

**KNOXVILLE/KNOX COUNTY METROPOLITAN PLANNING COMMISSION  
 REZONING REPORT**

▶ **FILE #:** 9-L-17-RZ

**AGENDA ITEM #:** 10

**AGENDA DATE:** 9/14/2017

▶ **APPLICANT:** METROPOLITAN PLANNING COMMISSION

OWNER(S): Various owners

TAX ID NUMBER: 999 999

[View map on KGIS](#)

JURISDICTION: City Council District 6

STREET ADDRESS:

▶ **LOCATION:** E. Glenwood Ave. from I-40 to Spruce St.; Washington Ave. from the Standard Knitting Mill Complex to N. Chestnut St.; Jefferson, Woodbine, and E. Fifth Ave. and from the Standard Knitting Mill Complex to N. Cherry St.

▶ **APPX. SIZE OF TRACT:** 126.34 acres

SECTOR PLAN: Central City

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

ACCESSIBILITY:

UTILITIES: Water Source:

Sewer Source:

WATERSHED:

▶ **PRESENT ZONING:** Multiple zoning districts

▶ **ZONING REQUESTED:** Multiple zoning districts with H-1 (Historic Overlay) and Design Guidelines

▶ **EXISTING LAND USE:** Mostly detached residential along with a mix of other uses

▶ **PROPOSED USE:** No change

**DENSITY PROPOSED:** No change

EXTENSION OF ZONE:

HISTORY OF ZONING:

SURROUNDING LAND USE AND ZONING: North:

South:

East:

West:

NEIGHBORHOOD CONTEXT:

**STAFF RECOMMENDATION:**

▶ **Postpone until the October 12, 2017 MPC meeting to allow the Historic Zoning Commission to consider further updates to the design guidelines for Edgewood-Park City Historic District and to provide for the required public notification.**

ESTIMATED TRAFFIC IMPACT: Not required.

ESTIMATED STUDENT YIELD: Not applicable.

If approved, this item will be forwarded to Knoxville City Council for action on . 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 to appeal an MPC decision in the City.



# Designation Report for Edgewood-Park City Historic Zoning Overlay District and Proposed Expansion Area

8/17/2017 (Knoxville Historic Zoning Commission Review)

## STATEMENT OF SIGNIFICANCE: DEVELOPMENT HISTORY

The Edgewood-Park City area developed as one of Knoxville's early streetcar suburbs. In 1890, one streetcar line was extended north on Park Avenue (now Magnolia Avenue) to Chilhowee Park, and the other was extended north on Washington Avenue. The Edgewood Land and Improvement Company, formed by George F. Barber and Martin E. Parnalee, began to subdivide and promote lots in the Washington Avenue Addition, which stretched along Washington and Jefferson avenues east from Winona. The incorporated municipality known as "Park City" originated from these beginnings, which included the Edgewood holdings and other surrounding subdivisions that developed shortly after it was founded. The name of the historic district was derived from a combination of the names of the two earlier subdivisions – "Edgewood" and "Park City."

The boundaries of this district include much of the original Edgewood Land and Improvement Company development, and a moderate portion of Park City. Park City was incorporated in 1907 and roughly covered the area east of First Creek extending to Chilhowee Park and south of Coleman Avenue, now Glenwood Avenue, to Bethel Avenue. At the time, Park City covered two square miles and its population comprised about 7,000 citizens. W.R. Johnson was elected as the first mayor. Park City also featured services including the newly constructed Park City High School, piped water, and police and fire departments. The three longest thoroughfares in Greater Knoxville traversed the municipality: Magnolia, Washington, and Jackson avenues, each of which were eventually paved.

Park City has been annexed into Knoxville twice in its history. In 1891, the city government annexed land east of First Creek to Cherry Street and south from Jefferson Avenue to McCalla Avenue as the Tenth Ward. Two years later, when the City of Knoxville was not able to meet the area's demands for educational needs and street improvements, the Tenth Ward was removed from Knoxville's incorporated area by an act of the Tennessee General Assembly. In 1917, Knoxville annexed Park City for a second and final time. However, public improvements were not widespread in the area until the 1920s.

In the 1910s and 20s, many moved to the Edgewood-Park City area as Knoxville's central city became increasingly crowded and noisy. The architectural character of Edgewood-Park City began to evolve with an intermingling of smaller-scale, Craftsman bungalows and Queen Anne cottages with larger, more elaborate Queen Anne styles. The smaller homes were those of the merchants, clerks, salesmen, and railroad employees who benefited from Knoxville's expanding economy and improved local transportation. Standard Knitting Mills, a large complex indicative of Knoxville's burgeoning textile industry, had located just to the west of Edgewood-Park City in 1900 and employed many who resided in the area.



## **ARCHITECTURAL HISTORY**

### **QUEEN ANN ARCHITECTURE AND GEORGE F. BARBER**

George F. Barber was a noted architect who moved to Knoxville in 1888 and established the Edgewood Land and Improvement Company with his partner Martin E. Parmalee. Barber designed and marketed mail order house plans in elaborate Queen Ann styles, published numerous periodicals and even established his own company, The American Home Publishing Company, in 1898. His designs were sold nationally and even internationally. Barber lived in several homes he designed within the now Edgewood-Park City district, with 1501 E. Glenwood Avenue being the last place he lived until his death in 1915. Although the location of every Barber house in Knoxville has not been confirmed, this district is the area most closely associated with his early development ventures and is considered to have the largest concentration of Barber houses in the country.

#### **Houses designed by George Barber**

- 1501 E. Glenwood Avenue
- 1603 Jefferson Avenue
- 1701 Jefferson Avenue
- 1708 Jefferson Avenue
- 2039 Jefferson Avenue
- 1614 Washington Avenue
- 1618 Washington Avenue
- 1620 Washington Avenue
- 1635 Washington Avenue
- 1702 Washington Avenue
- 1704 Washington Avenue
- 1705 Washington Avenue
- 1712 Washington Avenue
- 1724 Washington Avenue
- 1803 Washington Avenue
- 1805 Washington Avenue
- 1806 Washington Avenue
- 1905 Washington Avenue
- 1912 Washington Avenue
- 2331 Washington Avenue
- 2343 Washington Avenue

#### **Houses that exhibit George Barber design influences**

- 2701 E. Fifth Avenue
- 1810 E. Glenwood Avenue
- 1640 Jefferson Avenue
- 1731 Jefferson Avenue
- 2001 Jefferson Avenue
- 2038 Jefferson Avenue

- 1730 Washington Avenue
- 1802 Washington Avenue
- 1904 Washington Avenue
- 2458 Woodbine Avenue

Barber's publications include *The Cottage Souvenir* (1891), *The Cottage Souvenir No. 2* (1892), *New Model Dwellings and How Best to Build Them* (1894), *Artistic Homes: How to Plan and How to Build Them* (1895), *Art in Architecture* (1902-03), and *Modern Dwellings* (1901-1907). *American Homes: A Journal Devoted to Planning, Building and Beautifying the Home*, which was an illustrated monthly magazine published by American Homes Publishing Company, continued for six years. If any of these publications inspired the purchase of a home designed by Barber, a client could fill out a questionnaire and send it with the appropriate fee to Barber's Knoxville offices. Plans, elevations, working drawings, a bill of materials, or pre-manufactured architectural details for the house could be purchased in this manner.

Barber's designs progressed through a series of styles, with the earlier ones best described as Eastlake, Queen Anne, or a mixture of these two Victorian styles. Their elaborate detailing included such features as patterned slate roofs, fish-scale-shingled wall coverings, turrets, bays, balconies, spindle work, beaded spandrels and intricate brick work. By the arrival of the twentieth century, Classical Revival details began to appear in his work. These designs often featured paired or tripled porch support columns with Ionic or Doric capitals, Palladian windows, and dentil molding.

#### THE CRAFTSMAN BUNGALOW AND INCREASING HOME OWNERSHIP

Architecture in Park City at the time of its annexation demonstrates the success of the short-lived suburb, and perhaps no particular residential architectural style encapsulates the burgeoning early twentieth century middle-class better than the Craftsman Bungalow, which is ubiquitous along the edges of the district. The Craftsman style is typified by simplicity, unity with nature, and impressive wood detailing.

The tremendous popularity of the Craftsman bungalow during the 1920s is also indicative of the economic boom that transpired following World War I and following through the 1920s. For comparison, the U.S. Census Bureau shows that the national home ownership rate in 1900 was at 46 percent but had grown to almost 48 percent by 1930 because of the prosperous "Roaring Twenties." The Craftsman bungalow, built with smaller dimensions, was the entree into the middle-class for many who were on the cusp of home ownership during this time, including workers in the industries located near Park City. By the 1920s, the Craftsman style had become associated with suburbanization and the growing prevalence of the automobile.

#### MINIMAL TRADITIONAL ARCHITECTURE MARKS THE END OF WORLD WAR II

The Great Depression and the onset of World War II fundamentally altered the way neighborhoods developed. Following the stock-market crash of 1929, little new housing was built, and development in Edgewood-Park City area wound down. In an effort to rejuvenate the construction industry, provide housing, and encourage home ownership, the Federal Housing Administration (FHA) was established in 1934. The new program provided government insurance to banks that were still providing home loans, allowing them to make more long-term loans. Although the impacts from the implementation of FHA policies were not immediately felt, they became apparent in the boom years following World War II.

Pent-up housing demand mounted throughout the 1930s and early 1940s. The passage of the G.I. Bill in 1944 proved to be the impetus for a new wave of housing construction as veterans returned home from the war. The G.I. Bill covered the down payment of a new home for veterans. The construction techniques utilized during the early 1940s relied upon cost-effective mass production, which was associated with overall specialization in the war time economy. The home-building trend that emerged afterward was one focused on efficiency of construction and expansive developments to house the sixteen million soldiers returning from World War II.

The coalescence of these variables was embodied in the “Minimal Traditional” style of bungalow housing found in many of the later areas of Park City, including the eastern portion of Woodbine Avenue between Polk and Olive streets. Housing design in these areas exhibits what was at the time a new level of simplicity. The classic Minimal Traditional house continued to be constructed up until around 1950.

## **ARCHITECTURAL STYLES OF THE DISTRICT**

The Edgewood-Park City Historic District contains distinctive architectural styles that date from the late 19th to mid-20th centuries. As is true with most of the historic architecture in Knoxville, there are very few “pure” styles. Instead, the styles found in the Edgewood-Park City Historic District draw characteristics from several styles to form an eclectic mix. Styles most representative of the neighborhood are discussed in this section.

### **LATE NINETEENTH CENTURY**

The last half of the 19th century saw a shift from the restrained, classical designs of Georgian, Federal, and Greek Revival to the textured, varied designs of the Victorian era. By the time houses were being designed and built in Edgewood-Park City, in the late 1800s, these Victorian designs were well established.

#### **Queen Anne**

The Queen Anne style was popularized by a 19th century architect, Richard Norman Shaw, about 150 years after the time of Queen Anne’s reign, which was from 1702 to 1714. The first American example of Queen Anne style is thought to be the Watts Sherman house in Newport, Rhode Island, built in 1874. By 1880, architectural pattern books were spreading the style throughout the country. The expanding railroads helped to popularize it by making pre-cut architectural details widely available.

The Queen Anne style contains varied, exuberant architectural elements. Details from many other styles are reinterpreted and captured in Queen Anne designs. Queen Anne houses have irregular floor plans, large porches, corbelled chimneys, and elaborate decoration on exterior surfaces. Roofs are complex and steeply pitched, some with coverings of colored slate, patterned oversize asphalt shingles, or terra cotta tiles. Ornamental wood shingles, with a diamond, square, or fish scale pattern, are often used on gables. Turned wood porch columns are common, with trim of elaborately sawn wood lacy spandrels. Porch railings have beaded or turned balusters. Ornamented attic vents or windows are often found. Windows may be leaded glass, and transoms and sidelights enhance front entries. A Queen Anne window, of small square glass panes surrounding a large central pane, is common.

Smaller Queen Anne houses known as “Queen Anne cottages” are one or one-and-one-half stories in height, and usually have a hip-and-gable roof and often would have had sawn wood ornamentation. These cottages have a large front porch, with roofs supported by wooden columns which may be turned, chamfered or round. Sawn brackets, sawn attic vents, and spindle or turned balustrades are common. Windows are double hung sash, with either two-over-two or one-over-one lights. There may be patterned wood shingles in gables, with sawn wood bargeboard at the roof peaks. A Cottage window, an early form of the picture window, is often found in Queen Anne cottages. It consists of a large fixed pane with fixed or moveable transoms and narrow side windows.

### **Folk Victorian**

This is another “non-pure” style present in the Edgewood Land and Improvement Company Historic District. Folk Victorian houses usually feature a front gable and trim derived from the Queen Anne style. Full-length porches with chamfered or turned posts are common, as are double-hung windows. Folk Victorian houses usually are simpler in massing and roof design than the Queen Anne houses or cottages that they imitate.

### **Eastlake**

The Eastlake style was used at the same time as the Queen Anne style and is similar. Developed by Charles Eastlake, it is most frequently associated with interior design. It is more vertical than the Queen Anne style, with more massive wood trim, usually formed by a chisel or gouge. Rows of spindles and beaded trim are common.

## EARLY-TWENTIETH CENTURY

After 1900, the style of buildings gradually began to change from the elaborate Victorian-era designs to simpler designs. Some of these were revival styles, based on earlier historic precedents. Another design emphasis involved the Bungalow and Craftsman styles. These later designs evolved as some of the first purely American architectural styles.

### **Craftsman**

Buildings of this style have low-pitched gable roofs with wide overhanging eaves. Roof rafters are visible, and decorative beams and knee braces are widely used on Craftsman houses. Porches usually stretch across all or most of the front facade, with a roof supported by battered or square columns, or by posts resting on piers or a balustrade. Dormers are used extensively. Weatherboard is a common wall surface material. Windows are usually double hung, with the upper sash having three, four, or more panes, and the lower sash having one pane. The smaller, one-story type of this house is referred to as a “bungalow.” A larger, two-story Craftsman house type is often of a style that is referred to as an American Four Square, described below.

### **American Four Square**

This house style was used from the 1900s until the 1920s, and is recognized by its square appearance and often hipped, pyramidal roof. Front dormers are often used. It is almost always two or two-and-one-half stories in height, and the interior spaces are arranged into four square or nearly square, rooms. A full front porch is most common in these buildings. Detailing on the house may be from any of the styles common in the early twentieth century.

Sidelights and transoms are often used on an American Four Square front entry, and these may be of leaded, stained or beveled glass. Double-hung one-over-one windows are common.



## **Tudor Revival**

This style, sometimes referred to as “Tudoresque” mimics or interprets medieval European design. Walls are primarily clad in either stone, stucco, or brick. Stone patterns are often square cut ashlar or dressed stones, and may be laid in either a random or broken range course. Stucco is either troweled into a smooth, lightly mottled pattern or a leaf pattern. Other exterior wall surface materials include weatherboard, wood shingles and applied half timbering. Decorative half timbering involves using horizontal, vertical and curvilinear wood members with either brick or stucco infill. Tudor Revival houses commonly feature steeply pitched roofs, often with side gables or multiple gables. Roofs and gable ends may feature a bell cast curve. Brick chimneys may be patterned. Stone quoin-like projections and voussoirs are common around door and window openings. Windows are usually casement or double-hung, with diamond shaped panes often used as a design element.

## **MID-TWENTIETH CENTURY**

### **Minimal Traditional**

Minimal Traditional housing exhibits simple, unadorned design and is typically one-story construction with a low-to-moderately pitched side-gabled roof. These houses are designed with a rectangular compact floor plan and often a symmetrical façade. Entrances are typically marked by a front-gabled stoop as opposed to a larger porch. Windows are single or double-hung, and the occasional large picture window is featured. Wall cladding may consist of wood siding or asbestos shingles. Chimneys are also common with this style.

*Note: Most of the properties included in the H-1 overlay district were first identified in the 1989 nomination for the Edgewood-Park City National Register of Historic District.*



METROPOLITAN PLANNING COMMISSION

TENNESSEE

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# HISTORIC OVERLAY AND NEIGHBORHOOD CONSERVATION OVERLAY REZONING

Date Filed: 8/8/2017

Name of Applicant: METROPOLITAN PLANNING COMMISSION

Jurisdiction: City Council District 6

Census Tract: 67

Traffic Zone:

Sector: Central City

Current Use: Mostly detached residential along with a mix of ot

Growth Policy Plan: Urban Growth Area (Inside City Limits)

File Number: 9-L-17-RZ

Meeting Date: 9/14/2017

Fee Amount:

## PROPERTY INFORMATION:

Description: Tax ID: 999 999

Add'l. Tax ID Info.:

Address:

General Location: E. Glenwood Ave. from I-40 to Spruce St.; Washington Ave. from the Standard Knitting Mill Complex to N. Chestnut St.; Jefferson, Woodbine, and E. Fifth Ave. and from the Standard Knitting Mill Complex to N. Cherry St.

Historic and/or Common Name of Property: Edgewood-Park City

Tract Size: 126.34 acres

Check box if property is listed on National Register of Historic Places:

## CHANGE REQUESTED:

I (we) request that the MPC, after appropriate study, recommend an amendment to the official zoning map to change the zoning of the property described above.

FROM: Multiple zoning districts

TO: Multiple zoning districts with H-1 (Historic Overlay) and Design Guidelines

Density Proposed:

No change

Previous Zoning Requests:

None noted

## ALL CORRESPONDENCE RELATING TO THIS APPLICATION SHOULD BE DIRECTED TO:

Gerald Green

400 Main St.

Knoxville, TN 37902

Telephone: 215-2500

Fax: 215-2068

Email:

## AUTHORIZATION OF APPLICATION:

I hereby certify that I am the authorized applicant, representing ALL property owners involved in this request or holders of option on same.

Knoxville City Council

Signature: \_\_\_\_\_

400 Main Street

Knoxville, TN 37902

Telephone: 215-2075

Fax:

Email:

APPLICATION ACCEPTED BY: Kaye Graybeal Page 1 of 2 8/17/2017 1:23:55 PM

**Additional information to be provided prior to review by the Knoxville or Knox County Historic Zoning Commission:**

- 1) Statement of Significance: Please provide information covering this item. The significance statement should include the age of the building either specifically, or with a circa (c.\_\_\_\_) date that is within ten years of construction. A discussion of the former residents or users of the property, the architect or builder, and any historical events associated with the property should also be included.
- 2) Architectural Description: Please provide information covering this item. Include information about the type of property (site, building, district, etc.), and describe each property to be included if there is a district. Buildings within a district should be labeled as contributing or non-contributing. Noteworthy site features, such as fences, walls, outbuildings, walks, or landscaping should also be described. The description should note the original appearance, together with descriptions of any alterations that have been made to the exterior of the property.
- 3) Location map.
- 4) Boundary map with zoning classifications.
- 5) Photographs. For a single property, include photographic documentation of all elevations. For a district, the front elevation of each property, together with representative streetscapes that include noteworthy site features, should be included. The photographs may be black and white, glossy, 5" x 7" prints, or they may be digital photographs that are suitable for incorporation in the historic buildings database. The name of the district, the address of the property, and the date of the photograph should be noted for each.
- 6) A listing of all property owners and their addresses should be provided. In the case of a district, this information should be correlated to the addresses of the property included in the district.
- 7) Applicants should provide any additional information supporting the nomination.

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**SIGNATURES OF ALL PROPERTY OWNERS INVOLVED OR HOLDERS OF OPTION ON SAME MUST BE LISTED BELOW:**