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**TO:** Metropolitan Planning Commission  
**CC:** Gerald Green - Executive Director, Metropolitan Planning Commission  
Amy Brooks – Planning Services Manager, Metropolitan Planning Commission  
**FROM:** Kaye Graybeal - Historic Preservation Planner, Metropolitan Planning  
Commission  
**DATE:** April 2, 2018  
**RE:** Preservation 2017 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 2017. Recommendations for Action in future years are also included.

# PRESERVATION: 2017

*Report to the Mayor  
City of Knoxville*



Presented to:  
Knoxville-Knox Metropolitan Planning Commission  
*April 12, 2018*

Knoxville City Council  
*May 8, 2018*

## **2017 Historic Zoning Commissioners**

Lori Matthews, Chair  
Bart Carey, Vice-Chair  
Rick Blackburn  
Steve Cotham  
Faris Eid  
Dasha Lundy  
Melissa McAdams  
Dationa Mitchell  
Sandi Swilley  
Stanton Webster

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



*Cover illustration compliments of Rick Dover, developer and owner of Knoxville High School*

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## **State of Historic Preservation in the City of Knoxville 2017**

### **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 to 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.

## Historic Preservation Initiatives 2017

### Edgewood-Park City Historic Zoning Overlay District Expansion Proposal

Public outreach for the expansion area and design guidelines update was initiated by MPC on January 19, 2017 at the O'Connor Senior Center with approximately 105 stakeholders in attendance. Those who supported the proposal expressed concern over further loss of historic character and smaller houses through demolitions and inappropriate additions. Those who were opposed to the proposal expressed concern that higher costs would be associated with materials, labor, property taxes, and permit fees, resulting in a loss of cultural and housing diversity in the neighborhood. In order to address cost concerns, following are some of the provisions that were submitted with the expansion proposal:

- reduction of administrative Certificate of Appropriateness fees
- Knox Heritage assistance in paying fees
- allow existing materials such as vinyl to be replaced with the same
- no review for projects that aren't viewable from the public-right-of way
- no review for utility items or fencing
- no review of small accessory structures
- discounts on materials at Knox Heritage Salvage Shop
- recommendations on ways to reduce renovation costs

Following is a list of 2017 of MPC public outreach efforts for the proposed Edgewood-Park City H-1 expansion area, as well as for the existing H-1 district's design guidelines updates:

**January 19, 2017 – MPC-sponsored meeting at O'Connor Senior Center**

**January 26, 2017 – MPC-sponsored January 19<sup>th</sup> meeting** – video posted on CTV website and Edgewood Park City facebook page

**January 30, 2017 – Link to January 19<sup>th</sup> meeting summary on MPC's webpage** posted on Edgewood-Park City facebook page.

**February 17, 2017 – MPC-sponsored Open House at O'Connor Senior Center** (Questions & Answers about the expansion and design guidelines)

**March 6, 2017 – PCO Community meeting, Cansler YMCA**

(Discussion on design guidelines and contributing and noncontributing properties; City Council Member and former Mayor Dan Brown attended)

**March 14, 2017 – MPC staff presentation to City Council at pre-meeting**

(Discussion on status of boundaries, design guidelines and gentrification studies)

**March 16, 2017 – Knox News Sentinel Article** on the expansion proposal

**May 11, 2017 – MPC / Knox Heritage-sponsored Community Meeting. Cansler YMCA**

**June 29, 2017– MPC / Knox Heritage co-sponsored Design Guidelines Workshop at the Cansler YMCA** from 6-9pm. Invitation sent out June 15<sup>th</sup> to existing H-1 and expansion area owners via UPS and Parkridge e-mail list invitation on both June 15<sup>th</sup> and 19<sup>th</sup>. Posted to MPC website main page, in City Community Development Neighborhood Newsletter, and the Parkridge Community Organization Facebook page. Press release sent out by MPC. Powerpoint slides were presented followed by a comment period.

**July 11, 2017– Meeting summary and Design Guidelines update posted to MPC website**

All of the following public meetings, with the exception of the City Council meetings, were posted on the MPC website, the Parkridge facebook page, in the Knox News Sentinel, and e-mailed notices were sent out. Mailed notices were sent out for the MPC meeting, including two notices to adjoining property owners.

**August 17, 2017 – Historic Zoning Commission public input meeting**, 8:30 a.m., Small Assembly Room, City-County Building. HZC voted to recommend approval of the H-1 expansion to City Council and to postpone vote on the design guidelines to September 21<sup>st</sup> HZC meeting.

**September 13, 2017 – Design Guidelines community input meeting**, co-sponsored by Knox Heritage and MPC at the Cansler YMCA from 7-9pm.

**September 21, 2017 – Historic Zoning Commission public input meeting**, 8:30 a.m., Small Assembly Room, City-County Building. HZC voted to recommend approval of design guidelines.

**October 12, 2017 – Metropolitan Planning Commission public meeting**, 1:30 p.m., Main Assembly Room, City-County Building. MPC voted to recommend approval to City Council.

**November 7, 2017 – City Council public hearing**, 6:00 p.m. Main Assembly Room, City-County Building. City Council voted to approve the H-1 expansion and the design guidelines.

**November 21, 2017 – City Council second reading**, 6:00 p.m. Main Assembly Room, City-County Building. City Council voted to postpone the vote on the H-1 expansion and the design guidelines until May 22, 2018 in order to consider alternatives to the H-1 overlay proposal.

**MPC Historic Preservation Action Items for 2018:**

- Study potential establishment of a historic or neighborhood conservation zoning overlay for the Oakwood Neighborhood
- Continue to receive public input for and finalize the update of the Design Guidelines for the Old North Knoxville Historic District Overlay
- Update the historic preservation zoning code through the Recode Knoxville effort – proposal for codifying a requirement for a pre-application review for infill construction

**Actions in Progress to Implement Recommendations for 2018:**

- Reconnaissance survey to identify study area for potential establishment of Oakwood historic or neighborhood conservation overlay. Neighborhood input meeting scheduled for April 30, 2018
- Create template for introductory chapters and illustrations for design guidelines updates



## Historic Zoning Commission Design Review

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.

The Knoxville Historic Zoning Commission (HZC) and MPC staff reviewed 92 requests for a Certificate of Appropriateness (COA) over the calendar year 2017. Within the 4<sup>th</sup> & Gill and the Old North Knoxville H-1 overlays, which consistently lead in COA requests, applications have fluctuated over the last five years. In the Edgewood-Park City H-1 Overlay, the number of requests for COAs has totaled between 9 and 12 over the last five years but for the year 2017, the number of COA requests rose to 17.

### HZC Certificate of Appropriateness Reviews

<u>DISTRICT</u>	<u>COAs</u>
4 <sup>th</sup> & Gill H-1	27
Old North Knox H-1	27
Edgewood-Park City H-1	17
Fort Sanders NC-1	7
Individual Landmarks H-1	6
Fairmont-Emoriland NC-1	3
Mechanicsville H-1	2
Scenic Drive NC-1	2
East Jackson Avenue H-1	1
	<b>92 Total</b>



*The Knaffl-Stephens House in its later location at 3738 Speedway Circle*

The City of Knoxville took possession of this house in November 2017 in attempt to halt its demolition by neglect. The Community Development Department is marketing the house under the authority of the Homemaker’s Program. The Knaffl-Stephens House was built in 1880 at 918 Gay Street for artist Joseph Knaffl. In c. 1926, James Stephens, a steel contractor, relocated the house to 3738 Speedway Circle to allow for the construction of the Andrew Johnson Building.



*Postcard photo of the Farragut Hotel Building by Thompson's, Inc.*

The former Farragut Hotel Building, built in 1917, re-opened on December 19<sup>th</sup>, 2017 as the Hyatt Place Regency Hotel. The restoration and refurbishment of the hotel was orchestrated by developer Rick Dover. The historic entrance awning was replicated using period photographs as a guide. Local architect Faris Eid of DIA partnered with an Atlanta firm to restore the building to its early grandeur. The City assisted with a payment in lieu of taxes agreement which freezes property taxes at the current rate for 25 years. The city also granted the use of 160 parking spaces in the State Street Garage for the hotel's use, for which the hotel will pay the full rate.



*The 1876 McKee Hall Administration Building*

In 2017, college staff were required to vacate the Alumni Library and the historic McMillan Chapel after city officials deemed them unsafe for habitation. The A.K. Stewart Science Building also had environmental issues due to unlabeled hazardous chemicals in the vacant building. Classes had ceased in 2015. The City has had discussions on collaboration with the college to support the renovations in any way feasibly possible. A majority of the campus remains in disrepair, but repairs have been made more recently to the College Annex. The college has a goal of re-opening for classes by 2019.



*Historic Knoxville High School 2016 – pre-renovation*

The exterior of the historic school building has been meticulously restored and a public tour of the completed interior renovation was offered by developer Rick Dover on February 28, 2017. In 2014, the county-surplus building was sold to Dover Development Group following a request for proposals. The corporation has carefully converted the building into an independent senior living facility offering the lease of 80 units with multiple building amenities. The building served as Knoxville High School from 1910 to 1951. It is listed on the National Register of Historic Places, making the project eligible to take advantage of the federal income tax credit for certified rehabilitation of historic buildings. The building is also protected with an H-1 zoning overlay. This fruition of this project represents one of 2017’s best preservation success stories.