



Suite 403 City County Building; 400 Main Street; Knoxville, Tennessee 37902 865 215-2500

TO: Mayor Madeline Rogero
CC: Knoxville City Council
FROM: Kaye Graybeal, AICP, MPC Historic Preservation Planner
CC: Metropolitan Planning Commissioners
Gerald Green Executive Director, Metropolitan Planning Commission
DATE: April 14, 2016
RE: Preservation 2015 Annual Report

As required by a 2002 amendment to the City Charter, please find enclosed the MPC annual report on historic preservation activities and accomplishments within the City of Knoxville for the calendar year 2015. Recommendations for Action in future years are also included.

PRESERVATION: 2015

Report to the Mayor
City of Knoxville



Presented to the Metropolitan Planning Commission
April 14, 2016

2015 Historic Zoning Commissioners

Scott Busby, AIA, Chair
Sandra Martin, Vice-Chair
Sean Bolen
Faris Eid, AIA
Lorie Matthews
Melissa McAdams
Andie Ray
Steve Cotham
Jason Woodle

Prepared by:
MPC Historic Zoning Commission staff
Kaye Graybeal, AICP



Submitted to:
Knoxville-Knox County Metropolitan Planning Commission
April 14, 2016

Knoxville-Knox County Historic Zoning Commission
April 21, 2016

Knoxville City Council
May 3, 2016

Table of Contents

Executive Summary

Historic Preservation Initiatives 1

Recommendations for Action 3

Historic Overlay Zoning District Background 4

Historic Zoning Commission Design Review 4

Adaptive Reuse Historic Properties 5

Threatened Historic Properties 12

Demolished Historic Properties 17

National Register Nomination 21

State of Historic Preservation in the City of Knoxville 2015

Executive Summary

The City's Charter, as amended in 2002, requires that an annual report on the state of historic preservation within the City of Knoxville be reviewed by the Metropolitan Planning Commission and presented to the City Mayor.

This purpose of this report is convey the current state of historic preservation efforts and activities within the city and to report wins as well as losses. The topics covered include initiatives in historic preservation, recommendations for implementation of preservation initiatives, and Historic Zoning Commission activity. The Recommendations for Action are based on input from neighborhood groups, Knox Heritage Advocacy Committee, and the Knoxville Historic Zoning Commission.

Historic Preservation Initiatives 2015-2016

City Historic Preservation Fund

To continue an initiative from last year, and as part of the 2015-16 budget, City Council approved a \$500,000 historic preservation fund proposed by the Mayor to address important historic preservation projects in need of gap funding. The City's Community Development Department administers the fund. A portion of these funds have been set aside for administrative projects such as National Register nominations. The City's review panel is in the final stages of reviewing the submittals for 2016 awards.

Demolition-by-Neglect Ordinance

Funds for demolition-by-neglect properties, addressed by an ordinance more aptly referred to as a "proactive maintenance" ordinance, continues to be funded at \$100,000. This ordinance allows the City to order repairs on endangered properties with historic designation and to utilize property liens to gain reimbursement. This tool was utilized with South Knoxville High School to stabilize and repair the roof structure. This was the first implementation of the ordinance and the administration plans to recommend continued funding. The funds have been more recently utilized to address maintenance issues on houses and other buildings within residential historic districts.

Tennessee Historical Commission Grant

The update of Knoxville's Historic Resource Inventory, awarded in late 2015, is underway as of March 2016. The Federal Historic Preservation Fund grant obtained by MPC through the Tennessee Historical Commission to. Knoxville's original historic resource survey was completed in 1986, and partially updated in 1993. Since then, many structures have become worthy of adding to the inventory due to increased age (50 years old or older), have been destroyed, or have fallen as victims of neglect. There has been no comprehensive update of the survey since 1993. The goals are to:

- 1) Update the historic inventory data base as a basis for nominating mid-20th-century suburbs to the National Register of Historic Places (NRHP); and
- 2) identify and record later historic resources constructed between the mid-1930s and 1966 (the 50-year-old year-mark for NRHP eligibility).
- 3) Digitize spatial and historic data and digital photo images for historic resources to be added to the Knoxville Geographic Information System.

Demolition Delay Ordinance Adopted and Implemented

Amendments to the Zoning Code and Building Code were presented the Knoxville City Council and adopted in May 2015 regarding review of the demolition of residential structures built before 1865 and a 60-day demolition delay for other identified properties of local and /or national historic significance.

The City's intent of the adopted amendments are (1) to encourage owners to seek alternatives to demolition of historic structures (i.e. – preservation, rehabilitation, restoration), and (2) to establish demolition-delay periods to provide an opportunity to negotiate a preservation solution.

During the past year, MPC and the City Plans Review and Inspections Department developed implementation procedures and the code has been implemented twice. The first delay at 120-122 Central Street in the Old City was for structures determined to be not historically significant and they have been demolished. The second delay is for a rare intact shotgun house on 140 W. Anderson Avenue owned by Baxter Properties LP. The 60-day delay has run out for this structure, but it has not yet been demolished.

Recommendations for Action 2016

Action items:

- Implement Historic Preservation Fund Grant from Tennessee Historical Commission (THC) to update the Historic Resource Survey
- Continue to implement proposed demolition delay ordinances for Knoxville's Historic Structure Inventory and for pre-1865 properties
- Continue to utilize "demolition-by-neglect" funds otherwise described as "proactive preservation" for residential structures within historic district neighborhoods
- Pursue expansion of the Edgewood-Park City Historic Overlay District based on National Register boundaries

Actions in progress to implement 2015 recommendations:

- **Historic Resource Survey:** Consultant Phil Thomason and Associates based in Nashville has been hired to conduct the City's Historic Resource Survey update and has begun preliminary research and survey.
- **Demolition Delay Ordinance:** During the past year, MPC and the City Plans Review and Inspections Department developed implementation procedures and the code has been applied to two structures thus far.

Historic Zoning District Overlay Background

In 1991, residents of Mechanicsville joined forces to create the city's first residential H-1 historic district overlay. Old North Knoxville followed suit in 1992. The establishment of those districts were followed shortly thereafter with those for the Fourth & Gill, Edgewood-Park City and the Market Square historic districts. Another form of overlay zoning, designed to protect historic buildings from demolition and assure new construction is compatible with the existing, is called a *Neighborhood Conservation Overlay* (NC-1) which designates the Tazewell Pike, Scenic Drive, Fort Sanders, Fairmont Park, and Gobbler's Knob/Sherrod Road districts. Individual historic properties are also afforded protection under the historic zoning overlay.

Historic Zoning Commission Design Review

The Knoxville Historic Zoning Commission and MPC staff reviewed 98 requests for a Certificate of Appropriateness (COA) over the calendar year 2015. There were a total of five COA denials.

Historic Zoning Commission Certificate of Appropriateness Reviews

<u>DISTRICT</u>	<u>COAs</u>
4 th & Gill H-1	46
Old North Knox H-1	19
Edgewood-Park City H-1	12
Individual Landmarks H-1	7
Fort Sanders NC-1	5
Market Square H-1	5
Mechanicsville H-1	3
Jackson Avenue H-1	3
Fairmont-Emoriland NC-1	2
Scenic Drive NC-1	2
Tazewell Pike NC-1	1

98 Total

Adaptive Reuse Historic Properties

Kern's Bakery Building 2100 Chapman Highway Rehabilitation in progress

David Dewhirst, Mark Heinz, Tim Zitzman, and Dixon Greenwood partnered to purchase the former Kerns Bakery building in February 2015. They anticipate rehabilitating the building to create a mixed-use property that will include restaurants, retail space, and residential. The clean-up and building preparation were mostly completed in 2015.

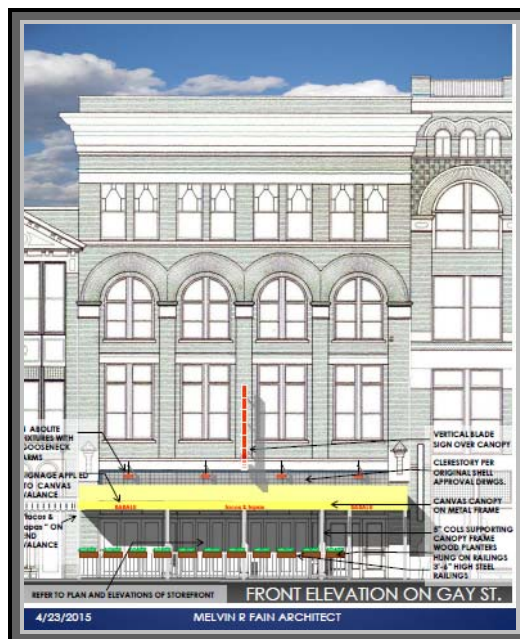
The Historic Zoning Commission approved an H-1 Overlay for the property in 2013 and exterior improvements in January 2016 that will primarily restore the original exterior appearance. The brick Art Deco building was built in 1931 as the new home for Kern's Bakery and over the years became a Knoxville landmark and a successful regional bakery business.

One of the most distinctive features of the building was the formerly moving sign that remains located on the roof of the building. Although the sign has been modified in recent years, it displays a loaf of bread in a metal form, painted to resemble the Kerns Bread packaging. As the moving sign display changed, slices of "bread" fell out of the package into a horizontal stack.



The former Kerns Bakery building front façade as seen from Chapman Highway.

Rehabilitation of the J.C. Penney building began in early 2015 by Hatcher-Hill Properties along with Dewhirst Properties. The building will house a mix of uses, including condominiums on the upper floors, a restaurant on the ground floor and something unexpected -- a bowling alley in the basement. The restaurant is a national brand and opened in November of 2105. The building was originally three addresses that are now considered one. The Central Business Improvement District Board approved a \$305,000 grant to support the rehabilitation. The estimated cost of the redevelopment is more than \$7.3 million.



The restaurant on the ground floor of the JC Penny Building opened in November 2105.

Giffin School

1834 Beech Street

Proposed Rehabilitation

Knox Heritage board members voted to purchase the 1920 former Giffin Elementary School building in March 2015 from Knox County. The Knox County Commissioners voted to approve the sale that same month. Knox Heritage closed the purchase in January 2016 and will place a preservation easement on the 60,000 square-foot building to help ensure that it is never demolished. The South Knoxville building has been listed on Knox Heritage’s Fragile 15 list.

Knox Heritage will solicit proposals for adaptive re-use of the building in May 2016 with development plans anticipated to be finalized in July 2016. It is anticipated that construction on the rehabilitation project will begin in January 2017. Although the building has been partially occupied by Remote Area Medical since 1995, the building has deteriorated. The cupola that housed the school bell has been removed and stored, but it will be required to be restored along with the entire existing building utilizing the Secretary of Interiors Standards.



Bird's-eye view of the former Giffin School building.

South High School Building

953 E. Moody Avenue

Proposed Rehabilitation

The former South High School building, constructed in 1937 and located at 953 E. Moody Avenue, was approved for City purchase by the Council on February 17, 2015. The City will solicit proposals from developers in 2016 for adaptive reuse of the building.

The previous owner had placed the winning bid in a 2008 auction for the property. But the building continued to deteriorate over the last seven years due to lack of roof repairs. The acquisition was recommended by the City’s Abandoned, Blighted and Vacant Properties Committee. The City utilized demolition-by-neglect funds to stabilize the building and placed a \$30,000 lien against the property. Back taxes and liens were deducted from the sale proceeds going to the owner.

At the urging of Vice Mayor Nick Pavlis, the City Council agreed to designate the property in May 2011 as H-1 historic zoning to protect it from demolition. Designed by legendary architect Charles Barber, has been listed on the Knox Heritage Fragile 15 list of endangered historic properties.



Proposals for re-use of South High as residential units will be solicited by the City in 2016.

The White Lily Flour manufacturing plant opened in January 2015 after a 2014 renovation for adaptive reuse as a 46-unit residential apartment building. The main building retains its industrial character, and displays elaborate corbelled brickwork along the roof cornice. It was constructed in 1885 by James Allen Smith. Besides the primary production of a variety of flours, the company also manufactured shipping barrels. White Lily flour was produced in the building until 2008. “White Lily Flats,” as it is now known, will help to further the edges of downtown’s Old City area to the north.



View of the White Lily Building from N. Central Street - façade restoration in progress.

Patrick Sullivan's Saloon 101 N. Central Street Rehabilitation in progress

The vacant corner building that once housed Sullivan's Saloon was purchased by a Boyd Entertainment, LLC in early 2013 and has been significantly renovated on the exterior. Interior renovation work continued into 2015 to recreate a restaurant and pub. A small, non-descript one-story addition that housed a favorite local pub along the Central Street side was demolished to make way for an outdoor courtyard. The 1888 Old City landmark is a turreted two-story Romanesque Revival/Queen Anne building constructed by Irish immigrant Patrick Sullivan, whose family resided there for a while. The building housed a very respectable saloon until 1907, when it was forced to close due to Prohibition.



Patrick Sullivan's Saloon prior to current renovation.

Knoxville High School Building 101 E. 5th Avenue Rehabilitation in progress

The renovation of this former school building began in 2015 and is anticipated to be near completion in 2016. Following a County request for proposals, the sale of the county-surplus Knoxville High School building was finalized October 20, 2014 to a private development corporation. The corporation plans to convert Old Knox High into a senior living facility offering 75 units. The developers will work toward attaining a level of LEED environmental certification while preserving the original character as much as possible. The school's "Doughboy" statue, which was erected in 1922 in honor of World War I veterans, is to be refurbished and be the focal point of a public park on the property. The building served as Knoxville High School from 1910 to 1951, and is listed on the National Register of Historic Places. It is also protected by a local zoning H-1 Overlay; therefore, the Historic Zoning Commission will review changes to the exterior.



Historic Knoxville High School (photo credit: Knox Heritage files)

Threatened Historic Properties

Howard House

2921 N. Broadway Street

Threatened

The Howard House, built in 1910, is an unusually elegant Craftsman house with Neo-classical elements and detailing. It was listed on Knox Heritage's "Fragile 15" list of endangered places in 2015. Currently the lot is zoned as office, which makes it vulnerable to re-development pressures. After an all-out effort by community activists and Knox Heritage during 2015 to prevent its proposed demolition, the house is again for sale. An earlier plan by Polestar development group to develop the property with a Walmart grocery store was abandoned in September 2015 after public outcry and donations from the community to help save the house. Knox Heritage will earmark the donations for preservation of the Howard House if it is again threatened with demolition. Otherwise, the funds will be retained by Knox Heritage to help save future endangered properties.



The Howard House as seen from the northeast approach of the circular driveway.

The historically black liberal arts college, founded in 1875, suspended classes for the 2015 fall semester. Enrollment has steadily declined over the decades and the school is unable to keep up loan payments and maintenance of the property. Many of the buildings are not habitable and most sit unused. The roof and part of the supporting wall on the rear of the 1876 McKee Hall Administration Building collapsed last year due to rot and moisture damage.

Knoxville College was established by the United Presbyterian Church of North America whose mission was to foster religious, moral, and educational leadership among freed men and women. Ten buildings on the campus comprise the National Register Historic District. The college was the first African-American college in East Tennessee and has provided speaking venues for prominent figures such as Frederick Douglas, Booker T. Washington, and Martin Luther King, Jr.



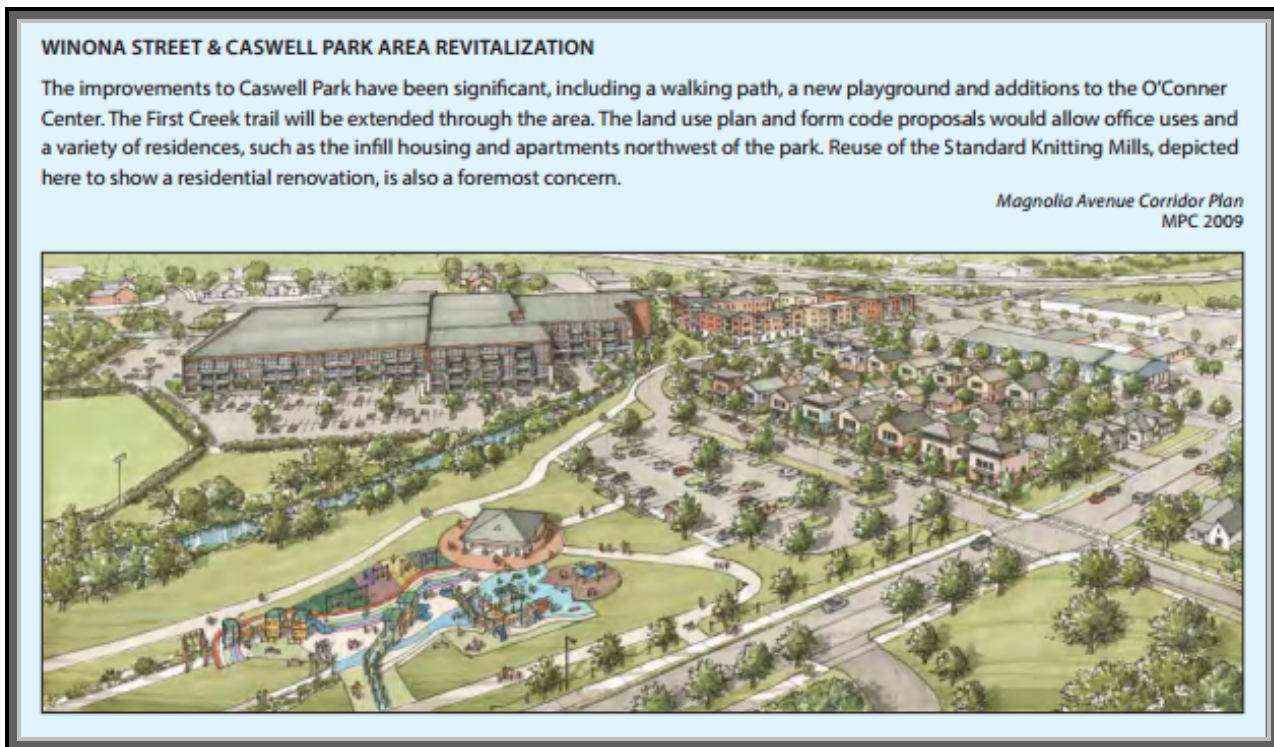
McMillan Chapel located at the entrance to the Knoxville College Campus.

In December 2014, the University of Tennessee (UT) issued a request for proposals on the mansion along with its 23-acre waterfront property. Unfortunately, the RFP period ended six months later in April 2015 with no proposals. Eugenia Williams left the mansion to UT in 1998 in memory of her father, David Hitt Williams. Williams stipulated that the 1941 mansion be used for "some educational, residential, social, cultural or business purpose as will promote an interest of the University of Tennessee." A second RFP issued in early 2015 stipulated that UT would award a lease on the mansion and property to the top proposal which required the mansion and its associated structures including a carriage house to be restored and preserved. At that point, UT was willing to enter into a lease for up to 100 years and the lessee would be allowed to build further on the property.



Williams Mansion as seen from Lyons View Pike across an expansive front lawn.

The Standard Knitting Mill building located at 1400 Washington Avenue is a 400-million-square-foot vernacular industrial building which housed an industry that employed thousands at its peak in the 1960s. This circa 1945 building is the only remaining structure associated with Standard Knitting Mill which was founded in 1900 with 50 employees. By the 1930s Standard was the largest textile and knitting mill in the city with over 4,000 employees. At one point, the Standard produced over one million garments a week and inspired titles for Knoxville as the “Underwear Capital of the World.” The earliest half of the building was destroyed in the early 1990s and the current building housed Delta Apparel until 2007. Although the building was purchased in December 2013 by a developer with plans for adaptive reuse, those plans were never implemented and the building remains vacant and deteriorating.



Excerpt from the MPC Magnolia Avenue Corridor Plan.

Pryor-Brown Parking Garage 314-322 W. Church Avenue Threatened

On June 14th, 2015 the northwest corner of the garage’s roof collapsed causing damage to the brick façade. Royal Properties, the owner, consulted a structural engineer that made recommendations to stabilize the structure; however, the damage was determined insufficient to warrant demolition of the building due to a safety hazard. At this point, Royal is looking into options for adaptive reuse.

In 2013, the Downtown Design Review Board (DDRB) had moved to deny a demolition request by the owners who cited poor condition of the building as the reason for their request. However, the City Law Department determined that state legislation did not give the DDRB that authority.

The City Council had denied through the lack of a motion the owners’ use-on-review request for the site’s use as a surface parking lot following the DDRB’s attempt to deny demolition in 2013. The owner filed a lawsuit against the City; however, as of September 2014 there were potentially viable offers from developers to purchase the garage to incorporate into a larger site development.

The garage, constructed in 1925 and 1925, is believed to be one of the oldest parking decks in the country. It is eligible to be included within The Market Street National Register Historic District.



The Pryor-Brown parking garage viewed from the corner of Market St. and Church Ave.

Demolished Historic Properties

H. E. Christenberry House

3222 Kingston Pike

Demolished

The virtually unaltered 1920s Arts and Crafts-era house with the commanding view of the river had been vacant for the last ten years. A demolition permit was approved in December 2013 given that the house was not protected by a historic zoning overlay. Although developers expressed interest in 2014 in renovating the house for an office for multi-family units built to the rear, the Sequoyah Hills Homeowners' Association registered their opposition based on concerns of increased traffic congestion and the change from single-family character. Therefore, the City Council did not approve the rezoning. Ultimately, John Chesworth purchased the property for a single-family home use, decided that the repairs costs were not reasonable, and demolished the house on May 27, 2015.



The Christenberry House at 3222 Kingston Pike was demolished on May 27, 2015.

Pickle Mansion**1633 Clinch Avenue, Fort Sanders NC-1****Demolished**

After remaining vacant for many years, a group of developers purchased the Pickle Mansion In 2013 and planned to convert the mansion to apartments. However, there were challenges both physical and financial with the restoration which followed years of neglect by former owners, and in October 2015, the Historic Zoning Commission members found themselves in the difficult position of having to approve the demolition. This loss exemplifies the unfortunate results of demolition by neglect.

One of Fort Sanders's most distinctive structures, the Queen Anne/Richardsonian-style Pickle Mansion, was constructed in 1889. It was built by George Wesley Pickle who served in the confederacy during the Civil War from 1886-1902 as Tennessee's Attorney General and Reporter of the State. A fire in 2002 left only the roofless masonry shell of the structure.



The Pickle Mansion at 1633 Clinch was approved for demolition in 2015.

1308 (Judge's House) and 1312 White Avenue Fort Sanders NC-1 Demolished

The Tennessee State Building Commission authorized the University of Tennessee (UT) in 2013 to purchase and demolish three historic Queen Anne houses in the Fort Sanders NC-1 Overlay in order to clear a site for a math/science classroom and laboratory building. In spite of protests from the community, the houses at 1308 (The Judge's House) and 1312 were each demolished in 2015; however, in February 2015, the house at 1302 Clinch was purchased and relocated by Lansden Landmarks to 1201 Clinch Avenue, as approved by the HZC,

In the 2001 Master Plan for the long-term development of the UT campus had anticipated no encroachment into the Fort Sanders residential neighborhood. However, in UT's 2011 Master Plan, the subject properties were identified as being within a potential campus expansion area. Although the houses are within the City's Neighborhood Conservation Overlay (NC-1), they were not protected by the local zoning that would have prohibited demolition since they were owned by UT which is a state entity.



1308 and 1312 White Ave. were demolished by UT in 2015 to make way for a mathematics building.

Relocated Historic Property

Three Chimneys 1302 White Avenue Fort Sanders NC-1 Relocated

In February 2015, the house known as “Three Chimneys” at 1302 White Avenue was purchased and successfully relocated by Lansden Landmarks to 1201 Clinch Avenue. The move was reviewed and approved by the Historic Zoning Commission. The site of this and two other Queen Anne houses (now demolished) was purchased for the construction of a math/science academic building. The impressive house was built in about 1896 by one of UT's first math deans, the popular professor Cooper D. Schmitt. It was the childhood home of his son, future Rhodes Scholar Bernadotte Schmitt, winner of the 1930 Pulitzer Prize for his book *The Coming of War* according to research by Jack Neely of the Mercury newspaper. A new foundation and appropriate site landscaping and grading are projects for 2016.



1302 White Avenue was relocated to 1201 Clinch Avenue in Fort Sanders NC-1 Overlay District.

National Register Nomination

Hilltop

5617 Lyon's View Pike

Nominated

Constructed between 1915 and 1916 for prominent Knoxville merchant P.J. Briscoe, the Craftsman-style house reflects the evolution of design ideology during the period, both nationally and locally, when architects and property owners struggled between the merits of classical "period" revival-style design that had proliferated in previous decades and the more modern American styles that evolved during the early twentieth century. At the local level, traditional designs dominated the country homes of the city's well-to-do as they sought relief along routes such as Lyons View Pike, away from the harshness of the city.

These residences steered away from using modern detailing in favor of the traditional architecture that had come to be synonymous with country homes as a symbol of one's place in society. In contrast, Hilltop - the only Craftsman home to be constructed along Lyons View Pike - stands as the physical representation of this ideological struggle, its Craftsman-style rivaling the classical homes constructed alongside it on Lyons View Pike.



Front façade view of the 1915 Hilltop House showing Craftsman detailing.