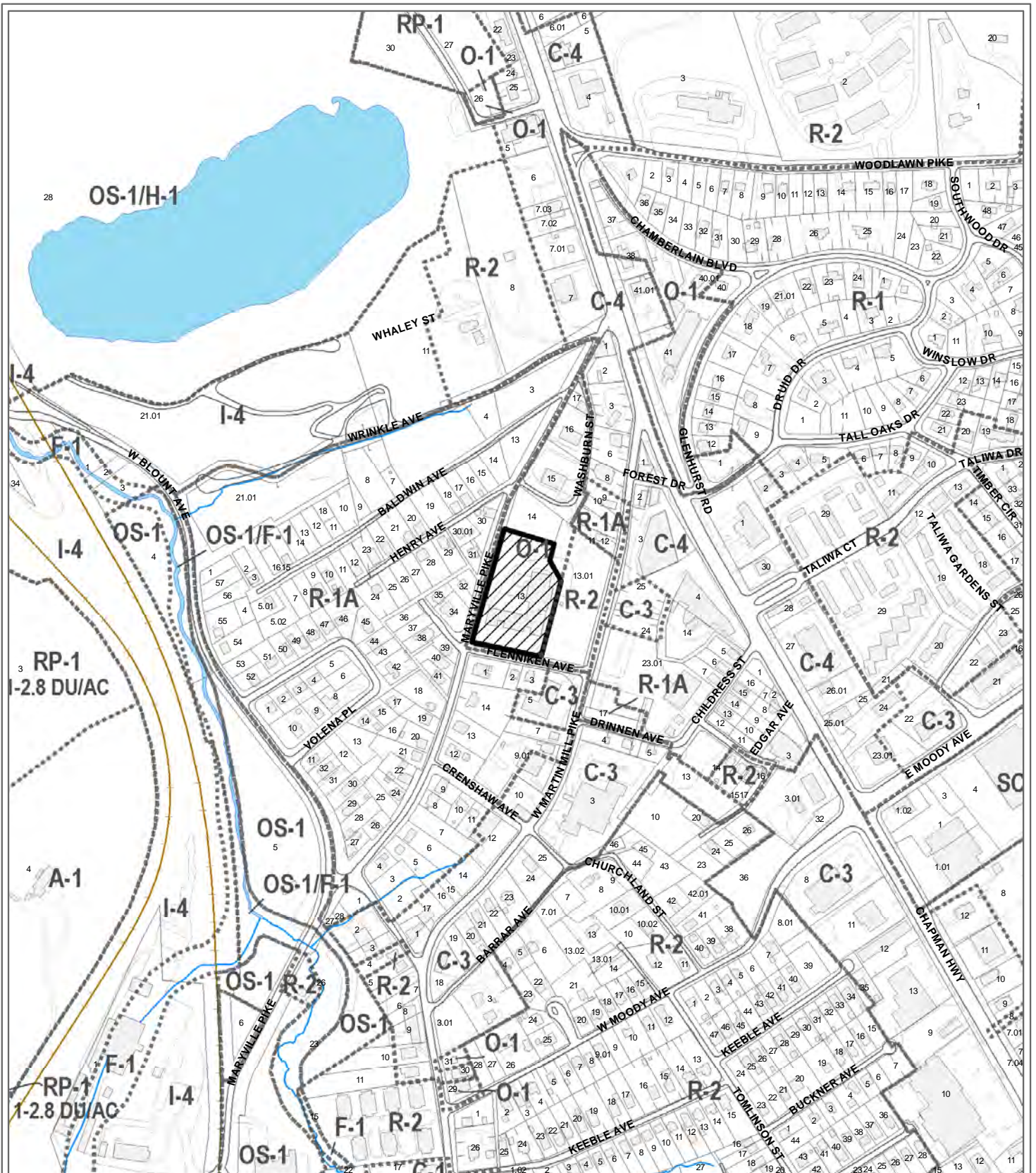
Average Daily Vehicle Trips are computed using national average trip rates reported in the latest edition of "Trip Generation," published by the Institute of Transportation Engineers. Average Daily Vehicle Trips represent the total number of trips that a particular land use can be expected to generate during a 24-hour day (Monday through Friday), with a "trip" counted each time a vehicle enters or exits a proposed development.

## ESTIMATED STUDENT YIELD: 18 (public and private school children, ages 5-18 years)

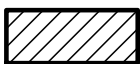
Schools affected by this proposal: South Knoxville Elementary, South-Doyle Middle, and South-Doyle High.

- School-age population (ages 5–18) is estimated by MPC using data from a variety of sources.
- While most children will attend public schools, the estimate includes population that may be home-schooled, attend private schools at various stages of enrollment, or drop out of the public system.
- Students are assigned to schools based on current attendance zones as determined by Knox County Schools. Zone boundaries are subject to change.
- Estimates presume full build-out of the proposed development. Build-out is subject to market forces, and timing varies widely from proposal to proposal.
- Student yields from new development do not reflect a net addition of children in schools. Additions occur incrementally over the build-out period. New students may replace current population that ages through the system or moves from the attendance zone.
- School capacities are subject to change by Knox County Schools through building additions, curriculum or scheduling changes, or amendments to attendance zone boundaries.

MPC's approval or denial of this request is final, unless the action is appealed to the Knoxville City Council. The date of the Knoxville City Council hearing will depend on when the appeal application is filed. Appellants have 15 days to appeal an MPC decision in the City.



**8-G-10-UR  
USE ON REVIEW**



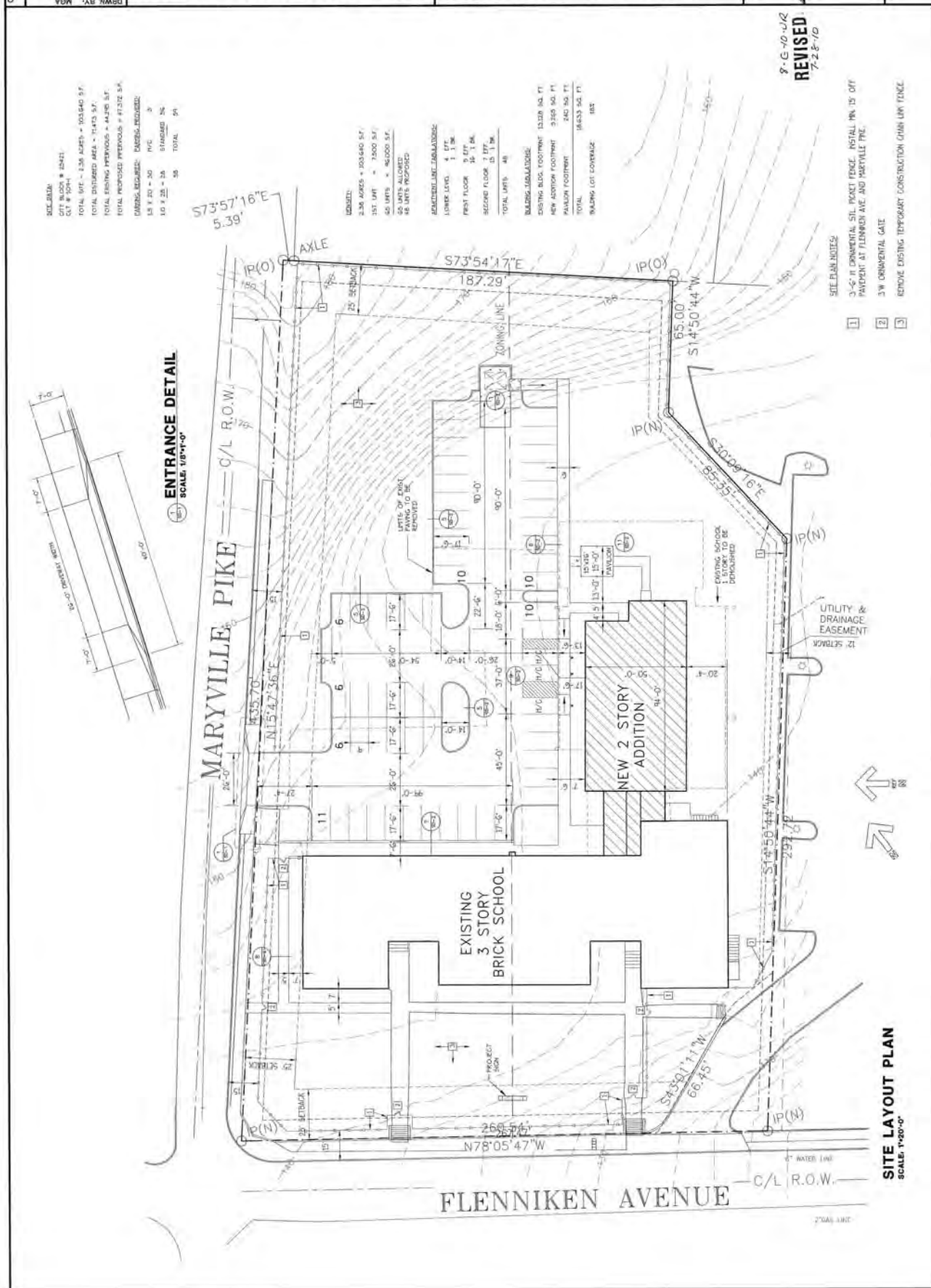
Multi-dwelling Development (Permanent Supportive Housing) in O-1  
(Office, Medical, and Related Services)

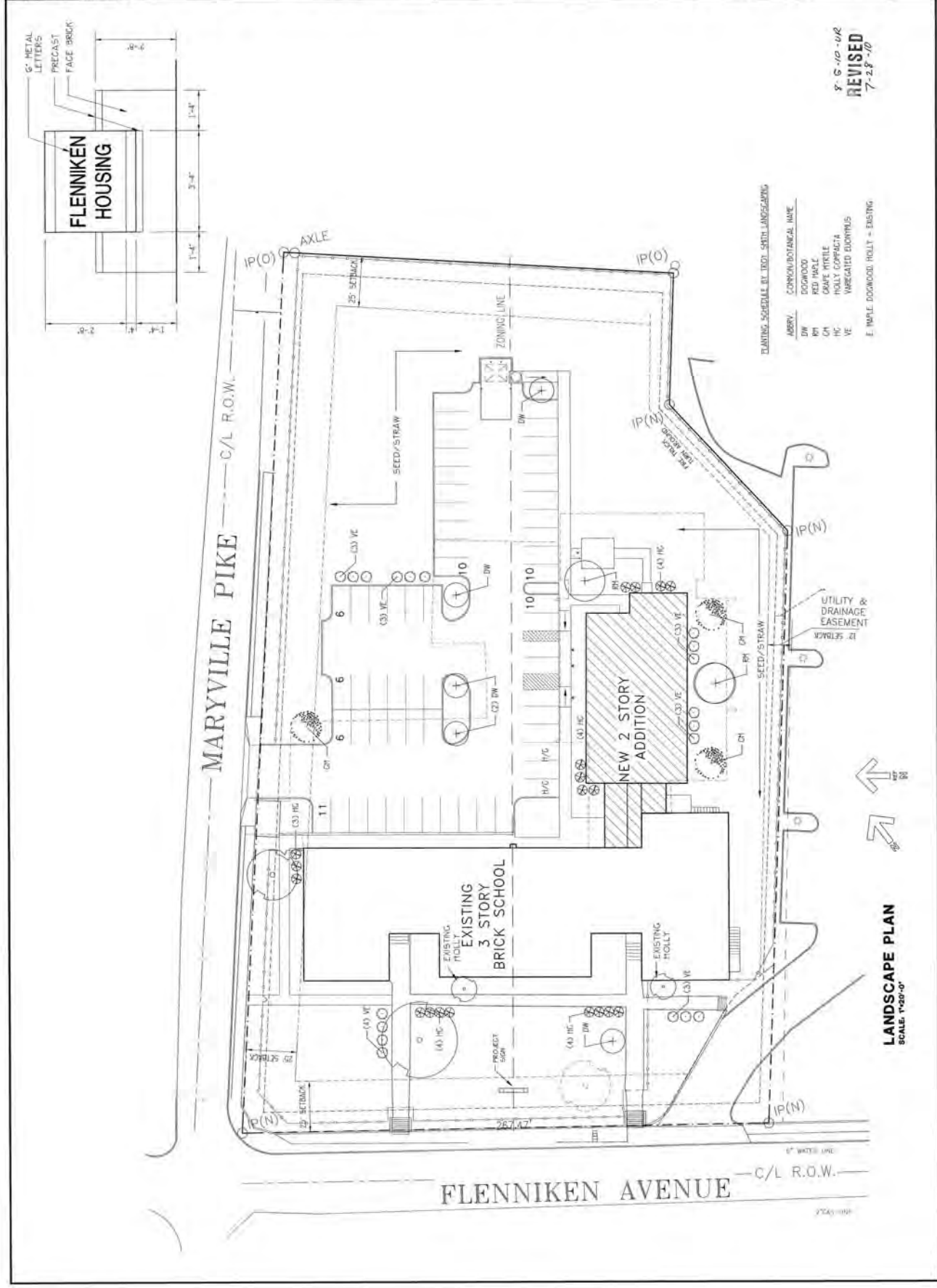
Original Print Date: 7/22/2010      Revised:  
Metropolitan Planning Commission \* City / County Building \* Knoxville, TN 37902

Petitioner: Flenniken Housing, LP

Map No: 109  
Jurisdiction: City







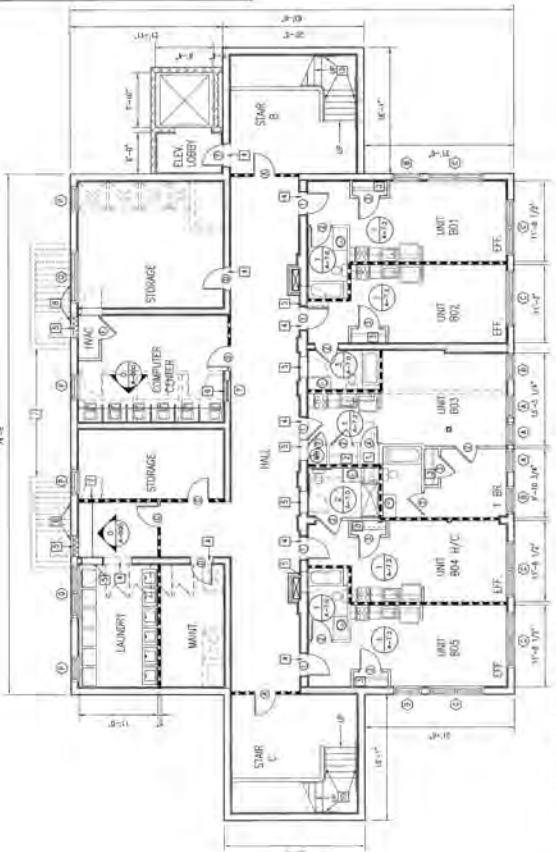
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| DATE: 7-6-10  |
| APPR. BY:     |
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| REVISIONS     |

8-15-10-UR2  
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 7-28-10

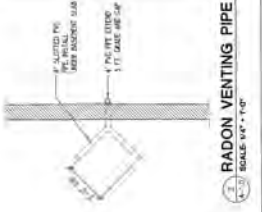
- GENERAL**
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- MATERIALS**
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**LOWER LEVEL FLOOR PLAN**  
 1/4" = 1'-0"



DATE: 8-16-10  
 REVISIONS:  
 CHKD. BY:  
 DRWN. BY: MGA

**ALLAN ASSOCIATES, PLLC**  
 5516 1A WALLWOOD ROAD  
 KNOXVILLE, TENNESSEE 37912

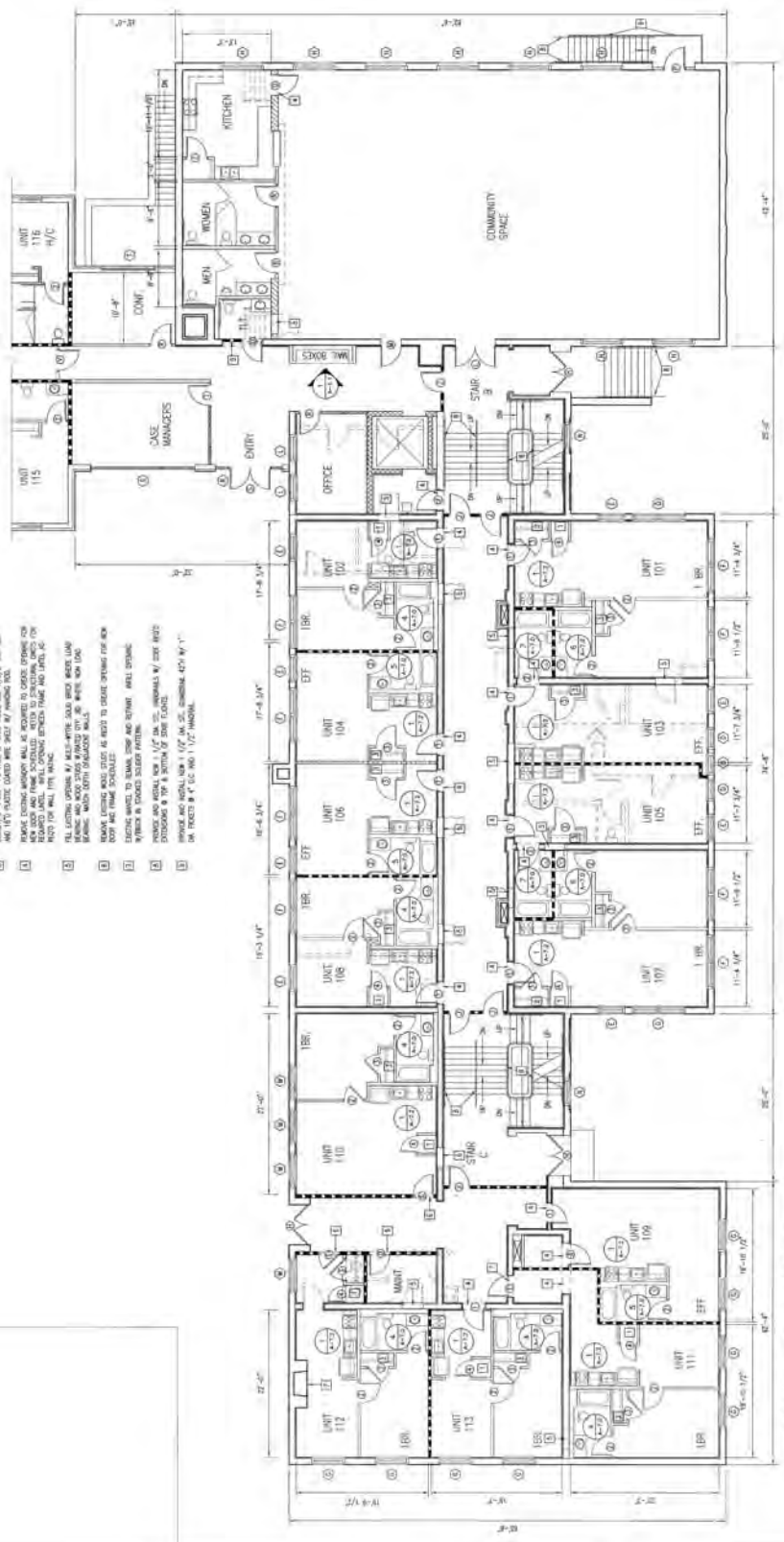
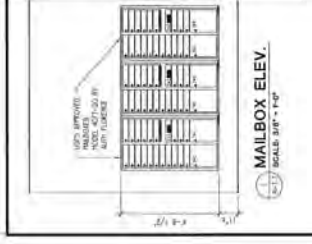
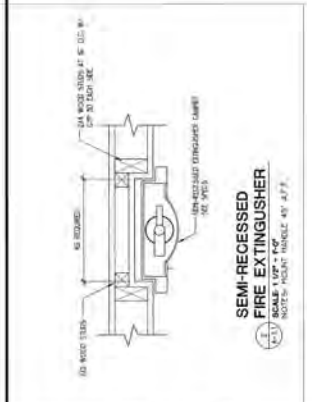
**FLENNIKEN SCHOOL**  
 BUILDING PLAN - 1ST FLOOR

GEORGE K. ALLAN AIA  
 MARY D. ALLAN AIA  
 605 / 609-1302

**PR4**  
 SHEET NUMBER

8.16.10-012  
**REVISED**  
 7-28-10

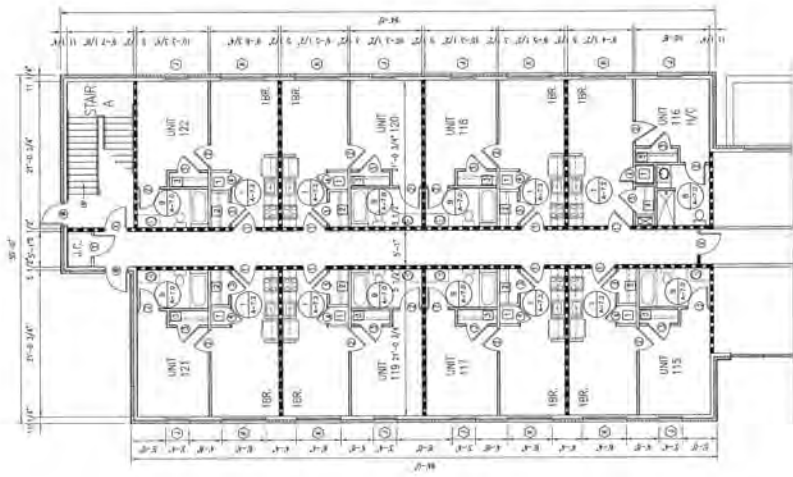
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  - 2. FRONT CURBS, 5'-11/2" x 12'-12" FACE OF THIS CURB IS 1/2" OFF SL. AND IS 1/2" THICK. CURBS ARE 1/2" OFF SL.
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  - 9. FINISH AND MESH, 1/2" DIA. ST. ANCHORS AT 12" ON CENTER AND 1/2" DIA. ST. ANCHORS AT 12" ON CENTER.





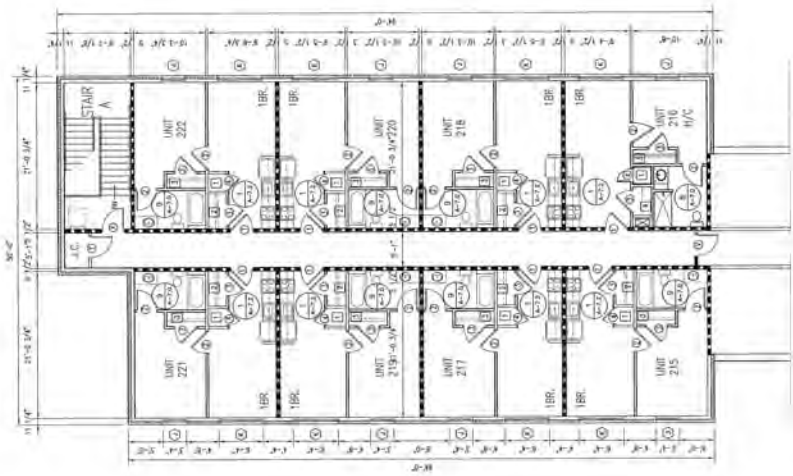


- ROOM SCHEDULE**
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8/10/10-D/R  
**REVISED**  
 7-28-10

MAIN LEVEL FLOOR PLAN  
 SCALE: 1/8" = 1'-0"



UPPER LEVEL FLOOR PLAN  
 SCALE: 1/8" = 1'-0"

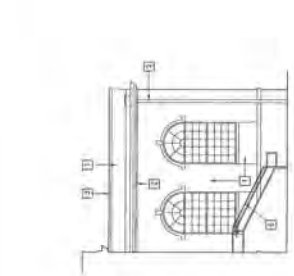
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6518-1A WALLWOOD ROAD  
 KNOXVILLE, TENNESSEE 37912  
**ALLAN ASSOCIATES ARCHITECTS, PLLC**  
 605 / 608-1902  
**FLENNIKEN SCHOOL EXTERIOR ELEVATIONS**  
 GEORGE H. ALLAN AIA  
 MARK D. ALLAN AIA

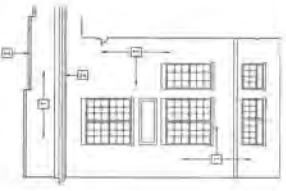


SHEET NUMBER  
**PR7**

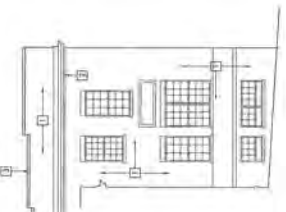
8-15-10-UR  
**REVISED**  
 7-28-10



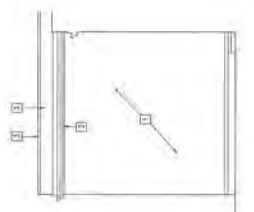
**PARTIAL FRONT ELEVATION**  
 SCALE: 1/8" = 1'-0"



**PARTIAL FRONT ELEVATION**  
 SCALE: 1/8" = 1'-0"

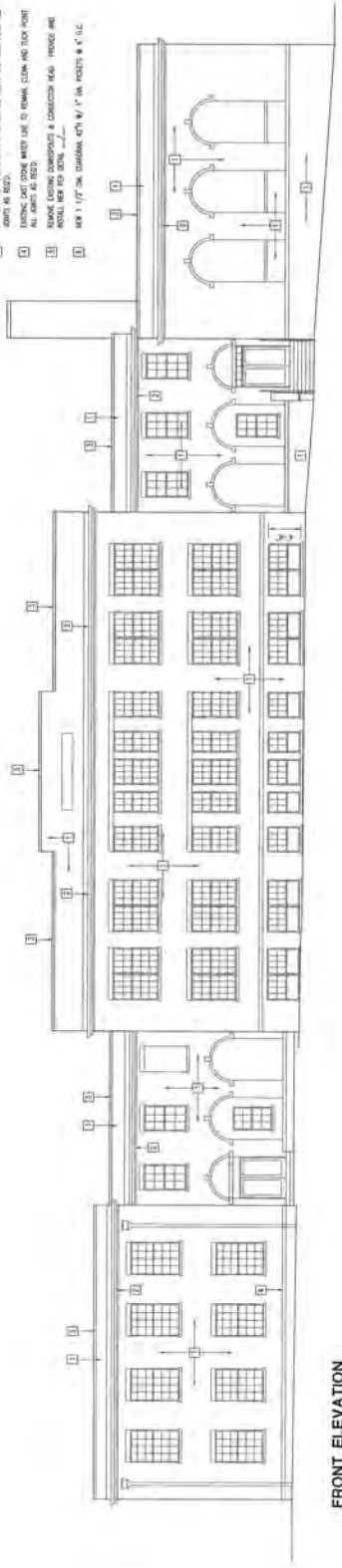


**PARTIAL FRONT ELEVATION**  
 SCALE: 1/8" = 1'-0"

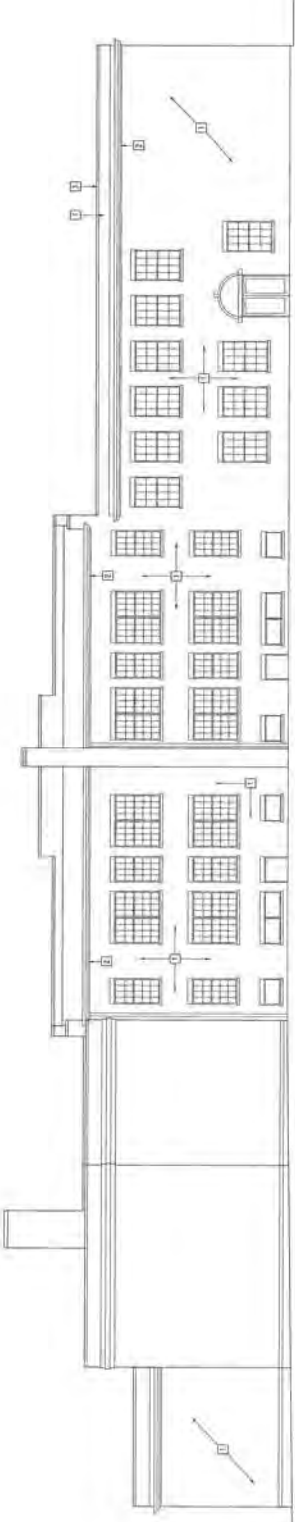


**PARTIAL FRONT ELEVATION**  
 SCALE: 1/8" = 1'-0"

- EXPLANATION:**
- 1. REPAIR EXISTING METAL WITH GALVALUME
  - 2. REPAIR EXISTING METAL WITH GALVALUME
  - 3. REPAIR EXISTING METAL WITH GALVALUME
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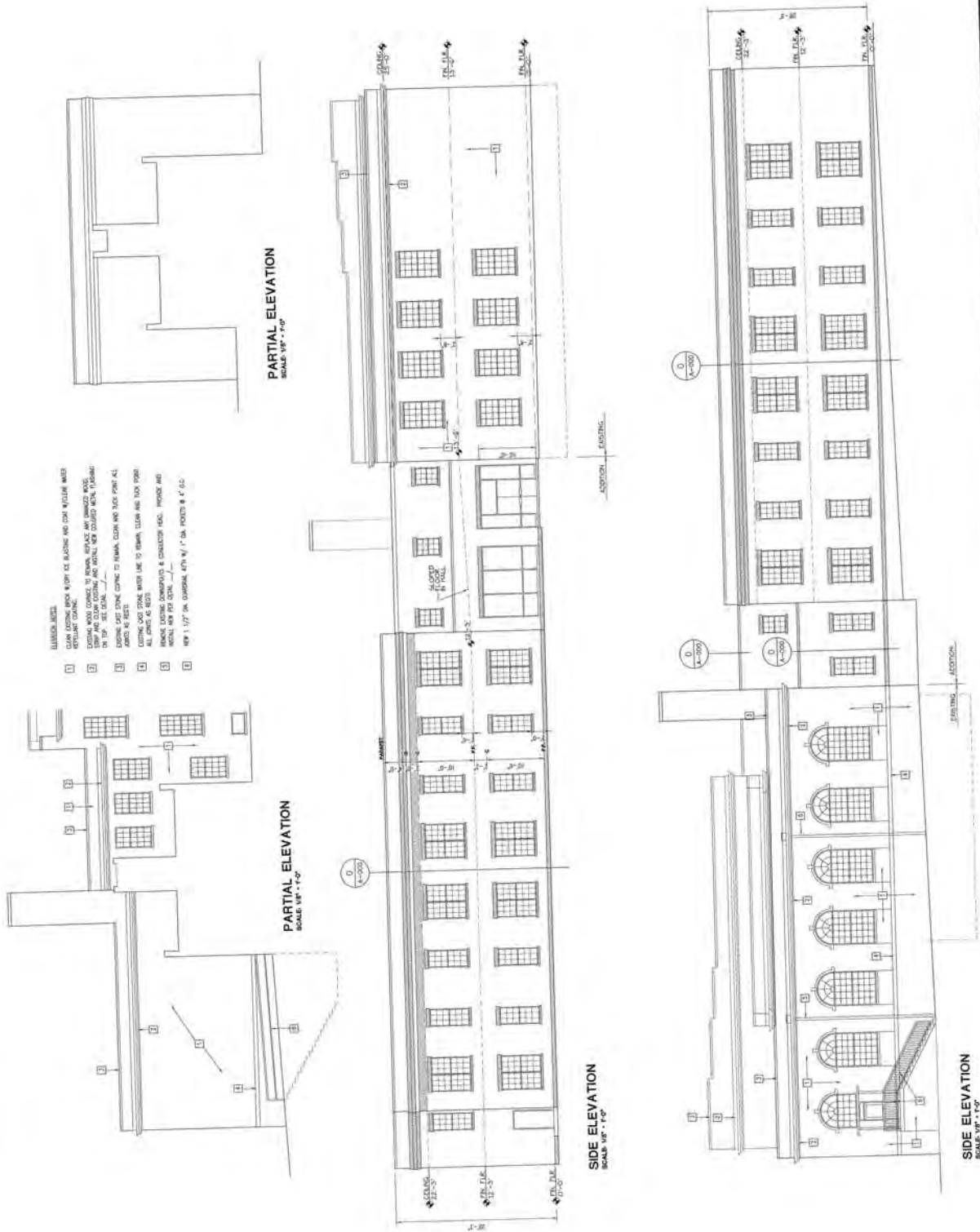


**FRONT ELEVATION**  
 SCALE: 1/8" = 1'-0"



**REAR ELEVATION**  
 SCALE: 1/8" = 1'-0"

8-2-10-108  
 REVISED  
 7-28-10





August 4, 2010

Knoxville/Knox County Metropolitan Planning Commission  
City/County Building, Suite 403  
400 Main Street  
Knoxville, Tennessee 37902

Dear Commissioners:

I am writing to ask that you approve the Use on Review (UOR) application for the Flenniken permanent supportive housing development.

Flenniken Housing is a proposed adaptive use project that would completely renovate the blighted and long-abandoned Flenniken Elementary School into 48 efficiency and one-bedroom apartments.

As you may know, the project has been in the works for over two years. A previous UOR application was approved last year. The project is before MPC again because, at the request of the neighborhood and members of City Council, we modified the site plan to include the full parking required by code. We have noted in a letter to MPC staff (copy attached) minor changes to the plan that better accommodate the increased parking and complement the existing architecture.

The proposal conforms to the zoning district and is consistent with adopted plans and policies. There is also a clear zoning precedent to allow multi-dwelling use on the property (Flenniken Verandas). Further, MPC staff is recommending approval.

Flenniken is a much-needed project that represents a significant financial investment and social commitment to the surrounding neighborhood. We strongly believe that the development will prove to be an excellent neighbor and an asset to the community.

Thank you for your consideration of this important project, and please let me know if you have any questions or concerns that you would like to discuss.

Very truly yours,



David R. Arning

8-G-10-UR



**Southeastern Housing Foundation**  
An Initiative of KNOXVILLE LEADERSHIP FOUNDATION

August 3, 2010

Mark Donaldson, Executive Director  
Knoxville/Knox County Metropolitan Planning Commission  
City/County Building, Suite 403  
400 Main Street  
Knoxville, Tennessee 37902

Re: Flenniken Housing – Use-on-Review

Dear Mark:

In reviewing my letter to you dated July 28, 2010, I discovered that I incorrectly listed the number of one-bedroom apartments to be developed as part of the subject project.

The Flenniken development will include sixteen (16) efficiency units and thirty-two (32) one-bedroom units, for a total of forty-eight (48) apartments. The unit mix is identified correctly on the revised site plan that was submitted as part of the new Use on Review application.

As noted in my previous letter, the total number of dwelling units has not changed (48) and the number of required parking spaces (58) is not affected by the modified unit mix reflected in the current application.

I apologize for the typo and regret any confusion it may have caused. Please let me know if you have any questions or concerns relative to the Flenniken development and the pending Use on Review application.

Very truly yours,

  
David R. Arning

8-6-10-UR



**Southeastern Housing Foundation**  
An Initiative of KNOXVILLE LEADERSHIP FOUNDATION



July 28, 2010

*via hand delivery*

Mark Donaldson, Executive Director  
Knoxville/Knox County Metropolitan Planning Commission  
City/County Building, Suite 403  
400 Main Street  
Knoxville, Tennessee 37902

Re: Flenniken Housing – Use-on-Review

Dear Mark:

Pursuant to a development review meeting with Tom Brechko on July 19, 2010, I wanted to offer a brief summary of events and explanation of the changes to the Flenniken site plan.

As you know, we applied to and received from the Board of Zoning Appeals a variance to reduce parking from the required 58 spaces to 24. We subsequently met with the surrounding neighborhood and members of City Council, some of whom expressed concerns that the reduced parking would be insufficient and could create traffic problems. In response to those concerns, we determined to develop the full parking required by code. At the July 13 City Council meeting, Council authorized us to withdraw our original application to the BZA, thereby nullifying the parking variance.

The revised site plan reflects a new parking lot layout that includes 59 parking spaces. The new parking design also addresses one of the concerns voiced by the BZA and by the neighborhood: Emergency vehicle access. Michael Gillespie of the Fire Marshall's Office reviewed the revised plan and determined that it provides sufficient space for emergency vehicles to access the building and to ingress and egress the parking lot.

Second, the new addition at the rear of the building has been modified from one-story to two-stories. The two-story design affords a significantly smaller footprint than the existing addition and accommodates the 59-space parking lot. We also believe the two-story addition better complements the architecture of the existing structure, which is two and three stories. The two-story addition does not affect the total number of units (48). The unit mix has changed slightly – from 19 efficiencies and 29 one-bedroom apartments to 16 efficiencies and 36 one-bedrooms – however, this does not affect parking requirements.

Please also note that the comments in Mr. Bechko's letter of July 22, 2010, have all been addressed on the revised site plans submitted with this letter.

Very truly yours,



David R. Arning

Stephanie D. Matheny  
Citizens for the Ten Year Plan  
7717 Twining Drive  
Knoxville, TN 37919

August 5, 2010

Knoxville/Knox County Metropolitan Planning Commission  
Suite 403, City/County Building  
400 Main Street  
Knoxville, Tennessee 37902

Re: Flenniken Housing, LP  
Use on Review

Dear Commissioners:

I am writing on behalf of Citizens for the Ten Year Plan, a group of 280 residents of Knoxville and Knox County who support the goals of the Ten-Year Plan to End Chronic Homelessness. We are writing today to respectfully ask you to vote in favor of the proposed Use on Review for the Flenniken Housing development.

We urge you to vote for the Use on Review first and foremost because Flenniken Housing will serve an urgent community need by creating 48 new apartments to provide permanent supportive housing for chronically homeless men and women. There are nearly 1,000 chronically homeless individuals in Knoxville and Knox County who desperately need a safe, secure place to live. These are people whose disabilities have led to long-term homelessness, and who face significant barriers to obtaining housing.

Flenniken Housing will be a good neighbor. The nonprofit organizations involved in this development, Southeastern Housing Foundation (“SHF”) and the Volunteer Ministry Center (“VMC”), are committed to ensuring that Flenniken Housing is a success for both the residents of the building and for the neighborhood.

Flenniken Housing will have intensive on-site supervision far beyond what is typical for most apartment buildings. VMC will provide two full-time case managers whose offices will be in the building. There will also be 24-7 on-site staffing, with additional on-call backup. And, all applicants for residency at Flenniken Housing will be closely screened to determine whether they are appropriate for this type of housing.

Moreover, the adaptive reuse of the former Flenniken School into permanent supportive housing will be a dramatic improvement to the site. The school has been vacant for more than 20 years, creating both an eyesore and an ongoing security risk. The current owner of the building reports that vagrants regularly use the building, a problem that is unlikely to be resolved unless the building is developed or razed.

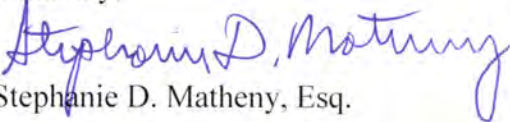


SHF's proposed redevelopment of the former Flenniken school promotes both historic preservation and environmental sustainability. Several other developers have evaluated the building over the years, and have been unable to assemble a funding package to preserve the building. It is likely that the only way to keep this building from being demolished is through the subsidies that are available for the development of affordable housing. The development is environmentally friendly both because it will reuse an existing building and because construction will conform to LEED green building standards for energy efficiency and sustainability.

Finally, this Use on Review is back before this Commission because SHF has modified its approved plans to accommodate neighbors' request that Flenniken Housing provide additional parking. This represents a change from a plan that required a parking variance to one that is consistent with zoning requirements. It also represents a good faith effort by SHF to work cooperatively with the community.

We appreciate your consideration of these comments as you decide how to vote on this important matter. Thank you.

Sincerely,

  
Stephanie D. Matheny, Esq.

Citizens for the Ten Year Plan Steering Committee:

|                        |  |
|------------------------|--|
| Ray Abbas              | employment counselor                       |
| Dr. Jerry Askew        | Mercy Health                               |
| Jessica Bocangel       | Compassion Coalition                       |
| Kevin DuBose           | Just Lead Neighborhood Director            |
| Jenny Hines            | CPA  |
| Sheryl McCormick       | Peninsula                                  |
| Dr. Roger Nooe         | Community Law Office                       |
| Dr. David A. Patterson | UT College of Social Work                  |
| Barbara Pelot          | former City Councilmember                  |
| Dr. William Pender     | Senior Pastor of First Presbyterian Church |
| Sheri Pender           | Board Member Volunteer Ministry Center     |
| Liz Peterson           |  |
| Frank Rothermel        | Denark Construction                        |
| Elisabeth Rukeyser     | former TN Commissioner of Mental Health    |
| Fr. Ragan Schriver     | Catholic Charities                         |
| Mary Linda Schwarzbart | Knoxville Jewish Alliance                  |
| John A. Sibley         | The Literacy Imperative                    |
| Rev. Joseph Smith      | New Friendship Church                      |
| Bill Snyder            | UTK Chancelor Emeritus                     |
| Grant Standefer        | Compassion Coalition                       |
| Laurens Tullock        | Cornerstone Foundation                     |
| Luis Velazquez         | Hispanic Chamber of Commerce of East TN    |
| Marianne Woodside      | UT College of Education                    |

**From:** "Karen Welch" <welchk2@bellsouth.net>  
**To:** <tom.brechko@knoxmpc.org>  
**Date:** 8/5/2010 11:25:10 AM  
**Subject:** Use on Review/Flenniken-August 12th meeting

Mr. Brechko and MPC members,

Attached you will find information that has been put together to show that South Knoxville, the Vestal community specifically, are saturated with subsidized housing and if David Arning/Southeastern Housing is allowed to place an apartment building with 48 units this will cause a negative affect on this community. Placing a 48 unit apartment building in a residential area is simply too big and would overtake a neighborhood.

Much of the information provided speaks about South Knoxville, however, there is information in there regarding the Ten Year Plan, what I see as problems with it, and information about mental illness. I know that you cannot base your decision on who will be living there, it is up to you to decide if this is a good fit with the neighborhood. I put that information in there because while you can't base your decision on it and the opposition are not really allowed to mention it (at least at City Council), I feel it is important to have all aspects available to you, and I am sure those who are for the plan will comment on the use. This is broken down so that you may skip those parts (two I believe) if you don't feel comfortable reading about them or don't feel it is necessary.

If you have any questions please feel free to contact me, welchk2@bellsouth.net, I also placed in the mail today, Thursday, a disc with pictures surrounding Flenniken (many of which some of you have already seen last year at the Use on Review). I sent these to Mr. Tom Brechko in hopes that he could put them in the packet. I did not want to send approximately 140 pictures through e-mail and fill up your e-mails, so hopefully I am not too late in sending those and they will be available to you.

I am asking you to vote no on the Use on Review.

Thank you,  
Karen Welch

**CC:** <anders@holstongases.com>, <ubailey@esper.com>, <bartcarey@comcast.net>, <artclancy3@gmail.com>, <cole5137@bellsouth.net>, <rlcraig@usit.net>, <gewart@georgeewart.com>, <s.johnson692@gmail.com>, <makane1@bellsouth.net>, <Nathan.J.Kelly@gmail.com>, <rebeccalongmire@hotmail.com>, <brianpierce@mbiarch.com>, <wstowers@stowerscat.com>

MPC Members,

I would ask that each of you take the time to read this information (some of it comes from the first Use on Review in 2009) and look at the full packet of information that was sent to MPC regarding the first Use on Review (June 11, 2009) with regards to Flenniken. I would also ask that you please take the time to read the past e-mails that were sent during the previous Use on Review as well.

When considering your vote regarding the current Use on Review for Flenniken, I would ask that you weigh heavily your decision with what those in South Knoxville want. It is easy for someone who lives in, say, Fountain City, to say that this is a great use for Flenniken, when in fact, your decision will not affect them, as it will our community. I am sure that you have heard from many people who provide services to the homeless population, here again I would ask that you consider the wants and needs of those who live in South Knoxville before you make a decision based on someone who doesn't live in our area.

Please note that some of the information, the mental illness information, is just for educational purposes only. If you have never worked with people who suffer from mental illness and drug/alcohol addiction or have never had someone in your family touched by these issues you may not understand what the mental illness is and therefore, I have put this information in here only to help you understand. I know, as you do, that your decision cannot be based on the residents who will live at Flenniken.

While you read this information ask yourselves this, if there is such a great need for housing for the chronically homeless, why did VMC sell their apartment building on Jackson Avenue to a private developer with plans to place those 17 individuals at Minvilla? Why is it that there are estimated 1200 chronically homeless, with an estimated 6000-8000 homeless, all in need of housing, but when KCDC opened their application process up approximately 850 applicants filled out their applications? Why wasn't the number something like 10,000? We know from Mr. Nance that anyone who is designated as homeless gets put at the front of the line before anyone else, why weren't there applications filled out for everyone who is in need of housing? Why is it that the TYP has an intern, it is my

understanding, whose job is to count all the low income/Section 8 housing in Knoxville? Why didn't they do this before the big push to build more housing? This is information they should have known before they rolled out the, "Let's build," attitude.

Why is it that even a sitting City Councilman said that he wants to see all of these supportive housing units in low income/high crime areas? Are these areas not the ones this city should focus on and help revitalize? Is it fair to place all low income housing in certain areas of the city? Is this the future of our city? Is it better to revitalize one specific area of Knoxville and let the rest go by the wayside?

The first Use on Review that came before MPC was voted down by a vote of 12-1 (if I recall correctly). I would ask that you do the same for this Use on Review. Nothing has changed since this time for South Knoxville, with the exception of four buildings or houses being torn down, a fresh coat of paint on a building and a small parking lot and sidewalk near Pease Furniture.

Thank you for taking the time to read this information and making a sound decision.

Karen Welch

**Vestal Community:  
A Fragile and Depressed  
Neighborhood, at Best**

- I. Overview of South Knoxville, specifically the Vestal area, with crime statistics from KPD for the timeframe of 10-15-08 through 4-15-09
- II. Our Vision of the Future of South Knoxville
- III. The Ten Year Plan, our concerns and questions
- IV. Mental Illness
- V. Summary

## Overview of South Knoxville, specifically the Vestal area

The Vestal Community is at a turning point right now, it can either go forward or it can decline further to a point of no return. In 2002 the Knoxville Empowerment Zone studied the Vestal Community and it was noted, that crime, homelessness and “The Young High Pike area between Chapman and Martin mill were highlighted as a drug trafficking area. High crime was noted in Montgomery Village at the dead end of Daylily.” (Empowerment Zone report, pg. 133, <http://sunsite.utk.edu/cpc/downloads/Vision%20For%20Empowerment.pdf>). These were problems in 2002 and are the same problems that plague us now. We have many areas that are known to be used by addicts, areas that are known to be unsafe and there are areas that are known to be problematic with domestic violence issues. Knoxville Police know about all of these areas and do what they can to help, however, it is almost impossible to get anyone to talk with them for fear of what might happen after they leave.

I took the time to go around Vestal area and take pictures, see insert CD, these pictures are of homes and businesses that were less than one quarter mile from Flenniken School, the furthest was half a mile which was the Boys and Girls Club. As you can see from these pictures there are many problems just on the surface, these pictures do not tell the complete story, however, they do show you a neighborhood that is depressed and fragile and cannot sustain another income based housing unit for the chronically homeless/severely mentally ill/drug and alcohol addicts or any other population. As you can see from the pictures there are many dilapidated houses and businesses, homes with trash all around and piled on the porches, vacant homes and buildings, etc. The 2002 Empowerment Zone saw this back then as well and stated, “Housing is a hot topic at this time. Residents noted that because Vestal is convenient to downtown, property is being renovated and

re-priced out of the range of community members. There are also many run-down properties. Some board members suggested more codes enforcement as a solution, but others pointed out that when people do not have the means to keep their property up, it is an economic issue.” (Empowerment Zone report, <http://sunsite.utk.edu/cpc/downloads/Vision%20For%20Empowerment.pdf>, pg. 135). Jon Lawler has met with the neighborhood association and has told us that they are putting the chronically homeless housing units, 48, in this neighborhood as long as the funding comes through for him. South Knoxville is not a community that could easily support the gentlemen that would be living in this housing unit, and as Jon Lawler said they must have community support and faith based support for this housing unit to work, South Knoxvilleians are having a hard time helping themselves and can't even reach out to their neighbors to offer a helping hand, let alone another forty eight units of income based housing, as I hope the pictures will show you.

As it stands now there are five income based apartments that are within a half a mile from Flenniken School, six if you count Montgomery Village, though it is approximately a half mile to two miles at most. Many of these apartment complexes are not listed in the phone book and do not have signs, for example, there is a freestanding apartment complex with five apartments on Blount Avenue right across from Mary Vestal Ball Park. These apartments are known to have the Knoxville Police there frequently for domestic violence incidents, they are owned by the church that is beside them. There are also two on Ogle Road across from L and M Home Improvement, Flenniken Square and the Verandas, which is a new complex for sixty five and older people. And if you look at South Knoxville as a whole there are approximately forty complexes and freestanding units, of those I am only aware of four that are not income based. These forty units, pictures included, are all within a mile and a half to Flenniken School. There are currently twenty seven halfway



houses in South Knoxville, that we are know of since most are kept confidential, one is on Volena Place that is for women only (Volena Place is located three hundred yards from the Flenniken School site). Information that I have found just by a search online shows there are seven "available" income based homes for rent, though we know there are many untold ones in the neighborhood that are currently being rented. There is also a motel on Chapman Highway, approximately a third of a mile from Flenniken School, The Executive Inn. Two KPD officers have told me that the gentleman that owns the business is wonderful, honest and hardworking, however, the clientele of this motel are crack addicts. He also said that when working the night shift he will drive through the motel parking lot and will call in tag numbers, he said more times than not there is at least one stolen car there. Please remember this is not South Knoxville as a whole, this is only the side of Chapman Highway that Flenniken School is located on and the hotel is directly across Chapman Highway from the site.

As you can see from the pictures alone we have our share of problems in South Knoxville and we cannot take on more than we have already in the fact of helping others and having more income based housing projects in our neighborhood.

***KPD Crime statistics...From 10-15-08 through 4-15-09***

**Want officer for investigation:** (Want for Officer Investigation - Basically someone calls in and has something they are requesting an Officer to come talk to them about.)  
**436**

**Officer initiated incident:** (Officer Initiated Incident - That is any incident or event where an Officer initiates contact with a citizen instead of being called out by the citizen or dispatched through E-911.) **691**

**Murder: 2**

**Dead Person: 2**

**Assault: 42**

**Property Check:** (That is when a citizen, either residential or business, requests Officers to do random or specific patrol to check on the property. As an example, if you were to have suspicious activity around your home you would be able to call the Police Department and request for Officer's to do property checks on your residence for a while.) **117**

**Disturbance: 370**

**Hit and Run: 45**

**Prowler on Premises: 11**

**Indecent Exposure: 1**

**Property <Lost or Found>:** (Property Lost & Found - This is kind of a catch category for when property is missing, but not known to be actually stolen. A good example of this could be a license plate that is known to be held on with bread ties or bailing twine and the owner of the vehicle notices at some point that the license plate is missing. The plate could have fallen off, and is not necessarily stolen. Other examples are lost keys, lost wallet, etc.) **14**

**Attempt Burglary: 7**

**Theft not in progress: 99**

**Theft in progress: 29**

**Burglary in progress: 2**

**Threaten Suicide: 14**

**Attempted Suicide: 15**

**Domestic Trouble: 188**

**Domestic Alarm: 32**

**Domestic Standby: 34**

**Burglary/Residence: 65**

**Burglary/Business: 20**

**Burglary/Vehicle: 35**

**Burglary/Vehicle in progress: 1**

**Vehicle Theft: 32**

**Vehicle Theft in Progress: 4**

**Shoplifter: 5**

**Missing Person: 39**

**Suspicious Person: 246**

**Warrant Service: 52**

**Loud Party, Noise: 74**

**Fight: 24**

**Armed Robbery: 1**

**Armed Robbery in Progress: 10**

**Armed Robbery not in Progress: 2**

**Strong Armed Robbery in Progress: 4**

**Cutting Scrape in Progress: 3**

**Shooting Scrape in Progress: 1**

**Shooting Scrape: 6**

**Hold Up: 2**

**Child Abuse: 34**

**Forgery and Fraud: 11**

**Vandalism Not in Progress: 42**

**Vandalism in Progress: 15**

**Suspect in Area: 12**

**Driving Wrecker to Scene unless Called: 195**

**Public Drunk: 17**

**Drunk Driver: 38**

**Forgery and Fraud: 16**

**Confiscated Property: 5**

**\*Please see attached disk for KPD reference.**

As you can see just in the last six months South Knoxville has its share of problems, drugs, petty crimes, property crimes, domestic assaults, shootings, stabbings and many more. I am sure many people wonder why the residents don't just move, well my family has been in this area for thirty years. Many of the elderly people who live there have lived there and raised their families there and have a vested interest in staying, just like my parents do. Though some are trying to sell their homes and have been for years with no prospects. I suggest if you were to ask someone if they wanted to live near Mary Vestal Ball Park or on Blount Avenue they would tell you no. Our community is not the same as it was when I was growing up, thirty years ago, but if we allow yet another income based housing unit into our community it could be the last straw. No one wants to buy or live beside or near an income based housing unit and no one wants to live near a housing unit that houses males severely mentally ill with drug addiction and/or alcohol addiction combined. If you don't understand the severity of the mental illnesses these gentlemen will probably have or the severity of them not taking their medication or using drugs and drinking please see the section on mental illness.

## Our Vision for the Future of South Knoxville

We envision South Knoxville as an area that will attract a diverse group of people. We are hoping to attract specialty businesses into the area, an example would be the kind of business that Ron Emory owns and runs on Chapman Highway, the type of stuff that you can't find anywhere else. The area from Chapman Highway up to Flenniken School is a prime example of space that could be used to attract several small businesses such as these specialty shops. It could also be used as an art center where local artists could come and show off their work and gain recognition for it, as well as get their name out in the community. The empty lot on Chapman Highway down from Fort Dickerson could be used as a museum for not only Fort Dickerson, but for South Knoxville to show visitors what our neighborhood used to look like. This would also be an attraction for local schools to bring the students so that they can learn the history first hand. A good example of a specialty business that we would like to attract would be the Horse Emporium on Chapman Highway in the Colonial Village area. There are no stores like it anywhere else and the owners are local and they are thriving even during this downturn. Still yet another example could be dress shops, hat shops/shoe shops, not the "big box" shops of Wal-Mart, K-Mart, etc. Food City has a building sitting empty currently on Chapman Highway, I envision it to be a small movie theatre. We do not have anything like this in our area or in Seymour, this would allow the Seymour families, as well as the South Knoxville families and people to go see a show without having to travel out East or West in order to do it.

We are looking for the small business types that our country runs on. This would allow job opportunities in our neighborhood as well to increase property values. A woman I know has been looking into starting a business importing Italian shoes for children, we would love to see this type of business in our area. In

order to get businesses to South Knoxville we must have the backing of the City in order to give tax incentives to the people who are willing to make South Knoxville their business home.

We also are looking to beautify South Knoxville. Mr. Emory is currently working to get Fort Dickerson made into a garden area, which will attract visitors and families there to enjoy the sites. This is a very beautiful area already and needs to be preserved.

As for Mary Vestal Ballpark we would like to clean up the area and have a nice and safe playground for families to have a place to spend the day, have a picnic and enjoy quality time together. Our vision of the park fits in with the South Knoxville Waterfront greenways that we have been told will be placed throughout our community. As it stands now we have a growing number of cyclists in our area, many of whom live on Neubert Springs, who train and ride down Martin Mill Pike all the way down through Blount Avenue. We would like to encourage them to stay and to provide the opportunity to bring more of their fellow cyclists into our community by having bike lanes and walk ways that would attract them and have the area safe.

When speaking of safety those of us who live in South Knoxville are aware of the statistics and the crime that happens on a daily basis that is why we are engaging with the Knoxville Police Department to find out what it is that we can do in our neighborhood to stop these crimes before they happen and to cut down any type of crime. I know that there has been a lot of crime lately some say due to the economic downturn, however, many of the crimes that you find in South Knoxville have been going on long before the downturn, it is our responsibility to try to engage our neighborhoods and see what can be done to prevent these things from happening. Will it work? Currently we don't know, though we must be given the opportunity to try.

Our vision is to make South Knoxville a destination for many people to come and enjoy and to be able to shop at places they can't find anywhere else in Knoxville.

With the South Knoxville Waterfront development and the condos being built on Cherokee Trail as these areas develop they will most certainly spread into our neighborhood and bring with them people who have never experienced South Knoxville before. At that time we want to be able to have a safe and secure neighborhood, one that people will want to come and visit and shop in, one that will make people from all over Knoxville want to come and see, which is why we need Flenniken School property and those behind it to allow for our business development.

On another note, the Empowerment Zone which was conducted a few years ago made these suggestions for Flenniken School, which I find very interesting and very useful and would be a great asset to South Knoxville.

Empowerment Zone...

“Night classes and educational programs that foster good citizenship and a strong civil society. (pg. 141)

Neighborhood Resource Center project is an effort to support and encourage neighborhood organizations. The center would staff a city liaison, a crime prevention specialist, and a neighborhood organizer. With this type of staffing we could strengthen existing neighborhood watch programs, create watch programs, create watch programs in neighborhoods that do not have them, and implement the Knoxville Police Department's Crime Control Plan, which would enhance community safety and community policing programs. This would help prevent neglect and abuse, preserve families to protect children and adults who are unable to protect themselves from neglect, abuse or exploitation, and preserve, rehabilitate or reunite families living in South ZAC.



This project would provide the community with a meeting place, which could also be used for grant proposals writings and access to computers.

The specifics...

Identify neighborhood watch programs in need of strengthening.

Negotiate space by user.

Locate programs.

Hire staff.

Identify areas in need of a neighborhood watch.

To sustain this project we will negotiate with KCDC, KPD, and the City of Knoxville Center for Neighborhood Development, University of Tennessee Community Partnership Center and the Urban League to see what each would be willing to do. THE EZ ALSO HAS A PROPOSED A BUDGET FOR SUCH A PROJECT. THIS IS A FEASIBLE AND LONG AWAITED PROJECT. (pg. 144-145)

## The 10 Year Plan to End Chronic Homelessness

I have grave concerns about the 10 Year Plan to End Chronic Homelessness. First, there have been no cities who have implemented this plan for ten years, so we have no idea if this is going to work or not. Second, many of these cities are going about different ways to implement their own version of the 10 Year Plan, there is no one set way of saying this is what we are going to do, each city can do it any way they see fit. Which would be nice, however, some cities are focusing on not only the chronically homeless, but domestic violence victims, families, people who have been forced out of their homes due to job loss, etc. There are also cities who are instituting counseling, drug and alcohol treatment for the members who are being housed. Third, some cities are making it part of their program to have nurses or nurse practitioners on site at these units and fourth, some cities have even taken the “one stop shopping” approach where the apartment complex has medical and psychological services within the building, case managers, therapy sessions, anything that the residents would need in order to truly allow them to get off drugs and alcohol and stay compliant with their medication, and if they have a need for a physician they are in the facility as well. This would allow the residents to be able to learn the skills they would need in order to reintegrate back into society.

Our 10 Year Plan, as I understand it from Jon Lawler, is a housing first approach. Give them housing and, as he told us at the Vestal Neighborhood Association meeting, that will give them some stability. While I am no expert on homelessness or mental illness, drug or alcohol abuse I can see that the residents in any of the homes for the chronically homeless anywhere in Knoxville would need far greater support for them to be able to overcome what they have gone through. Mr. Lawler told our group that the men who would be housed at Flenniken School, if this is approved, will have severe mental illness AND be drug addicts and/or alcoholics.

These gentlemen will NOT be checked to ensure they are taking their medication, not drinking or using drugs, the only requirement that they will have is to pay their rent on time. My feeling is that these gentlemen will have payees for their SSI checks which will ensure that no matter what goes on in the housing units their checks will arrive to pay their rent on time. I was the payee for many of the clients at a local social service provider for several years and once their rent was paid the case managers would give them a check each week to allow them to spend it on whatever they wanted too, so it will not actually be up to these men to pay their rent, I suspect it will be up to the payee to do this and then will give them their "allowance" throughout the month.

I posted a question on the 10 Year Plan's website...

1. Karen Welch

Posted April 8, 2010 at 8:50 pm | [Permalink](#)

I would like to know since Mayor Haziam has approved the plan for the homeless housing, why aren't you all looking at the empty lot that is on Jackson Avenue? It is my understanding that the developer was supposed to develop condos, but since the city is already paying 11,000 a month for this property would it be viable for the 10 Year Plan to use this for the homeless?

2. Robert

Posted April 13, 2010 at 9:17 am | [Permalink](#)

There are a couple of reasons that we're not looking at that site, Karen. First, that's a valuable piece of property that is very close to Mirilla and other homeless service providers. Second, I imagine that the City would be very reluctant to embrace permanent supportive housing as the best use for the property.

The response from Robert leads me to understand that the city is not going to allow the housing units placed on a "valuable piece of property" so that would only mean one thing, they are looking for cheap property in every neighborhood, well the cheap property is only in depressed and struggling neighborhoods which are having a hard time sustaining themselves let alone an income based housing project for any population. This is not fair, not fair to

residents, business owners or property owners of any neighborhood. Mr. Lawler has said time and again that the community must support this and there must be a faith based community onboard in order for this to work, well I can only speak about South Knoxville, Vestal area in particular, we do not have a faith based community at all much less one that would be involved in this project and the residents have said we have enough, we have enough income based houses, housing units, apartments, etc.. Let me give you an example of the property values, my parents who live on Volena Place received their "reappraisal" a few weeks ago and while most of Knoxville's appraisals are going up, theirs went down almost ten thousand dollars. Please note that their house is less than three hundred yards from Flenniken School.

When we have brought our questions and concerns to Mr. Lawler, in one specific meeting to be exact, Mr. Lawler's reply to us was that they were just waiting on the funding, to which he crossed his fingers and looked up at the ceiling. We had the feeling from the beginning that what we wanted or needed would not be taken into account. And someone actually said, "They are going to ram this down our throats," which is exactly what has been done up to this point. I have even e-mailed the Mayor and he has said that while he supports the 10 Year Plan he wants to do what's best for the residents and the homeless, well I would like it to be taken into account every area that these units are asking to be placed in and study the crimes that go on, the property values, how many income based apartment units/homes are in these areas and see if these neighborhoods can sustain an income based housing unit. Please also see if these areas have the social services that are needed to help individuals who have these types of severe mental illnesses, drug and alcohol addiction and if they are available without a waiting list. Our section of town has no social services at all, Helen Ross McNabb has moved, there is no Cherokee Mental Health, no Health Department, no Interfaith, and the few doctors' offices that are located at Baptist are in the process of building new

offices out of our area and most have already moved. Which means the men in these units, which will not be driving per Mr. Lawler, will have to catch a bus, though there is no bus stop at Flenniken and these men don't know how to transfer from the buses to get across town to go to their doctor's appointments. This makes absolutely no sense to me at all.

These units, in my humble opinion, should be placed in an area that is within walking distance to a hospital, a grocery store, doctors offices and social services, that way the residents would be able to walk to wherever they need to go and would be surrounded with experienced people who can help them and keep them safe and stable.

(I know that your decision on an income based housing unit cannot be primarily on who the residents will be, however, I would like to at least inform you of the types of men who will be housed at Flenniken if you let this pass.)

## Mental Illness

Clif Tennison of Helen Ross McNabb said, “Among the homeless, the most common brain diseases are schizophrenia and bipolar disorder.”

I will discuss these two types of mental illnesses both of which there is a tie in with substance related disorders, i.e. nicotine dependence, alcohol dependence, drug addiction, etc.

The DSM IV describes Schizophrenic characteristics as “delusions, hallucinations, disorganized speech (e.g. frequent derailment or incoherence), grossly disorganized or catatonic behavior, negative symptoms, i.e. affective flattening, alogia, or avolition. Note: Only one criterion A (symptoms describe above), is required if delusions are bizarre or hallucinations consist of a voice keeping up a running commentary on the person’s behavior or thoughts, or two or more voices conversing with each other.” (DSM IV, pg. 285).

The National Institute of Mental Health describes Bipolar disorder, “also known as manic-depressive illness, is a brain disorder that causes unusual shifts in a person’s mood, energy, and ability to function. Different from the normal ups and downs that everyone goes through, the symptoms of bipolar disorder are severe.

(<http://www.nimh.nih.gov/health/publications/bipolar-disorder/introduction.shtml>)

The signs and symptoms of the mania of this disorder, according to The National Institute of Mental Health, are

- “increased energy
- activity, and restlessness
- excessively “high” overly good, euphoric mood
- extreme irritability
- racing thoughts and talking very fast
- jumping from one idea to another

- distractibility
  - can't concentrate well
  - little sleep needed
  - unrealistic beliefs in one's abilities and powers
  - poor judgment
  - spending sprees
  - a lasting period of behavior that is different from usual
  - increased sex drive
  - abuse of drugs, particularly cocaine, alcohol, and sleeping medications
  - provocative, intrusive, or aggressive behavior and
  - denial that anything is wrong.”
- 
- The signs and symptoms of depression for this disorder are, “lasting sad, anxious, or empty mood
  - feelings of hopelessness or pessimism
  - feelings of guilt, worthlessness, or helplessness
  - loss of interest or pleasure in activities once enjoyed, including sex
  - decreased energy
  - a feeling of fatigue or of being “slowed down”
  - difficulty concentrating, remembering, making decisions
  - restlessness or irritability
  - sleeping too much, or can't sleep
  - change in appetite and/or unintended weight loss or gain
  - chronic pain or other persistent bodily symptoms that are not caused by physical illness or injury
  - thoughts of death or suicide, or suicide attempts.”

“Sometimes, severe episodes of mania or depression includes symptoms of psychosis. Common psychotic symptoms are hallucinations (hearing, seeing, or otherwise sensing the presence of things not actually there) and delusions (false, strongly held

beliefs not influenced by logical reasoning or explained by a person's usual cultural concept.”

(<http://www.nimh.nih.gov/health/publications/bipolar-disorder/introduction.shtml>)

People who have these mental illnesses more likely than not to be drug addicted and alcoholics. And as Mr. David Arning said at the February, 2009 MPC meeting, “The tenant population that we are working with DOES have severe mental illness and drug and alcohol addiction...”

(<http://archive.knoxmpc.org/aboutmpc/minutes/feb09min.pdf>)

The danger of severe mental illness is great for those who are non-compliant with their medication, drink or use drugs. Anyone who has ever had a family member or loved one who was diagnosed with either of these two mental illnesses will tell you that it is hard, very hard to get them to take their medication, very hard to even get them to go to the doctor, very hard to get them to understand that something is wrong with them. Some stop taking their medication because they don't like the side affects, others, stop because they think they are cured. Not only is medication non-compliance an issue with these and many other mental illnesses, the family members who experience their own loved ones will tell you that it is a struggle every day to see to it that they get the help that they need, to have the right social services around them in order to help out and even with those social services it is still a struggle every day.

Dr. Noe's study *Homelessness In Knoxville/Knox County: 2004* has a story about a man named Thomas. “Thomas is mentally ill-and very angry. He acknowledges hearing voices and it upsets him. He has been on medication before but cannot administer it himself; he becomes confused about how to take it, so he doesn't take it at all. He has a great deal of difficulty expressing himself and becomes frustrated when people don't understand his very garbled



speech. Thomas has a payee who receives his check. He is never clear on when it is due and becomes frustrated when he doesn't get his money "on time". When he calls his payee, he accomplishes nothing because he cannot understand what she is telling him either. People have offered to make the call for Thomas, but he doesn't trust them to tell him the truth about his money. After such a phone call, Thomas becomes very angry and begins to throw things. In his rage, Thomas has broken windows at local shelters and been barred from them. At one time, he was barred from all the shelters in town due to his destructive behavior. Thomas has had to sleep outside under the bridge." (<http://web.knoxnews.com/pdf/homeless2004study.pdf>, pg 13).

Please understand that many of us who oppose the Ten Year Plan do so because we do not feel it takes into account the seriousness of mental illness and drug/alcohol addiction. I have worked at a local social service provider, at a dual diagnosis hospital and as a Domestic Violence Victim Advocate, so I am familiar with the struggles people who suffer from mental illness and drug/alcohol addiction face. I have seen the heartbreak it causes when a family member who is mentally ill stops taking their medication and the turmoil that it causes within the family. I have seen families at their wits end because they cannot force their loved ones to take medication that will stabilize them. The people with families are fortunate, but even with the great support system and loved ones willing to do anything to help them, they still struggle daily.

I have seen people who have gone into the shelters and "worked the program," abided by all the rules and regulations set forth, stayed clean/sober, gotten on medication and stabilized their lives, the difference is the people who did this were those who were willing to abide by rules and worked their programs. These are the same rules that many say are too rigid for those who are chronically homeless. The people who succeeded at this were those who took self responsibility and took back their lives.

Having read this, if you've stuck through this long, you know that I am not a fan of the Ten Year Plan or of the "housing first" approach. The supporters will say that it's great, it works, but there is no hard data available to suggest that it works better than many of the other cities that do a different approach.

Jon Lawler has stated that the men who will be housed at Flenniken (though there is some debate about that now with the folks at the TYP office saying they never said it would be just men) will not work, will be on SSI, their only responsibility will be to pay their rent on time, which they will have a payee who will get their monthly checks and make sure the rent is paid.

I contacted Robert Finley a year or more ago and asked him about the criteria for housing, he said he didn't know what that would be with regards to gaining entry, he suggested I contact KCDC. I found it interesting that he didn't have any idea the standards to which a person is held in order to get Section 8 housing. Thursday, a week ago, we asked Ginny from VMC the same question regarding entry to housing and the background checks. She said she didn't know, but some background check would be done. Here again, those who are tasked with running this program have no idea the standard for those who are applying for Section 8 housing.

I have grave concerns about the Ten Year Plan to End Chronic Homelessness. First of all, there is not a city the size of Knoxville who is undertaking this plan according to what the TYP is wanting to do, so there is no level to gauge what is successful and what isn't.

I also find it interesting that there are no set conditions to be met, no criteria, except that they want housing and that they pay rent. There is nothing in place for sobriety or getting clean, in fact they can do anything they want to do. Even Helen Ross McNabb has a no alcohol policy at their supportive housing, why can't VMC? Though I will say a gentleman came forward and told of the problems with the supportive

housing on Cox Street that McNabb owns. He explained that the live in onsite case manger (which Flenniken will NOT have) quit and a gentleman who lived there broke into the house of a neighbor of his, another gentleman was so paranoid that he took his clothes off and ran down the street talking about everyone was out to get him. He also said there was a crack pipe found in the parking lot. This gentleman said that he and his neighbors had called McNabb for a week and a half and all they were told was "We're trying to hire someone for that job," and that was it. It wasn't until during this meeting that Linda Rust, who works for Mayor Rasdale, stepped in and called her "contact" at McNabb and they set up a meeting with the neighbors. But it took two weeks of the neighbors not knowing what to do and only when it became a political issue and someone from the mayor's office contacting them did anyone feel it was important enough to get back to the neighborhood. Could this happen in South Knoxville? Certainly. As Ginny from VMC said, "This is a learning experience, we will learn from Minvilla and we will learn from Flenniken," are we really willing to have our communities used as an experiment so that learning can take place?

Another concern to me is that South Knoxville has no social services. Helen Ross McNabb has moved, there is no Cherokee Mental Health offices close to South Knoxville, no Health Department. If you take a look around South Knoxville there are not even doctors' offices nearby any longer. When Baptist Hospital shut their doors many of the doctors left then and the remaining ones are currently building new offices and will be moving in October, so the nearest hospital and doctors' offices are at UT. Which means that the residents at Flenniken, which will not be driving per David Arning and Jon Lawler, will have to catch a bus, though there is no bus stop at Flenniken and no sidewalks along the roads to get to Chapman Highway, catch a bus, learn how to transfer buses to get to doctor appointments before they can be reintegrated into society. This makes absolutely no sense to me at all.

In my humble opinion, our city needs to take a fresh approach to stopping homelessness and look at other cities who have decided to make what some are calling one stop shopping, where they have the apartment units onsite, along with all the social services that are needed in order to help the chronically homeless and then help them reintegrate into society, not just shove them into residential neighborhoods and hope for the best. I believe that if the residents can walk to where they need to go and were surrounded with experienced people who can help them and keep them safe and stable would certainly help those who need it most.

I am also concerned that the services for the TYP are what I would consider piecemeal, at best. The TYP for the city is basically a building project, they do not do anything remotely involving helping the homeless, that will fall to other agencies. There is VMC, who will handle case management, Cherokee, who will handle therapy, no one will say who will handle the drug and alcohol aspect of it, because there is no requirements for sobriety. Also no one has said who will pay for these services. Yes, the residents will be on SSI and TennCare, what happens when they use up their allotted doctor visits? What happens when they don't take their medications or get clean and sober? If they don't take medications for physical or psychological problems then they will end up back at the hospital and thus, if they continue to drink and do drugs they will end up in jail. Where is the savings to that?

I think the TYP folks have had a problem with their plan when the housing started to come about. I believe we can all agree that the first step for the TYP, which was to streamline services so that different organizations weren't doing the exact same thing, is a good thing and has worked out well for all involved. It is the housing that is a problem for many.

For example, on this site there will be two case managers, though they will not be responsible for overseeing the male residents' mediation or

anything of that nature. Two case managers for forty eight chronically homeless, severely mentally ill/drug addicted/alcoholics, if each case manager were to see each of their clients this would only entail one visit per month in order to spend time with them and actually find out what's going on. It was figured that with 48 people to serve each case worker would have only 97 minutes a week for each person. That is a 40 hour week minus a 30 minute lunch and two 15 minute breaks, leaving 23-40 minutes a week divided by twenty four clients. From that subtract time for scheduling clients, phone calls, referrals to other agencies and follow-up. If a client has an appointment to go to and does not drive and does not know how to ride the bus (and there's no bus line to Flenniken and no sidewalks down to Chapman Highway), then the case manager will take them to their appointments, leaving one person to help 47. What happens when one case manager goes on vacation and that leaves only one person for 48? What happens if one quits? What happens when funding dries up, who will supply that? At one City Council meeting a City Councilman said that it would cost 24 million dollars to supply case managers for every supportive housing unit planned to be built, who will pay that price?

Some reference Seattle when talking about what a great idea this is, Seattle had the residents vote several times to raise taxes in order to build more low income housing complexes. Is this something that the residents of our city would do? Would they be willing to pay more taxes to pay for positions within a non-profit?

Many people are concerned about the homeless coming from other states and areas, even Robert Finley posted this, "Actually, when the last survey was completed in 2006, over half were Tennesseans. That's been very consistent as long as this issue's been studied here. "

<http://www.knoxnews.com/news/2008/jul/09/homeless-project-hits-bump/>

The last report I saw said that only 49-51% were from Tennessee, which would be consistent with what Robert posted, even though that's not what they have been saying at the meetings.

Dr. Noe's report *Homelessness In Knoxville/Knox County, 2004* states, 'In some respects Knoxville has more housing resources than other metropolitan areas. The combination of public housing, private facilities and emergency shelters result in less than twenty-five percent of the homeless living in outside locations and this is often by choice.' (<http://web.knoxnews.com/pdf/homeless2004study.pdf>, pg.22)

Here's a list of shelter sites:

*The Salvation Army* 409 North Broadway

2 emergency shelters:

Joy Baker Center has a capacity of 36 individuals

Shafer Center has a capacity for up to 20 individuals

Transitional housing: located on the premises and can house up to 66 individuals.

*Knoxville Area Rescue Ministries* 418 North Broadway

*Lazarus Hall* is a single men's facility that has a recovery program for 40 men and an overnight care shelter for 200 men.

*New Life Inn* is a family program that has 18 family rooms for transitional services for up to 61 individuals.

*Hope Haven*, provides emergency overnight services for 40 women.

*Serenity Shelter* provides assistance to women in crisis.

*Volunteer Ministry Center*, 511 North Broadway

*Jackson Apartments*, 16 rent-subsidized apartments for men at 103 South Gay Street.

The future *Minvilla Manor*, located at the corner of Fifth Avenue and Broadway, will replace the Jackson Apartments and increase the number of units of permanent supportive housing to 57

*Family Crisis Center*

offers shelter and other advocacy services to adult and child victims of domestic violence at 30 a site kept confidential for the safety and security of the clients. The shelter has a capacity for sixteen individuals with potential for slight expansion in emergency situations.

*Serenity Shelter*,

*Runaway Shelter* The *Runaway Shelter* is located at 2701 E. Fifth Ave, providing short-term shelter and counseling for runaway and homeless youth, ages 12 to 18 years. It has a capacity for five individuals.

*Great Starts/New Beginnings Structured Living*, 3006 Lake Brook Boulevard is an intensive outpatient program with a residential component. The program houses women with co-occurring disorders who are pregnant or with children in need of

treatment. The program has a capacity to house 22 women and 38 children.

*Great Starts/New Beginnings Transitional Housing* is located at 114 Dameron Avenue. The service sustains recovery and improves the homeless status for women and children as a continuum of support after discharge from treatment settings. This “step down” site contains eight apartments ranging from one bedroom to three bedroom units.

*YWCA* 420 W. Clinch Avenue and has fifty-eight private rooms for single women in transition.

*AGAPE* 428 E. Scott Avenue. It offers a six-month individualized program for chemically dependent adult women. Three Victorian houses provide residence for eight clients each, for a total capacity of 24.

*E.M. Jellinek Center* 130 Hinton Ave. It has a capacity of 45 and length of stay is generally 6 months to one year.

*John Tarleton Home,*

*Transitional Living* 2701 E. Fifth Avenue, providing residential and case management services to homeless or street youth ages 16-21 years. The main center has a capacity for five individuals with scattered community based sites available for additional clients.

*Steps House* 712 Boggs Ave. It offers a residential program for alcohol and drug recovery. The capacity is 112 with one section designated for veterans (40 beds) and the other for addiction recovery care (72 beds), indigent care is available.



*Eagle's Nest,*  
*Family Promise,*

*Catholic Charities* operates two programs that focus on housing the homeless in Knoxville: Samaritan Place a Homeless Shelter for the Elderly is located at 3009 Lake Brook Blvd. It includes an emergency shelter for people 55 years of age and older.

Elizabeth's Home is a HUD-funded transitional housing program for homeless families. The case coordinator is located at 119 Dameron Avenue, and housing is provided at multiple sites throughout the county. Families in the Knoxville and surrounding areas that are homeless are eligible to apply. Referrals into this program are provided by many of the shelters listed in this book.

Outside locations included various camps as well as *Lost Sheep Ministries*.

*Pleasant Tree Apartments* is permanent supportive housing for mentally ill homeless women, along with their dependent children. The program provides 24 single-family dwelling apartments at two different sites, located at 2460 E. Fifth Avenue and 1909 Dawn Street.

*Parkridge Harbor*, 1501 East Fifth Avenue, provides case management, alcohol and drug treatment services and housing services. It offers services to persons with HIV/AIDS in Knox and the surrounding counties. There is a 24-bed capacity for men who were formerly homeless.

*Helen Ross McNabb* has developed and maintains a variety of housing options that provide for safe, affordable housing for individuals with mental illness. Independent living is available in several locations in Knoxville. Apartment buildings located in two buildings in the Fourth and Gill neighborhood, one new and one

renovated, offer a total of 8 apartments with a capacity of 12 tenants.

*\*New Hope* is divided into two apartments with four tenants each and shared common areas.

\*A house in South Knoxville offers a family living environment with 5 bedrooms. \*Two houses in other locations offer housing for three tenants each.

\* *Helen Ross McNabb Center* housing services are available to any seriously and persistently mentally ill consumer who meets the qualifying criteria. Over 200 individuals participated in Center housing services.

*Angelic Ministries* operates a faith-based transitional housing program for men. Housing is provided in several scattered-site group homes, with a total capacity for approximately fifteen men.

Calculate capacity of above listed homes (excluding Catholic ministry) 1169 individuals. If we have eight hundred chronically homeless individuals, one would think that perhaps they could get into one of these programs and make a success out of themselves. Yes it would be hard to stay clean and sober and on medication and follow the rules, however, it would be much easier to integrate into society after they are taught those things.

*Knoxville's Community Development Corporation (KCDC)* provides affordable housing for low income individuals and families, including those who are homeless. For those who are eligible, The *Section 8 Housing* choice voucher program offers help toward rent in the private rental market.

The differences with the housing unit they are wanting to put at Flenniken is that while in a shelter you must "work the program," that is you must stay clean/sober, you must obey rules, you cannot fight, you must take your medication, do group therapy or

whatever therapy is conducted on site. Also at these shelters there are qualified people working there in order to help if a situation becomes uncontrollable, i.e. hallucinations, mania, delusions, etc. they know how to handle the crises. At Flenniken there will be none of that, as I said before, Mr. Lawler said the only thing the men have to do is agree to live there and pay their rent, otherwise they will live just like anyone else. While this is admirable it is certainly setting these individuals up for failure. Flenniken, as well as any other housing proposed by the 10 Year office is in essence, to me, an all day long shelter where there are no rules and you can hang out as long as you want.

A woman wrote into KNS regarding this issue and I feel compelled to add it to this information for you in case you didn't see it.

### **Theory homeless need housing first is reckless**

Regarding the recent News Sentinel's reporting on our homeless situation, in my professional opinion, the current social theory that the homeless first need a residence and then stabilization of their illness is a reckless fallacy.

Almost all of the chronically homeless are addicted, or psychotic, or both. The "dually diagnosed," with both chronic psychosis and chronic addiction, are the most difficult to treat.

The thought distortions of mental illness reduce the judgment and motivation to overcome the addiction, which precludes compliance with medication regimens, which in turn, could improve mental status - a truly vicious circle and difficult to straighten out.

Even medication compliance by those adults with serious mental illness does not guarantee normal thought processes and behavior.

These people cannot just be picked up off the street and relocated to community housing without prior intensive treatment which could, after all, prove ineffective. They need to be institutionalized, by court order if necessary, where access to their "drugs of choice" can be prevented and compliance with medications can be enforced until they are proved stable and willing to continue the necessary treatment which keeps them in remission.

They also need prior behavioral and occupational therapies to achieve minimal social norms, including hygiene and personal boundaries. These people certainly should not be released into residential communities until all communicable diseases they may carry, including, hepatitis, tuberculosis and HIV/AIDS, are brought under control.

Success in this most serious public health matter is not accomplished on the cheap.

Penny Frick, RN, MSN

Loudon”

Here is another person who has grave concerns about the “housing first” approach as well.

“But Bob Cote, a former homeless person who now runs a program for male addicts, "Step 13," is critical of the Housing First program.

"I've watched them have homes be all set up and the next thing you know, it's diabolical. They're out drunk again or shooting heroin," Cote said.

Cote, a recovered alcoholic, said Denver's plan lacks an appropriate emphasis on self-responsibility.

"Some people will abuse it. They're system abusers. They're system dependent. And they'll say, 'Oh, I got a free pad.'"

Providing the **homeless** with jobs and housing, while offering voluntary programs for their addictions and mental illnesses, is part of a national model called "Housing First."

<http://www.foxnews.com/story/0,2933,164234,00.html>

A City Council Member expressed concerns as to why the 10 Year Plan wasn't using existing apartment complexes and here is a story of just that being used in another state...

Haynes-Green said the region's plan on homelessness has "to look at leasing rather than building housing.

"Because of rising land prices, I don't see our first move out the door being to build housing," she said.

She said that the plan recommends "utilizing existing rental housing ... spread out on scattered sites."

Ten-year plans to end homelessness were first advocated in the United States in 2000, and since then more than 300 municipalities and several states have made the commitment. The concept's pioneer, the National Alliance to End Homelessness, says it's a feasible goal if leaders work hard at it, although the group cannot prove that its time frame works to fully eradicate homelessness."

<http://www.ask.com/bar?q=critics+of+the+10Year+Plan+to+End+Chronic+Homelessness&page=1&qsrc=2417&ab=6&u=http%3A%2F%2Fwww.ndpopposition.ab.ca%2Fsite%2Findex.cfm%3Ffuseaction%3Dpage.details%26ID%3D7728%26t%3D11%26i%3D56>

## Summary

In summary, this isn't about not wanting to help the chronically homeless, it is about trying to make a community more viable. I certainly have many questions and concerns with the 10 Year Plan to End Chronic Homelessness and have given you some of them, but when you break it down for the people who live and work in South Knoxville our feelings are that we have our share of income based homes, apartment units and halfway houses, we and the property values cannot sustain another one. The business leaders that I have spoken with in South Knoxville feel that as the revitalization efforts continue on Blount Avenue that South Knoxville will be booming with businesses, which is something we need and we have a clear vision for. We need companies that will give us the opportunity for jobs, we need a way to pull ourselves out of the hole we have fallen into in the past ten or fifteen years. South Knoxville needs support from the city government in order to make it a more viable, beautiful place. As it stands there are car lots, liquor stores (which doesn't bode well for the chronically homeless or anyone who has dual diagnosis, mental illness and alcohol addiction), we have drug use, crack, one block away from Flenniken, (which doesn't bode well for those who are mentally ill and drug addicts, or just addicts if they plan to get and stay clean), while we are trying to revitalize our neighborhood there are still many homes and businesses falling down, empty homes and businesses, if we are going to revitalize our neighborhood we cannot do it with an income based unit for the chronically homeless or any other population.

As you look through the pictures please remember that many of those homes are on the streets on each side of Flenniken School and one road over, this is not an area that can help out any population at all, let alone one that will need intense support.

On the 10 Year Plan's website it says, "So stay tuned, and speak up. We're not just talking; we're listening too."

(<http://knoxtenyearplan.org/>) Well he hasn't been listening. South Knoxville, and I suspect many of the neighborhoods Mr. Lawler has singled out are already saturated with income based homes, apartments, halfway houses, their property values decreased, another housing unit cannot be sustained in these environments.

As well, the money that Lawler and Co. received from the Tennessee Housing Development Agency states that the funds that are given the housing must stay low income for thirty years, so even if the chronically homeless housing doesn't last this unit will have to be low income, income based, for thirty years. Please remember that many of these residents in this area are elderly, as I stated earlier, and have lived in their homes for decades, it is not an option to sale their homes and pick up and move nor should they have to.

I am asking that you to deny the Use on Review for Flenniken School for an income based housing unit for the chronically homeless/mentally ill/drug and alcohol addicts, for that matter I would ask that you deny any type of housing unit at Flenniken School, please leave it as 0-1, offices. I have tried to explain how important this community is to its members and how we need revitalization. Those of us who live in South Knoxville and who have grown up here are proud of our neighborhood and we see great things on the horizon, if we can only have a say in it. The land that Mr. Lawler wants for this housing development is the perfect land for shops, unique shops with great views or the implementation of the South Sector Plan or the Empowerment Zone plan, which was completed by the city but nothing ever done.

As their own website says, "So stay tuned, and speak up. We're not just talking; we're listening too." (<http://knoxtenyearplan.org/>)

We are asking that you deny the Use on Review and allow us to institute the Empowerment Zone proposal at Flenniken School.

Please feel free to contact any one of us if you have any questions

Karen Welch, [welchk2@bellsouth.net](mailto:welchk2@bellsouth.net) or by phone 865-579-9549,

Joe Minichiello, [moochie747@comcast.net](mailto:moochie747@comcast.net) or by phone 865-573-5135,

Elizabeth Monday, [mondayj2@comcast.net](mailto:mondayj2@comcast.net) or by phone 865-577-1745.

Sincerely,

Karen Welch

Joe Minichiello

Elizabeth Monday

A noteworthy quote from Robert Finely of the 10 Year Plan, this is part of a post on KNS...

Ultimately, we want to transform the way we approach all homelessness, beginning with chronic homelessness. We want to make Knoxville a community where, if you are homeless for whatever reason, we will come alongside you and work just as hard as you will to end your homelessness. On the flip side of that, if you are homeless and you just want to be a parasite or a predator, we'd like to make sure you know that this is not the place for you to be.

<http://www.knoxnews.com/news/2009/apr/22/council-votes-to-fully-fund-minvilla-manor/>) However, he never followed up on how he would do this.



Here's the list of apartment complexes in South Knoxville, most being within a mile and a half from Flenniken School...

### Apartments in South Knoxville

|  |  |
|--|--|
| Davenport Avenue –                                     | Crescent South<br>Gateway<br>Spanish Trace (Susanne)<br>Woodmeade South<br>Studio Apartments |
| Behind Sonic -<br>(five separate apartment complexes)  | Zaina<br>Hickory Hill<br>Hialeah<br>No sign<br>No sign                                       |
| Avenue A -   | No sign  |
| Montgomery Village                                     |  |
| Ogle Street -<br>(three separate apartment complexes)  | No sign<br>No sign<br>No sign  |
| Belvedere -  | No sign  |
| Blount Avenue -  | No sign  |
| Sevier Avenue -<br>(five separate apartment complexes) | Stonewall I<br>University Heights<br>Southwood<br>No sign                                    |
| 3337 Sevier Avenue                                     | No sign  |

|   |  |
|---|--|
| Chapman Highway/Stone Road -  | Stonewall II                           |
| Flenniken Road -  | The Verandas                           |
| Martin Mill -<br>(three separate apartment complexes)   | Flenniken Square<br>No sign<br>No sign |
| Mimosa -  | No sign                                |
| Berittie Road -   | One South Place                        |
| Baker Avenue -  | Sandy Lane                             |
| Moody Avenue -  | Southmont                              |
| Taliwa Gardens Road -<br>(two separate apartment complexes)   | No sign<br>No sign                     |
| Green Pine Road -<br>(two separate apartment complexes)   | No sign<br>No sign                     |
| Taliwa Drive -<br>(this is a huge apartment complex and its right across Chapman Highway from Flenniken School) | Chapman Square                         |
| Woodlawn -  | Cherokee Ridge                         |
| McClung/Buford-   | No sign                                |
| Minnis -  | No sign                                |
| Moody Avenue -  | No sign                                |

\*This does not include the new units Helen Ross McNabb are going to build on Baker Avenue.

\*Please note there are not pictures for Montgomery Village or Stonewall II apartments, however, there are pictures for all the rest.

\*The pictures were taken within a mile and a half from Flenniken School, the majority were within a mile.

\*I am aware of only four or five of them NOT being income based.