

► **FILE #:** 2-D-14-RZ

AGENDA ITEM #: 31

AGENDA DATE: 2/13/2014

► **APPLICANT:** KNOX COUNTY GOVERNMENT

OWNER(S): Ben Scharbel Knox County Purchasing

TAX ID NUMBER: 94 D H 005

JURISDICTION: City Council District 4

STREET ADDRESS: 101 E Fifth Ave

► **LOCATION:** **Northeast side N. Central St., northwest side E. Fifth Ave., southwest side Lamar St., southeast side E. Fourth Ave.**

► **APPX. SIZE OF TRACT:** 1.9 acres

SECTOR PLAN: Central City

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

ACCESSIBILITY: Access is via E. Fifth Ave., a major arterial street with 48' of pavement width within 75' of right-of-way; N. Central St., a minor arterial street with 40' of pavement width within 60' of right-of-way; Lamar St., a local street with 34' of pavement width within 50' of right-of-way; or E. Fourth Ave., a local street with 40' of pavement width within 60' of right-of-way.

UTILITIES: Water Source: Knoxville Utilities Board

Sewer Source: Knoxville Utilities Board

WATERSHED: First Creek and Second Creek

► **PRESENT ZONING:** C-3 (General Commercial) / H-1 (Historic Overlay)

► **ZONING REQUESTED:** C-2 (Central Business District) / H-1 (Historic Overlay)

► **EXISTING LAND USE:** Vacant school

► **PROPOSED USE:** Independent living for persons over 62 (100 units proposed)

EXTENSION OF ZONE: Not an extension of C-2, but there are other C-2 zoned properties nearby.

HISTORY OF ZONING: None noted

SURROUNDING LAND USE AND ZONING: North: E. Fourth Ave. - Residences and business / C-3 (General Commercial)

South: E. Fifth Ave. - Commercial building / C-3 (General Commercial)

East: Lamar St. - Residences and business / C-3 (General Commercial)

West: N. Central St. - Residences and business / C-3 (General Commercial)

NEIGHBORHOOD CONTEXT: The old Knoxville High School is located on the subject property. Residential, commercial and office uses are in the surrounding area, zoned C-2, C-3 and O-1.

STAFF RECOMMENDATION:

► **RECOMMEND that City Council APPROVE C-2 (Central Business) / H-1 (Historical Overlay) zoning.**

C-2 zoning for the subject property will allow redevelopment of the building for mixed uses, including residential, as proposed by the Broadway-Central-Emory Place Small Area Plan. The proposal is similar to previously approved tracts of C-2 zoning in the area that were previously zoned C-3.

COMMENTS:

REZONING REQUIREMENTS FROM ZONING ORDINANCES (must meet all of these):

THE PROPOSED AMENDMENT SHALL BE NECESSARY BECAUSE OF SUBSTANTIALLY CHANGED OR CHANGING CONDITIONS IN THE AREA AND DISTRICTS AFFECTED, OR IN THE CITY/COUNTY GENERALLY:

1. C-2 zoning for the subject property will allow redevelopment of the building for mixed uses, including residential, as proposed by the sector plan, as amended by the Broadway-Central-Emory Place Small Area Plan.
2. The proposal is similar to previously approved tracts of C-2 zoning in the area that were previously zoned C - 3.
3. The site is located within the Downtown North area of the Broadway-Central-Emory Place Small Area Plan, which specifically lists C-2 as a recommended zone for mixed use development.

THE PROPOSED AMENDMENT SHALL BE CONSISTENT WITH THE INTENT AND PURPOSE OF THE APPLICABLE ZONING ORDINANCE:

1. The C-2 zoning district, with complementary office, medical, civic, residential and historical areas, forms the metropolitan center for commercial, financial, professional, governmental and cultural activities. The intent is to protect and improve the central business district for the performance of its primary functions. In addition, uses are discouraged which do not require a central location or would create friction in the performance of functions that should be centralized.
2. Based on the above general intent, this area is appropriate for C-2 zoning.
3. The H-1 zoning overlay will remain in place. New construction on the exterior of the building will be subject to review by the Knoxville Historic Zoning Commission. The designation report associated with the site's H-1 overlay is attached.

THE PROPOSED AMENDMENT SHALL NOT ADVERSELY AFFECT ANY OTHER PART OF THE COUNTY, NOR SHALL ANY DIRECT OR INDIRECT ADVERSE EFFECTS RESULT FROM SUCH AMENDMENT:

1. The proposal is compatible with the surrounding land uses and zoning pattern.
2. The proposal will not create any direct or indirect adverse effects in the surrounding area or any other part of the County.
3. According to the rezoning application, the applicant intends to redevelop the old Knoxville High School building into an independent living facility for persons over the age of 62. This use would not be permitted in the current C-3 zone, but is a permitted use in the requested C-2 zoning district.
4. Because of the H-1 (Historical Overlay) on the property, the Knoxville Historic Zoning Commission will be required to review and proposed changes to the exterior of the building.

THE PROPOSED AMENDMENT SHALL BE CONSISTENT WITH AND NOT IN CONFLICT WITH THE GENERAL PLAN OF KNOXVILLE AND KNOX COUNTY, INCLUDING ANY OF ITS ELEMENTS, MAJOR ROAD PLAN, LAND USE PLAN, COMMUNITY FACILITIES PLAN, AND OTHERS:

1. The Central City Sector Plan, as amended by the Broadway-Central-Emory Place Small Area Plan, proposes mixed uses for the site as part of the Downtown North district, consistent with the proposed C-2 zoning. The plan specifically lists C-2 as a recommended zone for mixed use development within this designated area. The section of the plan that addresses this area is attached to this report.
2. The City of Knoxville One Year Plan also proposes the same mixed uses as the sector plan, consistent with the proposed C-2 zoning.
3. The site is located within the City Limits of Knoxville on the Knoxville-Knox County-Farragut Growth Policy Plan map.
4. This proposal does not present any apparent conflicts with any other adopted plans.

ESTIMATED TRAFFIC IMPACT: Not required.

ESTIMATED STUDENT YIELD: Not applicable.

If approved, this item will be forwarded to Knoxville City Council for action on 3/4/2014 and 3/18/2014. 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.



**2-D-14-RZ
REZONING**

From: C-3 (General Commercial) / H-1 (Historic Overlay)

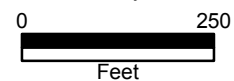
To: C-2 (Central Business District) / H-1 (Historic Overlay)



Petitioner: Knox County Government

Map No: 94

Jurisdiction: City



Original Print Date: 1/23/2014
 Metropolitan Planning Commission * City / County Building * Knoxville, TN 37902

Revised:

- Use the area for a skate park. Setting up a skate park brings life and activity, as well as small businesses to an area and helps reduce crime. While the City and County are collaborating to develop a skate park in Tyson Park, this area is another ideal spot since the popularity of skate boarding continues to grow.
- Consider other kinds of public recreational facilities, a basketball court for example, or a rock climbing wall, that could be used at night with sufficient lighting. Such spaces could also address needs of downtown residents who need access to recreational space.
- Use the area as a cultural open space, where artists can show their work. It could be mural paintings, which would bring colors and design quality, or sculptures.



Painting is an inexpensive way to improve underpasses

- Repair shops and fleet storage for City, County or other agencies
- An open air market, such as a farmers market or a flea market.
- Some possibilities can work together: a green space can be a cultural space at the same time, and a sport park can be used once or twice a week for a market for example.

Environmental Improvements

During the 20th century, several businesses located in the study area that had the potential to cause environmental degradation. These include several former service stations,

where underground gasoline tanks may still be in place or where soils may have become contaminated. One example is the property at the corner of 5th Avenue and Gay Street. That site is being proposed for church parking because it currently has old underground tanks and cannot be used as a building site. The expense of rehabilitating such properties can be considerable. However, these sites should be restored for development to foster the viability of the area.

The City, KCDC and the Development Corporation, through their respective redevelopment programs, should work with the Environmental Protection Agency and respective state agencies to clean up former gas stations and related sites, enabling redevelopment of all property in the study area.







Summary of Proposed Land Use Plan Changes

1. Extend the downtown to a wider area around Emory Place, by rezoning to C-2 or a similar mixed-use district. This area should be considered “Downtown North.” Allow vertical mixed-use buildings on the south side of Fifth Avenue, targeting this area for redevelopment. The blocks between Fifth Avenue and I-40 can have a greater building height to protect the mixed-use district from the noise and view of the Interstate. Structured parking or office buildings would be appropriate.
2. Rezone south side of Luttrell Street between Third and Fourth avenues to residential (R-1 A).
3. Central Corridor should be rezoned from C-3 to a mixed-use district that includes offices, residential or retail.
4. Replace C-3 zoned area between Cullen Place and Silver Place with Mixed Use (Medium Density Residential or Office). Recommended zoning: RP-1, R-4 or a new urban small lot district and H-1.
5. Rezone land around Guy B. Love Towers to medium-density residential.
6. H-1 overlay should be considered in the following locations:
 - The southern portion of Old North Knoxville
 - Greater Emory Place, including the Central-Broadway intersection
 - Buildings on Broadway, on the edge of Fourth and Gill
 - Buildings on Central between Anderson and Oklahoma avenues (Happy Hollow)

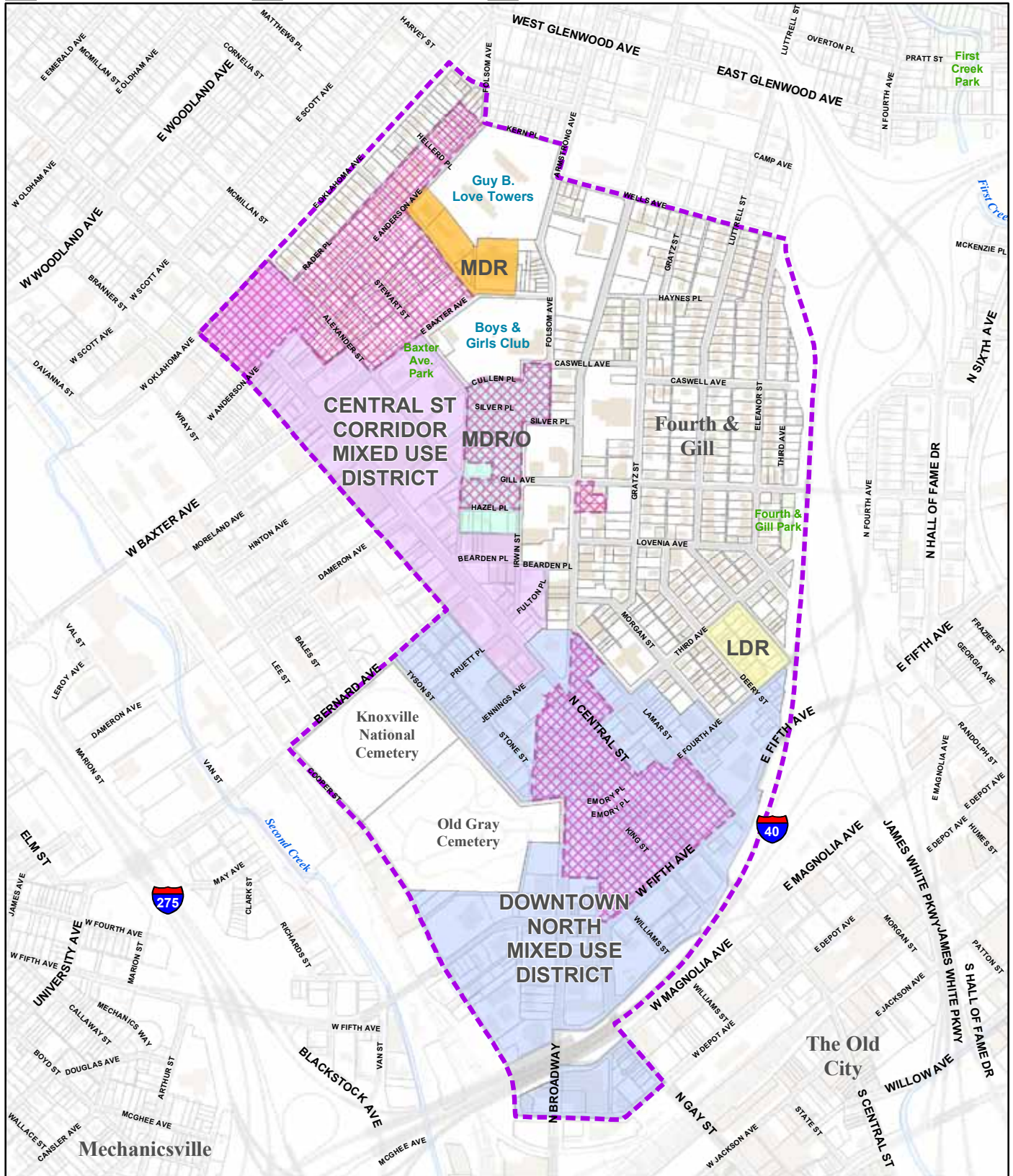
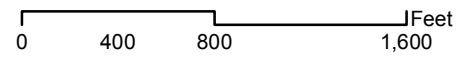
Broadway-Central Emory Place Study

MAP 8: Land Use Plan & Historic Zoning Overlay Proposals

Legend

-  Proposed H-1 Overlay
-  Downtown North Mixed Use District
-  Medium Density Residential
-  Central St Corridor Mixed Use District
-  Medium Density Residential/Office
-  Low Density Residential

1 inch equals 800 feet



DESIGNATION REPORT
KNOXVILLE HIGH SCHOOL - 101 EAST FIFTH AVENUE

Knoxville High School is eligible for designation under H-1 Historic Overlay zoning for the following reasons:

1. It represents the work of a notable architectural group in Knoxville, Baumann and Baumann;
2. Its history symbolizes the growth of the education system in Knoxville;
3. It symbolizes the progression of Knoxville's physical growth and development, and the importance of Knoxville's schools in the social evolution of the community; and
4. Its architecture is one of the best examples of the Neoclassical style in public buildings in the city and county.

History

Knoxville High School was built in 1909-1910, with additions made in 1914 and 1920. It is Neoclassical with a Beaux Arts influence. The imposing building was designed by Albert Baumann, Sr., who founded the architectural firm of Baumann and Baumann with his brother Joseph in 1891. The firm is known for its use of red brick trimmed with limestone, and Knoxville High School is a noteworthy example of that use of materials. Albert Baumann was trained in his brother Joseph's office, where he was a full partner by 1887. He practiced independently from 1913 to 1921, and probably designed the additions to the building during that time.

Knoxville High School was known as the outstanding improvement to the Knoxville School System in the early 1900's. Knoxville's first citywide school, it served an initial enrollment of 646. It had a curriculum that included sewing, cooking, manual training and business classes in addition to academic classes. It included grades eight through eleven. It was Knoxville's only high school for many years. The additions made in 1914 and 1920 more than doubled its size and by 1923, its enrollment was 2,030 students. Many of its facilities were also used by the community at large, with its auditorium serving as a community theater and other school spaces being used as community spaces.

One visible reminder of the community spirit served by Knoxville High School is the location of the "Doughboy Statue" on its front lawn. The statue was erected by the 117th Infantry, 59th Brigade, 30th Division, 3rd Tennessee Infantry in memory of the Knox County soldiers who had died during World War I. It was dedicated in 1921 at ceremonies conducted by General Walter D. Tyson.

When Knoxville High School was built a trolley system served the area, and had since the 1890s. At the intersection of Emory Place and Broadway Avenue, the trolley stop provided students with easy access to the building. Emory Place was also the location of a market and several industries, while residential apartments and homes were provided in the surrounding area.

The trolley system was disbanded in 1947, at the same time that Knoxville's population was growing so large a single high school was inadequate to serve it. By 1950, new high

schools were built in the outlying sections of Knoxville. The centrally located school was closed at the end of the 1950-51 school year, when it became administrative offices for the Knoxville Board of Education. It remains in that capacity for the Knox County school system today, as well as housing adult education classes. A c.1960 fire damaged the 1920 addition, with only the space where a fire station is now located surviving intact. The remainder of the building was not harmed however, and retains its original exterior and interior detailing.

Architecture

Knoxville High School is Neoclassical in design, with a Beaux Arts influence. The south (primary) façade of the building is a two story, three bay brick building with marble quoins and a raised basement and a flat roof. Square and ocular attic vent windows also boast marble surrounds. There is a projecting metal cornice above the second story with plain square brackets and pressed metal cornice with egg and dart molding and a motif of raised circles with interior crosses. This repeat motif of circles and crosses is often found in the work of the Baumann firm. An extended central bay with two story pedimented portico emphasizes this primary elevation. The pediment is ornamented with an ocular attic window, four round Bedford limestone columns on large rectangular Bedford limestone plinths with recessed panels that are bordered with egg and dart molding. Doric capitals enhance the columns. There are also engaged square Bedford limestone pilasters on plinths with Doric capitals. A pierced stone balustrade and marble steps with extended marble abutments flanking the steps support four globe cast iron light fixtures. A metal ceiling and a floor of green and white on terra cotta encaustic tile with a Greek fret border emphasize the Neoclassical design of the building. There is a deeply recessed front entry with double doors under an entablature with Greek fret and egg and dart design metal cornice.

On the west elevation is an entablature and a boom town parapet roof. A gabled portico with engaged brick pilasters with Doric capitals and paired Bedford limestone columns with Doric capitals mark the entry, with is recessed with a metal paneled ceiling and triangular patterned sidelights. A similar entry can be found on the east elevation.

Six over six double hung windows are present throughout the building. The foundation is square cut marble, regularly coursed. A limestone belt course is also located on the building facades. The plan is irregular. The north elevation houses the entrance to the fire station.

Design Guidelines

The Secretary of Interior's *Standards for Rehabilitating Historic Buildings* will act as the guidelines for issuing Certificates of Appropriateness for any exterior changes contemplated for the house. The Standards are noted below.

1. A property shall be used for its historic purpose or be placed in a new use that requires minimal change to the defining characteristics of the building and its site and environment.

2. The historic character of a property shall be retained and preserved. The removal of historic materials or alteration of features and spaces that characterize a property shall be avoided.
3. Each property shall be recognized as a physical record to its time, place and use. Changes that create a false sense of historical development, such as adding conjectural features or architectural elements from other buildings, shall not be undertaken.
4. Most properties change over time; those changes that have acquired historic significance in their own right shall be retained and preserved.
5. Distinctive features, finishes and construction techniques or examples of craftsmanship that characterize a property shall be preserved.
6. Deteriorated historic features shall be repaired rather than replaced. Where the severity of deterioration requires replacement of a distinctive feature, the new feature shall match the old in design, color, texture, and other visual qualities and, where possible, materials. Replacement of missing features shall be substantiated by documentary, physical or pictorial evidence.
7. Chemical or physical treatments, such as sandblasting, that cause damage to historic materials, shall not be used. The surface cleaning of structures, if appropriate, shall be undertaken using the gentlest means possible.
8. Significant archeological resources affected by a project shall be protected and preserved. If such resources must be disturbed, mitigation measures should be undertaken.
9. New additions, exterior alterations, or related new construction shall not destroy historic materials that characterize the property. The new work shall be differentiated from the old and shall be compatible with the massing, size, scale, and architectural features to protect the historic integrity of the property and its environment.
10. New additions and adjacent or related new construction shall be undertaken in such a manner that if removed in the future, the essential form and integrity of the structure would be unimpaired.