

▶ **FILE #:** 11-C-08-RZ

AGENDA ITEM #: 64

AGENDA DATE: 11/13/2008

▶ **APPLICANT:** JOHN THOMAS

OWNER(S):

TAX ID NUMBER: 109 A J 001-004, 007-019, 109AH008, 016, 017 & 019, 109AG001-002, 028-043 (MAP ON FILE)

JURISDICTION: City Council District 1

▶ **LOCATION:** East and west sides of Sherrod Rd from intersection with Millers Ave, and south and east to 2676 Sherrod,

▶ **APPX. SIZE OF TRACT:** 13 acres

SECTOR PLAN: South City

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

ACCESSIBILITY: Access is via Sherrod Rd., a two lane, local street with 15' to 18' of pavement within a 40 right-of-way.

UTILITIES: Water Source: KUB

Sewer Source: KUB

WATERSHED: Tennessee River

▶ **PRESENT ZONING:** R-1 (Low Density Residential); R-1A (Low Density Residential); R-2 (Ge

▶ **ZONING REQUESTED:** R-1/NC-1 (Neighborhood Conservation Overlay); R-1A/NC-1 (Neighborhood Conservation Overlay), & R-2 /NC-1 and Design Guidelines

▶ **EXISTING LAND USE:** Residential and vacant land

▶ **PROPOSED USE:** Same as existing

EXTENSION OF ZONE: No

HISTORY OF ZONING: None noted

SURROUNDING LAND USE AND ZONING: North: Residences / R-2 Residential

South: Apartments / R-2 Residential

East: Residences / R-1 Residential

West: Vacant land / R-2 Residential

NEIGHBORHOOD CONTEXT: These properties are within an established residential neighborhood that has developed under R-1, R-1A, R-2 and R-3 zones

STAFF RECOMMENDATION:

▶ **RECOMMEND that City Council APPROVE R-1/NC-1 (Low Density Residential) / (Neighborhood Conservation Overlay) and DESIGN GUIDELINES for these properties.**

Gobbler's Knob/Sherrod Road is a distinctive area in South Knoxville, made significant by its topography and blend of architecture that ranges in age from the late 19th through the mid-20th century. Construction materials include a unique use of Permastone as wall cladding, the result of the location of Knoxville's Permastone factory directly north of the street.

COMMENTS:

Property owners and residents of Millers and Sherrod Roads have been working with MPC staff to develop

the boundaries and Design Guidelines that will apply in this Neighborhood Conservation Overlay district. The Knoxville Historic Zoning Commission reviewed and approved the designation on October 16, 2008, following a public meeting with them on October 14, 2008.

ESTIMATED TRAFFIC IMPACT: Not calculated.

ESTIMATED STUDENT YIELD: Not applicable.

If approved, this item will be forwarded to Knoxville City Council for action on 12/16/2008 and 12/30/2008. 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.

DESIGNATION REPORT AND DESIGN GUIDELINES
GOBBLERS' KNOB/SHERROD ROAD
NEIGHBORHOOD CONSERVATION OVERLAY (NC-1)
October 2, 2008

Statement of Significance

Sherrod Road is located on the eastern flank of a hill known before the Civil War as Gobblers' Knob. During the Civil War, an earthworks fort named Fort Stanley was built on the high point of that hill; fortifications stretched south and east along what is now Miller Road to connect to Fort Hill (Sevierville Hill). These two forts, along with Fort Dickerson and Fort Higley, comprised the prime defense for Knoxville against the Confederacy.

The neighborhood was not known as Sherrod Road until the 1930s. The north stretch of the road was known as Miller Road and the east side as Sherrod Avenue. In 1936, these segments were connected and the name Sherrod Avenue was given to the road. Neighborhood tradition recounts that a resident named Charles Simms promoted the name change; the Sherrod name honored the Sherrod family. Sherrod Avenue became Sherrod Road in 1939. The houses were renumbered in 1952, with subsequent renumbering since that time.

Four developments comprise Sherrod Road. The first, on the north side of the hill, was O.A. Miller's South Side Addition, platted in 1885. At that time Miller purchased ten acres from William A. and Martha E. King; this land was inherited by Martha King from her father John Jones. Miller divided his ten acres into 42 lots. Those lots were arrayed along a road that is still named Millers Avenue, and then south toward the top of the hill to the present day 2518 and 2511 Sherrod Road.

The second development began in 1909, when heirs to the Sherrod family created the Mountain View Addition to South Knoxville. B. F. Sprankle purchased a portion of the Miller subdivision and included these lots in his "Tenth Addition to Knoxville, Tennessee", dated 1926, with lots that eventually became 2300 and 2412 Sherrod Road. The final subdivision was carried out by Charles Simms, who purchased the top of the hill for his Buena Vista Addition in 1936. Fifteen houses remain from the Miller development, three from the Simms development and five from the Sherrod subdivision.

Properties included in this designation are located along Miller Avenue and Sherrod Road. The homes still existing are noted below, together with several vacant lots that did contain homes. There are additional vacant lots that show on the City Ward Maps and could be buildable, but that are not noted in this list.

224 Miller Avenue (c.1923)
600 Miller Avenue (c.1911)
2204 Sherrod Avenue (1908) former known as 604 Miller
2205 Sherrod Road (c.1916) formerly 603/605 Miller

2209 Sherrod Road (c.1916) formerly 607 Miller
2217 Sherrod Road (c.1933)
2221 Sherrod Road (c.1938) formerly 613 Miller Road
2225 Sherrod Road – vacant lot
2300 Sherrod Road (c.1953) (could have been moved from 2500 but would date from the date it was moved to this lot)
2313 Sherrod Road – vacant lot

Charles Simms constructed the next five houses at the end of World War II. Concrete block construction with Permastone exteriors supplied by Permastone of East Tennessee, located in 504 Miller begun in 1948-49 and owned by J. D. Bullock. Houses probably covered in Permastone in the early 1950s include

2404 Sherrod Road (1945)
2405 Sherrod Road (1946)
2411 Sherrod Road (1951) Constructed to be faced with Permastone
2412 Sherrod Road (1945)
2416 Sherrod Road (1945)

2511 Sherrod Road (1940) – plans provided by D. M. Rose and Company which provided the materials and supervised the construction – built for the Williams sisters and sold to them in 1944; they lived in the house until 1980.

2518 Sherrod Road (c.1910; 1938) formerly 990 Miller, but in 1939 became 2564 Sherrod Road and in 1953 became 2518.

The next properties were part of the Mountain View Addition to South Knoxville

2653 Sherrod Road (c.1941)
2661 Sherrod Road (1944) formerly 2621 Sherrod Road
2666 Sherrod Road (c.1927) formerly (in 1936) 2604, later 2620)
2673 Sherrod Road (c.1941)
2676 Sherrod Road (c.1953)

2604 Sherrod Road (c.1940)
2611 Sherrod Road (c.1941) formerly 1609
2648 Sherrod Road (c.1940) – rumored that foundation was built of marble blocks rejected for use in the construction of the National Gallery of Art in Washington D.C.

Purpose of Designation

Gobbler's Knob/Sherrod Road combines a unique topography, mature trees and architecture to form a small, distinctive section in South Knoxville. The buildings located in the proposed district comprise a variety of styles dating from the early to mid twentieth century. The combination of building forms and their setting lends interest to the neighborhood. Sherrod Road is narrow and curvilinear, and the topography dictates the placement of the buildings, so that lot sizes and setbacks do not conform to current subdivision requirements. Without the unique setting and the mature trees, much of the character of the neighborhood would be erased. It is this unique setting that forms the basis for the design guidelines for the Gobblers' Knob/Sherrod Road Neighborhood Conservation Overlay.

The purpose of the Neighborhood Conservation Overlay (NC-1) for the Gobbler's Knob/Sherrod Road neighborhood is to maintain the setting of the area, minimizing changes to the neighborhood, its architectural heritage and its setting.

Process and Requirements of Designation

The Neighborhood Conservation Overlay and the accompanying design guidelines do not regulate how a designated property may be used; regulation of use is a function of the *Knoxville Zoning Ordinance*. The guidelines are also limited in their application, applying only to 1) the addition of space to an existing building, 2) the construction of new buildings, or 3) the demolition of existing buildings.

The Knoxville Historic Zoning Commission, at the request of many Sherrod and Millers Road residents, met with them to discuss the process for designation, and the provisions that would be included in design guidelines adopted through the Neighborhood Conservation Overlay. With participation from the residents, design guidelines were drafted that summarized the provisions needed to protect the architecture and setting of the neighborhood. The owners were then asked to sign a petition (Exhibit A) indicating their support or opposition for the designation. Nearly ninety percent (90%) of the property owners on Sherrod and Millers Roads indicated support for the project. Application was made for the zoning change that would add the overlay to the district, certified mailings and notices were sent to the property owners, and the Knoxville Historic Zoning Commission held a public hearing limited to discussing the nomination, and then voted to recommend the district boundaries and design guidelines contained in this report.

When property owners plan to make an addition to existing buildings, construct new buildings or demolish all or part of existing buildings, they must apply to the Knoxville Historic Zoning Commission for a Certificate of Appropriateness. No building permits can be issued for property in designated areas unless the application is accompanied by a Certificate of Appropriateness. To obtain a Certificate of Appropriateness, the property owner should first contact the Knoxville Historic Zoning Commission staff. Staff will review the application and may issue a Certificate of Appropriateness, or may refer the

application to the Knoxville Historic Zoning Commission. In the case of new construction of primary buildings or demolition of all or part of a contributing building, the review of the Knoxville Historic Zoning Commission is required.

The Gobbler's Knob/Sherrod Road neighborhood will be asked to appoint a contact person who is available to consult with the Historic Zoning Commission on applications for properties included in the district. The responsibility of the contact person is 1) to provide information about the district to the Historic Zoning Commission, and 2) to offer neighborhood opinions about applications for Certificates of Appropriateness.

Design Guidelines

A. New Development and Additions:

1. New houses on vacant lots shall be located no closer to Sherrod or Millers Road than the houses or accessory buildings on either side of the proposed new construction.
2. The recommended location for additions is to the side or rear of existing buildings. Additions to the front of houses are not encouraged, but may be allowed provided they do not extend more than 15 feet or cover more than one-fourth of the front façade.
3. Newly constructed attached garages should be built at least halfway back of the front façade of the house if they are built on side elevations.
4. New homes on the lots fronting Sherrod or Millers Road should be sited with the front façade facing the street, and with formal entrances that face the street.
5. New homes on corner lots of streets intersecting with Sherrod Road may choose to have formal entrances that face the intersecting street.
6. If a subdivision of the existing lots on Sherrod or Millers Road is planned, combined parcels for new construction should not include more than two of the lots established in the City Ward map for Ward 26, illustrated in this document (Exhibit B), as existed in 2008.
7. The height of any new construction on Sherrod or Millers Road should not exceed two stories at the lowest elevation of the new construction (excluding attic space).
8. Any future construction should set back from Sherrod or Millers Road at least 15 feet.
9. Maximum lot coverage shall be no more than 30% for primary and accessory buildings.
10. The width of any newly constructed primary building shall be no less than 20 feet.
11. Newly constructed accessory buildings shall contain no more than 650 sq. ft.
12. Accessory buildings shall not be taller than 25' or two stories from the lowest elevation at their proposed location.
13. Window and door openings on the front elevation of any building shall comprise at least 15% of the front elevation.

14. Balconies, porches, bay windows and other projections are encouraged and may be allowed in the building setback.
15. Roofs on new buildings should have a minimum roof pitch of 6/12, and should vary their design by the use of telescoping or offset gables, dormers, or using hip and gable or cross-gable configurations.
16. Flat roofed additions are new construction can be acceptable, provided the flat roof is consistent with the architecture of the period of the addition; parapet walls should be considered to provide screening for flat roofs.
17. Houses with the same front façade cannot be repeated within five adjacent lots of each other, including lots across a street, and must be varied by greater detail than a mirror image of other buildings on adjacent lots.

B. Site Development

1. Cyclone fences are allowed only behind the rear elevation of the primary structure.
2. Sixty-five percent of any uncovered pavement area must be a porous pavement.
3. Privacy fences and walls should not be located in the front yards of houses.
4. Provision should be made for installing at least one native tree which is ornamental (dogwoods and redbuds are examples) or will reach an excess of 50' at maturity (oaks and maples are examples).
5. Foundation planting should be provided for new construction.

C. Building Materials

1. Building materials for new construction should not include vinyl or aluminum siding, concrete blocks or exterior plywood on elevations that are visible from Sherrod Road.

Description of Properties

2676 Sherrod Road – Ranch. (1953) One story frame with shingled exterior. Cross gable roof with asphalt shingle roof covering. Exterior end corbelled brick chimney. Two over two horizontal paned windows, with narrower windows flanking picture window on front elevation.. Porte cochere on side elevation. One bay stoop with metal canopy roof at intersection of front and side gables. Concrete block foundation. Irregular plan. (C)

2673 Sherrod Road – Ranch. (1941) One story frame with asbestos shingle roof covering. Exterior front stone chimney. Two over two horizontal paned windows. Cross gable roof with asphalt shingle roof covering. Brick foundation with raised basement portion at rear. Elevated rear deck. Irregular plan. (C)

2666 Sherrod Road – Craftsman. (c.1927) One story frame with Permastone and lap siding wall covering. Side gable roof with large shed dormer, exposed rafters, asphalt shingle covering. Paired casement windows. Recessed one-half front porch. Concrete foundation. Rectangular plan. (NOTE: Description is of rear elevation, which faces Sherrod Road.) (C)

2661 Sherrod Road – Ranch. (1944) One story frame with artificial siding wall covering. Cross gable roof with asphalt shingle roof covering. New replacement one over one windows with pane separation. One story stoop with metal awning covering set into intersection of front and side gabled portion of house. Concrete block foundation with raised basement and one car garage at rear. Exterior side brick chimney. Irregular floor plan. (C)

2653 Sherrod Road – Ranch. (c.1941) One story frame with brick veneer wall covering. Cross gable roof with louvered circular vent in front gable, asphalt shingle roof covering. Interior offcenter brick chimney. Unroofed stoop at front entry. Double hung eight over eight windows. Brick foundation. Irregular plan. (C)

2648 Sherrod Road – English Cottage Revival. (c.1940) One and one-half story frame with irregular coursed stone wall cladding on first story and lap siding on gable ends. Six over six double hung windows. Side gable roof with side gable extension, three evenly spaced gabled front dormers, and shed roofed extended front porch. Massive stone fireplace, interior center. Square wood posts on front porch. Foundation of marble blocks. (C)

2611 Sherrod Road – Ranch. (c.1941) One story frame with stone front gable section and brick veneer wall cladding. Asphalt shingle roof covering. Four light casement windows, paired on one side of front entry and tripled on other, and single flanking picture window on projecting front section. One bay recessed front entry with wrought iron column. Brick foundation. Irregular plan. (C)

2604 Sherrod Road – English Cottage Revival. (c.1940) One story stone veneer frame construction with side gable roof with terra cotta pantile roof covering. Six over six

double hung windows. Stone foundation with raised basement and side entry. Unroofed front central stoop with gablet and sawn wood brackets. Interior offset stone chimney. Added side porch with siding cladding under hipped roof extension. (C)

2518 Sherrod Road – Minimal Traditional. (c. 1940) One story frame with brick veneer wall covering. Side gable roof with asphalt shingle roof covering and shed and gable extension covering two thirds front porch supported by round wood columns with Doric capitals. One story gabled side porch with round wood columns with Doric capitals. Eight over eight double hung windows. Sidelights at front entry. Brick foundation. Irregular plan. (C)

2511 Sherrod Road – Minimal Traditional. (1940) One story frame with brick veneer wall covering. Brick foundation with raised basement housing front facing garage. Cross gable roof with terra cotta pantile roof covering, wood louvered attic vent in front gable. Extended gabled one bay central front entry with round wood columns. Six over one double hung windows with four over four double hung windows flanking front picture window. Brick foundation. Irregular plan. (C)

2416 Sherrod Road – Minimal Traditional. (1945) One story block with Permastone wall covering on raised basement. One over one windows. Gable roof with asphalt shingle roof covering. One bay gable roofed front porch with lattice enclosure. Gable roof raised side porch with square wood posts and Permastone covered balustrade. Block foundation. Rectangular floor plan. (C)

2412 Sherrod Road - Minimal Traditional. (1945) One story block with Permastone wall covering on raised basement. One over one windows. Gable roof with asphalt shingle roof covering. One bay gable roofed front porch with lattice enclosure. Gable roof raised side porch with square wood posts and Permastone covered balustrade. Block foundation. Rectangular floor plan. (C)

2411 Sherrod Road – Ranch. (1951) Two story block with Permastone wall covering and lower two story section with two ground level garages. House is designed to accommodate closing lot. Hip roof on each section with asphalt shingle roof covering. Four light paired casement windows, some with sidelights and transom. Picture window with sidelights on front elevation on front elevation. Entry stoop, unroofed, on side elevation. Block foundation. Irregular plan. (C)

2405 Sherrod Road – Craftsman. (1946) One story block with Permastone wall covering on raised basement housing three garages. Telescoping front gable roof with asphalt shingle roof covering. One bay gable roofed centered front porch with square wood posts on Permastone covered balustrade. Replacement one light casement windows. Wrought iron planter boxes on side elevation under windows. Block foundation. Rectangular floor plan. (C)

2404 Sherrod Road – Craftsman. (1945) One story block with Permastone wall covering. Front gable roof with porch under side gable, slate shingle roof covering.

Interior side brick chimney. One bay gable roofed front porch with lattice enclosure. One over one replacement windows. Gable roofed side porch with square wood posts on Permastone covered balcony. Block foundation. Irregular plan. (C)

2300 Sherrod Road – Minimal Traditional. (c.1953) One story frame with weatherboard wall covering. Side gable roof with asphalt shingle roof covering. One bay gable roofed front stoop. Six over six double hung windows. Brick foundation. Rectangular plan. (C)

2221 Sherrod Road – Queen Anne Cottage. (c.1938) One story frame with weatherboard wall covering. Cross gable roof with asphalt shingle roof covering. Two over two double hung windows. Raised stuccoed foundation. One story one bay front porch with stuccoed buttresses at steps, sawn wood porch railing, chamfered wood columns with sawn wood brackets. Diamond shaped sawn wood attic vent. Brick interior offset chimney. Irregular plan. (C)

Arched entrance brick garage sunk into hillside at street level. (C)

2217 Sherrod Road – Craftsman. (c.1933) One story frame with asbestos shingle wall covering. Front gable roof with asphalt shingle roof covering, elbow brackets and double wood louvered attic vent on front elevation. One story two-thirds front porch with shed roof with rafter tails, sawn wood balustrade and square posts. Two over two double hung windows. One interior offset brick chimney and one interior offset brick vent. Brick foundation. Rectangular plan. (C)

Arched entrance brick garage sunk into hillside at street level. (C)

2209 Sherrod Road – Minimal Traditional. (c.1916) One story frame with artificial siding wall covering. One over one replacement windows. Hipped roof with lower cross gables and asphalt shingle covering. One story one bay hipped roof from and side porch with square wood posts. Brick foundation. Irregular plan. (C)

Arched entrance brick garage sunk into hillside at street level. (C)

2205 Sherrod Road – Dutch Colonial Revival. (c.1916) One and one half story frame with artificial siding wall covering. Front gable roof with jerkin head gable, asphalt shingle roof covering. One over one double hung windows, tripled on second floor. On story two-thirds front porch with square wood posts, sawn wood railing and iron stairs on side. Concrete block foundation. Rectangular plan. (C)

2204 Sherrod Road – Bungalow. (c.1908) Two story block with Permastone wall covering. Cross gable roof with telescoping gables on front elevation, asphalt shingle roof covering. Interior offcenter Permastone covered chimney. One over one double hung windows. One story one bay front stoop with gable roof covering. Balcony on side under telescoping gable. Irregular plan. Block foundation. (C)

600 Millers Avenue – Folk Victorian. (c.1911) One story frame with weatherboard wall covering. Raised basement. Hip roof with asphalt shingle roof covering. Full front porch with lattice underpinning, square wood posts and patterned sawn wood railing. One over one double hung windows. Brick pier foundation. Rectangular plan. (C)

224 Millers Avenue – Craftsman. (c.1923) One story frame with weatherboard wall covering. Raised brick foundation with garage with overhead door. Side gable roof with asphalt shingle roof covering, shed roofed front dormer. Six over six double hung windows. One story, one-half front porch with splayed wood columns. Brick foundation. Rectangular plan. (C)

EXHIBIT A

PETITION FOR NEIGHBORHOOD CONSERVATION OVERLAY ZONING (NC-1)
SHERROD ROAD NEIGHBORHOOD

I am a resident or property owner in the Sherrod Road neighborhood. I understand that the neighborhood association is considering requesting a neighborhood conservation overlay designation for part of the neighborhood. Designation will mean the adoption of design guidelines to protect the exterior of the buildings, and will mean that building permits to add or delete space from existing building, or construct new buildings, must be reviewed by the Knoxville Historic Zoning Commission. I support the designation of Sherrod Road as neighborhood conservation overlay (NC-1) district.

Name	Address	Owner	or Tenant
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