

# Status of Preservation 2004:

## A Report To Mayor Bill Haslam

Prepared by the  
Knoxville-Knox County Metropolitan Planning Commission

Adopted by:

Knoxville Historic Zoning Commission on April 15, 2004

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## Introduction

Preservation of Knoxville's historically significant properties has become a primary activity of many of its' citizens. Whether they are advocating preservation of their neighborhood and its environment, or of unique architectural buildings or those of historic significance, the activity of preservation is part of the public decision making in Knoxville. This concern was evident in the 2002 ratification of an amendment to Knoxville's Charter, which requires an annual report on the state of preservation in the city; The Status of Preservation 2004 is that report. The charter amendment also requires Knoxville's Mayor present a report to City Council on the state of preservation.

## Preservation Activities:

From 1982 to 1985, MPC conducted an inventory of buildings and structures in the city, and in 1987, produced the first edition of *The Future of Our Past*, a preservation plan calling attention to historically and architecturally significant properties in Knoxville and Knox County. The plan was updated in 1994 in a second edition, also titled *The Future of Our Past*.

Preservation achievement grew during this time, resulting in rehabilitating late 19<sup>th</sup> and early 20<sup>th</sup> century buildings and neighborhoods throughout Knoxville. New and old residents of Mechanicsville banded together to create the city's first residential H-1 historic overlay in 1991. Old North Knoxville followed suit in 1992 and in late 2003, worked with the Knoxville Historic Zoning Commission to develop a revised set of design guidelines for the original historic overlay. Since Preservation 2003 was prepared a number of properties have achieved H-1 historic overlay status, and a number of neighborhoods are now working to secure either Neighborhood Conservation or Historic overlays. Those neighborhoods include Old North Knoxville, which is contemplating an expansion of its original area, North Hills, Oakwood-Lincoln Park, Holston Hills and Sequoyah Hills. Boundaries and design guidelines for these areas have not yet been developed. A list of designated properties is included in "The Properties" section of this report.



*2045 Washington Avenue was rehabilitated in 2003-04 by Knox Heritage, Inc., as part of its Vintage Homes program. The house is included in the Edgewood-Park City H-1 Historic overlay, and is now in single family ownership.*



*The Gay Street and Henley Bridges have been protected with an H-1 Historic Overlay in the past year. The Gay Street Bridge has been rehabilitated; while the Henley Bridge is scheduled for rehabilitation in the next few years.*

# Recommended Actions—2004

In collecting the information for Preservation 2003, a series of public meetings and neighborhood meetings were held throughout the city. This report updates the recommendations made in Preservation 2003, reflecting achievements and progress since the adoption of that report. The comments from that report are supplemented by the concerns voiced to Historic Zoning Commissioners and staff in the past year by individuals and organizations involved in preservation. Those recommendations have been supplemented by information gathered from a meeting of city neighborhoods interested in preservation held in early April, 2004.



This cornerstone highlights the significance of Minvilla, now known as the Fifth Avenue Motel. The buildings will be rehabilitated as rowhouses, and are protected under an H-1 Historic Overlay. They are architecturally significant and provide a visual link between downtown and the late 19<sup>th</sup> and early 20<sup>th</sup> century neighborhoods to the north.

Requested actions and recommendations fall into six general areas. The areas and actions requested for each area are listed below, with updates to reflect their current status.

Preservation Works!, the report of the Mayor's Task Force on Preservation, made a number of recommendations to improve historic preservation in Knoxville. They are listed below, with a notation regarding their status.



The Charles Barber designed Candoro Marble Showroom (1914), has been granted H-1 Historic Overlay protection in the past year. Thematically included with this designation are two other Barber masterpieces—Craigglen (1926), the home of John James Craig, one of the founders of Candoro Marble and Glen Craig (1922), the home of John James Craig's sister, Emily Craig Donaldson. All are linked with the East Tennessee marble industry and the body of work produced by Charles Barber.



The Millers Building was built in three sections, beginning in 1905 with this building designed by R. F. Graf. The building, shown here in a c.1950 photograph, has been rehabilitated and was placed under H-1 Historic Overlay protection in 2003.



Brownlow Elementary School is to be rehabilitated as condominium, following its sale by Knox County. Reuse of the former school has been a concern for the Fourth & Gill and Old North Knoxville neighborhoods and the preservation community, which is generally concerned about the disposition of surplus school buildings. Brownlow Elementary has been placed under a protective H-1 Historic Overlay.

**Recommended Actions**

<b>General Area</b>	<b>Action</b>
Problem Properties	<p>The recommended actions involved attaching a lien to the property tax bill to provide funding for addressing lack of maintenance and for weatherproofing and securing buildings. The concern was addressed by the adoption of a “demolition by neglect” ordinance.</p>
Legislative Action	<p>Modify the definition of “family” in the Knoxville Zoning ordinance to prevent overcrowding in student-occupied housing. Not addressed.</p> <p>Establish a moratorium on demolition of all eligible and listed historic properties. Accomplished</p> <p>Use the One Year Plan to establish base zoning supportive of preservation. Not addressed.</p> <p>Place historic overlays on eligible properties throughout downtown. A number of individual buildings have been designated, as has Market Square H-1, but additional H-1 designated districts paralleling National Register districts have not been accomplished. Potential H-1 districts include the Southern Terminal and Warehouse Historic District, the South Market Historic District, and the Gay Street Historic District.</p> <p>Add urban design overlay on non-historic properties throughout downtown. Not accomplished.</p>
Incentives	<p>Establish a property tax abatement program. Not accomplished. State legislation adopted in April 2004 enables a local government to rebate a portion of the property taxes attributed to improvements made during revitalization.</p> <p>Establish a “community schools” program for residents of surrounding neighborhoods. Not accomplished.</p> <p>Maintain school buildings, with plans for reuse when they are no longer needed for the school-age population. Accomplished in the case of some individual schools, but not system-wide.</p> <p>Support the reuse of commercial buildings bordering historic neighborhoods. Not accomplished, but strongly recommended for inclusion in this year’s report.</p>
Funding	<p>Fund the Department of Development’s acquisition of derelict properties with non-Federal dollars to allow reduced rehabilitation costs. Not accomplished.</p> <p>Expand the CityLife Program, including gap financing, to residential neighborhoods. Not accomplished.</p>

**(continued)**

**Recommended Actions (continued)**

<b>General Area</b>	<b>Action</b>
Administration	Establish a cabinet level position in Mayor's Office responsible for preservation issues. Accomplished under the Director of Economic Development.
	Work with UT to protect university owned and impacted historic buildings. Not accomplished.
	Develop a parking permit system for Ft. Sanders and other neighborhoods developed before private automobiles and off-street parking were common. Not accomplished.
	Strongly enforce parking prohibitions for front yards and neutral strips. Not accomplished.
	Complete traffic-calming studies and develop improvements for historic neighborhoods. Process begun.
	Require owners to apply for permits to conduct demolition. Accomplished.
Enhancements	Develop a stronger marketing program for heritage tourism. This action was expanded by neighborhood input to encompass an overall marketing strategy for historic preservation activities, neighborhoods and individual properties.
	Develop street markers for designated neighborhoods. The design has been completed and is available.
	Work with non-profits like Habitat for Humanity to provide housing that is appropriate in design for historic and inner city neighborhoods. This is an ongoing design process that is exemplified by recent applications for Certificates of Appropriateness in the Edgewood-Park City H-1 (Habitat for Humanity) and the Mechanicsville H-1 (Knox Housing Partnership).
	Map and protect the city's inventory of champion and heritage trees. Not completed.
	Work with the Knox County School Board to assure that the quality of inner city schools is equal to other schools in the system. Not accomplished.
	Update the preservation plan (The Future of Our Past). This suggestion was made at a neighborhood conference held on April 3, 2004.

In addition to the specific suggestions outlined on the previous pages, work has also continued towards preservation objectives outlined in Preservation Works!, the report of the Mayor’s Task Force on Preservation convened in 2000. Actions begun or completed in the last year that were recommended in Preservation Works! include

- continuing nominations of eligible properties to the National Register of Historic Places
- continuing local designations (H-1 and NC-1) for eligible properties and districts
- the development of a speaker’s bureau by Knox Heritage
- the development of a Knox Heritage web page
- the continuation of the Knox Heritage marker program
- continued cooperation between Knox Heritage and the Convention and Visitors’ Bureau
- the development of walking, driving and biking tours focused on historic areas
- efforts of KAT to provide links and self-guided tours for historic areas
- the formation of a “council of preservation” by Knox Heritage
- the linkage of preservation groups by Knox Heritage
- developing special events to highlight Knoxville’s history and historic places
- participation by the City in any Memoranda of Agreement for projects affecting historic properties within Knoxville.

These actions have all been the subject of attention by the City of Knoxville, Knox Heritage and the Knoxville Historic Zoning Commission.

Other recommendations from Preservation Works! that are complete are the development of a “demolition by neglect” ordinance, a delay of demolition if a property is listed or eligible for the National Register. Three recommendations have not been completed –

- 1 The assessment of historic properties at their pre-rehabilitation value, with property taxes created by the rehabilitation forgiven for five years and then phased in at the rate of 20% per year until the tenth year, when those properties would be assessed at their full value.
- 2 The establishment by the Department of Development of a fund for acquiring blighted properties through the City’s General Fund, with a recommended amount of \$150,000 to \$200,000 per year. A charter amendment, called “Penny for Parks,” will be presented to the voters in the fall of 2004. It would provide for \$250,000 for 10 years, if approved, but would not determine how the money would be shared between parks and preservation interests.
- 3 Knox Heritage and the Knoxville News-Sentinel should develop a special real estate section focussed on preservation.



*The Cansler Building at 1518 University is significant for its architecture, (a Commercial Vernacular style with distinctive brick work), its representation of African-American economic development, and its builder Charles W. Cansler, a noted African-American educator, entrepreneur and community leader. The building is being rehabilitated as part of Stephens Square, a portion of the Hope VI development, and is protected by an H-1 Historic Overlay adopted in early 2004.*



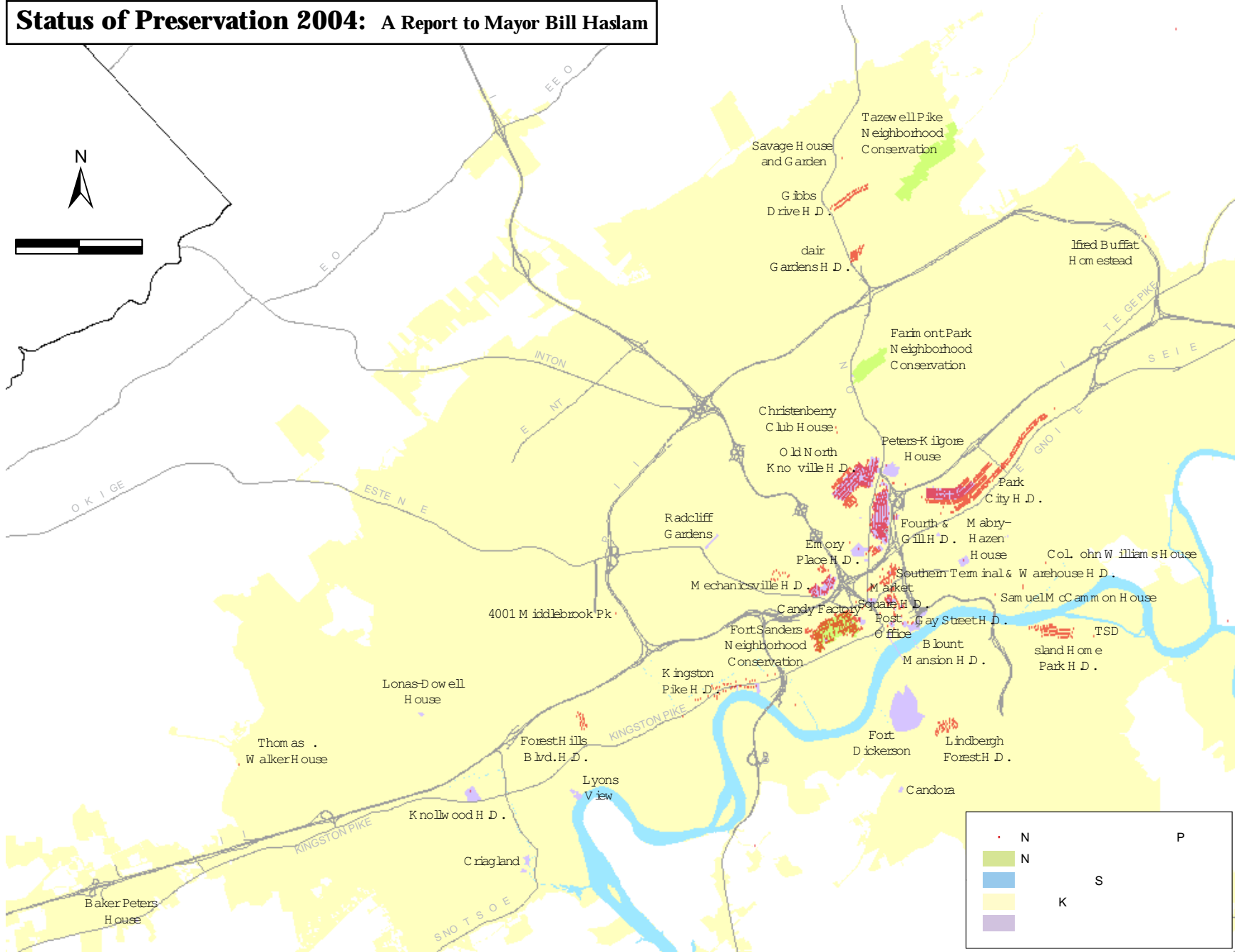
*The Rogers-Wylie Building/Western Heights Hardware at 1545 Western Avenue, being rehabilitated at the time of this photo, now provides office space at the edge of the Mechanicsville (H-1) Historic District. The Victorian Vernacular Commercial building is noted for its storefront and ocular side windows.*

# The Properties

<b>Property</b>	<b>Designated Locally</b>	<b>National Register Listed</b>	<b>Significance (1=High,3=Low)</b>	<b>Endangered (1=High,3=Low)</b>	<b>Type of Significance</b>
Lyons View Historic District	Partial	No	1	1	History, Architecture
James Park House	Yes (H-1)	Yes	1	1	History, Architecture
Col. John Williams House	No	Yes	1	1	History, Architecture
Williams-Richards House	No	No	1	1	History, Architecture
UT Campus-various buildings	No	No	1	1	History, Architecture
Lones-Dowell House	Yes	No	1	1	History, Architecture
Kennedy-Baker-Sherrill House	No	No	1	1	History, Architecture
Thomas Walker House, 645 Mars Hill	Demolished	Demolished	1	1	History, Architecture
Henley Street Bridge	Yes (H-1)	No	1	1	Architecture
Kingston Pike	No	Yes	1	1	History, Architecture
Candoro Marble	Yes (H-1)	No	1	2	History, Architecture
St. John's Episcopal Church	No	No	1	2	History, Architecture
Immaculate Conception	No	No	1	2	History, Architecture
Island Home	No	Yes	1	2	Architecture
Market Square Historic District	Yes (H-1)	Yes	1	3	History, Architecture
Hopcote	No	No	1	3	Architecture
Fountain City Downtown	No	No	1	3	History
First Presbyterian Church, Cemetery	No	Yes (cemetery only)	1	3	History
Gay Street Bridge	Yes (H-1)	No	1	3	Architecture
Mechanicsville	Yes	Yes	1	3	History, Architecture
Camp House/Greystone	No	Yes	1	3	History, Architecture
Old Post Office	Yes (H-1)	Yes	1	3	History, Architecture
Craighead-Jackson House	No	Yes	1	3	History, Architecture
Southern Terminal District	Partial	Yes	1	3	History, Architecture
Old City Hall	Yes H-1	Yes	1	3	History, Architecture
Ft. Sanders Historic District	Yes (NC-1)	Yes	2	1	History, Architecture
Minvillas (5th Ave Motel)	Yes (H-1)	No	2	1	Architecture
Hill Avenue	Yes (H-1)	No	2	1	History, Architecture
Brownlow Elementary	Yes (H-1)	No	2	2	History, Architecture
South Market	No	Yes	2	2	History, Architecture
Tennessee School for the Deaf	No	Yes	2	2	History, Architecture
Holston Hills	No	No	2	2	History, Architecture
Morningside	No	No	2	2	History, Architecture
Areas bordering H-1s	No	Some	2	2	History, Architecture
Victorian Houses	Yes (H-1)	Yes	2	3	History, Architecture
Medical Arts Building	No	Yes	2	3	Architecture

<b>Property</b>	<b>Designated Locally</b>	<b>National Register Listed</b>	<b>Significance (1=High,3=Low)</b>	<b>Endangered (1=High,3=Low)</b>	<b>Type of Significance</b>
North Hills	No	No	2	3	History, Architecture
First Baptist Church	No	Yes	2	3	History, Architecture
Sequoyah Elementary	No	No	2	3	Architecture
Racheff Gardens, Office	Yes (H-1)	Yes	2	3	History, Architecture
Christenberry Clubhouse	No	No	2	3	History, Architecture
Daniels House	No	Yes	2	3	Architecture
Oakwood-Lincoln Park	No	No	2	3	History, Architecture
Ft. Sanders W of 22	No	No	3	1	History, Architecture
Maplehurst	No	No	3	2	Architecture
Sevier Avenue Houses	No	No	3	2	Architecture
YWCA	No	No	3	2	History, Architecture
2921 Broadway	No	No	3	2	Architecture
Apartment/Broadway	No	No	3	2	Architecture
Lindburgh Forest	No	Yes	3	2	History, Architecture
Tazewell Pike	Yes (NC-1)	No	3	2	History, Architecture
Candy Factory	Yes (H-1)	No	3	3	History
General John Wilder House	No	Yes	3	3	History, Architecture
Forest Hills Blvd.	No	Yes	3	3	Architecture
Clinch Ave Viaduct	No	No	3	3	Architecture
Kendrick Place	No	No	3	3	Architecture
Ft. Sanders Manor	Yes (H-1)	Yes	3	3	Architecture
Savage Gardens	No	Yes	3	3	History, Architecture
Adair Road	No	Yes	3	3	History, Architecture
Temple Beth-El Cemetery	Yes (H-1)	No	3	3	History
Dr. Joe Archer House	No	No	unknown	unknown	
Miller House	No	No	unknown	unknown	
Burwell Building/Tennessee Theater	Yes (H-1)	Yes	1	3	Architecture, History
Millers Building	Yes (H-1)	Yes	1	3	Architecture, History
Bijou Theater	Yes (H-1)	Yes	1	3	Architecture, History
US Post Office	Yes (H-1)	Yes	1	3	Architecture, History
Knox County Courthouse	Yes (H-1)	Yes	1	3	Architecture, History
Candy Factory	Yes (H-1)	No	2	3	History
Cansler Building, 1018 University	Yes (H-1)	No	1	2	History
Fairmont Park	Yes (NC-1)	No	2	3	Architecture, History
1517 Emoriland	Yes (H-1)	No	2	3	History
Craigglen, 1053 Craigland Court	Yes (H-1)	No	1	3	Architecture, History
Glen Craig, 6304 Westland	Yes (H-1)	No	1	3	Architecture, History
McIntyre-Roleau House, 3004 Kingston Pike	Yes (H-1)	Yes	2	3	Architecture

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KNOXVILLE-KNOX COUNTY

**M P C**

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