

▶ **FILE #:** 12-N-06-RZ

AGENDA ITEM #: 75

AGENDA DATE: 12/14/2006

▶ **APPLICANT:** TESTERMAN CONSTRUCTION

OWNER(S): J.F. GOODSON

TAX ID NUMBER: 94 E F 041

JURISDICTION: City Council District 6

▶ **LOCATION:** Northwest side of W. Jackson Ave., north of State St.

▶ **APPX. SIZE OF TRACT:** 6250 square feet

SECTOR PLAN: Central City

GROWTH POLICY PLAN: Urban Growth Area

ACCESSIBILITY: Access is via W. Jackson Ave., a local street with a 50' right of way and 30' pavement width.

UTILITIES: Water Source: Knoxville Utilities Board
Sewer Source: Knoxville Utilities Board

▶ **PRESENT ZONING:** I-3 (General Industrial)

▶ **ZONING REQUESTED:** C-2 (Central Business District) / H-1 (Historical Overlay) and Design Guidelines

▶ **EXISTING LAND USE:** Vacant Building

▶ **PROPOSED USE:** Residential & Business Condos

DENSITY PROPOSED: N/A

EXTENSION OF ZONE: Yes, extension of C-2/H-1 to the east and C-2 to the south.

HISTORY OF ZONING: None noted

SURROUNDING LAND USE AND ZONING: North: Railroad / I-3 (Industrial)

South: Office & Warehouse / I-3 (General Industrial) & C-2 (General Business)

East: Office & Warehouse / I-3 (General Industrial) & C-2/H-1 (General Business & Historical Overlay)

West: Freight Depot / I-3 (General Industrial)

NEIGHBORHOOD CONTEXT: This site is within the Old City portion of the Central Business District of Knoxville that is zoned C-2, C-3, and I-3. It is located in the Southern Terminal and Warehouse Historic District, which is listed on the National Register of Historic Places. The building is a Victorian Vernacular Commercial, three story, two bay brick building with stone trim built c.1895. It is significant for its architecture and representation of Knoxville's position as a regional wholesale center in the late 19th and early 20th centuries.

STAFF RECOMMENDATION:

▶ **APPROVE C-2/H-1 (Central Business/Historical Overlay).
APPROVE Design Guidelines.**

C-2/H-1 zoning is compatible with the surrounding development and zoning pattern and is consistent with the sector plan proposal for this site. H-1 designation will require approval by the Knoxville Historic Zoning Commission.

COMMENTS:

This site located in the Old City retail area located in the northeastern portion of the Knoxville Central Business District, which is zoned C-2, C-3 and I-3. The applicant is proposing to convert a portion of the old JFG Coffee distribution center into a retail/residential condominium development. The building is currently listed on the National Register of Historic Places. A retail/condominium development is permitted under the C-2 zoning district as long as residential units are located on the second floor or above and the ground floor is reserved for retail or office uses. The Knoxville Historic Zoning Commission will consider this proposal at their meeting on December 21, 2006.

NEED AND JUSTIFICATION FOR THE PROPOSAL

1. The recommended C-2/H-1 zoning is compatible with the scale and intensity of the surrounding zoning pattern in this section of the Old City.
2. There is C-2/H-1 zoned property to the northeast of the site and C-2 zoned property to the south, across W. Jackson Ave.
3. C-2/H-1 zoning will allow the proposed retail/residential condominium development.
4. The proposal is consistent with the sector plan designation for the site.

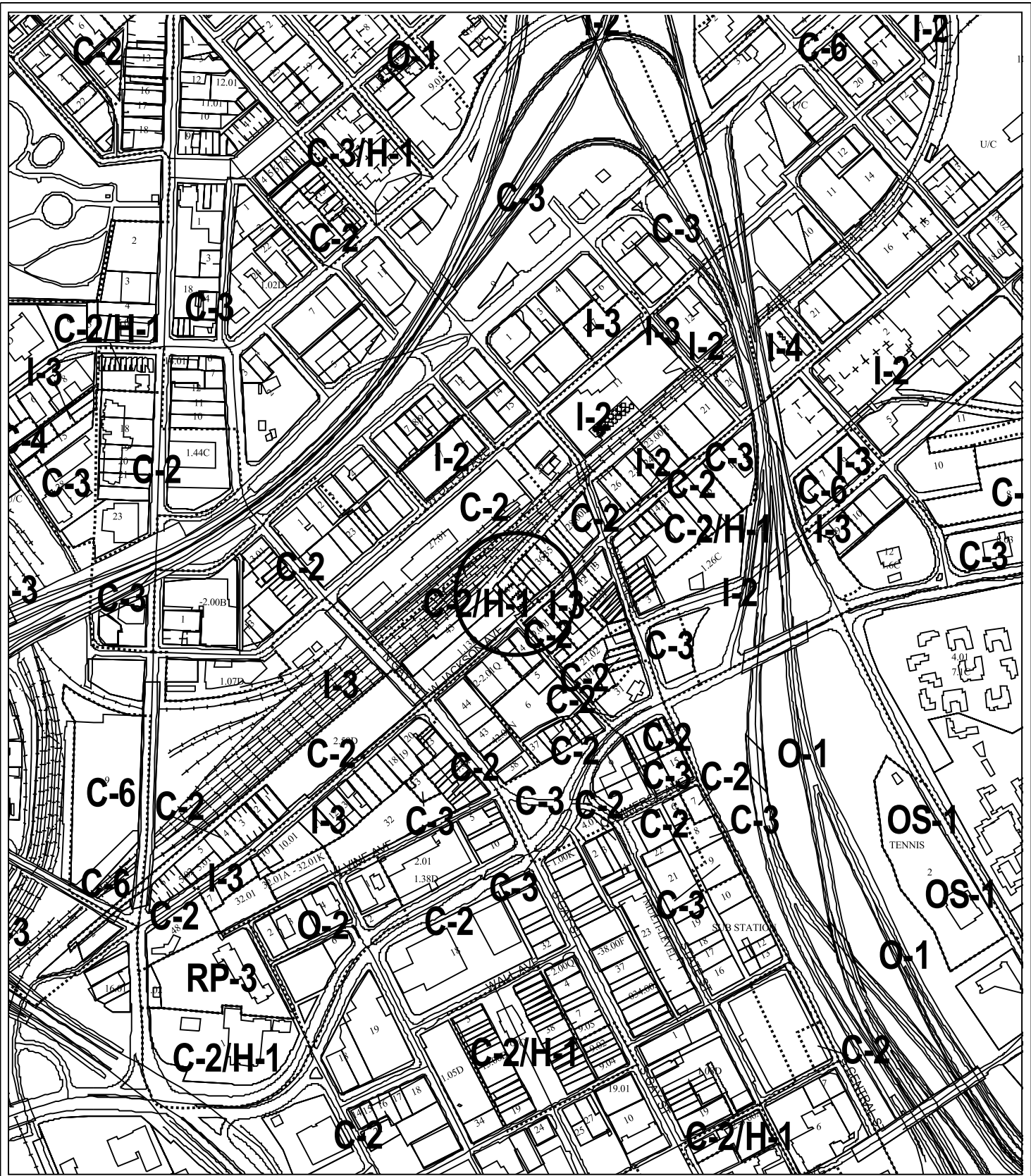
THE EFFECTS OF THE PROPOSAL

1. Public water and sewer utilities are available to serve the site.
2. The proposal will have minimal impact on schools. W. Jackson Ave. has the capacity to handle additional trips that would be generated by retail/residential development of this site.
3. The recommended C-2/H-1 zoning is compatible with surrounding development and zoning and will have a minimal impact on adjacent property.

CONFORMITY OF THE PROPOSAL TO ADOPTED PLANS

1. The Central City One Year Plan designates this area as a Mixed Use, Central Business District, General Commercial and Light Industrial.
2. The site is located in the Urban Growth Area of Knoxville on the Knoxville-Knox County-Farragut Growth Policy Plan map.
3. This request may lead to future rezoning requests in the immediate area.

If approved, this item will be forwarded to Knoxville City Council for action on 1/16/2007 and 1/30/2007. If denied, MPC's action is final, unless the action to deny is appealed to Knoxville City Council. The date of the appeal hearing will depend on when the appeal application is filed. Appellants have 15 days to appeal an MPC decision in the City.



12-N-06-RZ
REZONING



From: I-3 (General Industrial)
To: C-2 (Central Business District) / H-1 (Historical Overlay)

Original Print Date: 11/20/06 Revised:
Metropolitan Planning Commission * City / County Building * Knoxville, TN 37902

Petitioner: Testerman Construction

Map No: 94

Jurisdiction: City



DESIGNATION REPORT
129 W. JACKSON
KNOXVILLE HISTORIC ZONING COMMISSION
DECEMBER 21, 2006

Statement of Significance

The JFG Building at 129 W. Jackson is a four story building that was first recorded as occupied in 1889. In that and subsequent years, the Knoxville City Directories record a variety of tenants, beginning with the Knoxville Provision & Sugar Company. Other occupants are as follows:

1889-1890	Knoxville Provision & Sugar Company
1901	Pettway, M. H. & Bondurant & Company, provisions
1902-1904	Bondurant, H.C. & Company, sugar
1905	Ross, M. L. & Company, wholesale grocers
1906-1909	Bondurant, H. C. & Company, sugar
1910-1927	Knoxville Meat and Sugar Company
1928	Vacant
1929	Mott Southern Company, plumbing supplies
1930-1931	Horne-Wilson, Inc., wholesale plumbing supplies
1932-1934	Vacant
1935-1938	Great Atlantic Shoe Company, wholesale shoes
1939-1940	Knoxville Distributing Company, warehouse
1941-1944	Vacant
1945-1005	J. F. G. Coffee Company

The JFG Building's history is typical of other three and four story warehouses on Jackson Avenue, built after the street was finally improved, and renting to business who were drawn to the area because of the economic development engendered by rail development.

In 1853, The East Tennessee & Virginia Railroad began to construct train sheds at the corner of Gay and Depot, and by 1854, tracks were installed. In 1855, the East Tennessee & Georgia Railroad began constructing facilities to link Knoxville with area to the south. The Civil War interrupted the progress of railroad development in East Tennessee, but by 1868, repairs of the war damages had been made and the two lines had merged to form what became the Southern Railroad. The network of rail connections made Knoxville a thriving wholesale center, second only to Atlanta in the southeastU.S.

Wholesale houses located along Jackson and Gay hired drummers who met the trains, directed buyers from outlying markets to their houses, and gave birth to the light manufacturing that grew in the newly developing area north of Knoxville's downtown. An examination of its list of tenants until 1945 displays this development.

When, in 1945, JFG (J. F. Goodson) Coffee Company purchased 129 W. Jackson, they began a tenure that helped to identify the personality of this section of Knoxville. The aroma of freshly roasted coffee beans was prevalent in downtown Knoxville on most mornings, as JFG roasted the coffee beans that would be packed and sold in a wide-ranging area around Knoxville.

The architecture of the JFG Building is also typical of the warehouses that were developed along Jackson Avenue. The front elevation of the building is finely detailed and represents an amalgam of elaborate architecture and expensive materials. Detailing includes cast iron columns, some of the few remaining commercial examples that point to Knoxville's late 19th century iron industry. The sides, rear and interior of the building are more utilitarian in nature, and consist of generic and unremarkable warehouse or industrial space.

This section of Jackson Avenue is also remarkable. It remained undeveloped for several years after the completion of rail service to the area. The Southern Railroad owned the vacant land adjoining the railroad tracks, and repeatedly indicated a willingness to donate that land to the city. Owners of the land to the south of the present street were equally willing to donate land for the improved roadway. There were two businesses on the south side of the present day Jackson Avenue who remained unconvinced that they should provide a road that would change their ownership position substantially. One of those companies, Post Carriage Company, made and sold Post Farm Wagons, which were recognized as one of the best-designed farm wagons that could be found. The other, Burr & Terry, manufactured doors, blinds, windows and sashes. The City of Knoxville negotiated with both companies for many years. In 1881, The Board of Aldermen received requests from town businessmen to line Gay and Crosier (Central) with a 60' wide public street that would link the sections of Jackson located east and west of the block. The Board of Alderman continued to discuss the need to widen the road for the next seven years, but failed to authorize action until 4/28/1888. Then they approved on first reading an ordinance that would appropriate \$1,905.00 for excavating, extending and filling Jackson Avenue. The City's appropriate finally allowed the construction of Jackson Avenue between Gay and Crosier (Central).

The JFG building is significant for its architectural design and materials, for its representation of history, and a construction date clearly tied to the completion of the Jackson Avenue extension. The lengthy tenure of JFG Coffee and its contribution to the industrial and warehouse development of Jackson Avenue have led to the commonly used name of the building.

Architectural Description

The JFG Building was constructed as a Romanesque Revival patterned brick structure of two three-bay units. The building has undergone some modifications that have obscured some of its original architectural detailing, and could now be called Victorian Vernacular Commercial.

On the first floor, three bays are centered with double-leaf glazed and paneled doors; the original design of these entries is obvious but has been altered somewhat. On each side of the entries, large plate glass store windows sit atop a paneled wood bulkhead; the doors and windows are all topped by transoms. A sign board occurs above the first floor windows and doors, and at its top edge is terminated by a rusticated stone lintel that continues the full width of the building. Cast iron sills form the support for the windows and the doors. The second and third floors reflect the same bay division as occurs on the ground floor. They are defined by continuous brick pilasters highlighted with rusticated stone bands. Paired one over one windows on the second floor are topped with rusticated stone lintels. On the third floor, one over one windows are paired and are topped by arched, segmented, mullioned transoms, all of which display rusticated stone surrounds and sills. On the fourth floor, the termination of the brick piers from lower floors is marked by rusticated stone imposts from which spring patterned, arcaded brick arches with large rusticated keystones. Brick corbelled spandrels appear above the second floor windows.

The building is capped with a continuous rusticated stone stringcourse, a windows, corbelled brick and stone arcade, and a band of patterned brick topped by carved rusticated stone copings.

The west elevation of the building, which has always been exposed, contains segmentally arched windows, although some of those have been infilled with brick, and a large painted wall sign advertising JFG Coffee.

Design Guidelines

The Secretary of Interior's *Standards for Rehabilitating Historic Properties* shall govern the issuance of future Certificates of Appropriateness and are listed below.

1. Every reasonable effort shall be made to provide a compatible use for a property which requires minimal alteration of the building, structure, or site and its environment, or to use a property for its originally intended purpose.

2. The distinguishing original qualities or character of a building, structure, or site and its environmental shall not be destroyed. The removal or alteration of any historic material or distinctive architectural features should be avoided when possible.
3. All buildings, structures, and sites shall be recognized as products of their own time. Alterations that have no historical basis and which seek to create an earlier appearance shall be discouraged.
4. Changes which may have taken place in the course of time are evidence of the history and development of a building, structure, or site and its environment. These changes may have acquired significance in their own right, and this significance shall be recognized and respected.
5. Distinctive stylistic features or examples of skilled craftsmanship which characterize a building, structure, or site shall be treated with sensitivity.
6. Deteriorated architectural features shall be repaired rather than replaced, wherever possible. In the event replacement is necessary, the new materials should match the material being replaced in composition, design, color, texture, and other visual qualities. Repair or replacement of missing architectural features should be based on accurate duplications of features, substantiated by historic, physical, or pictorial evidence rather than on conjectural designs or the availability of different architectural elements from other buildings or structures.
7. The surface cleaning of structures shall be undertaken with the gentlest means possible. Sandblasting and other cleaning methods that will damage the historic building materials shall not be undertaken.
8. Every reasonable effort shall be made to protect and preserve archeological resources affected by, or adjacent to any project.
9. Contemporary design for alterations and additions to existing properties shall not be discouraged when such alterations and additions do not destroy significant historical, architectural or cultural materials, and such design is compatible with the size, scale, color, materials, and character of the property, neighborhood or environment.

10. Wherever possible, new additions or alterations to structures shall be done in such a manner that if such additions or alterations were to be removed in the future, the essential form and integrity of the structure would be unimpaired.