

KNOXVILLE-KNOX COUNTY CONSOLIDATION

and

Public Welfare, Public Health, Public Recreation, Public Housing

By

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The Bureau of Public Administration

The University of Tennessee

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PREFACE

In August, 1958, the Bureau of Public Administration released a report concerned primarily with the fiscal effects of combining the Knoxville and Knox County school systems in the proposed consolidation of the governments of the two jurisdictions. This report has experienced the usual trials and tribulations of University publications dealing with controversial subjects.

It is important to say as forcefully as it can be said that The University of Tennessee, as an institution, has no position and takes no stand on the consolidation question. The author of this report assumes the responsibility for what he has said in this report.

It is also important to say that this report, as in the case of the previous report dealing with the school systems, was not prepared and issued under the sponsorship of the Metropolitan Government Charter Commission. Neither the Commission nor any of its individual members have any responsibility for this report.

This study is primarily factual and descriptive in character. It seeks to explain existing governmental organization and services in the four functional fields dealt with. An attempt is made to show how consolidation in accordance with the proposed charter would affect existing arrangements. Emphasis is placed on the probable fiscal effects of consolidation. Where matters of opinion and the judgments of the author are involved the report seeks to make it clear that they are present.

It is candidly admitted, and readers are hereby forewarned, that analyses such as those attempted in this report have to contend with a basic difficulty. It is that kinds of organization, kinds and qualities of services rendered, methods and levels of financing services, and similar matters which will obtain after consolidation must of necessity be assumed. In making comparisons of costs before and after consolidation, reasonable investigators and others may have different views as to which assumptions and hypotheses should be made in calculating these costs. Still, it is maintained, it is better to make analyses such as we attempt in this publication, even with the admitted shortcomings, than to make no systematic analysis at all.

Edward S. Overman
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SUMMARY OF FINDINGS AND CONCLUSIONS

Knoxville and Knox County both have government agencies concerned with public health, welfare, and recreation. Only one public housing agency operates in the City and County, the Knoxville Housing Authority. The housing authority would continue under the proposed consolidation charter with virtually no change in its organization and operations. Adoption of the charter would result in the consolidation of City and County agencies and functions concerned with welfare and health in a Metropolitan Department of Health, Hospitals, and Charities. The City and County recreation agencies and functions would be combined in a Metropolitan Department of Parks and Recreation.

Effects of Consolidation on Public Health

This report states that, given the existing services rendered by the two health agencies and assuming a combining of the two agencies under conditions favorable to efficient operation, approximately \$66,000 could be saved while rendering substantially the same services in both jurisdictions. Evidence is submitted to support this finding, including experience under attempted consolidations in the past and an itemization of particular items of saving.

Present arrangements for financing public health in Knox County are to the disadvantage of residents of Knoxville. City residents pay City taxes, part of which is used to finance the City Bureau of Health. They pay County taxes, part of which is used to finance the County Department of Health. Some of the services of the County Department of Health are available to City residents, but in practice the department renders few services inside the City. Consequently, City residents pay twice for health services. In 1958 the City Bureau of Health received only \$12,240 in State grants for health while the County Department of Health received \$43,420 in 1958-1959 in State and Federal grants for health. Simply because the City maintains a separate health agency, City residents are penalized by the City being ineligible, under State policy, to receive Federal aid and larger amounts of State aid. If the last consolidation of City and County health functions had lasted, the City would probably have reduced its health costs by an estimated \$46,000 within a period of a few years.

The City provided \$60,000 to help construct the City-County Health Center, which is not used at all by the City Bureau of Health except for a few joint City-County clinics. The City resident receives virtually no benefit from his share of the cost of this building. Since the center was constructed for both health agencies much of the space is simply being wasted or not used to capacity at the present time. Consolidation would result in full utilization of existing physical facilities and would more equitably distribute the cost of public health among City and County residents. After consolidation health would be financed by a tax uniformly levied in the entire metropolitan area including the former City and County (outside the City).

All of the evidence discovered in preparing this report cries aloud for a consolidation or combination of the City and County health agencies either with or without general consolidation of the governments of the two jurisdictions.

Effects of Consolidation on Public Welfare

Public welfare functions supported by Federal aid are administered in Knox County by a State welfare office located in Knoxville. A special County tax rate of seven cents was levied in 1958-1959 to provide local funds to pay the County's share of public assistance costs. No City taxes or appropriations are used to help finance public assistance. Consequently consolidation would involve no change in the relationship between City and County residents in financing public assistance functions administered by the State.

The County and the City operate separate welfare agencies providing primarily general relief or food orders to persons not eligible for assistance under the State-administered programs. Both governments make contributions to several private welfare agencies. Consolidation would combine governmental welfare services in a Metropolitan Department of Health, Hospitals, and Charities. This report concludes that no substantial reduction of welfare expenditures, such as expected in the health area, would result from consolidation. However, consolidation should be the occasion for better utilizing welfare personnel and simplifying welfare organization and determination of eligibility requirements of persons seeking welfare services.

Effects of Consolidation on Public Recreation

Knox County apparently is on the verge of a substantial expansion of its recreational facilities and services. In the past it has had only a token or minimum public recreation program. The City of Knoxville has a recreation program which is better established and better financed. Consolidation of the two recreation agencies and programs in a Metropolitan Department of Parks and Recreation should make it possible to provide programs and facilities in the future in a way that would avoid duplication of expensive capital outlay and operating programs.

Consolidation and the Merit System

The consolidation charter provides for a merit system of personnel administration. Even without the charter provisions a consolidation of health functions would in all probability result in the use of State merit system requirements as now applied in the County Department of Health. This use of State merit system requirements would be a very desirable change for the City Bureau of Health.

The charters' merit system provisions would be desirable in connection with local welfare personnel not now covered by any such provisions.

KNOXVILLE-KNOX COUNTY CONSOLIDATION

AND

PUBLIC WELFARE

CHAPTER I

PUBLIC WELFARE IN KNOXVILLE AND KNOX COUNTY

Introduction

In Tennessee the welfare function of government is carried on by three different types of agencies. The State handles all monetary aid for programs in which the Federal government participates--the so-called "categorical aids"; old age assistance, aid to the permanently and totally disabled, aid to the blind, and aid to dependent children. These programs are carried out through district offices of the State Department of Public Welfare. A State welfare office is located in Knox County. Some of the smaller counties are served by one State welfare office centrally located among the several counties. Each county contributes its share to the State for categorical aid funds. Cities, as such, do not contribute to these funds. In fiscal year 1957-1958 a five cent tax was levied by Knox County on all its citizens, City and County, the proceeds of which were paid into the categorical aid funds. Neither the City nor County participates in the administration of these funds.

In the event of consolidation the levy of taxes for categorical aids would devolve upon the Metropolitan Government. Consolidation itself would not affect the amount of money which goes into these funds. The money would presumably come from the general purposes fund or from a tax similar to the one which is now levied by the County. Since categorical aids would not be affected by consolidation, they are not covered in this study, the purpose of which is to examine only those phases of government which consolidation would affect.

General assistance is another function of welfare which in Tennessee is carried on mainly by the counties. Food, food orders, and other general aid are given to eligible persons living in the county, except to those living in a city which has a welfare department. The City welfare department's functions are similar to those of the County. A differentiation between the City and County welfare function is discussed in a later section.

City and County welfare functions would definitely be affected by consolidation because after consolidation there would be only one welfare department. This study examines all the local welfare functions of Knoxville and Knox County and how consolidation would affect them.

The welfare departments in Knox County and Knoxville are quite broad in their functions, covering health, welfare, recreation, and some other functions which have only a remote connection with welfare. The functions, facilities, and organization of these two departments will be examined.

Knox County Welfare

The 1937 private act which created the Board of County Commissioners established a Department of Health, Welfare, and Institutions under the

direction of the Commissioner of Welfare.

According to the provisions of the act, this department;

...shall have under its immediate supervision all charitable or social agencies and activities of the county, including the county asylum, or poor farm, and county reformatories for boys and girls, county orphanages and any and all other county social, charitable, relief and welfare agencies;... county cemetery and pauper burials;...and all activities pertaining to relief or social security legislation where the county has any function to perform; and to accept and administer any contributions made by the State or Federal government in whole or in part support thereof.¹

The County Department of Health, Welfare, and Institutions administers health, welfare, and recreation. It does not administer Federal and State funds which are designated for assistance to the needy. Knox County contributes a total of \$152,100.00 to the State as its portion of the funds for categorical aid. The County's share of the Federal-State-County Hospitalization Fund (for indigents) is \$13,850. Hospitalization is provided for the recipients of categorical aid from this fund.

Welfare Commissioner's Office

The welfare commissioner's office is the administrative section for the entire Department of Health, Welfare, and Institutions, including all the bureaus discussed below and the Knox County Department of Parks and Recreation and the Knox County Department of Health.

Central bookkeeping for the entire department is maintained in the welfare commissioner's office. Payrolls for the entire department are prepared in this office. Automobile and other expenses incurred by the department are recorded and paid through the commissioner's office. The 1958-1959 appropriation for the welfare commissioner's office was \$12,300.00. Table 1 gives a breakdown of the appropriation. Chart 1 shows the organization of the entire Department of Health, Welfare, and Institutions.

Knox County Welfare Bureau for Unemployables

The Knox County Welfare Bureau for Unemployables is a subdivision of the Department of Health, Welfare, and Institutions. The County welfare budget lists funds for this bureau under "Direct Relief for Indigents." This bureau helps persons who do not qualify for any of the Federal

¹Private Acts of Tennessee, 1937, Chapter 183.

TABLE 1

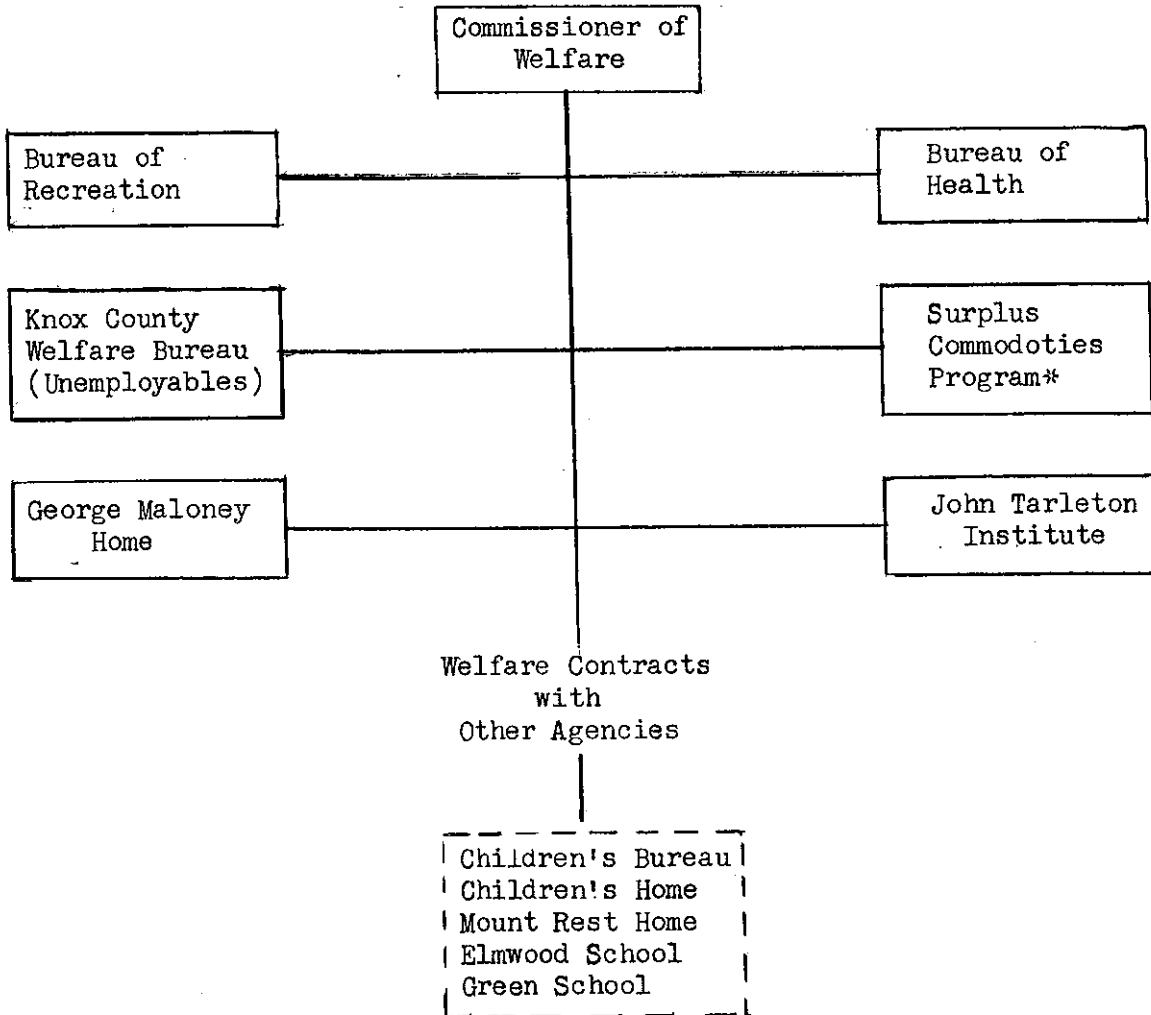
BUDGET, KNOX COUNTY WELFARE COMMISSIONER'S OFFICE, 1958-1959

Item	Amount	Total
<u>Salaries</u>		
Commissioner of Welfare	\$7,500.00	
Secretary	<u>3,300.00</u>	
Total Salaries		\$10,800.00
<u>Other Expenses</u>		
Telephone, Office Supplies, and Travel	<u>1,500.00</u>	
Total Other Expenses		<u>\$1,500.00</u>
Total Welfare Commissioner's Office		\$12,300.00

CHART 1

ORGANIZATION CHART

KNOX COUNTY DEPARTMENT OF HEALTH, WELFARE, AND INSTITUTIONS



*Building, office facilities, and utilities furnished by Knoxville.

assistance categories but need public aid. It gives food or food orders to eligible persons who need it. The bureau is under the direction of a supervisor, who is assisted by a caseworker. Salaries and other expenses are shown in Table 2.

To be eligible for a food order the head of the household must be physically disabled and unable to work and have no other means of support. Assistance may be given a family deserted by the father and husband. An employed mother, even though deserted, is not eligible. In case of illness a family may receive aid for a short period of time by showing positive need and presenting a certificate from a doctor showing diagnosis and length of sickness.

The Welfare Bureau for Unemployables assists people who are in need of legal advice and unable to pay private attorneys. Cases are screened by the bureau to determine need and referred to the Legal Aid Clinic.

In cooperation with the office of the County Judge Pro Tempore, the bureau advises and assists in proceedings to commit mentally ill persons to Eastern State Hospital and George Maloney Home. The bureau provides matrons to transport female patients to both institutions.

John Tarleton Institute

John Tarleton Institute is one of the two County institutions under the control of the Commissioner of Welfare. It provides substitute home care for dependent and neglected children who are residents of Knox County, including residents of Knoxville, between the ages of six and eighteen. Children are committed to the institute by the Knox County Juvenile Court. Children are provided the basic necessities of life and educated commensurate with their needs and abilities. Casework services are provided when emotional disturbances are evident.

George Maloney Home

George Maloney Home is the other institution under the direction and control of the welfare commissioner. It provides institutional care for indigent persons and mental patients who are residents of Knox County, including Knoxville, and have no home or means of support.

Surplus Commodities Program

Since 1957 Knox County has been distributing Federal government surplus commodities. Needy persons are given food and goods which are distributed by the County through the surplus commodities program which is administered by the County welfare department. The various agencies of Knoxville and Knox County refer applicants for surplus commodities to the clerk in charge of distribution. The applicants are investigated for eligibility prior to referral.

TABLE 2

BUDGET, KNOX COUNTY WELFARE BUREAU FOR UNEMPLOYABLES, 1958-1959

Item	Amount	Total
<u>Salaries</u>		
Supervisor	\$2,460.00	
Caseworker	<u>2,160.00</u>	
Total Salaries		\$4,620.00
<u>Other Expenses</u>		
Operating Expense	\$ 963.00	
Food for Indigents	<u>9,000.00</u>	
Total Other Expenses		<u>\$9,963.00</u>
Total Knox County Welfare Bureau for Unemployables		\$14,583.00

Agencies Aided by the County

The Children's Bureau is supported jointly by Knoxville, Knox County, and the United Fund. Knox County's share was \$47,000 in fiscal year 1958-1959. White and colored children are accepted by the Children's Bureau for temporary boarding care pending return to their own homes or placement in adoptive homes. The Children's Bureau accepts children by request of parents or guardians or by commitment of the Juvenile Court.

In 1958-1959 the County contributed \$4,200 to the Children's Home, which provides temporary care for dependent and neglected children from the ages of two through sixteen or eighteen if still in school. Children are accepted at the request of any casework agency in Knox County pending placement in boarding, foster, or adoptive homes; return to their own homes; or placement in another institution. The social agency which places such a child in the Children's Home remains responsible for the disposition of the case.

Mount Rest Home is a home for elderly women which is supported by County funds and voluntary contributions. Eligible residents of Knoxville and Knox County are admitted. Eligibility for admittance is determined by the Board of Directors. The County's share of the home's expense was \$2,496 in 1958-1959.

Elmwood School is a special school for mentally retarded children operated by the Knoxville City Schools and supported by State, County, and City funds. The school is sponsored by the Knox County Council for Mentally Retarded Children to provide training for retarded children, who were trainable but not educable. The Green School is operated on the same basis for colored children.

Knoxville Welfare

The Knoxville Department of Public Welfare is under the direction of the Director of Public Welfare, who, according to the Charter of the City of Knoxville;

Shall manage and control the operation of all hospitals, charitable, correctional and reformatory institutions and agencies belonging to the city...He shall provide for the study of and research into the causes of poverty, delinquency, crime and disease, and other social problems in the community; and shall by lecture and exhibits promote the education and understanding of the community in those matters which affect the public welfare.²

²Charter of the City of Knoxville, 1945, sec. 33 (1) and (2).

The Director of Public Welfare has other duties which are not connected with the actual welfare function but are assigned to him by the charter. Some of these duties which relate to health and recreation are considered in later sections of this study.

Department of Public Welfare

The Knoxville Department of Public Welfare is an administrative department of the City. The Director of Public Welfare heads this department which is made up of the following divisions:

The Administrative Section	Family Welfare Bureau
Bureau of Health	Camp Home
City Physicians	Juvenile Detention Home
Bureau of Recreation	

This section of the study of City and County welfare is concerned with all the divisions of the City Department of Public Welfare except Camp Home and the Juvenile Detention Home, which are law enforcement divisions, not "welfare." Camp Home is the women's jail and the Juvenile Detention Home is the place of detention for juvenile delinquents. The Bureau of Health, City Physicians, and the Bureau of Recreation are considered in later sections of this study.

In addition to the divisions directly administered by the Department of Public Welfare, several others which are not directly administered by the department are included in its budget. They are as follows:

Day School Nursery	Children's Bureau
Dale Avenue Nursery	Children's Home
Ethel Beck Home	East Tennessee Speech & Hearing Center
Beverly Hills Sanitorium	Blount Mansion
City Schools' Clothing Project	Mental Health Center
Mentally Retarded Program	

Beverly Hills Sanitorium, the Mental Health Center, and Blount Mansion are included in the health and recreation sections of this study.

The study of welfare functions includes the Administrative Section, the Family Welfare Bureau, Day School Nursery, Dale Avenue Nursery, Ethel Beck Home, City Schools' Clothing Project, Mentally Retarded Program, Elmwood and Green Schools, Children's Bureau, and Children's Home.

The Administrative Section

The Administrative Section is responsible for central bookkeeping, preparing payrolls, and making expenditures for the entire Department of Public Welfare, including the bureaus of health and recreation.

In 1958 the Administrative Section received \$24,545.34 as shown in Table 5. The employees were paid \$13,383.94 and other expenses were \$11,161.40. A breakdown of salaries and other expenses is shown in Table 3. Approximately one-fourth of the administrative expenditures were for pension deductions for the retirement fund of welfare department employees in the divisions enclosed in solid lines on Chart 2.

Family Welfare Bureau

The Family Welfare Bureau is a division of the Department of Public Welfare. It offers services to indigents living in Knoxville who are not receiving State aid or whose cases are pending before the State Department of Public Welfare.

The bureau aids seasonally and other unemployed persons who qualify. Aid is given in the form of food orders which are usable at any store in Knoxville. In the winter fuel is furnished to persons who are unable to buy it. The fuel is bought by the City purchasing department and distributed by the Family Welfare Bureau. The bureau pays premiums on lapsing insurance policies and utility bills of persons unable to pay. If a government welfare check is delayed and the recipient is in need, the Family Welfare Bureau gives him aid.

The bureau refers qualified persons to the University of Tennessee Legal Aid Clinic, Knoxville Journal Milk Fund, Elk's Club Shoe Fund, City Clinic at University Hospital, City Schools' Clothing Project, and Surplus Commodities Program.

The 1958 appropriation for the Family Welfare Bureau was \$29,629.60 as shown in Table 5. A breakdown by salaries and other expenses is given in Table 4. Employment of professional personnel in the Family Welfare Bureau is contingent upon certification by the Knoxville Civil Service Commission. In all personnel matters the professional personnel are considered "civil service employees."

Agencies and Programs Aided by the City of Knoxville

Several agencies and programs are included in the budget of the Department of Public Welfare which are not administered by the department. The agencies and programs and the amount each received from the City in 1958 are listed below:

Day School Nursery	\$13,953.48
Dale Avenue Nursery	898.84
Ethel Beck Home	1,000.00
City Schools' Clothing Project	3,916.56
Mentally Retarded Program	7,082.77
Children's Bureau	37,912.00
Children's Home	<u>4,200.00</u>
Total	\$68,963.65

TABLE 3

BUDGET, KNOXVILLE DEPARTMENT OF PUBLIC WELFARE, 1958

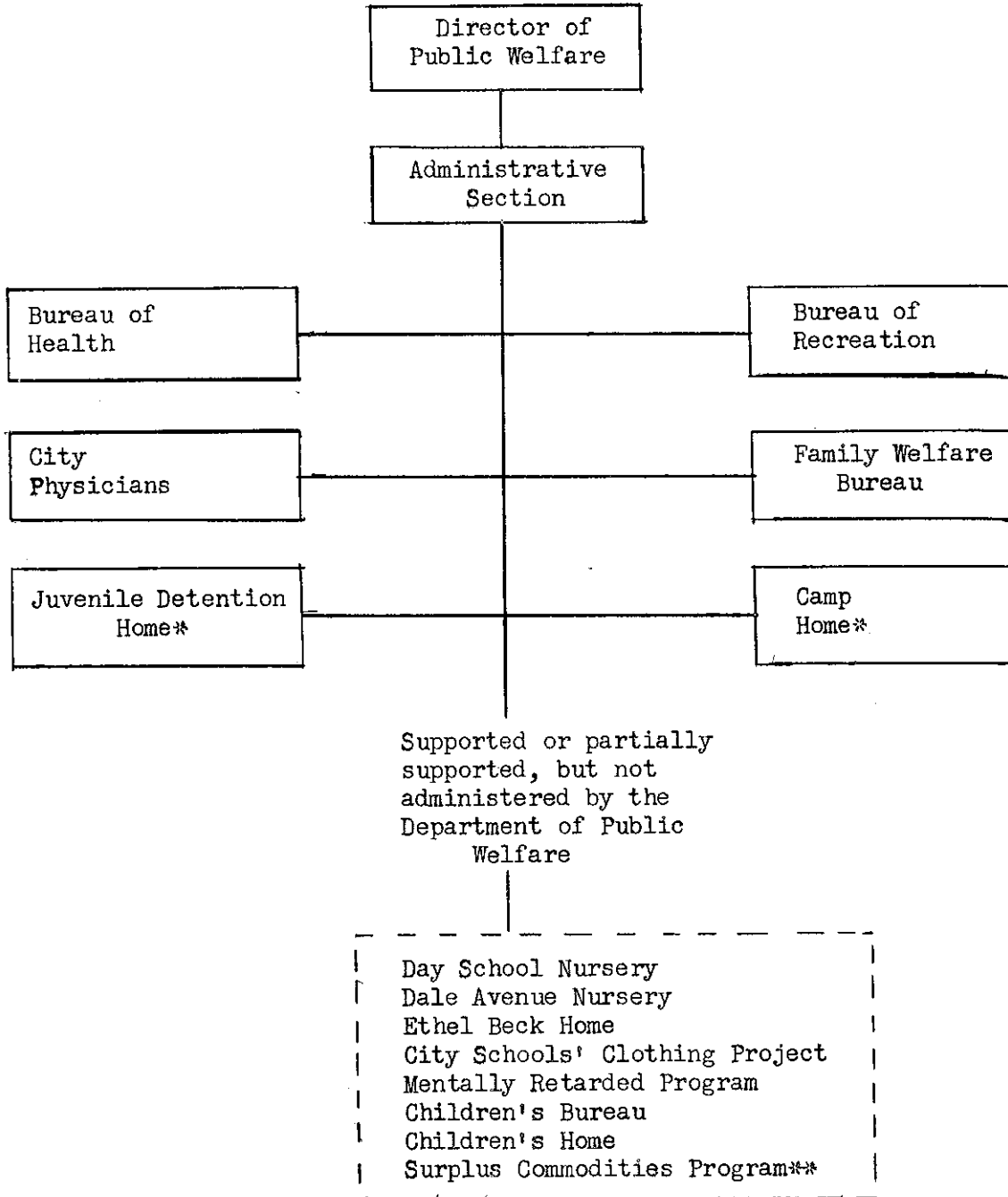
ADMINISTRATIVE SECTION

Item	Amount	Total
<u>Salaries</u>		
Director	\$8,000.00	
Secretary-Clerk	3,936.00	
Clerk-Typist	<u>1,447.94</u>	
Total Salaries		\$13,383.94
<u>Other Expenses</u>		
Office Expenses	\$ 939.40	
Automobile Expenses	122.00	
Social Security	3,300.00	
Pension Deductions	<u>6,800.00</u>	
Total Other Expenses		<u>\$11,161.40</u>
Total Administrative Section		\$24,545.34

CHART 2

ORGANIZATION CHART

KNOXVILLE DEPARTMENT OF PUBLIC WELFARE



*Law enforcement divisions which are not included in this study.
**Knoxville furnishes building, office facilities, and utilities.

TABLE 4

BUDGET, KNOXVILLE FAMILY WELFARE BUREAU, 1958

Item	Amount	Total
<u>Salaries</u>		
Executive Secretary	\$3,606.00	
Stenographer	3,066.00	
Maintenance Man	1,413.00	
Vacation and Sick Relief; Extra help, Christmas	<u>500.00</u>	
Total Salaries		\$8,585.00
<u>Other Expenses</u>		
Office Expenses & Supplies	\$ 819.60	
Other Supplies	60.00	
Goods & Services for Clients	19,420.00	
Services to Other Agencies	470.00	
Fees--Social Service Exchange	<u>275.00</u>	
Total Other Expenses		<u>\$21,044.60</u>
Total Family Welfare Bureau		\$29,629.60

CHAPTER II

EFFECTS OF WELFARE CONSOLIDATION

The proposed consolidation charter would establish a Metropolitan Department of Health, Hospitals, and Charities. The Director of Health, Hospitals, and Charities would have welfare duties in addition to health and hospitals. These duties would be to:

Manage and control the operation of all...charitable, correctional, and reformatory institutions and agencies belonging to the Metropolitan Government, except as such institutions and agencies may be assigned elsewhere by ordinance of the Council.¹

In addition to these duties, he would manage and control the "program of public welfare and charities of the Metropolitan Government."

Services to the Public

After consolidation the public would receive essentially the same type services as received under the present arrangement. The Knox County Welfare Bureau for Unemployables and the Knoxville Family Welfare Bureau perform similar functions in the County and City respectively. The functions could easily be merged into one agency in the Metropolitan Department of Health, Hospitals, and Charities. The services could be better coordinated under the consolidation charter and in the consolidated agency.

The several agencies supported, but not administered by the City or County, could continue to operate as they currently do. The only difference would be that the source of finances would be the Metropolitan Government rather than both the City and the County. Consolidation itself will not necessarily affect present services and functions.

Personnel Administration

Better utilization of staff might be achieved under consolidation. At present, a supervisor and a caseworker are employed by the County Welfare Bureau for Unemployables and an executive secretary and stenographer by the City Family Welfare Bureau. Under consolidation if the four employees were retained, only one would be needed in a supervisory capacity, leaving two for casework and one for clerical duties.

The director of the Metropolitan Department of Health, Hospitals, and Charities would be appointed by the Metropolitan Chairman. The position of

¹ Proposed Metropolitan Government Charter for Knoxville and Knox County (Preliminary Draft), sec. 6-701-2.

City Director of Public Welfare corresponds to the proposed director's position. The Commissioner of Welfare is one of the three members of the Board of County Commissioners which would be abolished by the Metropolitan Government Charter.

Financial Administration

The Knoxville Department of Public Welfare received an appropriation of \$772,162 for 1958. The appropriation included funds which are used for health, welfare, and recreation because these functions are performed by the welfare department. It also includes funds used for functions which are not strictly welfare--the Camp Home (women's jail) and the Juvenile Home (detention home for juvenile delinquents). According to the proposed Metropolitan Charter, correctional and reformatory institutions would be under the control of the Department of Health, Hospitals, and Charities.

The total Knox County appropriation for welfare in 1958-1959 was \$429,509 which included, as shown in Table 5, the County's payments to the categorical Federal aids and hospitalization funds. Payments to these funds would probably continue at their pre-consolidation level.

The proposed Metropolitan Charter establishes a separate Department of Parks and Recreation. The financial aspects of recreation are considered in a later section of this study.

Consolidation would not necessarily change County expenditures for agencies and institutions which are operated separately or jointly by the City and County, such as Ethel Beck Home and John Tarleton Institute.

The only expenditures which might be affected by consolidation directly would be those for the Knox County welfare commissioner's office and Welfare Bureau for Unemployables and for the Administrative Section and the Family Welfare Bureau of the Knoxville Department of Public Welfare. The Administrative Section of the Knoxville welfare department received \$24,545.34 in 1958. The appropriation for the County welfare commissioner's office for 1958-1959 was \$12,300. The total for both Knoxville and Knox County was \$36,845.34. The actual cost of welfare administration under consolidation and any possible savings are not estimated because it is difficult or impossible to know how welfare functions will be organized and managed after consolidation.

The Knox County Welfare Bureau for Unemployables and the Knoxville Family Welfare Bureau would presumably be abolished by consolidation. A new agency would be established to perform the functions of the abolished agencies. The new agency would probably need as many caseworkers and probably more if each case were to be investigated properly. The administrative and operating expenses of the consolidated agency would probably be approximately the same as the total administrative and operating expenses of the two separate bureaus because the programs, area served, and personnel would be essentially the same.

Table 5 shows that the City spent \$24,545.34 in 1958 for welfare administration and the County spent \$12,300 in 1958-1959. The total administrative expenses of both was \$36,845.34. The remainder of the welfare appropriation was for services, institutions, and programs. In 1958 the City spent \$68,963.65 for institutions and programs and \$29,629.60 for welfare services. In 1958-1959 the County spent \$236,676 for institutions and programs and \$14,583.00 for welfare services.

The expenditures for institutions and programs would not necessarily change because of consolidation. Any change in their operating expenses would depend upon fluctuation of prices, number of clients served, and the welfare policies of the Metropolitan Government.

Overall Effects of Welfare Consolidation

As in other functional areas of government in Knox County the basic advantage of consolidation stems from a substantially more simplified local government structure for welfare administration.

TABLE 5

BUDGETS, KNOXVILLE DEPARTMENT OF PUBLIC WELFARE (1958)
AND
KNOX COUNTY DEPARTMENT OF HEALTH, WELFARE, AND INSTITUTIONS (1958-1959)
(Welfare Functions Only)

Budget Item	Knoxville	Total for Knoxville and Knox County	Knox County	Budget Item
<u>Administration and Service</u>				
Administrative	\$24,545.34	\$36,845.34	\$12,300.00	Welfare Com. Office
Family Welfare Bu.	29,629.60	44,212.60	14,583.00	Knox Co. Welfare Bu.
Total Knoxville Serv. and Administration	\$54,174.94	\$81,057.94	\$26,883.00	Total Knox Co. Serv. and Administration
<u>Institutions and Programs</u>				
Day School Nursery	\$13,953.48	\$13,953.48	\$	NCI ^a
Dale Ave. Nursery	898.84	898.84		NCI
Ethel Beck Home	1,000.00	1,000.00		NCI
City Schools' Cloth- ing Project	3,916.56	3,916.56		NCI
Children's Home	4,200.00	8,400.00	4,200.00	Children's Home
Children's Bureau	37,912.00	84,912.00	47,000.00	Children's Bureau
Mentally Retarded Program ^b	7,082.77	11,882.77	4,800.00	Elmwood School and Green School
NCI		4,680.00	4,680.00	Surplus Commodities
NCI		2,500.00	2,500.00	Pauper Burials
NCI		85,000.00	85,000.00	George Maloney Home
NCI		86,000.00	86,000.00	John Tarleton Ins.
NCI		2,496.00	2,496.00	Mount Rest Home
Total Knoxville Institutions and Programs	\$68,963.65	\$305,639.65	\$236,676.00	Total Knoxville Institutions and Programs

TABLE 5 (Cont.)

BUDGETS, KNOXVILLE DEPARTMENT OF PUBLIC WELFARE (1958)
AND
KNOX COUNTY DEPARTMENT OF HEALTH, WELFARE, AND INSTITUTIONS (1958-1959)
(Welfare Functions Only)

Budget Item	Knoxville	Total for Knoxville and Knox County	Knox County	Budget Item
<u>Social Security Contributions</u>				
NCI	\$	\$55,300.00	\$55,300.00	Old Age Assistance
NCI		5,300.00	5,300.00	Aid to the Blind
NCI		33,500.00	33,500.00	Aid to Dependent Children
NCI		8,000.00	8,000.00	Aid to the Permanently & Totally Disabled
NCI		<u>50,000.00</u>	<u>50,000.00</u>	Child Welfare Division
NCI	\$	\$152,100.00	\$152,100.00	Total County Social Security Contributions
<u>Hospitalization Contributions</u>				
NCI	\$	\$ 8,650.00	\$ 8,650.00	Old Age Assistance
NCI		400.00	400.00	Aid to the Blind
NCI		4,000.00	4,000.00	Aid to Dependent Children
NCI		<u>800.00</u>	<u>800.00</u>	Aid to the Permanently & Totally Disabled
NCI		\$13,850.00	\$13,850.00	Total Hospitalization County Contribution
Total Knox County Welfare	\$123,138.59	\$552,647.59	\$429,509.00	Total Knox County Welfare

^aNCI indicates no corresponding item in the budget.

^bKnoxville appropriation for the Mentally Retarded Program is for the Elmwood School and Green School.

KNOXVILLE-KNOX COUNTY CONSOLIDATION

AND

PUBLIC HEALTH

CHAPTER III

PUBLIC HEALTH IN KNOXVILLE AND KNOX COUNTY

Introduction

Consolidation of public health functions in metropolitan areas is not new. It has been attempted in Knoxville and Knox County on two occasions. Health department consolidations in Tennessee and elsewhere have been successful. Such mergers have taken place in Durham-Durham County, North Carolina; Huntington-Cabell County, West Virginia; and several places in Tennessee. The proposed Metropolitan Charter of Knoxville and Knox County provides for a consolidated health department, but does not prescribe the internal organization of the department, which would be worked out after consolidation. No attempt is made in this study to determine the exact organization of the consolidated department. The purpose of this study is to discover the effects of consolidation on public health in the Knoxville-Knox County Metropolitan area in relation to services, personnel, finances, and general effects on the community.

The Knox County Department of Health was first organized in 1928. The department had six staff members--the director, a clerk, two nurses, a sanitarian, and an assistant sanitarian.

The department grew with the passing of time, but the first major organizational change occurred on July 1, 1943, when the Knoxville Bureau of Health and the Knox County Department of Health merged. This merger lasted one year, ending July 31, 1944. Thirteen years later a second consolidation was attempted. It began in August, 1956, and was as short-lived as the first attempt, ending the following July.

The Knoxville Bureau of Health was first organized in 1920 as the Knoxville Health Center. With the adoption of a new City charter in 1923, the name was changed to the Knoxville Bureau of Health. The only major changes which have been made in the bureau were the consolidation attempts.

These two health department consolidations were entirely different from the proposed metropolitan consolidation, which is a complete governmental consolidation. The earlier health department consolidations involved only public health functions.

The reasons for the break-up of the two consolidated health departments are obscure. Four possible reasons have been suggested. First, and most often mentioned, is City and County politics. Second, intra-service rivalries entered into the picture. Third, City and County residents' feelings about the proportion of services received or not received under the merger resulted in discord. Fourth, the existence of two appropriating bodies limited the financial and program planning of the consolidated health department.

Although the earlier attempts at consolidation were short-lived, all was not lost. It is now possible to examine facts and figures on costs

and services for City and County health agencies under consolidated and non-consolidated conditions.

Knox County Public Health

The laws of the State of Tennessee give powers and prescribe limits to counties in their public health activities. The entire public health organization of a county is established by law, and the powers and duties of the boards of health and health officers are found therein. The powers and duties of a county board of health are:

to govern the policies of full-time county health departments...; the management of the general health of the county for which purpose they shall institute such preventive measures as may be necessary; to prevent the introduction and spread of preventable diseases within the county; the adoption and enforcement through the county health officer of rules and regulations essential to the control of preventable diseases and the promotion of the general health of the county; the adoption and enforcement of rules and regulations essential to the control of rabies in the county.

When contagious or epidemic diseases exist or are threatened in the county, it shall be the duty of the county board of health through the county health officer to report to the state commissioner of public health at once and as often thereafter as the said commissioner of public health may think proper.

The county board of health shall adopt and enforce such rules and regulations as may be prescribed by said commissioner of public health having for their object the restriction and suppression of either epidemic or endemic prevalence of preventable diseases.¹

The county health officer has certain mandatory powers and duties. These powers and duties are as follows:

The county health officer shall be a graduate doctor of medicine, schooled and experienced in public health work, and shall be required to devote his entire time to the duties of his office, with the assistance of such sanitary

¹Tennessee Code Annotated, The Official Code of Tennessee (Indianapolis; The Bobbs-Merrill Company, Inc., 1955, sec. 53-301. Hereinafter referred to as Tenn. Off. Code Anno.

inspectors, visiting nurses, and clerical assistants as may be necessary for carrying on the legitimate and helpful activities of a county department of health.

It shall be his duty to enforce the regulations of the state commissioner of public health.²

From these provisions stem the activities, powers, and limitations of all county health departments in Tennessee. Private acts of the Tennessee legislature may change the organization of some of the county health departments, but the above quoted provisions of the general law are the basis of county public health throughout Tennessee.

Existing Organization and Activities

The Knox County Department of Health is a division of the Department of Health, Welfare, and Institutions which is under the Commissioner of Welfare, who is a member of the Board of County Commissioners.

The Knox County Health Officer supervises all County health activities. He is responsible to the State Department of Public Health and the Board of County Commissioners and works directly under the Commissioner of Welfare in the daily operation of the department.

The County Board of Health is composed of the County Superintendent of Education, the County Health Officer, the County Judge, two physicians, and a dentist. The Commissioner of Welfare meets with the Board of Health and takes part in its deliberations. Policies determined by the Board of Health are approved by the Board of County Commissioners.

The Knox County Department of Health complies with the regulations and requirements of the State Department of Public Health. It has the authority to make rules and regulations regarding health activities peculiar to Knox County. Proper health and sanitation practices are usually maintained through education of citizens. Legal enforcement of rules and regulations is a last resort and in extreme cases State nuisance laws may be invoked.

The department is located in the City-County Health Center on Cleveland Place. It operates immunization, dental, and venereal disease clinics and makes blood tests and chest x-rays. Public health services are available to all Knox County citizens, but in practice are rendered mainly to citizens living outside the City of Knoxville. In a few areas in which it is provided, treatment is limited to those who cannot pay. Departmental staff members make visits to homes, schools, and industrial plants to give advice and instruction.

²Lex cit., sec. 53-308.

Personnel

County public health activities are partially supported by State and Federal funds. County health departments using Federal funds must establish a merit system. The merit system is administered by the State Department of Personnel which requires that the system meet Federal standards.

In 1958, the Knox County Department of Health had thirty-four full-time employees: two health officers (the director and his assistant), one supervisor of nurses, eleven staff nurses, one nurse's aide, one sanitary engineer, six sanitarians, one venereal disease investigator, two x-ray technicians, two health education coordinators, and seven clerks.

The health officers are required to be licensed medical doctors with experience in private practice and training in public health. They are recommended by the State Department of Public Health and appointed by the Board of County Commissioners.

The supervisor of nurses is required to be a registered nurse with experience and training in public health. She directs the generalized nursing program and in-service training for nurses and assists with employing and training nursing personnel. She studies quantity and quality of services to improve programs, works with staff nurses in clinics and in the field, and works with clubs and agencies on health problems.

The staff nurses must be registered nurses, preferably with some public health training. Each nurse is responsible for a geographical section of the County. She makes home visits to assist mothers, small children, crippled children, tuberculosis cases and contacts, and other communicable disease cases and contacts. She conducts school, immunization, x-ray, and foodhandlers' clinics. She works with other agencies regarding sight conservation, school children's physical defects, and crippled children.

No special training is required for the nurse's aide. She sterilizes needles and syringes for the clinics and keeps linen and other clinical supplies clean and orderly.

The sanitary engineer is required to have a degree in sanitary engineering, while a Master of Public Health degree is preferred. He supervises the sanitation program, confers with agencies on sanitation problems, and helps secure needed ordinances or policies to improve sanitation in the area. He supervises the sanitarians.

The sanitarians are required to have at least two years' college, while training and experience in public health are preferred. Each of the six sanitarians employed in 1958 had a college degree and a special three-month course for sanitarians given by the State Department of Public Health. The sanitarians' duties are to educate the people to secure pure water, sanitary sewage disposal, and window screens for homes and schools. They enforce regulations regarding garbage disposal and enforce ordinances

requiring safe milk and food for public consumption. The sanitarians work with private firms and the Federal Housing Authority to enforce sanitation laws for buildings and subdivisions. They plan and help conduct dog vaccination clinics and promote rodent and insect control.

The venereal disease investigator is required to have a college degree and is trained by the State Department of Public Health. He interviews venereal disease patients, traces contacts and delinquent cases, and sends them to the clinic for diagnosis and/or treatment. He assists private physicians in keeping patients under care and in locating contacts who need follow-up.

An x-ray technician is required to have a high school education plus two years' full-time paid employment in operating x-ray equipment. His work includes operating x-ray machines, developing and filing x-ray film, and holding x-ray clinics in communities.

A health education coordinator is required to have a B.A. or a B.S. degree with training in public health. In 1958, the two health education coordinators had master's degrees. The coordinators secure and distribute printed materials, films, charts, and posters to the department staff and public; make talks to clubs and classes; and show films. They prepare and distribute periodic reports of health department activities and assist schools in health instruction. They assist staff members with in-service programs and public relations.

A clerk is required to have a high school education, with skill in typing and (for stenographers) shorthand. The clerks type, file, and index departmental records. They prepare correspondence, expense accounts, payrolls, and periodic reports for the department. They record vital statistics, i.e., birth and death. Chart 3 shows the organization of the Department of Health.

Finance

The total appropriation in 1958-1959 for health purposes in Knox County was \$553,400, of which \$462,765.25 was appropriated from local County funds. The difference (\$90,634.75) between the total appropriation and the amount appropriated from local funds came from Federal, State, and/or private (e.g., East Tennessee Heart Association) funds. The Knox County Department of Health received \$175,300 from the total health appropriation of which \$130,000 was appropriated from local funds.

Table 6 shows the 1958-1959 budget for health purposes including the Department of Health. County health financial administration is discussed more fully in Chapter IV. Table 8 gives the salaries of County Department of Health personnel and the sources of the salaries.

CHART 3

ORGANIZATION CHART

KNOX COUNTY DEPARTMENT OF HEALTH

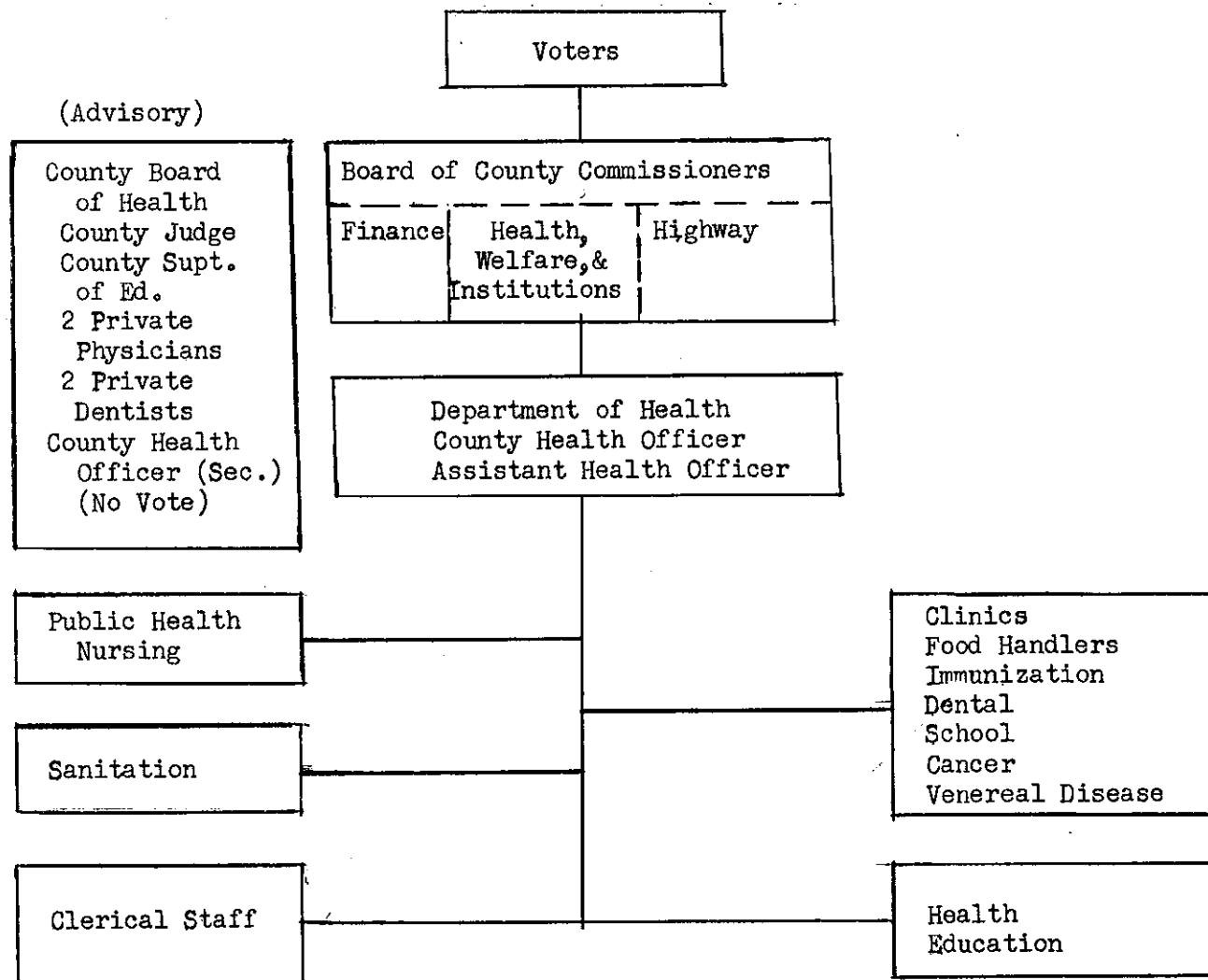


TABLE 6

COMPARISON OF THE KNOXVILLE HEALTH BUDGET, 1958
AND
THE KNOX COUNTY HEALTH BUDGET, 1958-1959

Item	<u>Knoxville</u>	Amount	Amount	<u>Knox County</u>	Item
Bureau of Health		\$239,286.76	\$175,300.00		Department of Health
City School Health		33,863.00			NCI ^a
City Physicians		2,340.00	23,600.00		County Physician
Social Service		24,138.40			NCI
Humane Officer		4,086.00	2,400.00		Humane Officer
Ass't Humane Officer		2,670.00			NCI
NCI			56,000.00		Eastern State Hospital
NCI			8,000.00		Clover Bottom Home
NCI			10,000.00		Crippled Children's Home
Indigent Patient Care		687,228.67	220,000.00		Indigent Patient Care
Mental Health Center		6,600.00	6,600.00		Mental Health Center
Beverly Hills Sanitarium		46,000.00	46,000.00		Beverly Hills Sanitarium
Hearing and Speech Center		5,000.00	3,000.00		Hearing and Speech Center
NCI			2,500.00		Vital Statistics
Total Knoxville		\$1,051,212.83 ^a	\$553,400.00 ^b		Total Knox County

^aNCI Indicates no corresponding item.

^bIncludes Federal, State, and private funds.

County Physicians

The Knox County Physician's office performs activities related to those of the County Department of Health but is organized as a separate agency under the Commissioner of Welfare. The County Physician is appointed by the Board of County Commissioners.

The office of County Physician offers medical services and limited hospitalization to indigents of Knox County, who have been residents of the State for one year and the County for six months, are unable to pay for medical services, and do not receive public assistance. The office investigates the eligibility of each individual seeking medical aid. A social worker assists the County Physician in the performance of his duties.

Persons requiring hospitalization who receive public assistance (old age assistance, aid to the blind, aid to the permanently disabled, and aid to dependent children) are certified for hospitalization by the Knox County branch of the State Department of Public Welfare. The certification is sent to the County Physician for approval after which the applicant is admitted to the hospital. The State Department of Public Welfare in Nashville receives and pays the hospital bills for persons receiving public assistance. The County does not handle any of the money.

County Clinic

The County Clinic is operated by the University of Tennessee Memorial Hospital on the Alcoa Highway. The clinic serves indigent persons who live in Knox County outside the City. If hospitalization is required, the indigent person is admitted to the hospital at County expense. The hospital bills the County for services.

The salary of a social worker is included in the appropriation for the County Physician's office. The social worker investigates and verifies the need of persons applying for treatment at the County Clinic. The County Physician and the social worker have offices in the County Clinic.

Knoxville Public Health

Tennessee law requires that cities render public health services to their citizens. According to the law, each city with a population of 5,000 or more shall organize a board of health. The law prescribes that the jurisdiction of the city board of health extends one mile outside the city limits.³

³Tenn. Off. Code Anno., sec. 53-315.

Knoxville City Charter

The Knoxville City charter has several sections regarding the powers and duties of the City in health. The charter gives the City power to control diseases, abate nuisances, inspect public wells and springs, and use the general police power in the protection of public welfare, health, and safety.

The City Council is given power to enact regulations to prevent the introduction and spread of contagious diseases in the City, to make quarantine laws, and to enforce the quarantine laws within ten miles of the City.⁴ The council has power to prevent and remove public nuisances.⁵ It is given power to enact regulations for the general welfare, health, and safety of the public within the corporate limits.⁶

The Bureau of Health is a unit of the Department of Public Welfare. In addition to his welfare duties, the Director of Public Welfare enforces all laws, ordinances, and regulations for the preservation and promotion of public health; the prevention and restriction of disease; the prevention, abatement, and suppression of nuisances; and the sanitary inspection and supervision of the production, transportation, storage, and sale of food and foodstuffs. He keeps a complete and accurate system of vital statistics. In time of epidemics, or threatened epidemics, he enforces such quarantine and isolation regulations as are appropriate to the emergency. He provides for the study of and research into causes of disease.⁷

The Health Officer of Knoxville is responsible to the Director of Public Welfare. According to the charter:

The health officer shall enforce all ordinances and laws relating to health, and shall perform all duties and have all powers provided by general law relative to the public health to be exercised in all municipalities by health officers.... He shall be a doctor of medicine, licensed to practice under the laws of the State of Tennessee, or hold a degree of doctor of public health conferred upon him by a recognized institution.⁸

⁴Charter of the City of Knoxville, Tennessee, 1945, as supplemented in 1953, Sec. 5, clause 6.

⁵Lex cit., clause 8.

⁶Lex cit., clause 50.

⁷Lex cit., clause 2.

⁸Lex cit., Sec. 34.

City. The dental clinic, which is a joint City and County clinic, makes examinations, cleans teeth, and treats tooth and gum infections. The foodhandlers clinics give physical examinations, advice, and immunizations. The venereal disease clinic makes diagnoses, gives treatment, and engages in case finding. The clinic is located in the City-County Health Center under the supervision of the County Department of Health. The City pays part of the venereal disease investigator's salary.

The Engineering Section has three divisions: general sanitation, typhus control, and milk and food sanitation. The general sanitation division inspects sewer connections, septic tanks, swimming pools, trailer camps, privies, and water supplies and is responsible for mosquito and fly control and the abatement of nuisances. The typhus control division works for the elimination of rat harborages and engages in rat-proofing, rat eradication, and DDT dusting. The milk and food sanitation division inspects milk and ice cream plants, dairy farms, and dairy building and equipment plans and collects samples of milk for laboratory testing. It also inspects food stores, markets, vendors' vehicles, food manufacturing plants, restaurants, soda fountains, and food stands and makes ante-mortem and post-mortem examinations of animals used for food.

Personnel

The Knoxville Bureau of Health had sixty positions in 1958, three of which were part-time. These positions are filled through the City Civil Service Board. The City receives no aid from the Federal government because State policy provides that only one governmental agency in a county be given Federal aid--the county.

In 1958 the supervisory personnel of the bureau consisted of the City Health Officer, the chief public health nurse, and the chief sanitarian. All the positions in the Bureau of Health and their respective salaries are found in Table 8. Knoxville has no regular pay schedule for its employees. Several years ago the Bureau of Health began using the State merit system pay scale, but it has been dropped because the City probably did not want to require Bureau of Health employees to meet the prescribed qualifications. When a person is hired, he is paid the salary of the person whom he replaces, or the salary of the most recently hired person in a similar position. However, many of the salaries shown in Table 8 are not identical with salaries of similar positions. Some of the salary variations result from longevity and differences in duties. Even though the bureau has no formal salary schedule, there is at least a grouping of salaries for similar positions held by different people.

All State and local employees whose salaries are supplemented by Federal funds or whose agency is financially aided under the various grant-in-aid programs must be employed under a merit system approved by the State Department of Personnel. The charter of the City of Knoxville provides for a position classification plan for welfare and health personnel. The following Bureau of Health positions must be filled through a civil service merit system:

Sanitary officer, inspector of food and general sanitation, laboratory technicians, supervisors of public health nurses, public health nurses, clinic nurses.⁹

Existing Organization and Activities

The Knoxville Bureau of Health is a division of the Department of Public Welfare, and the City Health Officer is responsible to the Director of Public Welfare.

The bureau is divided into three sections: administrative, medical, and engineering. The Administrative Section has four divisions: health information, laboratory, vital statistics, and nutrition as shown in Chart 4.

Health information is in charge of exhibits, slides, lectures, newspaper articles, health classes, pamphlets, motion pictures, radio, community organization, and consultations.

The laboratory tests milk and water samples and makes tests for syphilis, gonorrhea, tuberculosis, and other preventable diseases. The laboratory is operated by the Knox County Department of Health. The Knoxville Bureau of Health is related to the laboratory only in that the City contributes to salaries of clerks, maids, and janitors.

Vital statistics produces graphs, spot maps, charts, compilations, and interpretations of vital data and records births and deaths.

Nutrition gives demonstrations and talks and holds clinics; conferences on prenatal, infant, preschool, and crippled children's care; and classes at the University of Tennessee and for community groups.

The Medical Section of the Knoxville Bureau of Health has three divisions: preventable diseases, public health nursing, and clinics. The preventable diseases division is in charge of immunization and quarantine. It gives advice, makes diagnoses, and distributes biologicals. The public health nursing division gives instruction in maternal and child care, makes home visits, and holds clinics and preschool health roundups.

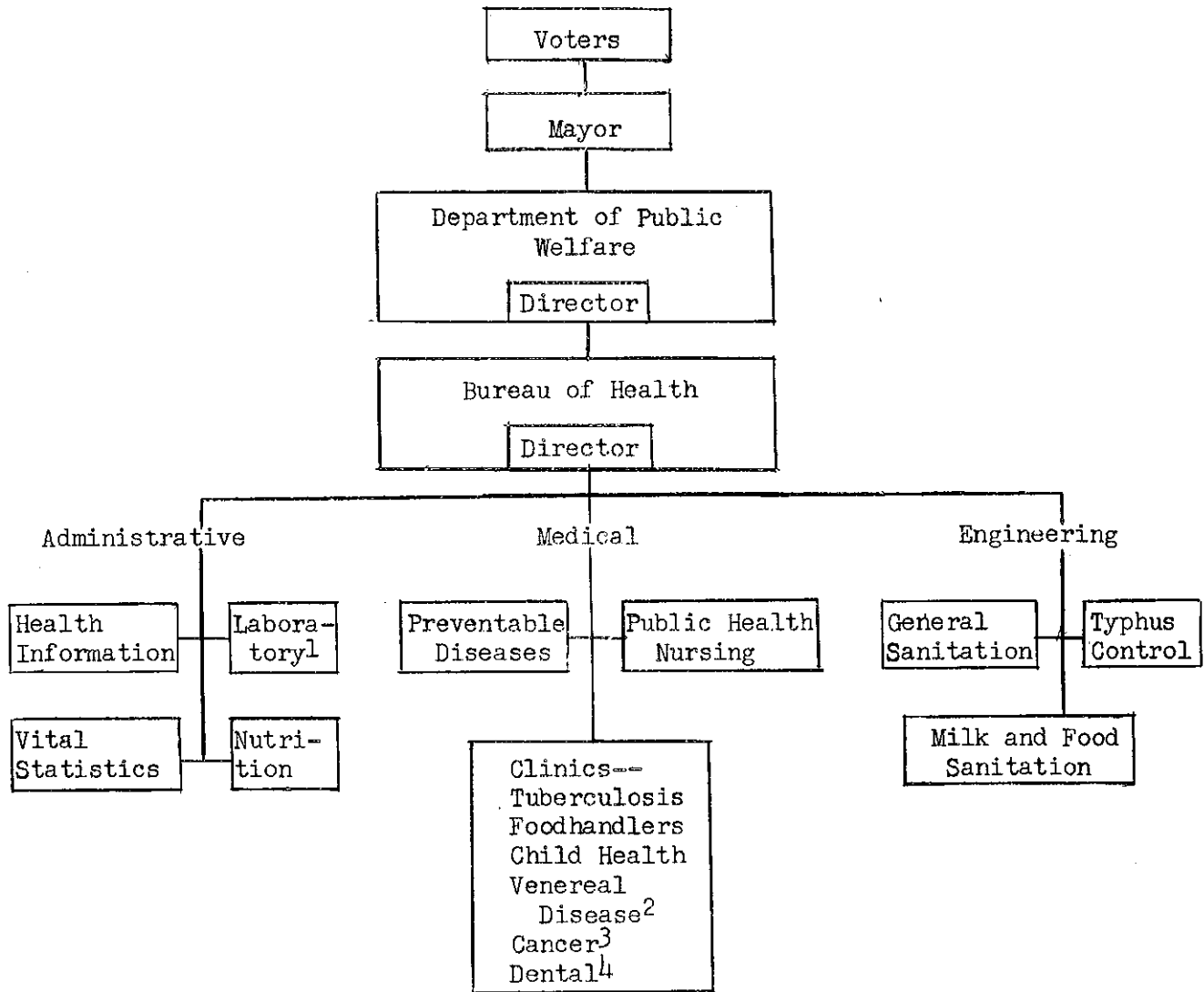
The Medical Section has six clinics: tuberculosis, dental, cancer, foodhandlers, child health, and venereal disease. The tuberculosis clinic makes diagnoses and mass x-rays. The cancer clinic makes diagnoses and gives treatment. It is operated at the University of Tennessee Memorial Hospital by the County health department with salary contributions by the

⁹Lex cit., Sec. 66.

CHART 4

ORGANIZATION CHART

KNOXVILLE BUREAU OF HEALTH



¹Operated by the Knox County Department of Health at the City-County Health Center.

²Operated by the Knox County Department of Health at the City-County Health Center; one-half venereal disease investigator's salary paid by Knoxville.

³Operated by Knox County at the University of Tennessee Hospital with City salary contribution.

⁴Operated by Knox County Department of Health at the City-County Health Center with City financial aid.

Finance

The Knoxville City Council appropriated \$223,446.76 from local revenues for the Bureau of Health in 1958. The council appropriated \$12,240 in State funds and \$3,600 in Tuberculosis Association funds. These amounts are included in Table 6 under "Bureau of Health." The council allocated \$193,749.76 for salaries and \$29,697.00 for supplies and equipment. The salaries of the Bureau of Health employees and the sources of the salaries are shown in Table 8.

Knoxville Public School Health

In Knoxville school health is administered by the Board of Education while in the County, school health is administered by the County Department of Health. The appropriation for City school health is included in the school appropriation and is referred to as "Medical Inspection." In 1958 the school health appropriation was \$33,863 which was broken down into salaries, auto mileage, and supplies as shown in Table 7.

The school health personnel included a head nurse, four school nurses, head physician, four other physicians, and four dentists. The physicians and dentists work on a part-time basis for the City schools. The head physician, three other physicians, and two dentists are paid on an hourly basis from a special fund which may not be overexpended. One physician and two dentists receive annual salaries. The salaries of school health personnel and expenses of school health are shown in Table 7.

Social Service

The Knoxville social service office is located in the City Clinic at the University of Tennessee Memorial Hospital. The purpose of the social service function is to verify the need of persons applying for treatment at the City Clinic which is operated for indigents by the hospital. The City pays the hospital for treatment and hospitalization of indigent patients. These payments are made from the appropriation for "Indigent Patient Service" in the hospital budget.

City Physicians

Knoxville has one salaried City Physician. He is a colored physician who works for the City on a part-time basis with an annual salary of \$1,620. The City does not maintain a special office for the City Physician. He gives medical service to indigent Negroes either at their homes or at his office.

Knoxville does not have a salaried white City physician. When it is necessary for a white physician to visit an indigent patient, a private physician is called. The City pays the physician for services rendered. One salaried white physician works for the City, but he is not a "City Physician." He conducts a weekly narcotics clinic at the City Clinic.

TABLE 7

BUDGET, CITY SCHOOL HEALTH, 1958

Salaries				
<u>Position</u>	<u>Number</u>	<u>Salary</u>	<u>Sub-Total</u>	<u>Total</u>
Head Nurse	1	\$4,022	\$ 4,022	
School Nurse	4	3,842	<u>15,368</u>	
Total Salaries, Nurses				\$19,390
Head Physician	1	\$6 per hour		
Physician	3	5 per hour		
Dentist	2	5 per hour	_____	
Total Fund, Hourly Physicians and Dentists				3,700
Physician (part-time)	1	\$2,267	\$ 2,267 ^a	
Dentist (part-time)	1	2,044	2,044	
Dentist (part-time)	1	1,763	<u>1,763</u>	
Total Salaries, Salaried Physicians and Dentists				<u>6,974</u>
Total Salaries				\$29,164
Other Expenses				
Auto Mileage			\$ 3,000	
Supplies			<u>1,700</u>	
Total Other Expenses				<u>4,700</u>
Total City School Health Salaries and Other Expenses				\$33,864

^aComputed to the nearest dollar.

The appropriation for "City Physicians" in the Department of Public Welfare budget for 1958 included the following items:

<u>Item</u>	<u>Amount</u>
Physician (part-time) Negro	\$1,620
Physician, Narcotic Clinic	480
Vacation Relief	25
House Calls-White Physicians	180
Drugs	25
Office Supplies	<u>10</u>
Total	\$2,340

CHAPTER IV

EFFECTS OF PUBLIC HEALTH CONSOLIDATION

The proposed Metropolitan Government Charter for Knoxville and Knox County provides for a Department of Health, Hospitals, and Charities, under the supervision of a Director of Health, Hospitals, and Charities, subject to the control of the Metropolitan Chairman. The director would have the following duties in regard to health:

Enforce all laws, ordinances, and regulations relative to the preservation and promotion of the public health, the prevention and restriction of diseases, the prevention, abatement, and suppression of nuisances, and the sanitary inspection and supervision of the production, transportation, storage, and sale of food and foodstuffs.¹

The proposed charter gives the director all powers exercised by health officers in all cities and counties in Tennessee. In all health matters he is directed to act through a health officer who shall be a doctor of medicine.²

Personnel Administration

To obtain Federal funds, the consolidated health department would have to maintain a personnel system acceptable to the State Department of Personnel. The County Department of Health selects its employees from a roster certified by the State Department of Personnel and adheres to the prescribed pay scales. The roster contains names of persons from the entire State. Bureau of Health employees are selected according to City personnel policy, which is not necessarily bad, and bargains with the prospective employees concerning salary.

Some salaries of the Knox County Department of Health and Knoxville Bureau of Health are supplemented by State contributions. Table 8 shows the annual salary of each position in the Department of Health and Bureau of Health, indicating County and State contributions. Salary checks for the County Department of Health employees are prepared by the State Department of Public Health in Nashville to enable the County employees to participate in the State retirement plan. Money for the checks is sent to the State department by the County. In some cases the County pays more than the minimum State salary because it has to compete with private enterprises and other public agencies for employees. The amount of salaries above the State minimum is paid by separate checks drawn on the County treasury.

One problem which would arise under consolidation would be the qualifications of former Bureau of Health employees. Qualifications for employment by the Bureau of Health do not meet the requirements of the State Department of Personnel. According to the proposed Metropolitan Charter, former Bureau of Health employees probably could not be dismissed because of

¹Proposed Metropolitan Government Charter for Knoxville and Knox County (Preliminary Draft,) sec. 6-701-2.

²Lex cit.

their qualifications.³ A solution to the problem of qualifications would be to replace the unqualified persons, as they retire, with qualified persons. Even though some of the Bureau of Health employees do not meet the minimum State qualification requirements, they are performing their duties in an acceptable manner and could render valuable service to the consolidated department.

Consolidation of the health departments of the two jurisdictions would not cause any major personnel administration problems which could not be easily solved.

General Effects of Consolidation

The discussion which follows will deal with fiscal and other effects of consolidating the public health functions of Knoxville and Knox County.

Table 6 shows appropriations of the County and City for all services which may be classified as public health. The annual appropriation of \$1,051,212.83 for the City in 1958 combined with annual appropriation of \$553,400 for the County in 1958-1959 means a total annual appropriation of \$1,604,612.83. Only \$414,586.79 of this total appropriation represents the combined appropriation for the Knoxville Bureau of Health and the Knox County Department of Health.

This analysis assumes that after consolidation expenditures for health functions other than those of the Bureau of Health and Department of Health will not be affected substantially by consolidation itself. In those functions the fiscal effect anticipated from consolidation, if any, is not a reduction in existing expenditures but more effective use of present expenditures through elimination of duplication of staff and facilities, better or more simplified organization, and a better quality of personnel and performance with the merit system contemplated by the proposed consolidation charter.

The effect of consolidation as better or more services for the same expenditures does not fully describe the outcome expected from a consolidation of the Knoxville Bureau of Health and the Knox County Department of Health. The consolidation of these two agencies could be the occasion for spending substantially less money without any significant reduction in the quantity or quality of health services rendered. No "operations audits" or detailed "administrative surveys" have been made to substantiate this finding. However, the evidence set forth below certainly tends strongly to support this conclusion.

³Lex cit., sec. 15-10

The most recent consolidation of the City and County health agencies, August, 1956, through July, 1957, provided experience in financing a combined operation which is used in this study. The essential facts may be set forth as follows:

1/2 City Appropriation for Fiscal Year January 1, 1956 - December 31, 1956	\$98,000
1/2 County Appropriation for Fiscal Year July 1, 1956 - June 30, 1957	<u>40,000</u>
County and City Appropriation for Six-Month Consolidation Period	\$138,000
1/2 Requested Appropriation from City to Continue Consolidation for Fiscal Year January 1, 1957 - December 31, 1957	\$ 86,000
1/2 County Appropriation for Fiscal Year July 1, 1957 - June 30, 1958	<u>40,000</u>
Total to Continue Consolidation	\$126,000
Difference or Saving for Second Six- Month Period of Consolidation	<u>12,000</u>
Annual Saving Anticipated With Continued Consolidation	\$ 24,000

The health agencies started operating on a combined basis with the County and City together spending for public health \$276,000 per year or \$138,000 for a six-month period. In formulating the first budget after consolidation the annual budget estimate for the City and County was reduced by \$24,000; the reduction for the six-month period being \$12,000. Even with the reduction in the annual expenditures of both jurisdictions, no substantial reduction in health services to either the County or the City was necessary. The two jurisdictions were to receive the same health services they had received before the consolidation. It would be difficult, and no attempt has been made, to analyze the detailed fiscal records for the consolidation period and itemize the particular expenditures which were eliminated to account for the total reduction in combined annual expenditures. Whatever the explanation may be, it is a fact that the financing arrangements were worked out, as shown by the above figures, for a consolidated operation. This seems to be as good evidence as could be found to support the conclusion that the two jurisdictions could and would have saved approximately \$24,000 per year if considerations other than public health organization and administration had not split the combined health agencies.

The attempted merger could have been especially advantageous to the City taxpayers because of an unofficial understanding that the City's share of the cost of a combined health operation would be set at approximately \$150,000 per year. Thus, in a period of three or four

years the City's share of the cost might have been reduced from the 1956 rate of \$196,000 per year to \$150,000 per year, a saving to the City of \$46,000 per year.

Another method of arriving at the conclusion that Knoxville and Knox County could have the same services with substantial savings is to assume that the Knoxville Bureau of Health is abolished and the County Department of Health provides the City with health services. How much of the City's present annual expenditure for the Bureau of Health would have to be added to the County health department's \$130,000 to enable it to do the job?

After analyzing detailed health expenditure items and after discussing with health officials the effects of consolidating specific health services, the conclusion has been reached that approximately \$66,000 could be saved without any substantial curtailment in the quantity or quality of services rendered. To substantiate this assertion the items which compose this total saving may be listed. The items selected for possible savings through consolidation is based on a listing of all positions and salaries of the County Department of Health and the City Bureau of Health personnel included in Table 8. Expenditures presently made by City Bureau of Health which could be saved as a result of consolidation follow:

<u>Position</u>	<u>Number</u>	<u>Salary</u>
Health Officer	1	\$15,000
Clinic Nurse	1	3,426
Health Educator	1	4,200
Sanitarian	4	14,400
Maid	1	2,350
Clerk	2	5,912
Janitor	2	5,892
Maintenance Man	1	2,766
X-ray Technician	2	<u>4,512</u>
Total Salaries		\$58,458
<u>Operating Expenses</u>		
One-half of City Operating Expenditures Exclusive of Transportation Expenditures		<u>8,345</u>
Total Suggested Savings		\$66,803

The selection of particular items of expenditure that could be saved by consolidation is a matter of judgment. The list represents the judgment of the author of this report, but, as already stated, a judgment based on careful study of previous consolidations, examinations of existing organizational and service arrangements, and lengthy discussions with local health officials.

The conclusion that \$66,803 would be saved was reached in a more rigorous manner than will be possible in an actual consolidation of the two agencies. Some of the present employees of the City Bureau of Health because of their qualifications, training, or other factors might not, on a strictly professional or efficiency basis, be employed by a consolidated health agency. Some employees in this category probably would be retained by a consolidated agency for humanitarian reasons. Disturbance of the employees' retirement rights, built up over a long period of service, would be avoided. Also involved here is the question of what the consolidation charter guarantees with respect to the employment and retirement rights of these employees.

A final bit of evidence may be explained which confirms the reasonableness of the judgment exercised in arriving at the suggested savings through consolidation. A comprehensive survey of health facilities and services in Knox County and Knoxville was being completed as this report was being written. The survey was made under the aegis of the Council of Community Services. The survey indicates that it would cost approximately 15 per cent more to add certain services and personnel if the health agencies continue on a separate basis than if they were consolidated. This estimate of a 15 per cent saving if services which are added were in a consolidated agency compares with the 18 per cent estimated saving if the two agencies were consolidated with the present staff and services.

From what has been said it is obvious that existing arrangements for financing the public health agencies in the County and the City are very disadvantageous to the City taxpayer. He pays the County tax on property for general County purposes, part of which is used to finance the County Department of Health. He also pays the City property tax, part of which is used to finance the City Bureau of Health. Only incidentally does the County Department of Health render services to City citizens. The City does not receive a share of the County taxes collected for public health as it does of County taxes for schools. Thus, the City resident pays property taxes to the City and the County but receives health benefits only from the City. In addition, the City received only the nominal sum of \$12,240 or 6 per cent of its 1958 budget for salaries in State and Federal grants for public health, precisely because the City has refused to join a consolidated health agency. By contrast, the County received \$43,420 or 26 per cent of its 1958-1959 budget for salaries in State and Federal grants for health. The City resident, who helps support the County Department of Health but enjoys few of its services, receives little or no benefit from State and Federal aid to the County. Federal funds for health are allocated by the State only to county health departments, but a

consolidated government is considered a county for purposes of allocation. Under consolidation the City resident would benefit from approximately \$30,000 per year more than at present. Knoxville is the only city in Tennessee operating public health services separate from the county health service.⁴ Every person in Tennessee is benefiting from Federal aid for health unless he lives in Knoxville. Finally, the City taxpayers provided approximately \$60,000 to help build the new City-County Health Center, but because of the insistence for separate health agencies, derive very little benefit from the modern physical plant. Stated differently, much of this expansive space is now simply wasted.

After consolidation funds to support a consolidated version of the present City Bureau of Health and County Department of Health would presumably come from a tax levied at a uniform rate throughout the entire area of the Metropolitan Government. This would mean former City and former County (outside the City) taxpayers would provide local funds for health on a uniform basis, according to the assessed value of property. Inevitably some of the present City burden would be shifted to the County taxpayer located outside the City.

The City and the County taxpayer, in addition to the direct monetary saving discussed above, would benefit from a substantial simplification of organizational and administrative arrangements for health services which consolidation would bring. Both would benefit from the merit system for employing and retaining health personnel which the consolidation charter contemplates.

⁴R. H. Hutcheson, Commissioner of Public Health, State of Tennessee Department of Public Health, Nashville, Tennessee, letter, July 1, 1958.

TABLE 8

PERSONNEL AND SALARIES, KNOXVILLE BUREAU OF HEALTH AND KNOX COUNTY DEPARTMENT OF HEALTH

Knoxville (January 1, 1958-December 31, 1958)				Knox County (July 1, 1958-June 30, 1959)					
Names of Position	No.	Salaries		Salaries			No.	Names of Position	
		State	Local	Total	Total	Local			State
Health Officer	1	\$15,000		\$15,000	\$15,120	\$4,800	\$10,320	1	Prin. Med. Off. (Chief)
NCP ^a					10,560	240	10,320	1	Prin. Med. Off. (Asst.)
Ch. P. H. Nurse	1	4,486		4,486	4,400	4,400		2	Ch. P. H. Nurse
Sr. P. H. Nurse	3	3,786		3,786	3,480	3,480		1	Intermediate P. H. Nurse
Jr. P. H. Nurse	1	2,760	906	3,666	3,600	300	3,300	1	Jr. P. H. Nurse
Jr. P. H. Nurse	6	3,666		3,666					NCP
Jr. P. H. Nurse	3	3,486		3,486	3,300	3,300		8	Jr. P. H. Nurse
Clinic Nurse	1	3,426		3,426					NCP
Health Educator	1	4,200		4,200	5,760	1,560	4,200	1	Sr. Health Educ. (Chief)
NCP					4,200	4,200		1	Sr. Health Educ. (Asst.)
Nutritionist (Part-time)	1	2,418		2,418					NCP
Ch. Sanitarian	1	4,440	666	5,106	4,440	4,440		1	Ch. Sanitarian
Prin. Sanitarian	1	5,106		5,106					NCP
NCP					8,660	3,020	5,640	1	Sr. Sn. Engineer
Sr. Sanitarian	2	3,786		3,786	4,420	4,420		1	Intermediate Sanitarian
Sr. Sanitarian	1	3,666		3,666	3,960		3,960	1	Intermediate Sanitarian
Sr. Sanitarian	3	3,606		3,606	3,480	3,480		3	Intermediate Sanitarian
Sr. Sanitarian	1	3,600		3,600					NCP
Sanitarian	1	3,666		3,666					NCP
Sanitarian	2	3,270		3,270					NCP
Sanitarian (Typhus Control)	1	4,027		4,027					NCP
V. D. Investigator	1	1,266		1,266	2,800 ^b		2,800	1 ^b	V. D. Investigator
X-ray Tech. (Chief)	1	3,480	1,206	4,686	4,536	4,536		1	Intermediate X-ray Tech. (Ch.)
X-ray Tech.	2	3,306		3,306	2,508	2,508		1	X-ray Tech.
Assistant X-ray Tech.	1	120 ^c	2,280	2,400					NCP

TABLE 8 (Cont.)

PERSONNEL AND SALARIES, KNOXVILLE BUREAU OF HEALTH AND KNOX COUNTY DEPARTMENT OF HEALTH

Knoxville (January 1, 1958-December 31, 1958)					Knox County (July 1, 1958-June 30, 1959)				
Names of Position	No.	Salaries			Salaries			No.	Names of Position
		State	Local	Total	Total	Local	State		
Part-time Dentist	c	3,000	3,000	6,000	1,152	576	576	5	Part-time Dentist
NCP					1,800	1,800		1	Dental Aide
Clinician	2		1,500 ^d	1,500 ^d	1,200	1,200		1	Clinician (TB Clinic)
Clinician			3,000 ^d	3,000 ^d					NCP
Veterinarian	1		3,000	3,000					NCP
Maid	1		2,350	2,350	1,740	1,740		1	Nurses' Aide
Maid	1		2,046	2,046					NCP
Prin. Stenographer	1		3,786	3,786	2,760	2,760		1	Sr. Stenographer
Sr. Typist	1		3,126	3,126	3,300	3,300		1	Sr. Typist
Sr. Typist	1	2,040	1,026	3,066					NCP
Sr. Typist	1		3,006	3,006					NCP
NCP					2,520	2,520		2	Jr. Typist
NCP					1,920	1,920		1	Jr. Typist
NCP					1,800	1,800		2	Jr. Typist
NCP					1,414	1,414		1	Jr. Typist
Chief Clerk	1		3,486	3,486					NCP
Intermediate Clerk	1		3,366	3,366					NCP
Intermediate Clerk	2		3,126	3,126					NCP
Clerk	2		3,126	3,126					NCP
Clerk	1		2,946	2,946					NCP
Clerk	1		2,886	2,886					NCP
Clerk	1		1,458	1,458					NCP
Janitor-Messenger	1		2,526	2,526					NCP
Janitor	1		2,406	2,406	2,200	2,200		1	Janitor
Maintenance Man	1		2,766	2,766	1,800	1,800		1	Maintenance Man

^aNCP indicates no corresponding position.

^bOne V. D. Investigator for City and County; total salary is \$4,066. Amounts shown are City and County (State) contribution to his salary.

^cAmount shown under "State" is from Tuberculosis Association.

^dFund from which is drawn part-time pay.

KNOXVILLE--KNOX COUNTY CONSOLIDATION
AND
PUBLIC RECREATION

CHAPTER V

PUBLIC RECREATION IN KNOXVILLE AND KNOX COUNTY

Introduction

Municipal recreation has been one of the fastest growing municipal activities during the last few decades. Especially since the end of the second world war, a demand for community recreation programs has arisen in many localities which formerly had no programs or which offered only limited opportunities for recreation.¹

It is generally agreed that Knoxville and Knox County do not offer their citizens sufficient recreational facilities and activities. This is not to disparage the recreation agencies in the two jurisdictions because insufficient facilities and activities are primarily the result of inadequate appropriations. In the past few years the public has been partially awakened to the needs of recreation. The public awareness of these needs has been reflected in Knoxville by increasing recreation appropriations and the issuance of bonds to finance permanent improvements for recreational purposes. In Knox County the Board of County Commissioners approved an expanded recreational program in 1958. However, it will take more public awareness and official action to improve the situation.

The City and County currently have separate recreation agencies which maintain separate recreational programs and facilities. In this study the entire recreational program is examined and the advantages or disadvantages of consolidation are pointed out.

Public Recreation in Knox County

Organization of the County Department of Parks and Recreation

The 1937 act, which established the Board of County Commissioners, assigned the recreation function to the Department of Health, Welfare, and Institutions which is headed by the Commissioner of Welfare. The Knox County Department of Parks and Recreation is a division of the Department of Health, Welfare, and Institutions and is under the supervision of the Director of Recreation who is appointed by the Commissioner of Welfare. The Department of Parks and Recreation organizes, supervises, and maintains the Knox County park system. It assists rural communities in starting or improving recreation programs. The department provides camp and play areas for group participation. An organized recreation program is not provided by the department.

¹International City Managers' Association, Municipal Recreation Administration, Third Edition (Chicago: The Association, 1948), p. ix.

County Recreation Facilities

County recreation areas are divided into five categories;

1. Public Parks
2. Public Access Areas
3. Scenic Protection Areas
4. Group Camp Areas
5. Historical Areas

The County has three public parks, nine public access areas, three scenic protection areas, two group camp areas, and one historical area. Table 9 shows all the County parks and recreation areas.

The recreation department makes periodic inspections to protect these areas from forest fires and public damage.

Personnel

The County Department of Parks and Recreation had nine regular employees in 1958-1959. In fiscal year 1958-1959 the appropriation for the salaries of the employees was \$14,400. A breakdown of salaries is shown in Table 10. When extra help is needed by the department, prisoners from the County Workhouse are used. Employees of the department are not under a merit system.

Finance

In 1958-1959 the Quarterly County Court appropriated \$21,705 for recreation. The Metropolitan Recreation Council received \$3,405 of the appropriation. The Department of Parks and Recreation received the remaining \$18,300 of which \$14,400 was for salaries; \$3,660 for utilities, maintenance, and equipment; and \$240 for capital outlay.

The County owns a swimming pool, a boat dock, and a yacht club at Concord Park. These facilities are leased and operated on a concession basis. Estimated revenue from these facilities in 1958-1959 was:

Swimming Pool	\$4,000.00
Boat Dock	2,400.00
Yacht Club	<u>300.00</u>
Total	\$6,700.00

When this estimated revenue is realized, it is placed in County general purpose fund.

Metropolitan Recreation Council

The Metropolitan Recreation Council consists of professional and business people. Representatives on the council are from the Council of

TABLE 9

KNOX COUNTY PARKS AND RECREATION AREAS, 1958

Property	Size -Acres	Location
<u>Public Parks</u>		
I. C. King Park	158	Alcoa Highway
Concord Park	560	Concord Community
Carl Cowan Park (Negro)	38	North Shore Drive
<u>Public Access Areas</u>		
Bluegrass Picnic Area	10	Near Old Bond Ferry Road
Looney Island	5	Near Alcoa Highway
Maloney Road	7	Maloney Road
Boyd Island	2	Near South Holston Hills Rd.
Rogers Island	13	Near Concord Park
Neil Area	8	Near Houser Road
Sharps Wood	14	Near Houser Road
Badgett Road	10	Adjacent Badgett Road
<u>Scenic Protection Areas</u>		
Keller Bluff Area	40	Adjacent Keller Bend Road
Badgett Bluff	41	Badgett Road
Wright Bluff	18	Near Wright Ferry Road
<u>Group Camp Areas</u>		
Keller Bend Area	17	End of Keller Bend Road
Lyons Bend Area	37	End of Houser Road
<u>Historical Sites</u>		
Lowes Ferry Area Tract I	<u>36</u>	Lowes Ferry Road
Total Acres	1,014	

TABLE 10

BUDGET, KNOX COUNTY DEPARTMENT OF PARKS AND RECREATION, 1958-1959

SALARIES

Position	Salary
Director of Recreation	\$3,600
Maintenance Man	2,700
Laborer	1,800
Watchman--Carl Cowan Park	900
Park Police Officer	2,700
Park Police Officer	<u>2,700</u>
Total Department of Parks and Recreation Salaries	\$14,400

Community Services, City and County Parent-Teachers' Association, City and County schools, and professional associations of lawyers, physicians, ministers, and others.

The council did not receive an appropriation from either the City or County prior to 1958. In 1958 Knoxville, Knox County, and the Council of Community Services each contributed \$3,405.

The council studies metropolitan recreation problems and makes recommendations to City and County recreation agencies.

Public Recreation in Knoxville

History of the Knoxville Bureau of Recreation

The Knoxville Bureau of Recreation was organized after the adoption of the City charter in 1923 and was headed by a Park Superintendent. Knoxville had no organized recreation program at that time, and during the depression the park system was not developed by the City. During the early 1930's the W.P.A. and N.Y.A. furnished supervisors of recreation for the City. The first Director of Recreation was employed by the City in 1946. Recreation programs have been developed to their present extent since World War II.

Knoxville City Charter

The charter of the City of Knoxville provides for public parks and grants powers related to parks. The City has the power:

To create, maintain and control a system of public parks within the corporate limits, or adjacent thereto, and, for such purposes, to acquire and hold property by purchase, gift, or devise, to condemn private property for park purposes in accordance with the terms and provisions of the Code of Tennessee, to make appropriations by ordinance as may be necessary for the regulation and control of such public parks; to create park boards and define their powers and duties; provided, the powers herein granted shall be exercised in conformity with other provisions of this charter touching the same subject.²

The charter established a Department of Public Welfare. The Director of Public Welfare is required to:

...manage and control...the use of all recreational facilities of the city, including parks, playgrounds, and community centers;

²Charter of the City of Knoxville, Tennessee, 1945, as supplemented in 1953, sec. 5, clause 36.

he shall have charge of the inspection and supervision of all public amusements and entertainments.³

City recreation personnel are employed and retained under the civil service provisions of the charter.⁴

Organization of the Knoxville Bureau of Recreation

The Knoxville Bureau of Recreation is a division of the Department of Public Welfare and is under the supervision of the Director of Public Welfare. The bureau operates parks, playgrounds, and other recreational facilities in Knoxville. Chart 5 is an organization chart of the Bureau of Recreation.

Activities and Recreational Facilities

The City owns approximately 816 acres of land which are designated for recreational purposes as shown in Table 11. All of the land is not used for recreational purposes because parts of it are undeveloped or unsuitable. The City obtained some of the land by foreclosing tax liens and received some as gifts.

The largest park is Chilhowee Park located on Magnolia Avenue. Chilhowee Park is composed of three tracts of land as shown in Table 11. The first tract is more fully developed with an amusement park near Magnolia Avenue plus picnic areas, a municipal zoo, an auditorium, an amphitheatre, two baseball parks (one lighted), a fairground, and a lake. The amusements are leased to operators at a flat rate plus a percentage which is paid into the City general fund. The other two tracts of Chilhowee Park are not fully developed.

City Hall Park and Caswell Park are parking lots, the former for City employees and visitors (with meters) and the latter for baseball fans at Bill Meyer Stadium. The other developed parks are either for play or for beautification. Many need additional development or maintenance. However, maintenance of parks is the largest item in the recreation budget, \$70,000 in 1958. The need for maintenance would be reduced if malicious vandalism could be prevented.

In 1958 the Knoxville Bureau of Recreation operated four summer playgrounds at City schools. These playgrounds were operated with money from an appropriation designated in the recreation budget as "Summer Playgrounds and Centers." They were operated at Perkins, Fair Garden, East High, and South High schools. The bureau operated two five-week day camps for underprivileged children in the summer of 1958 at Rule High School.

³Lex cit., sec. 33, clause 1.

⁴Lex cit., sec. 66.

CHART 5

ORGANIZATION CHART

KNOXVILLE BUREAU OF RECREATION

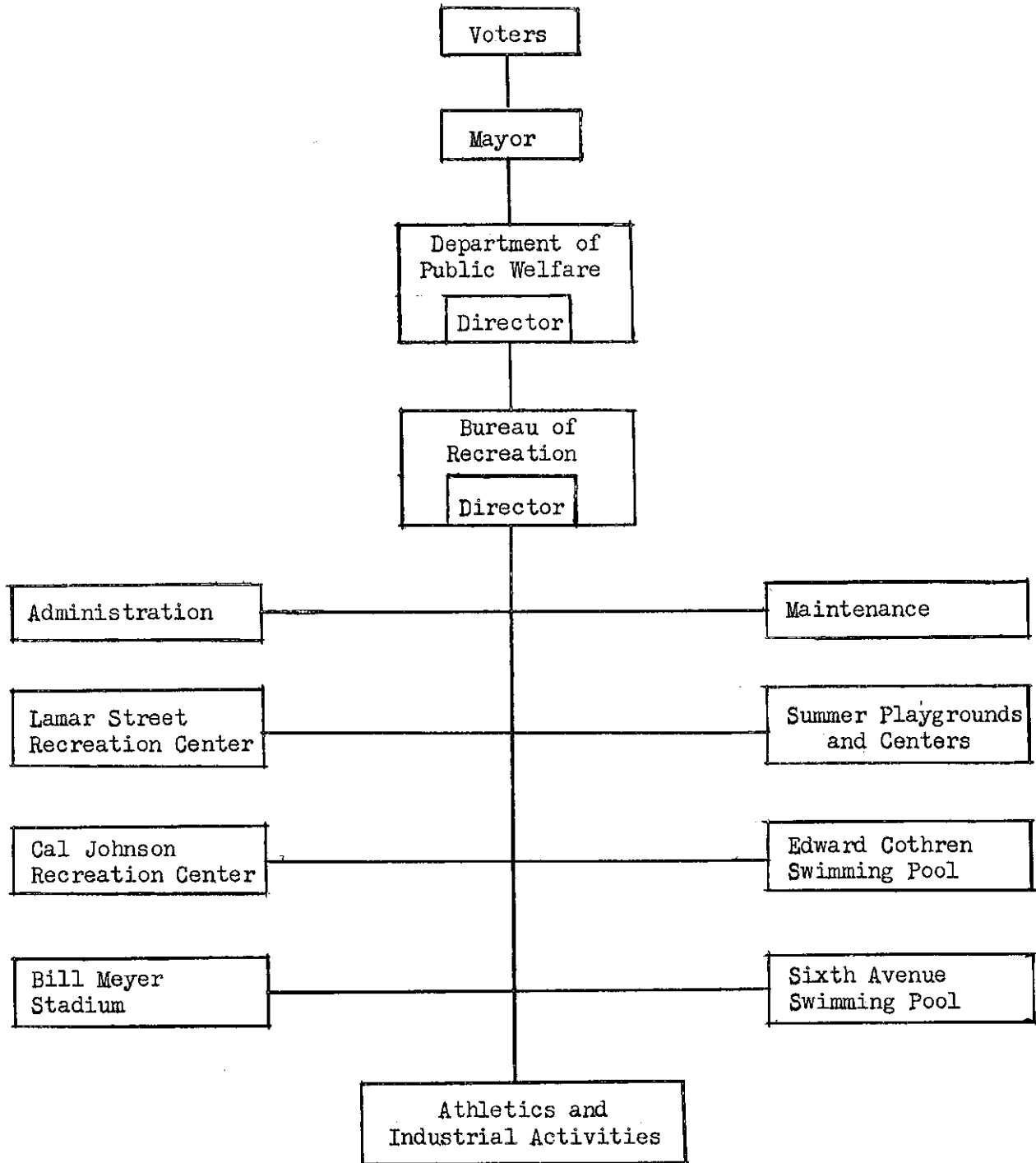


TABLE 11

KNOXVILLE BUREAU OF RECREATION--PARKS AND PLAYGROUNDS, 1958

Property	Size--Acres	Location
<u>Real Property</u>		
Terrace Avenue Park	1.30	West End of Lake and Terrace Avenue
Thompson Park	.35	East Vine and Bertrand Street
Tyson Park	22.00	Kingston Pike and Concord Street
Union Square Playground	1.85	Corner Wilson & Chestnut Street
White Circle	2.00	Terrace and Lake
Whittle Springs Park	7.85	Whittle Springs Road
West View Playground	4.00	Middlebrook Pike
Winona Athletic Field	7.30	Winona Street
Mary Vestal Playground	12.00	Blount Avenue and Maryville Pike
Sequoyah Park	4.10	Adjacent Sequoyah Elementary School
Logan Park	3.50	Whitlow and Cedar Hill
Dale Avenue Settlement House Playgd.	2.00	Dale Avenue
Lyons Field	23.70	McCalla Avenue
Camp Grounds (Leased to Kiwanis)	75.00	Prosser Road
Lonsdale Playground	3.00	Connecticut and Bragg Street
"Buck Tom" -- West View	2.70	Richmond Hills Reservoir Road
"Bright Property"	4.75	Adjoining Chavannes Playground
Mary James Playground Tract # 1	3.30	McClung and South Haven
Tract # 2	.90	McClung and South Haven
Lippincott Road (Camp Ground)	49.00	Vestal Avenue and Lippincott Road
Lonsdale	8.00	Fitzgerald, Lawhorn, and Larch
Sequoyah TVA Property (if developed in 6 years becomes City property)	89.00	Bordering Fort Loudon Lake
Cal Johnson Park (Negro)	5.25	Mulvaney Street and Clinch Avenue
Caswell Park (Bill Meyer Stadium) (Leased)	22.50	Winona Street
Chavannes Playground	2.10	Edgewood and Dempster Streets
Chilhowee Park Tract # 1	63.80	Magnolia Avenue
Tract # 2	64.35	Magnolia Avenue
Tract # 3	3.45	Magnolia Avenue
Circle Park	2.00	Temple and Yale Avenue
City Hall Park	7.20	Western and Broadway
Eastport Playground (Negro)	4.10	Bethel and McConnell
East Hill Avenue Park	.50	East Hill Avenue
Flenniken School Property	1.80	Blount Avenue and Simms Road
Forest Glenn Park	1.65	Forest Glenn Drive
Fort Dickerson Park	76.00	Chapman Highway at Fort Street

TABLE 11 (Cont.)

KNOXVILLE BUREAU OF RECREATION--PARKS AND PLAYGROUNDS, 1958

Property	Size--Acres	Location
Municipal Golf Course (Leased)	116.00	Valley View Road
Island Home Park	3.20	Spence Place
Larch Street Park	2.00	Larch Street
John Lee Playground (Leased)	1.50	Central Avenue, Clinch Ave. Bridge
Laurens Avenue Playground	4.70	Laurens Avenue
Speedway Park	1.00	Speedway Circle - Burlington
Leslie Street Park (Negro) ^a	21.70	Leslie Street
Vine and Market	.50	Vine and Market Streets
North Hills Playground	3.00	Kenilworth Lane
Sharp's Ridge Park Tract #1	25.00	Farragut and Byrd
Tract #2	43.25	Watauga and Vineyard
Rock City (South Knoxville Playground)	3.50	Sevier Avenue
Talahi and Talahi Gardens	8.30	Cherokee Boulevard
Total Acres	815.95	
<u>Other Property</u>		
Sixth Avenue Swimming Pool-- with bath houses		Sixth Avenue
Lamar Street Recreation Center		Lamar Street

^aEdward Cothren Swimming Pool is located at this park.

During the years 1958 through 1961 the Bureau of Recreation plans to make capital improvements on some of its property. In 1958 the bureau spent \$85,000 for a new recreation center adjacent to South High School and \$8,000 to equip it. Similar improvements are planned for the "Bright Property" and the recreation property at East High School. The bureau plans to aid the City Board of Education in the construction of a recreation center at West High School.

The Bureau of Recreation has a special activities program which includes:

1. The City Band
2. The Annual Playground Circus
3. Boating Classes
4. Halloween Parties
5. The Avalon Boat Ride for Underprivileged Children

The City Band was organized in 1957. The musicians play on a voluntary basis and use their own instruments or borrow them from the City schools. The director is paid forty dollars a week and is on the Bureau of Recreation payroll as a part-time employee. The band gives open air concerts at Chilhowee Park and City high schools. The Bureau of Recreation has an agreement with the City schools to use high school band rooms for practice for \$3.50 per session. The bureau paid \$37.50 per evening for the use of the Fulton High School auditorium to give three concerts during the spring of 1958. All concerts are free to the public.

The annual playground circus is given each summer at the close of the playground season. The City Band plays at the circus.

The Bureau of Recreation holds boating classes on Fort Loudon Lake. Instruction is given in the operation of small sail boats which are owned by the bureau.

Halloween parties are given at the recreation centers on Halloween night to keep the children off the streets. These parties are well attended.

The Avalon boat ride is sponsored in the late summer by the Bureau of Recreation. The river-going vessel, Avalon, docks at the Gay Street Landing and provides a free excursion for underprivileged and crippled children of Knoxville. The Bureau of Recreation provides entertainment, popcorn, and drinks for the children and transportation to and from their homes. The City Band plays for the excursion.

Personnel Administration

The Bureau of Recreation had twenty-nine regular, full-time employees in 1958. The number of part-time employees varies with the season. The total annual salaries for all employees in 1958 were \$141,552.32. Table 12 shows, by position, the salaries paid to all regular Bureau of Recreation personnel.

TABLE 12

KNOXVILLE BUREAU OF RECREATION--POSITIONS AND SALARIES

Item	Salary	Total
Administration		
Director	\$5,010.00	
Secretary	3,366.00	
Clerk	2,706.00	
Janitor	1,413.00	
Total		\$12,495.00
Lamar Street Recreation Center		
Janitress	2,766.00	
Hostess	2,106.00	
Assistant	2,106.00	
Total		6,978.00
Athletics and Industrial Activities		
Supervisor	3,906.00	
Maintenance Man (part-time)	500.00	
Umpires, Referees, etc.	20,000.00	
Total		24,406.00
Summer Playgrounds and Centers		
Supervisor	3,066.00	
Supervisor	2,236.00	
Playground Leaders	8,500.00	
Center Leaders	1,500.00	
Recreation Supervisors	1,750.00	
Total		17,052.00
Gal Johnson Recreation Center		
Supervisor, Negro Activities	3,306.00	
Ass't Athletic Supervisor	2,550.00	
Hostess	2,617.68	
Janitor	2,886.00	
Athletic Supervisor	2,617.68	
Supervisor	2,240.16	
Misc. Help and Labor	4,500.00	
Total		20,717.52
Bill Meyer Stadium		
Night Watchman	2,706.00	
Total		2,706.00

TABLE 12 (Cont.)

KNOXVILLE BUREAU OF RECREATION--POSITIONS AND SALARIES

Item	Salary	Total
Maintenance		
Superintendent	\$ 4,206.00	
Foreman	3,306.00	
Custodian, Tyson Park	2,886.00	
Labor		
Regular, 9 Employees	25,154.80	
Seasonal	15,000.00	
Rebuild Little League Field at Chilhowee Pk.	<u>1,605.00</u>	
Total		\$52,157.80
Edward Cothren Swimming Pool		
Salaries	<u>1,800.00</u>	
Total		1,800.00
Sixth Avenue Swimming Pool		
Manager, Guards, etc.	<u>3,200.00</u>	
Total		<u>3,200.00</u>
Total Bureau of Recreation Salaries		\$111,512.32

Chilhowee Park, which is operated as a concession, employed seven full-time City employees and three part-time employees in 1958. Other persons are hired for holidays and special events. The total salaries for all City employees at Chilhowee Park in 1958 were \$39,452.34. Table 13 shows, by position, the salaries of all City employees at Chilhowee Park.

Employees of the Bureau of Recreation are subject to the rules and regulations of the City Civil Service Board.

Finance

In 1958 the Knoxville Bureau of Recreation and other recreational facilities, exclusive of Blount Mansion, received a total appropriation of \$265,849.16 of which \$180,964.66 was for salaries and \$84,884.50 was for other expenses as shown in Table 14. An appropriation of \$2,400 for Blount Mansion was not broken down by salaries and other expenses and, therefore, not included in Table 14. In 1958 the City of Knoxville appropriated a total of \$268,249.16 for recreation including Blount Mansion. City recreation expenditures shown in Table 14 should be compared with County recreation expenditures shown in Table 10. Expenditures alone show the great difference between recreation services rendered in the two jurisdictions.

Public School Recreation

In a study of public recreation all the recreational facilities which are publicly owned and operated should be included. Therefore, school recreation facilities are included in this study.

Knox County School Recreation

Knox County has sixty-six public elementary schools and ten high schools. As shown in Table 15, the elementary schools have eighty-one acres devoted to recreation and the high schools have thirty-five acres. The total County school recreation acreage is approximately 116 acres.

Knoxville City School Recreation

The thirty-nine City schools devote approximately 156 acres to recreation. All the schools have play areas, the size ranging from one-eighth of an acre to twenty-five acres. The recreational area at the Lonsdale School is owned and maintained by the City Bureau of Recreation.

Twenty-four of the thirty-nine City schools have "improved fields," which are fields that have official baseball diamonds and/or official football fields. City schools and the size of their recreation areas are shown in Table 16.

TABLE 13

CHILHOWEE PARK--POSITIONS AND SALARIES

Item	Salary	Total
Full-Time Employees		
Manager	\$4,806.00	
Inspector	4,350.00	
Park Policeman	3,006.00	
Zoo Maintenance	2,706.00	
Cashier, Skating Rink	2,286.00	
Maintenance Man	3,218.40	
Office Clerk	3,276.00	
Laborers (including seasonal)	8,000.00	
Total		\$31,648.40
Seasonal and Part-Time Employees		
Chief Cashier	1,251.00	
Office Clerk ^a	1,447.94	
Concessions Cashiers	3,240.00	
Relief Policeman	1,100.00	
Total		7,038.94
Holiday and Special Events		
Policeman	500.00	
Fireworks Operator	117.00	
Total		617.00
Sick Relief		
Total	148.00	148.00
Total Chilhowee Park Salaries		\$39,452.34

^aOne-half the total salary of \$2,895.88; other one-half is paid from Department of Public Welfare Administrative appropriation.

TABLE 14
BUDGET, KNOXVILLE RECREATION, 1958

Item	Salaries	Other Expenses	Total
<u>Bureau of Recreation</u>			
Administration	\$12,495.00	\$ 5,176.00	\$17,671.00
Lamar Street Recreation Center	6,978.00	950.00	7,928.00
Athletics & Industrial Activities	24,406.00	12,750.00	37,156.00
Summer Playgrounds & Centers	17,052.00	11,158.00	28,210.00
Cal Johnson Recreation Center	20,717.52	3,680.00	24,397.52
Bill Meyer Stadium (Caswell Park)	2,706.00	3,145.00	5,851.00
Maintenance	52,157.80	17,933.00	70,090.80
Sixth Avenue Swimming Pool	3,200.00	2,846.00	6,046.00
Edward Cothren Swimming Pool	<u>1,800.00</u>	<u>2,892.00</u>	<u>4,692.00</u>
Total Bureau of Recreation	\$141,512.32	\$60,530.00	\$202,042.32
<u>Other Recreation^a</u>			
Chilhowee Park	<u>\$39,452.34</u>	<u>\$24,354.50</u>	<u>\$63,806.84</u>
Total Other Recreation	<u>\$39,452.34</u>	<u>\$24,354.50</u>	<u>\$63,806.84</u>
Total City Recreation	\$180,964.66	\$84,884.50	\$265,849.16

^aA \$2,400 appropriation for Blount Mansion is not included on this table because the appropriation was not broken down into salaries and other expenses.

TABLE 15

KNOX COUNTY SCHOOL PLAYGROUNDS

School	Playground Size-Acres
<u>ELEMENTARY SCHOOLS</u>	
Alice Bell	4.00
Anhurst	1.00
Anderson	1.50
Arminda	.75
Asbury	1.00
Ball Camp	1.25
Bearden	1.00
Blue Grass	4.00
Bonny Kate	2.00
Carter	1.00
Cedar Grove	1.50
Chilhowee	.50
Clear Springs	1.50
Corryton	2.00
Dante	.50
Dora Kennedy	.50
Fair View	1.00
Farragut	1.00
Fountain City	.50
Galbraith	.50
Gap Creek	1.00
Gibbs	7.00
Green Hill	1.50
Halls	1.00
Armstrong	1.00
Concord	.75
Happy Home	1.00
Lyons View	.75
Oakland	.50
Simpson	.25
Solway	.25
Sunrise	.50
Hardin Valley	1.50
Heiskell	1.00
High Bluff	1.50
Inskip	2.00
John Sevier	1.50
Karnes	2.00
Klondike	.50
Marbledale	.50
Masvot	1.50
Midway	.50

TABLE 15 (Cont.)

KNOX COUNTY SCHOOL PLAYGROUNDS

School	Playground Size-Acres
Moreland Heights	.50
Mt. Olive	.50
Shermandale	4.00
Skaggston	1.00
Smith	1.00
Smithwood	.75
Spring Hill	3.00
Sunny View	.50
Third Creek	.50
Union	.50
Vestal	.50
White	.50
Woodhill	.50
New Hopewell	1.00
Norwood	2.00
Peasant Ridge	.50
Pond Gap	1.50
Powell	.75
Ramsey	1.00
Ridgedale	1.00
Robert Huff	1.00
Rocky Hill	2.50
Sevier Home	<u>1.00</u>
Total Elementary Schools	81.00
<u>HIGH SCHOOLS</u>	
Bearden	3.50
Carter	3.00
Central	2.00
Farragut	3.50
Gibbs	3.00
Halls	4.00
Holston	6.00
Karnes	3.00
Powell	4.00
Young	<u>3.00</u>
Total High Schools	35.00
Total Knox County School Playgrounds	116.00

TABLE 16

KNOXVILLE CITY SCHOOL PLAYGROUNDS

School	Playground Size-Acres
Beaumont	3.00
Bell House	.12
Belle Morris	2.00
Brownlow	.75
Claxton	1.00
Fair Garden	.50
Flenniken	1.00
Fort Sanders	1.00
Giffin	2.00
Lincoln Park	2.00
Lockett	.25
Lonsdale	a
McCallie	.50
McCampbell	1.00
Moses	2.00
Mountain View	2.00
Oakwood	1.00
Park Lowry	2.00
Perkins	3.00
Sequoyah	4.00
South Knoxville Elementary	1.00
West View	2.00
Cansler	4.00
Eastport	5.00
Green	1.00
Maynard	1.00
New Hope	.50
Sam Hill	5.00
Christenberry	10.00
East	11.00
Fulton	6.00
Park Junior	7.00
Rule	4.00
South	20.00
Tyson	1.00
West	25.00
Austin	5.00
Beardsley	15.00
Vine, Junior	<u>3.00</u>
Total Knox County School Playgrounds	155.62

^aCity Recreation Bureau owns and maintains the four acres adjacent to this school which are used by the school.

CHAPTER VI

EFFECTS OF PUBLIC RECREATION CONSOLIDATION

Consolidation of recreational facilities in Knoxville and Knox County cannot be compared with consolidation of health or welfare functions because both jurisdictions have physical recreation facilities which cannot be moved. Health facilities, such as clinics, can be moved from one place to another, but a park and its facilities cannot be moved from one physical location to another. Therefore, consolidation must be in administration and maintenance of recreational facilities.

Before examining the effects of consolidation on recreation in Knoxville and Knox County, the consolidated summer recreation program in Boston, Massachusetts, is examined to determine advantages of consolidating a specific recreation program.

Boston Summer Recreation Consolidation

The summer recreation program in Boston, Massachusetts, was formerly operated by the Department of Parks and Recreation and the school department. Boston spent \$220,500 to operate the program before consolidation. The school department spent \$127,000 and the Department of Parks and Recreation spent \$93,500.¹ The 1958 consolidation eliminated job duplication and enabled more efficient utilization of summer recreational equipment because the school department and the Department of Parks and Recreation no longer purchased similar equipment. Since consolidation, the cost of conducting the summer recreation program has been reduced approximately \$60,000 or from \$220,500 to \$159,823.² The consolidated program not only costs less money but it is also more integrated and offers all citizens similar recreational opportunities because of unified planning and direction.

The writer is not claiming that consolidation of recreation in Knoxville and Knox County would save the taxpayers a certain sum of money, but only that consolidation of two agencies performing similar functions can save money by elimination of job and equipment duplication.

Recreation in Knoxville-Knox County

The proposed metropolitan government charter for Knoxville and Knox County provides for a Department of Parks and Recreation under the supervision of a Director of Parks and Recreation appointed by the Metropolitan Chairman.

¹A Playground Program for Boston, Bulletin, Boston Municipal Research Bureau, 25 Pemberton Square, Boston 8, Mass., No. 206, June 12, 1958.

²Loc. cit.

The charter contains the following provisions for recreation:

Subject to the supervision and control of the Chairman, the Director of Parks and Recreation shall:

1. Manage, control and supervise the use of all parks and recreation facilities of the Metropolitan Government, including playgrounds and community centers
2. Have charge of the inspection and supervision of all public amusements and entertainments
3. Perform such other duties as may be required by ordinance of the Council³

In addition, the charter provides for an advisory, non-paid Commission on Historic Shrines and Sites which would be attached to the Department of Parks and Recreation. The number, tenure, and duties of the commissioners would be established by ordinance.⁴ The overall purpose of recreation consolidation is to make the recreational facilities of the two present jurisdictions available to all citizens in both jurisdictions under a single administrative unit, to eliminate duplication of work and equipment, and to standardize the recreation system.

Effects on Park Facilities, Services, and Activities

The City of Knoxville owns forty-four areas, comprising approximately 816 acres, designated for recreational purposes. Some of these areas are not suited for recreation. Many of the areas which are suited for recreation have been developed as parks and playgrounds.

Knox County owns approximately 1,041 acres of land for recreational purposes which is divided into seventeen tracts. Very few of these tracts are developed for recreation.

After consolidation the Metropolitan Government would own approximately 1,856 acres of land designated for recreational purposes.

Services to citizens would be increased only if more money were made available for parks and recreation than is now appropriated by the City and County. Maintenance of the parks would be facilitated by consolidation because one group of maintenance personnel would be employed to service the entire park system reducing duplication of functions and equipment which would probably make more money available for salaries of recreation personnel dealing directly with the public.

³Proposed Metropolitan Government Charter for Knoxville-Knox County, (Preliminary Draft) sec. 6-801.

⁴Lex cit., sec. 6-802

Four parks were leased to private organizations in 1958. Presumably, consolidation would not affect the leasing of these parks.

In the Metropolitan Government all the recreational facilities of the former City and County would be in the Department of Parks and Recreation with the possible exception of school recreation which would probably be administered by the Metropolitan Board of Education.

Financial Administration

A consolidated government for Knoxville and Knox County would probably have little effect on the financial aspects of recreation. In 1958 the City appropriated \$268,249.16 for recreation which included \$202,042.23 for the Bureau of Recreation, \$63,806.84 for Chilhowee Park, \$2,400 for Blount Mansion, and \$3,405 for the Metropolitan Recreation Council.

The County appropriated only \$21,705 or approximately one-twelfth of the City appropriation for recreation in 1958-1959. County parks are either undeveloped or only partially developed. Recreation programs which are organized by Knox County are practically non-existent. City parks are relatively well developed and a strong recreation program is in operation. Assuming that conditions in both jurisdictions remain the same, the financial effect of consolidation would be the combining of the two separate appropriations. The total of the two appropriations is \$289,756.16. Consolidation could be the occasion for a larger and improved recreation program. However, enlarged and improved recreation in Knoxville and Knox County under consolidation would depend on policy decisions of the Metropolitan Council. Therefore, the cost of recreation after consolidation cannot be estimated at this time.

Personnel Administration

The Knoxville Bureau of Recreation and Chilhowee Park employed twenty-nine regular employees in 1958. Knox County had only seven employees in 1958-1959. Knox County recreation personnel are not subject to a civil service merit system. The proposed Metropolitan Charter provides for the employment of classified personnel on the basis of merit. The employees of the Metropolitan Department of Parks and Recreation would be subject to the merit system, thus assuring the public of qualified recreation personnel.

Overall Effects of Consolidation

The advantages of recreational consolidation of Knoxville and Knox County would be unified administration which would reduce duplication of personnel and equipment, a unified park system which would make all the facilities and programs of the present City and County available to citizens of the entire metropolitan area, and the employment of recreation personnel under a merit system.

KNOXVILLE-KNOX COUNTY CONSOLIDATION
AND
PUBLIC HOUSING

CHAPTER VII

PUBLIC HOUSING AND EFFECTS OF CONSOLIDATION

The Knoxville Housing Authority provides low-rent housing to eligible families that live in sub-standard dwellings. To be eligible to move into a public housing development in Knoxville a family must live in the City of Knoxville or within ten miles of the City. Veterans are given special consideration and are not required to have lived in this area. Under some circumstances non-veterans are given special consideration.

Knoxville Housing Authority

The Knoxville Housing Authority is the only public housing agency in Knox County. It is a "public body corporate and politic"¹ and has all the attributes of any other public corporation.

The Knoxville Housing Authority has two functions; the building of public housing units and urban renewal. The Federal government guarantees payment on bonds sold by the Knoxville Housing Authority for the building of public housing units and pays two-thirds of the cost of urban renewal on a grant-in-aid basis. The City of Knoxville pays the other third. The authority pays all its salaries and operating expenses from its own income.

In accordance with the City Housing Authority Act, the Knoxville Housing Authority includes within its jurisdiction the "...city and the area within ten (10) miles from the territorial boundaries of said city..."² According to the Executive Director of the Knoxville Housing Authority, the act is interpreted to mean applications for units in public housing developments may come from persons within the ten mile area, but housing developments may not be built outside the City limits. In 1958 parts of seven counties were included within the jurisdiction of the authority. These counties were Knox, Blount, Anderson, Grainger, Jefferson, Union, and Sevier.

The Knoxville Housing Authority is governed by a board of five commissioners appointed by the mayor of Knoxville. They serve staggered terms of five years. In accordance with the provisions of the law, the mayor appointed the first commission chairman, but after his term expired, the commissioners have been appointing the chairman from their own number.

¹Tennessee Code Annotated, The official code of Tennessee (Indianapolis; The Bobbs-Merrill Company, Inc., 1955), sec. 13-904. Hereinafter referred to as Tenn. Off. Code Anno.

²Lex cit., sec. 13-905.

Effects of Consolidation on Public Housing

The proposed Metropolitan Charter for Knoxville and Knox County recognizes the existence of the Knoxville Housing Authority in the following manner:

The Knoxville Housing Authority is hereby recognized as existing and functioning within the area of the Metropolitan Government and as having the same relationship to the Metropolitan Government as said Knoxville Housing Authority previously had to the City of Knoxville. The Metropolitan Chairman shall be deemed a mayor for the purpose of the City Housing Authority act and as such shall appoint members of the Board of Commissioners of the Knoxville Housing Authority as their terms expire or as their offices otherwise become vacant.³

Consolidation would have no effect on the organization of this agency.

The functions of the Knoxville Housing Authority would remain the same, but the City Housing Authority Act could be interpreted two ways after consolidation. The first interpretation would leave the boundaries of jurisdiction of the housing authority at the limits of the former City of Knoxville. This interpretation would not change the area encompassed by the authority, because the ten mile limit would include the same area. Thus, under this interpretation, the authority's area of operation for public housing and urban renewal would be unchanged.

The second interpretation would place the jurisdiction of the housing authority at the former County line. If this interpretation were adopted, the authority's area of operation would be increased because the ten mile limit would extend from the former County line in all directions which would include parts of three additional counties from which applications for housing could be taken. The three additional counties would be Roane, Loudon, and Morgan. The authority could build public housing units anywhere within the former County.

The housing authority's urban renewal function would not change immediately, even if the second interpretation of the law were adopted. In heavily populated areas of the County the majority of the houses are relatively new, and under consolidation urban renewal would not be necessary in the immediate future. The housing authority would probably not consider clearing and rebuilding small, isolated slums in the former County.

If the second interpretation of the law were adopted, the local share (one-third) of the cost of urban renewal would be paid from a tax levied on the population of the entire area of the Metropolitan Government.

³Proposed Metropolitan Government Charter for Knoxville and Knox County (Preliminary Draft), sec. 18.01.

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