

CITY OF JOHNSON CITY, TENNESSEE

HISTORIC PRESERVATION ELEMENT



COMPREHENSIVE PLAN

HISTORIC PRESERVATION ELEMENT JOHNSON CITY COMPREHENSIVE PLAN



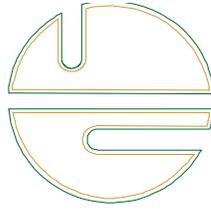
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**JOHNSON CITY HISTORIC ZONING COMMISSION
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PREPARED BY: CITY OF JOHNSON CITY PLANNING DEPARTMENT



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HISTORIC PRESERVATION ELEMENT

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The heritage of our community provides an insight of how a community has involved communally, socially, and physically. Historic resources play a vital role in the city's neighborhoods, commercial centers, recreational activities, educational programs, and other functions. The eclectic mix historic and cultural resources in Johnson City are a vibrant reflection of the events and activities that shaped the community. Protecting and encouraging the preservation and incorporation of these resources into the future developments ensures that the cultural heritage of Johnson City will remain a vital asset to the city.

Northeast Tennessee has a long and rich history beginning in 1673 when the first white Europeans visited the area in hunting parties. The architecture of the region has progressed from the early log cabins of the 1700s to a variety of styles rich in diversity. The growth patterns of the region depict how the communities and cities were shaped, first by scattered farmhouses followed by clusters of commercial and residential structures to today's counties and municipalities with formal governments.

Since the early 1970s, it has been demonstrated that a mixture of new and old architecture can co-exist. Heritage tourism, the marketing of historic sites to tourists, is now widely recognized as a viable industry throughout the country. Positive aspects of preserving historic properties include demonstrating a local pride in the past, heritage tourism, and federal tax credits for property owners completing renovations.

The identification and preservation of two significant historic sites, Rocky Mount Museum and Tipton-Haynes Historic Site, and the impact caused by the pressure of surrounding commercial and residential developments are assisting to motivate citizens and the city to look at how new development can support and complement the old. The discovery of the fossil site in Gray has spurred interest in the preservation of archaeological sites.

Multiple criteria determine what is classified as an historic resource. The first basic criterion is its age, with 50 years old or older as a benchmark. The age of a structure by itself does not justify historic significance of the structure; other criteria should be considered. The criteria outlined in the Johnson City Zoning Ordinance for a Historic/Conservation Overlay district includes the following:

- ❑ It is associated with an event which has made a significant contribution to local, state, or national history; or
- ❑ Includes structures associated with the lives of persons significant in local, state, or national history; or
- ❑ Contains structures or groups of structures which embody the distinctive characteristics of a type, period, or method of construction, or that represents the work of a master, or someone that possesses high artistic values, or that

represents a significant and distinguishable entity whose components may lack individual distinction; or

- ❑ Yielded or may likely yield archaeological information important in history or prehistory; or
- ❑ Is listed in the National Register of Historic Places.

The development and implementation of the Historic Preservation Element is an important step in not only recognizing the importance of the area's heritage, but also in assuring that preservation is accomplished in a manner that is beneficial to the environment and economy. This Element will be used as a guide to educate, protect, and provide economic incentives for the preservation of historically significant structures and sites.

This is the first plan developed by the city that specifically looks at historic preservation as a key component. Land Use and Housing Elements of the city's Comprehensive Plan include discussions of the history of the city and may touch on preservation but do not deal specifically with methods of preservation of historic structures and sites in the city.

In 1966, the Federal Government enacted the National Historic Preservation Act (NHPA). This Act established the National Register of Historic Places, which recognizes buildings, sites, districts, structures, and objects significant in American history, archeology, architecture, engineering, or culture, and identifies them as worthy of preservation. The National Park Service maintains the National Register. The NHPA also required each state to establish a state historic preservation office.

The 1980 amendment to the NHPA directed each state to establish the Certified Local Government (CLG) program with the assistance of the state historic preservation office. This program is a means to involve local governments in national historic preservation activities. A CLG has direct participation in the process for nominating properties in its jurisdiction to the National Register of Historic Places. Johnson City became a CLG in 1999.

The Tennessee Historical Commission, the state agency involved with state historic preservation activities, assists local communities regarding historic preservation efforts. In 1997, Johnson City applied for a grant from the Tennessee Historical Commission to prepare a preservation plan for the city. City staff began working on the plan in 1998 with the assistance of the city's Historic Zoning Commission (HZC) and concerned citizens. This group of concerned citizens included representatives of the following organizations; Tipton-Haynes Historic Site, Rocky Mount Museum, Washington County Historic Association, Daughters of the American Revolution, Boones Creek Historical Trust, Knob Creek Historical Association, property owners of historic structures, and interested citizens. The plan eventually evolved as an element of the city's Comprehensive Plan.

Several public meetings were held in the fall of 1998 to identify the goal and purpose of the Historic Preservation Element. Citizen input is an essential factor in the Element's development and without the support of citizens in partnership with city government, the recommendations cannot be implemented.

The Johnson City Vision Statement, developed as part of the Comprehensive Plan and approved by the Johnson City Regional Planning Commission in 2002, states that as part of the broad-based continuous planning effort the city should "designate and develop other historic and conservation areas and overlays" and should "respect our heritage and preserve our natural environment." In addition, the 2003 Citizen Survey conducted by the Planning Commission indicated that the protection of historic sites rated above average (3.98) on a 5-point scale in importance to the quality of life in Johnson City. Concerning growth issues, the survey found that protecting scenic vistas (3.95), preserving the rural character by protecting farmland (3.63), and preserving historic structures and sites (3.57) all ranked above average. The results of the survey reinforce the concept that the preservation of historic resources, either structural or landscape, are important to the quality of life in Johnson City.

HISTORY OF HISTORIC PRESERVATION IN THE AREA

There has been a long history of preserving historically significant sites in Northeast Tennessee. Johnson City started taking a more active role in historic preservation during the 1990s. Until then, the preservation of historic structures may have been perceived by numerous citizens as being second in importance to urban growth. Although this may not be totally accurate, this was the perception of those interested in preservation activities.

The Historic African American Site Preservation Society of Northeast Tennessee (d/b/a Langston Heritage Group) has championed the preservation and recognition of buildings and sites associated with the African-American community in Johnson City and Washington County. Since its inception in 1999, this organization has listed several individual buildings on the National Register of Historic Places (see page 33), has been involved with the placement of several Tennessee Historic Markers (see page 39), and has increased the awareness of the preservation of buildings and sites associated with the African-American community.

Neighborhood organizations have also stepped forward on specific issues relating to the preservation of historic resources. In addition, the Washington County Historical Society and the Jonesborough/Washington County Heritage Alliance both work to preserve historic resources within Washington County and Jonesborough, but their efforts have been primarily directed to sites in rural areas of the county.

There are two state historic sites within the city's corporate limits: (1) Rocky Mount Museum located on the Bristol Highway in the eastern portion of the city in Sullivan

County; and (2) Tipton-Haynes Historic Site in the southern portion of the city near Buffalo Mountain on South Roan Street. The preservation and support of these sites by the citizens, the city, and the state has demonstrated that the preservation of historic resources is important to the area.

There have also been several individual properties in the area listed on the National Register of Historic Places. The first property to be listed in the Johnson City area was the Tipton-Haynes Historic Site in 1970. Since 1973, there have been 12 individual properties and four districts placed on the National Register. A current list is provided in the Identification of Historic Resources chapter (pages 35-37).

The Tree Streets Neighborhood located in southwest Johnson City has strived to preserve the mixture of its residential housing stock that was characteristic of the area in the early 1900s. This was achieved with the rezoning of the area from medium density to low density residential in 1989, listing the area on the National Register of Historic Places in 1996, and in 1999, adopting a conservation zoning overlay for a portion of the neighborhood. The Southside Neighborhood Organization has proudly promoted the historic character of its neighborhood and has assisted in other preservation issues throughout the city.

Citizens interested in the preservation of selected buildings have attempted to form organizations; however, they have disbanded after the purpose of the organization no longer existed. The demolition of the Capri Theater, formerly the Tennessee Theater, in the 1980s rallied support, as did the Majestic Theater in the 1990s; but it was not until the Friends of Olde Downtown organized in 1999 that the preservation of the downtown again became a major focus. Previous downtown organizations were not able to endure or have the wide-spread support that the Friends organization has obtained. Although not the only purpose of the Friends organization, the preservation of the downtown and its historic resources were forefront issues when the organization was formed. The Downtown Coalition, a separate downtown group, worked in parallel with the Friends of Olde Downtown for the preservation and renovation of the downtown area.

The Johnson City Development Authority (JCDA), as one of its goals, has been actively involved in the redevelopment of downtown Johnson City. The preservation and renovation of buildings in the downtown area has become more noticeable with the formation and involvement of the Friends of Olde Downtown organization. The city in conjunction with JCDA and the Friends group has worked together to replace the streetlights in the downtown with more appropriate style fixtures and poles. Additional streetscape changes are being considered to create a more pedestrian-friendly atmosphere.

In 1994, the Board of Commissioners amended the Zoning Ordinance to create a conservation zoning overlay and to permit the formation of the Johnson City Historic Zoning Commission (HZC). The Zoning Ordinance was also amended in 1999 to permit historic zoning overlays. Since the formation of the HZC, the Board of Commissioners

has approved a conservation district (Tree Streets Neighborhood), two conservation landmark districts (Cox/Adams and Kitzmiller/Blowers), and an historic district (Downtown). The property owners, acting on their own, initiated these districts and the Board of Commissioners endorsed the formation and development of historic and conservation districts through its approval of their boundaries.

GOAL

During the preparation of the Historic Preservation Element, the Planning Department and the Historic Zoning Commission held several public meetings in the fall of 1998. The intent of the meetings was to identify the primary goal of the Historic Preservation Element. This Element cannot be successful without the support of the citizens in partnership with city government. In addition to the citizen input, the following sources were used when developing the purpose:

1. The 2003 Citizen Survey that assessed citizen opinions on growth issues facing the city and determined priorities for the quantity and quality of future growth;
2. The Comprehensive Plan's Vision Statement that addresses the city's response to key issues and concerns facing the city;
3. The City Commission's 2001 Strategic Plan which identified and ranked the city's goals and objectives for the future; and

Those that attended the public meetings developed the following goal for the Element:

TO IDENTIFY AND PROTECT THE HISTORICAL, ARCHITECTURAL, ARCHEOLOGICAL, CULTURAL, AND SCENIC HERITAGE IN THE AREA IN ORDER TO ENHANCE THE QUALITY OF LIFE IN JOHNSON CITY.

The purpose of this element is the following:

- TO PRESERVE THE CITY'S UNIQUE CHARACTER AND BEAUTY;
- TO FOSTER COMMUNITY PRIDE;
- TO PRESERVE THE CHARACTER AND ARCHITECTURE OF ITS NEIGHBORHOODS, COMMERCIAL DISTRICTS, AND RURAL AREAS;
- TO ENABLE CITIZENS AND VISITORS TO ENJOY AND LEARN ABOUT LOCAL HISTORY;
- TO PROMOTE ECONOMIC VIABILITY; AND
- TO PROVIDE A FRAMEWORK FOR MAKING APPROPRIATE PHYSICAL CHANGES.

The contextual history for the city of Johnson City includes a brief description of significant and important periods, events, and architecture. The history of every city is unique to itself, and without studying that history, a basic understanding of the community cannot be achieved. The events involved with the city's growth and development impact and are reflected in the architecture of the region.

A complete list of architectural themes found in all historically significant structures is not possible since some architectural styles have only one or two simple vernacular examples. Other historically significant structures or sites could not be classified in one of the themes outlined in the report but are worthy of being preserved nevertheless. The list of themes will require modification when structures or sites become eligible for historic classification.

HISTORY

Migration and Settlement

Agriculture

Commerce and Industry

Industry

Mining

Commerce

Financial Services

Transportation

Stage Coach

Railroad

Religion

Military Home

Education

Medical

Arts and Leisure

Resort

Theaters

Parks

Cemeteries

ARCHITECTURE

Architectural Styles

Log Cabin

Federal

Greek Revival

Gothic Revival

Queen Anne

Folk Victorian

Colonial Revival

Neoclassical

Tudor Revival

Italian Renaissance

Craftsman / Bungalow

Four Square

Ranch

DEVELOPMENT HISTORY

Migration and Settlement

It has been documented that hunting parties were in what is now Northeast Tennessee as early as 1673 when Indians controlled the region. However, it was not until 1768 that William Bean became the first permanent white settler to arrive in this area and build a home near Boones Creek. One of the most early and famous visitors to the region was Daniel Boone, who hunted this region between 1760 and 1769. In 1775, a group of settlers called the Wataugans purchased 2,000 square miles from the Cherokee Indians in what is now East Tennessee and Western North Carolina. Between 1784 and 1788, the settlers in this region attempted to join the Union as the State of Franklin, but were denied admission by Congress. In 1788, North Carolina laid claim to this region and after a brief skirmish at the home of John Tipton (Tipton-Haynes Historical Site); the State of Franklin ceased to exist.



Tipton-Haynes Historic Site

Agriculture

As hunters and settlers decided to stay in the area, farming became a way of life and a necessity. Communities had to be self-sufficient due to the terrain and lack of supplies from the east coast. The flour mills and gristmills constructed along the many creeks of

the region became the social hub of the communities. Unfortunately, most of these flour mills have been abandoned and destroyed. St. John's Mill on Watauga Road has been in continuous operation from 1778 to the present and is listed on the National Register of Historic Places. Bashor Mill and Fourville Mill still exist, but are no longer in operation.



St. John's Mill

The Territory of the United States South of River Ohio was formed in 1790 and included what is now Tennessee. The capital of the Territory was located at Rocky Mount (Rocky Mount Museum), from 1790 until 1792 at the home of William Cobb. The Territorial capital was moved to Knoxville in 1792, and in June 1796 the State of Tennessee was admitted into the Union as the 16th state with Knoxville as the first state capital.



Rocky Mount Historic Site

Commerce and Industry

What is now Johnson City was previously known as the Brush Creek District from around 1830 until 1840 after the creek that runs through what is now downtown. The community was also known as Green Meadows, then Blue Plum, named after the homes of former Post Masters and for the home of Robert Young, who owned 2,000 acres in what is now Johnson City. By the 1840s, three stagecoach roads intersected at what is now downtown Johnson City, at the site presently occupied by the Intermountain/United Telephone Company building, at the corner of North Roan Street and Commerce Street. In 1856, Landon Carter Haynes financed a store at the intersection of the stage roads for Henry Johnson, for whom the town was named. Haynes was a former Speaker of the Tennessee House of Representatives who had legislatively maneuvered the construction of the East Tennessee and Virginia Railroad (now CSX) through the community. The following year, the railroad purchased the store from Johnson for right-of-way. By late 1857, a settlement began to flourish around the railroad, and in 1858 the settlement was named Haynesville in honor of its founder, Landon C. Haynes.

During the American Civil War, Haynes served as a Senator for the Confederate States of America while Johnson became a vocal unionist in the community. Following the war, President Andrew Johnson and William Brownlow, Governor of Tennessee, decreed that no town should be named for a confederate Senator. The name of the town was changed to Johnson's Depot, after Henry Johnson a prominent leader of the community.

In 1869, Johnson City received its first city charter, but due to low growth and to allow the sale of liquor, the city forfeited the charter in 1879. A second charter was acquired in 1885.

Transportation

The major form of transportation until the late 1880s was the stagecoach with houses used as stops along the various routes. Starting as an agrarian community, the railroads transformed Johnson City into a boomtown between 1885 and 1890. The completion of the East Tennessee and Western North Carolina Railroad (ET & WNC) and the Charleston, Cincinnati, and Chicago Railroad (Three C's) prompted iron, steel, and coke factories to locate in the region. The population of the city grew 507 percent (685 to 4,645) between 1880 and 1890, the period of industrialization.



CSX Train Depot (Clinchfield Train Depot)

Due to the national panic of 1893, the Three C's Railroad went bankrupt. It was not until 1897 that a new railroad, the Clinchfield Railroad, was constructed through the city resulting in the three railroads that served the city (Clinchfield Railroad, Southern Railway System, and ET & WNC Railroad). During this period, the city also became a resort area with a series of hotels locating along the railroad tracks, including the former Carnegie Hotel.

Growth in the city slowed to a standstill during the late 1890s. The character of the downtown slowly changed from the center of industry to a business and warehouse district with regional retail uses and the wholesale distribution of food, dry goods, and hardware.

Religion

Religion plays an important role in the growth of any community. Early maps of the downtown show that the major denominations were represented, including Methodist, Baptist, Christian, Lutheran, and Presbyterian. Several churches are still located in the downtown and in the older established neighborhoods. While the majority of churches have rebuilt and the original sanctuaries no longer remain, there are still examples of churches in the central area of Johnson City that have retained their historical character.



St. John's Episcopal Church



Original Thankful Baptist Church
Princeton Freewill Baptist Church

Military Home

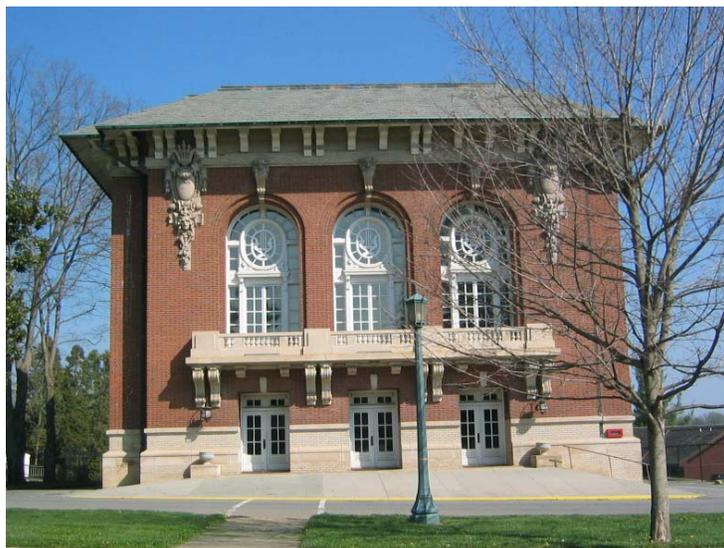
The establishment of the Mountain Branch of the National Home for Disabled Volunteer Soldiers in 1901 had a significant impact on the community. The facility was called a

“city within a city” due to the self-sufficiency of the complex, which included 36 buildings on a 447-acre site. The size of the complex has been reduced over the years, but the importance of the facility to the city has remained constant.

The theater, library, church, and several main buildings and houses reflect the Italianate influence in the architecture with wide and ornate eaves and window details. The new buildings and additions have retained the Italianate style with a more modern flair. When observing the campus, the buildings are architecturally harmonious, but the original buildings are distinctive from the more recent additions. The preservation of the large open green spaces and the lake assist in preserving the initial campus of the Veterans Administration.



VA Carnegie Library



VA Theater / Memorial Hall



VA Original Mess Hall

Education

In 1909, the Tennessee General Assembly passed legislation to establish four normal schools for higher education, one for blacks and one for each of the three grand divisions of the state. East Tennessee Normal School, later changed to East Tennessee State University (ETSU), was established in 1911. Starting as a teachers college, the university has grown to include such diverse degree programs as medicine, nursing, Appalachian studies, storytelling, and computer animation and technology. Dossett Hall, the original Sherrod Library, University School, and other buildings were constructed in an educational neoclassical style.



Dossett Hall



University School

Medicine

In 1893, during the regional cholera epidemic, doctors in Johnson City maintained separate white and black medical associations. These two associations maintained Johnson City's medical community connectivity to national organizations and served as postdoctoral classrooms.

The first hospital in the city, the Veterans Administration established in 1901, did not serve the general public. It was not until 1911, that the first public hospital was established with the opening of Memorial Hospital at 712 East Fairview Avenue with a capacity of only 10 beds. The Appalachian Hospital (later changed to Memorial Hospital in 1945) at Boone Avenue and West Fairview Avenue was in operation from 1921 until 1951. This building is currently part of the Asbury Center. In the 1950s, several local doctors developed a clinic at 1415 North Roan Street based on the general plan of the Mayo Clinic. This clinic dissolved after only a few years, but the idea of providing medical services to the region was established.



Memorial Hospital

The impact of the Veterans Administration and later the Quillen-Dishner College of Medicine on the medical community cannot be ignored. The College of Medicine was established at East Tennessee State University in 1977 on the campus of the Veterans Administration. The joint influence of the College of Medicine, the Veterans Administration, and the Johnson City Medical Center Hospital all located within or adjacent to the VA complex have had a major impact on the economy and growth of the community.

Arts and Leisure

Jobe's Opera House opened in 1884 across from Fountain Square in the 100 block of East Main Street. The Opera House was the leading center of culture for the residents of the community. Use of the building was not limited to theater and operas, but it was also used for commencement exercises and lectures. The building was condemned in 1905 and eventually demolished.

Several theaters that were located in downtown no longer remain due to neglect and were also torn down. The location of the former Majestic Theater is now the site of Majestic Park.

Fountain Square was the centerpiece of the city and was located at the intersection of the railroads and the city's major roads. The purpose and use of the square has evolved over the years and today it functions as a park. The centerpiece of the square was a statue of the Lady of the Fountain currently located in the lobby of the Public Works Department in the Municipal and Safety Building.

The city's park system was established in 1944 with the formation of the Johnson City Parks and Recreation Advisory Department. The first city park, Powell Square Park is located at the intersection of Spring Street and West Popular Street. The park was donated to the city in 1889 and is still in use today as a neighborhood park serving the Tree Streets Neighborhood.



Powell Square Park

Cemeteries

Small family cemeteries located on farms and church cemeteries are reminders of the community's history. There are numerous such cemeteries scattered throughout the region and their preservation and protection are important to saving a part of Johnson City's history. While the majority of the small cemeteries are no longer used for new burials, several are still active. There are three small cemeteries located within the Knob Creek Historic District, which is now experiencing intensive commercial development.

The first city cemetery established in 1870, was Oak Hill Cemetery located on South Boone Street. Early community leaders buried in the cemetery include Henry Johnson, the first mayor of the city, and Colonel LeRoy Reeves, the designer of the Tennessee flag. The early African-Americans in Johnson City established their own cemetery, West Lawn Cemetery, located on Lowell Street.

The protection of cemeteries from desecration is guaranteed under state and federal law, and local awareness of cemeteries and maintenance is important in the preservation effort.



Oak Hill Cemetery



West Lawn Cemetery

Other

The residential and commercial building stock in the downtown and surrounding neighborhoods was constructed mainly in the late 1800s and the early 1900s. As the distance increases from the central downtown area, the age of the buildings become more recent. Located in some of the newer subdivisions are the original farmhouses and farm buildings intermixed with the newer housing stock.

Although the city has a rich history, architectural components of its historic buildings have been destroyed through renewal programs and neglect. The preservation of historic structures is one way to retain the city's heritage and their protection from development pressures is an objective of this element.

ARCHITECTURAL HISTORY

Since the first settlers arrived in the late 1700s, the style of architecture has been modified to fit the needs and materials available at the time. As the area developed and small communities started to form, brick became a popular building material. Pattern books of architectural styles were brought to the area by travelers and as the building styles changed and evolved, so did the housing stock of the region. In some cases, houses could be constructed in one style then altered to another style. Although there are limited pure forms of any one architectural style in Johnson City, there are vernacular forms of every architectural style that has been popular in the United States. Owners altered their residences to suit their needs and individual tastes. These changes and alterations are all part of the development of this area. Described below are the typical or distinctive styles that are represented in Johnson City.

Log Cabin

The first settlers to this region in the late 1700s constructed log cabins due to the abundance of logs and the settlers' knowledge of log home construction. The settlers were originally from Pennsylvania and Virginia where the log structures were popular. Log cabins were usually constructed as a one-room structure with a chimney at one end with additional rooms and chimneys added as needed.

Most log cabins were later enlarged and covered with clapboard siding. There are few examples of this type of construction remaining in the area. The Robert Young Cabin now located at Winged Deer Park was originally constructed near the intersection of West Market Street and State of Franklin Road. The Johnson City Parks and Recreation Department has relocated the cabin and renovated it for use as an interpretation center.



Log Cabin Style
Robert Young Cabin

Another example of a restored log cabin is at the Rocky Mount Museum on the Bristol Highway. This living history farm gives visitors a chance to experience the life of early settlers. All the buildings that are part of the living history farm have either been reconstructed or constructed to the 1790s period. The property is listed on the National Register of Historic Places.

The Isaac Hammer House (listed on the National Register) on East Mountainview Road has been restored as a single-family residence. The adjacent Hammer House, previously located on the Bristol Highway, was restored as a residential dwelling when it was relocated.

The Tipton-Haynes residence (listed on the National Register) on South Roan Street is an example of a log cabin that has been altered and the original log structure covered in clapboard siding.

Federal/Adams

The Federal or Adams style of architecture is typical of the original colonial period. Used mainly during the late 1700s to the mid 1820s, examples can be found dating to the 1840s. Characteristics of this style of architecture include an elliptical or semi-circular fanlight above the front door, the symmetrical front façade with centered door, decorative cornice molding, and double-hung windows.

New settlers brought this popular style of architecture to the area from Pennsylvania and the Carolinas. Vernacular examples exist in the region such as the Kitzmiller/Blowers residence (listed on the National Register) on North Roan Street. Constructed in 1801, this stone residence has retained the architectural integrity of the Federal period. The property and residence are located within the Kitzmiller/Blowers Landmark Conservation District.



Federal/Adams Style
Kitzmiller/Blowers Residence

Greek Revival

Extremely popular during the mid 1800s, the Greek Revival style of architecture was a result of archaeological expeditions in Greece and its own War of Independence. The opulent style of the full classical Greek cornice entablatures, the column details, and elaborate door surrounding were especially popular details. The southern plantations utilized this style to help emulate style, grace, and power.

Tipton-Haynes, as previously noted, was a log-cabin structure that was renovated into a Greek Revival style residence. The adjacent law office of Landon C. Haynes is also an example of the Greek Revival style.



Greek Revival Style
Law Office
Tipton-Haynes Historic Site

Gothic Revival

In the late 1800s, Gothic Revival architecture became popular. This movement began in England and migrated to the northeast United States, finally working its way to the remaining states. Churches constructed during this period often used the steep multi-gables roofs, lancet windows, and decorative gables that highlighted the Gothic Revival style.

First United Methodist Church located at 100 Spring Street, although not constructed until 1927, is an example of the Collegiate Tudor Gothic Revival style. The details in the sanctuary building reflect the details symbolizing this style of architecture.



Collegiate Tudor Gothic Revival Style
First United Methodist Church

Queen Anne

Characterized by the large wrap-around porches and the steep-pitched roof with irregular shapes and angles, the Queen Anne style of residential housing was one of the more popular styles in this region during the early 1900s. The use of the asymmetrical façade, textured shingles to avoid smooth wall surfaces, and gingerbread trim made this style easy to copy and emulate. The addition of a porch and gingerbread trim would modify houses constructed prior to this style to resemble the Queen Anne style. The use of bright colors to highlight architectural details is signified with the nickname of “Painted Ladies” for Queen Anne style houses that were boldly painted.

There are several example of the Queen Anne style in the Tree Streets neighborhood. The residence at 511 West Maple Street is an illustration of this style and in almost any block of the neighborhood, a residence can be found with Queen Anne details.

Another excellent example of this architectural style is the residence at 700 West Locust Street. The use of color to highlight the architectural details, the large wrap-around porch, as well as the use of shingles to pattern the walls is evident.



Queen Anne Style
Tree Streets National Register District
Tree Streets Conservation District

Folk Victorian

Compared to the Queen Anne architectural style, the Folk Victorian style is simpler with less ornate details. Porches with a symmetrical façade, spindlework detailing, and exposed brackets under the eaves are key elements of the Folk Victorian houses.

Farmhouses built in the region in the late 1800s or early 1900s were constructed in this style. Houses could be enlarged using the style by adding a wing or a second-story. The use of modern jigsaws allowed the average homeowner to add integrated gingerbread trim. Examples of the Folk Victorian style can be see on farms or in many older neighborhoods.



Folk Victorian Style
Tree Streets National Register District
Tree Streets Conservation District

Colonial Revival

Colonial Revival style housing was very popular starting in the early 1900s and running through the entire century. Although it seems to be reserved for the large estate houses, the symmetrical façade and the details of the early Colonial house can also be seen in smaller houses. Key features include an accentuated central door, double-hung windows, a small porch just in front of the door, and the use of sidelights around the front door. Traditional details and classical features were a reflection of the early days of the country.

The residences at 1119 Southwest Avenue, 723 West Locust Street, and East Holston Avenue are a few of the examples of Colonial Revival houses. This style was used in the city for larger homes that showcase elegance.



Colonial Revival Style
Tree Streets National Register District
Tree Streets Conservation District

Two other examples of this style that are listed on the National Register are Aquone at 110 Barberry Road, the former residence of Judge Samuel Cole, and Shelbridge at North Roan and East 11th Street, designed by Mr. D. R. Beeson, architect, as a private residence. Shelbridge is now the official residence of the President of East Tennessee State University.



Colonial Revival Style
Aquone

Neoclassical

The Neoclassical style is typically used for public buildings, especially governmental. The full-height porch supported by classical columns are the key features of this style of architecture. The symmetrical aspects of the windows and centralized main door note the façade. The use of Greek and Roman architectural details in the columns and gable ends were used to recapture the classical details of an earlier period. The study of Greek and Roman history were major factors in this style's use.

Several original buildings on the East Tennessee State University campus are examples of this style including Dossett Hall. The former U.S Post Office, now used by Channel 11 – WJHL, on East Main Street also represents this style of architecture.



Neoclassical Style
WJHL

Tudor Revival

The Tudor Revival style was popular in the early 1900s. The steep-pitched roof, cross gable roof, and decorative half-timbering present in the gable ends are key features of this architectural style. This style related to the English heritage of many early Americans. The tall windows originally had multi-pane glazing which were grouped together in pairs. Often, the houses were clad in stucco, but combinations of brick and stucco or wood siding and stucco were also popular. Structures were typically constructed in brick and then clad in stucco.

There are several residences on Hillcrest Drive which exemplify Tudor Revival architecture. Constructed in the 1930s, the architectural details are still evident on many of the houses in the Hillrise neighborhood.



Tudor Revival Style
Hillcrest Drive

Italian Renaissance

The renaissance of the Italianate style of architecture with simplified details was also popular in the early 1900s. Details such as the arched windows on the first floor, square windows on the upper floors, and simplified details reflect the Italian Renaissance style. Other details for this style included front porches recessed into the façade and a decorative cupola. Residential and commercial structures both used this style of architecture.

Commercial buildings along Main Street and Market Street are representative of this Italianate style. The buildings use the slender windows with decorative hoods, and the cornice is wider and larger than previous commercial building styles.

The best residential example of this style is “The Oaks” at 1416 South Roan Street. Constructed between 1918 and 1922, the exterior detail reflects the tall slender windows with decorative hoods. The four-story tower is the focal point of the three-story structure. Constructed as a single-family residence, it is currently operating as a medical clinic. The Cox/Adams Landmark Conservation District encompasses the main structure and a major portion of the estate.



Italian Renaissance Style
Cox/Adams Landmark Conservation District
(The Center for Integrated Medicine)

Craftsman/Bungalow

The Craftsman or Bungalow style was one of the more popular residential architectural styles in this region during the early 1920s and 1930s. This modest style residence is usually one to one-and-a-half stories in height, although in rare instances the residence is a full two-stories. The low-pitched roof and wide overhang are elements which characterized this style and lent itself to the exposure of the roof rafters. There is usually a front-gabled roof, but examples of a side-gabled roof exist. The use of dormers added to the use of the upper floor as living space. Adornment of exposed roof rafters can be seen on the Craftsman style. This style can be characterized by a front porch ranging from just the front door, half of the façade, or the entire width of the residence.

The Craftsman style originated in California, but through the use of pattern books and mail order houses the term bungalow became synonymous with the original Craftsman style residence. Examples of this style can be found scattered throughout the Tree Streets neighborhood.



Craftsman/Bungalow Style
Tree Streets National Register District
Tree Streets Conservation District



Craftsman/Bungalow Style
Tree Streets National Register District
Tree Streets Conservation District

Four Square

Popular during the same years as the Craftsman or Bungalow, the Four Square style is actually classified in some architecture books as a subtype of the Prairie style. The Four Square was the earliest form of Prairie architecture and the emphasis on the horizontal line is clearly evident.

A two-story box-shaped house of symmetrical rectangles, gives the house a four square appearance. A full-width, raised front porch, deep overhangs, a low-pitched hipped roof with a single dormer, and a large glass front entry door are characteristic of this style. One-story wings, porches, or carports are secondary to the main structure.

The Four Square style can be found in neighborhoods developed prior to the 1940s with the most prevalent and best examples found in the Tree Streets neighborhood and surrounding area. The simplicities of the details have become classic in nature and have been preserved.



Four Square Style
Tree Streets National Register District
Tree Streets Conservation District

Ranch

The one-story ranch house became popular in the 1950s. The dependency on the automobile after World War II and the increased popularity of one-fourth acre tracts assisted in the attractiveness of this style. The garage, located adjacent to the house and accessed from the front with the entire living area on one floor made it popular. This style of architecture is still popular and can be found in many subdivisions constructed after 1950.



Ranch Style
Highland Avenue

Summary

There are very few true examples of any one style of architecture. Structures constructed for the most part in this region, for either residential or commercial use, were derived from plans in a pattern book and were not designed by an architect. Often, architectural details from different styles were combined into one structure. Owners of older structures would update their buildings by adding modern details, replacing the older elements, or by covering over older elements with newer materials.

The use of vinyl and aluminum siding starting in the 1950s is an excellent example of this concept of trying to look newer and of covering architectural details. Commercial and residential buildings used vinyl and aluminum siding to cover details under the assumption that it modernized the structure and reduced maintenance. This concept is continuing, but some property owners realize that the architectural character and details of the past are what makes their structure unique.

The identification of historic resources is an essential component of the Historic Preservation Element. Identifying where historic resources are located and the extent of their significance is essential in determining the type of protection needed.

Identifying all structures or sites within the city that are 50 years old or older is an enormous task. The Historic Zoning Commission (HZC) relies on local historic organizations and previous surveys to assist in data collection. Not all historic resources identified will be considered by the HZC as eligible for local designation. The HZC's list of all structures 50 years old or older will help determine what resources should be preserved. The determination of which resources Johnson City should consider as historic will be established by the HZC based on input from citizens and government officials.

The HZC prepared the Property Designation Handbook to assist in the identification of historic resources. The Property Designation Handbook guides a small committee, appointed by the HZC, in the evaluation of historic resources. This committee includes citizen representations, not on the HZC. The handbook includes the following criteria to evaluate historic resources:

1. The property is a natural feature having an association with an event or person significant to the history of Johnson City, the State of Tennessee, or the United States, or which is significant because of size, condition, uniqueness, location, or setting.
2. The property is an outbuilding embodying or providing for a given use, period, style, and/or setting.
3. The property is an historical or cultural resource which is 50 or more years old.
4. The property is a building or buildings which embody distinguishing characteristics of an architectural type or style or are representative of a recognized architect's or craftsman's work that is not substantially altered.
5. The property is a key focal point in the visual quality or character of the neighborhood, street, or area.
6. The property is an historical or cultural resource that is identified with a person or persons who significantly contributed to the cultural history or development of Johnson City, the State of Tennessee, or the United States.
7. The property is an historical or cultural resource which is the site of a significant historic event.

8. The property is an historical or cultural resource representing patterns of Johnson City's 19th or early 20th centuries and subsequent cultural and economic development.

Each historic resource is examined by the criteria, and those properties meeting more than two criteria are considered as a contributing historic resource by the Property Designation Committee. The Historic Zoning Commission will have the final determination as to the significance of a historic resource.

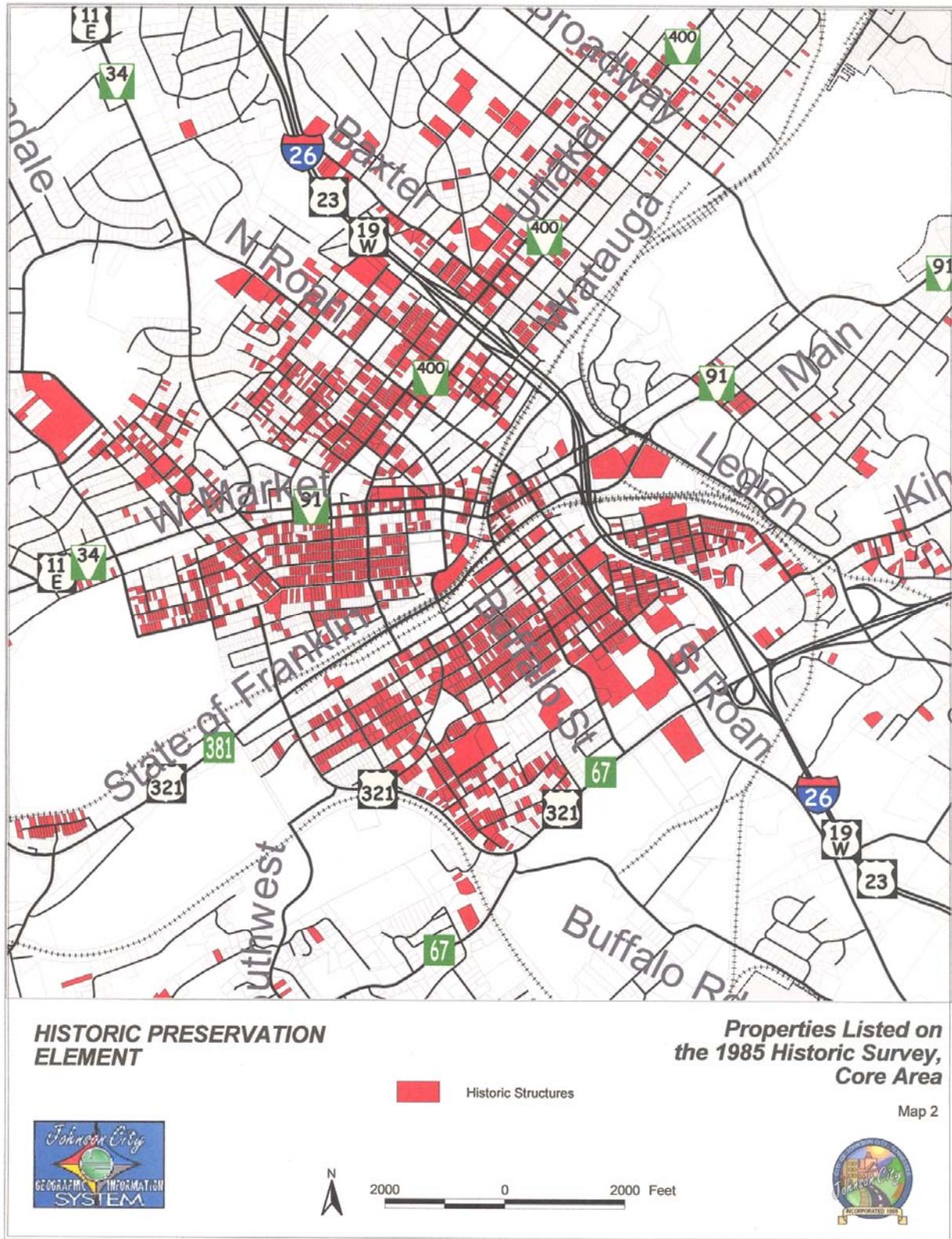
1985 HISTORIC SURVEY

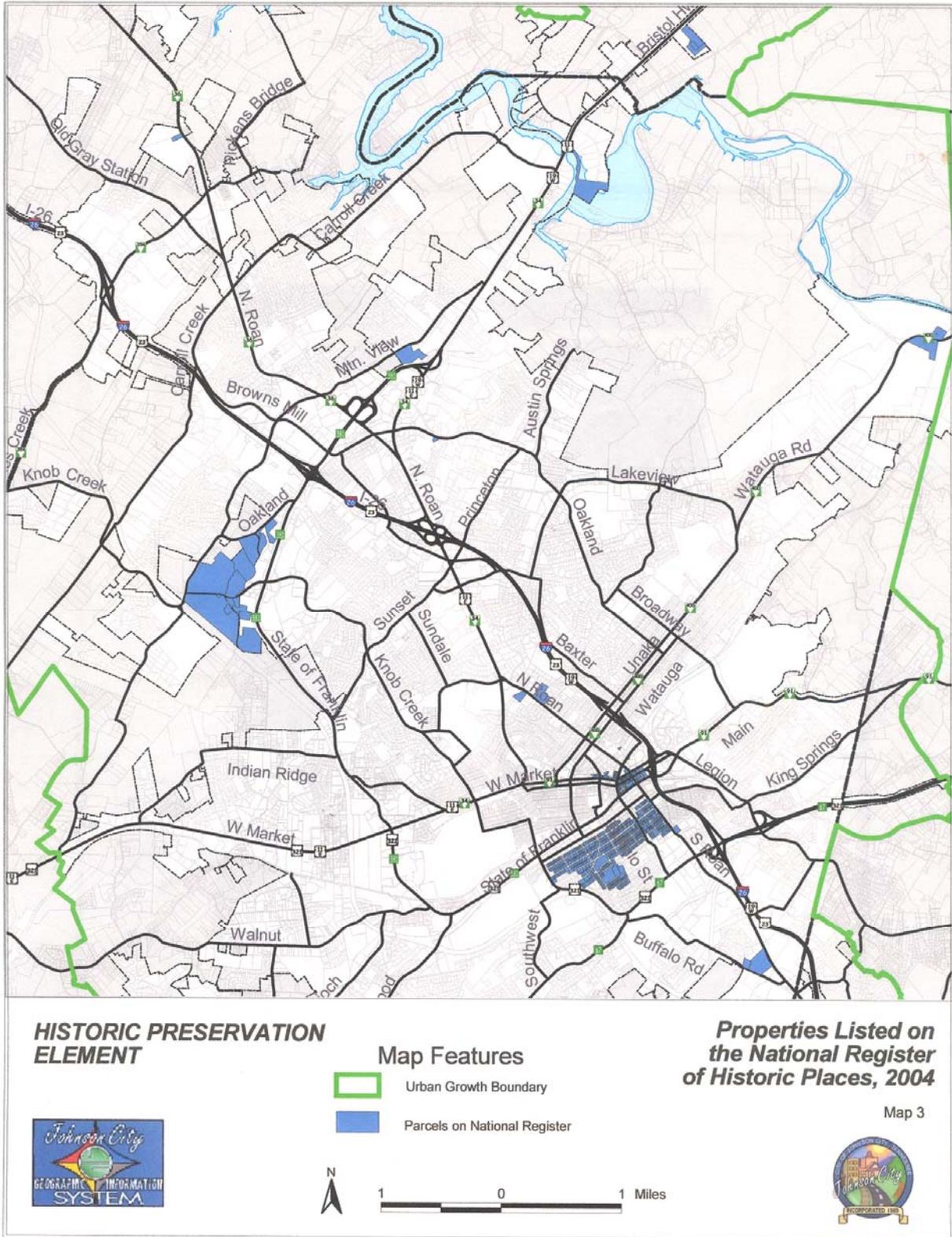
In 1985, a survey of historic structures over 50 years of age in Washington County was completed under the direction of Dr. Dale Royalty from East Tennessee State University with a grant from the Tennessee State Historic Preservation Office. This survey identified over 3,500 historic structures within the city's Urban Growth Boundary (see Maps 1 and 2). The survey forms are maintained at the Archives of Appalachia located in Sherrod Library at East Tennessee State University.

Johnson City has not been resurveyed since 1985 and the 1985 survey information is used as a base to update the list of historic resources. However, this list is not complete and there have been several structures demolished since 1985 and others have become eligible.

NATIONAL REGISTER OF HISTORIC PLACES

Historic resources within Johnson City that are included on the National Register of Historic Places are listed in Table 1. The list includes the address, date of significance, and date listed on the Register (see Map 3, page 34). This listing will increase as individuals and organizations nominate properties and districts. It should be noted, that the Tree Streets National Register District is the largest residential district in Tennessee.





**Table 1
PROPERTIES LISTED ON THE NATIONAL REGISTER OF HISTORIC
PLACES**

NAME	ADDRESS	DATE	DATE LISTED
Tipton-Haynes House Tennessee State Historic Site	2620 South Roan Street	c. 1783- 1840	February 26, 1970
Rocky Mount Museum Tennessee State Historic Site	200 Hyder Hill Road	1790-1792	February 26, 1970
Dungan’s Mill & Stone House (St. John’s Mill) Oldest continuing family run mill in state	3191 & 3222 Watauga Road	c. 1778	July 2, 1973
Robin’s Roost Home of the Taylor Brother’s of the War of the Roses – Governor Race	1309 South Roan Street	c. 1880	January 20, 1976
Isaac Hammer House Log cabin residence – been restored	708 East Mountainview Road	c. 1793	March 19, 1976
Kitzmiller House Stone residence	4867 North Roan Street	c. 1801	July 25, 1977
Valentine DeVault House Stone residence – cannon ball in wall	243 DeGrasse Drive	c. 1821- 1842	July 28, 1977
Montrose Court Apartments Converted to condominiums Part of the Tree Streets District	701 West Locust Street (Boyd Street)	c. 1922	April 21, 1980
Basher Mill Part of Knob Creek District	Denny Mill Road	c. 1830	July 8, 1980
Peter Range Stone House Restored and used for commercial	307 Twin Falls Drive / 2833 East Oakland Avenue	c. 1804	December 15, 1983

**Johnson City Comprehensive Plan
Historic Preservation Element**

**IDENTIFICATION OF
HISTORIC RESOURCES**

<p>Knob Creek Historic District Partly altered by development Includes Bashor Mill, 3 cemeteries, Knob Creek Church of the Brethren, and 4 houses</p>	<p>Knob Creek Road / Denny Mill Road / Fariridge Road</p>	<p>c. 1830</p>	<p>July 10, 1986</p>
<p>Aquone Home of Judge Samuel Williams</p>	<p>110 Barberry Road</p>	<p>1923</p>	<p>November 4, 1993</p>
<p>Shelbridge Home of ETSU President</p>	<p>101 East Eleventh Avenue / North Roan Street</p>	<p>1921</p>	<p>December 14, 1995</p>
<p>Tree Streets Historic District Includes Montrose Court, First United Methodist Church, Southside Elementary School, and numerous residences. Largest residential historic district in Tennessee</p>	<p>Boyd Street / Buffalo Street / Cedar Place / West Chestnut Street / Earnest Street / Franklin Street / Laurel Street/ West Locust Street / West Maple Street / West Pine Street / West Poplar Street / Powell Street / Sevier Street/ Southwest Avenue / Spring Street</p>	<p>c. 1900 – 1950’s</p>	<p>March 12, 1996</p>
<p>Bower-Kirkpatrick Farmstead Saved by efforts of TDOT when designing improvements to Boones Creek Road</p>	<p>3033 Boones Creek Road</p>	<p>c. 1803</p>	<p>March 12, 1998</p>
<p>St. Paul’s AME Zion Methodist Church African-American Church Nominated by the Langston Heritage Group</p>	<p>201 Welborne Street</p>	<p>1920</p>	<p>April 12, 2001</p>
<p>Thankful Baptist Church / Princeton Freewill Baptist Church African-American church Nominated by the Langston Heritage Group</p>	<p>104 Water Street</p>	<p>1912</p>	<p>August 8, 2001</p>

Johnson City Commercial Historic District Includes 79 commercial structures including the John Sevier Hotel	Buffalo Street/ Colonial Way / East Main Street / East Market Street / South Roan Street / Spring Street / Tipton Street	1887-1953	July 17, 2003
Johnson City Warehouse and Commerce Historic District Includes 26 commercial and warehouse buildings	North Boone Street / Commerce Street / West Market Street / McClure Street / Montgomery Street	1900-1953	July 17, 2003

The nomination process to enlarge the two National Register Districts in the downtown is currently under study. In addition, the nomination of the Clinchfield Train Depot (CSX Train Depot) at 301 Buffalo Street is being contemplated with the recent private ownership of the depot. The continued renovation of downtown and the train depot will assist in the approval of other nominations.

STATE HISTORIC MARKERS

The Tennessee State Historic Preservation Office has established a state historic marker program (see page 43) that allows recognition of historic sites and events. Since state funds are limited to the cost of the marker and the installation, private donations are used. Table 2 lists the state markers currently within the corporate limits of Johnson City.

**TABLE 2
TENNESEE STATE MARKERS**

TITLE	LOCATION
Boone’s Creek Church	U.S. 23, north of junction of TN 34
Brush Creek Campground	Jackson Street & West Watauga Avenue
Buffalo Ridge Church	U.S. 23, 3.15 miles north of jct. With State 34
Carter’s Raid	U.S. 11E near railroad bridge over the Watauga River
Daniel Boone	U. S 23 in Boones Creek
Dr. Hezakah Hankal Funded by the Langston Heritage Group	West Main Street & Whitney Street

Dungan's – St. John Mill	Watauga Road
East Tennessee State University	State of Franklin Road
Fiddlin' Charlie Bowman	Roscoe Fitz Road & TN 75
History on Knob Creek	North Roan Street & Old Gray Station Road
Isaac Hammer	East Mountainview Road
Jesse Duncan	U. S. 23, north of TN 34
Johnson City	John Exum Parkway and North Roan Street
Knob Creek Church of the Brethren	Knob Creek Road and Fairridge Road
Lanston High School Funded by the Langston Heritage Group	East Myrtle Avenue and Elm Street
Robin's Roost	South Roan Street
Rocky Mount	U.S. 11 E in Sullivan County
Samuel Cole Williams January 15, 1864-December 14, 1947	100 block of South Roan Street
Science Hill Male & Female Institute	South Roan Street & Water Street
State Flag	U.S. 11 E
Tipton-Haynes Historic Site	South Roan Street
Tree Streets Historic District	Southwest Avenue (Southside School)
West Main Street Church	West Main Street and Whitney Street
William Bean's Cabin	U. S 23 & TN 34
William Nelson Home	Knob Creek Road

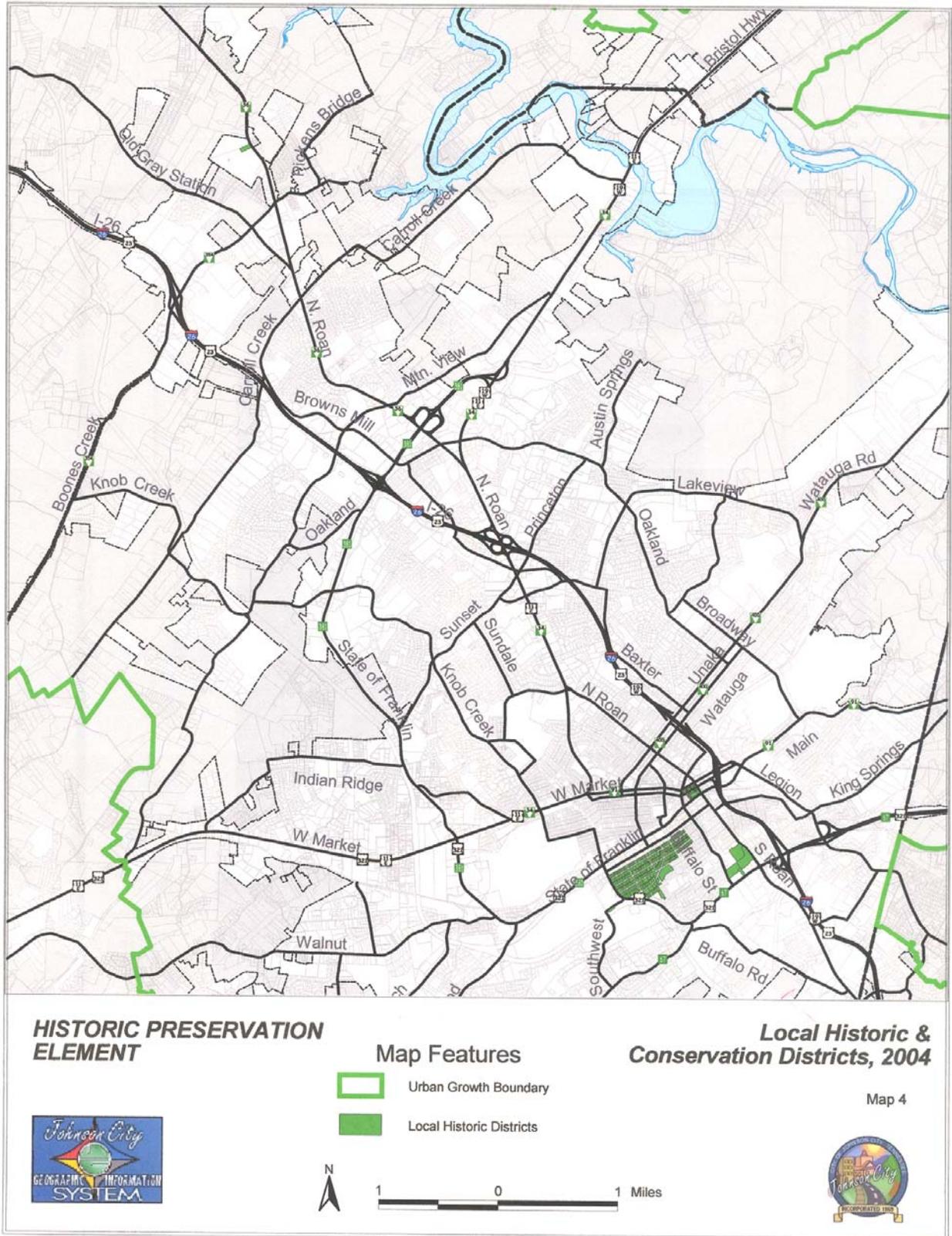


LOCAL HISTORIC AND CONSERVATION DISTRICTS

Individual properties located within a designated local historic or conservation district are important and must be included in the identification of historic structures. Table 3 lists the historic resources located within either historic or conservation districts (see Map 4). Structures that may not be eligible individually for nomination to the National Register can be included in a local district. Once the building(s) are restored according to the district's design guidelines, additional structures may become eligible for the National Register. This was the case for the Johnson City Commercial Historic District.

**TABLE 3
HISTORIC AND CONSERVATION DISTRICTS**

NAME	ADDRESS	DATE LISTED
Tree Streets Conservation District	400-899 West Maple Street 500-899 West Pine Street 500-598 (even side) & 600-899 West Locust Street 806-1002 Southwest Avenue 1100-1199 Cedar Place 806-1003 & 1004-1006 (even side) Earnest Street 806- -1003, 1004 & 1006 Sevier Street 102 & 804-1299 Boyd Street 810-1202 & 1204 Cherokee Street 736-816 (even side) University Parkway 1300-1316 (even side) & 1301 Virginia Street	January 21, 1999
Cox/Adams Landmark Conservation District	1416 South Roan Street 110 University Parkway	November 4, 1999 May 4, 2000 March 20, 2003
Kitzmiller/Blowers Landmark Conservation District	4867 North Roan Street	May 11, 2000
Downtown Historic District	200-299 East Main Street 100-199 East Market Street (even side) 70-99 Buffalo Street 300-498 South Roan Street (even side)	March 15, 2001



OTHER HISTORIC RESOURCES

There are numerous other historic resources that were not identified in the 1985 survey and that are not on the National Register or within a local historic or conservation district. The list of historic resources requires constant updating since resources are continually becoming eligible and others are being demolished. The Historic Zoning Commission should review the list of historic resources at least once every 10 years to ensure its completeness.

Historic resources that need to be included but are not on the previously mentioned lists include the Gray Fossil Site and neighborhoods that are either considering local designation or that have been important in the past growth and development of the city. Neighborhoods and areas that should be listed include the following: “The Avenues” (properties along Watauga and Unaka Avenues); the Gump Addition; Carnegie Addition; West-Davis Park Addition; Wilson Avenue and Lamont Street; the Hillcrest development; the Flourville area; and Gilmer Park.

Once historic resources have been identified, the next step is to decide which resources to protect and the method of protection. The goal of the Historic Preservation Element states that “the protection of historical, architectural, archeological, and scenic heritage improves and enhances the quality of life in Johnson City.” How the protection is achieved will vary according to the property owner and the resource.

All three levels of government (federal, state, and local) are involved in the protection of historic resources. The different programs available from each level of government are described in this chapter as are resources requiring protective measures. In addition, private ownership has an important role in the protection of historic resources. Each resource is unique and a combination of various levels of governmental involvement may be necessary to offer the level of protection desired.

FEDERAL GOVERNMENT

The Federal Government provides the following program for assistance in the preservation of historic resources.

- **National Register of Historic Places**
The National Register of Historic Places (National Register) is an official list of historic districts, sites, buildings, structures, and objects significant to American history, architecture, archaeology, engineering, and culture. The National Park Service, within the United States Department of the Interior, administers the list. Individuals, local governments, or state agencies can make application to the list through the Tennessee State Historic Preservation Office. Properties listed on the National Register can be of historic significance at the federal, state, or local level.

Listing on the National Register provides no substantive protection, but it does offer a level of prestige for the property owner. It is a way to recognize historic resources that are important in the history of the nation, state, or local area. Properties listed on the National Register that are income producing may also qualify for Federal Historic Preservation Tax Credits (discussed in the Appendix: Incentives for Historic Preservation). Listing on the National Register provides no protection from demolition or inappropriate alterations. However, these properties do have an additional review process to protect them from projects using federal funds that may ultimately have a negative impact on the historic resource.

The nomination of a building, site, or area must be well-researched, and the historic significance proven according to established criteria. District designation requires a majority of property owners to agree to the listing. Listing on the National Register does not require any action by the local government; however, Certified Local Governments do have the opportunity to comment on nominations.

A National Register District can provide the basis for local recognition through local historic or conservation overlay zoning (discussed later under the local level). There are several National Register sites and districts in Johnson City. These were noted in the Identification of Historic Resources chapter (pages 35 -37).

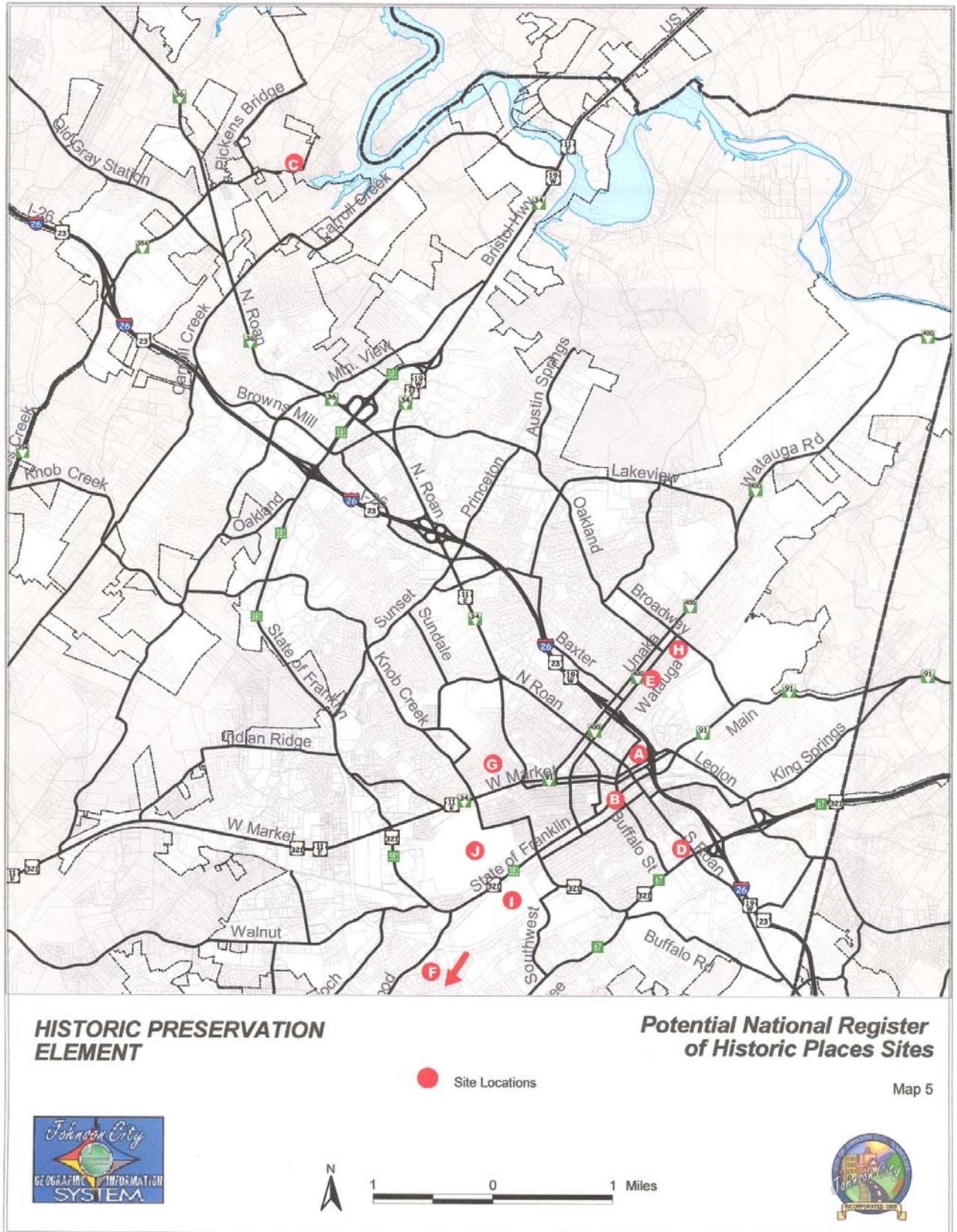
Individual properties and neighborhoods that should be considered for listing to the National Register of Historic Places include the following (Map 5):

- A. The enlargement of the Commercial Downtown and Commerce and Warehouse Districts.
- B. The former Clinchfield/CSX Train Depot.
- C. The Flourville area
- D. The Cox/Adams Residence (The Center for Integrated Medicine)
- E. Orchard Place
- F. Herrin House (Lone Oak Road)
- G. Hillcrest neighborhood
- H. Carnegie Addition
- I. East Tennessee State University
- J. The Quillen Veterans Administration

STATE GOVERNMENT

The State Government provides the following programs for preserving historic resources.

- **Tennessee State Historic Preservation Office**
The Tennessee State Historic Preservation Office (TSHPO), part of the Tennessee State Department of Environment and Conservation, is charged with all aspects of historic preservation within the state of Tennessee. The Tennessee Historic Commission, a part of the TSHPO, operates the state historic sites, the state historic marker program, and administers the Federal Historic Preservation Grant Program. A second subcommittee of the TSHPO, the State Review Board, reviews all nominations to the National Register of Historic Places prior to their submission to the National Park Service. Historic sites located within Johnson City that are owned and maintained by TSHPO include the Tipton-Haynes Historic Site and the Rocky Mount Museum.
- **Historic Markers**
Historic markers are an effective way to recognize and interpret places and people that are of particular historic importance. Markers can be used to inform the public about a site that may not have any visible historic structure. Events and people of importance can be highlighted and the public informed without requiring a structure or museum.



Markers can also be used in connection with other protective measures. While there is no actual protection of a structure, site, or object with markers, this is a method that recognizes the site and alerts the public as to its significance.

The Tennessee Historic Commission administers a program to recognize a person, place, object, or event with local historic significance. The application process verifies the importance of the subject of the marker and the information that will be placed on the marker. The cost of the markers can be covered by the state, a sponsor, or a shared cost.

Currently 24 historic markers in the city highlight people, places, and events significant to the development of Johnson City and the state of Tennessee (pages 37 and 38).

LOCAL GOVERNMENT

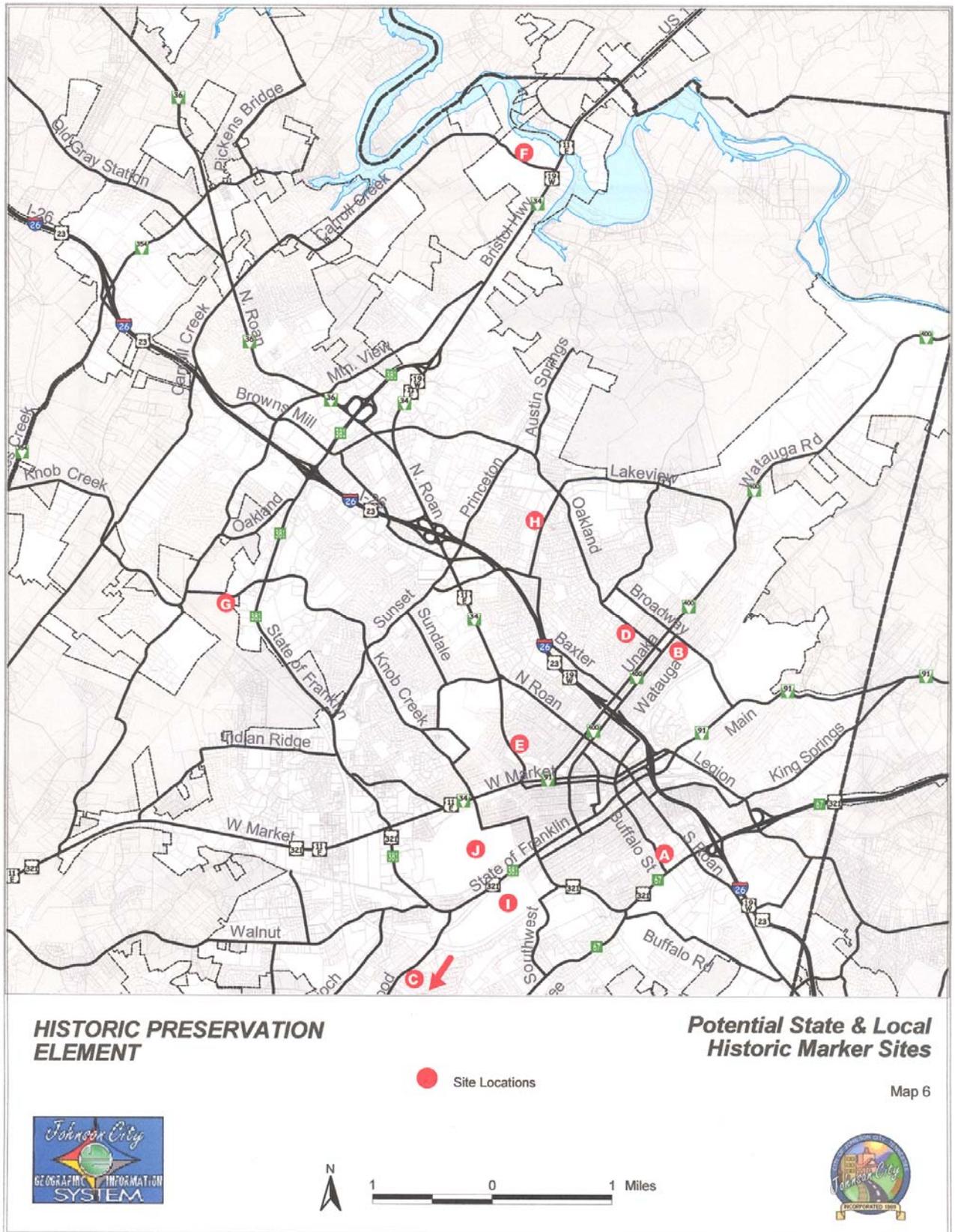
Local Governments have the following programs available for the assistance of preserving historic resources.

- **Historic Markers**
A program of historic markers can be developed at the local level, similar to the state program. People, places, objects, or events that may not qualify for a state marker but are important at the local level may be recognized. The expense of the local marker program can be less than the state program depending on the type of markers used.

The city of Johnson City currently does not have an historic marker program. The Johnson City Historic Zoning Commission has considered the development of such a program, which would include the type and cost of markers. Information on the markers would require verification through a review process administrated by the Historic Zoning Commission.

Areas that should be considered for either a state or local historic marker include the following (Map 6):

- A. Buffalo Street (historic site of African-American school and cemetery)
- B. Carnegie Addition
- C. Herrin House (underground railroad)
- D. Maxwell House
- E. Pot Liquor Area
- F. Charleston, Cincinnati, and Chicago roadbed (Winged Deer Park)
- G. Oak Hill School original site in the Knob Creek area
- H. Cox's Lake
- I. East Tennessee State University
- J. The Quillen Veteran Administration



Zoning

Tennessee state enabling legislation authorizes cities and counties to adopt zoning regulations to promote and preserve historic areas. In addition to the basic zoning, overlay zoning has been authorized to preserve and protect historic resources. The actual protection of historic structures from demolition and inappropriate alterations cannot be included within the traditional zoning regulations, as described in the Tennessee Code Annotated, except through historic zoning.

The preservation of trees, setbacks for new construction and additions, and the use of the property and building can be regulated by zoning. There are instances where this is the only protection that is necessary or is the extent of what the property owner will accept. It does not provide comprehensive protection, but it can be considered as a first step towards preservation.

- **Overlay Zoning**
Overlay zoning is an additional layer of zoning protection. This type of zoning has limited ability to control design aspects, but is useful for regulating the size and location of signage, dumpster locations, landscaping, parking location, and setbacks.
- **Historic Zoning**
Created by local ordinance, historic zoning is an overlay involving a separate layer of regulations in addition to conventional land use regulations. The purpose of historic zoning is to protect the historic and visual character of a district or a specific landmark. The Tennessee Code Annotated is the enabling authority that dictates the legal aspects of historic zoning. The local Historic Zoning Commission, with the use of specific design guidelines, reviews and approves exterior alterations and changes, new construction, relocation, and demolition. The guidelines are developed specifically for each district, with the character of the district forming the basis for the guidelines. The Board of Commissioners must approve the boundaries of each historic district.

Historic zoning is the strongest legislative method for protecting historic resources at the local level. Politically, historic zoning can be difficult to enact or enforce. It has been proven through research that historic zoning assists in promoting economic stability in neighborhoods and stabilizing or increasing property values (studies completed by Knoxville, Nashville, and the National Trust for Historic Preservation). Creating time delays and a lengthy review process to justify proposed demolitions usually discourages unnecessary demolitions within historic districts.

The attributes of historic zoning can be summarized as follows:

- A historic preservation ordinance can:
 - Provide local government policy for the protection of historic properties;
 - Establish a fair process for designating historic properties or districts;

- Protect the integrity of buildings within, and the historic character of designated historic districts by requiring design review for exterior alterations and new development; and
- Stabilize declining neighborhoods and protect and enhance property values;
- A historic preservation ordinance cannot:
 - Require permission to paint a house or review color selection;
 - Require that historic properties be opened for tours;
 - Restrict the sale of property;
 - Require improvements, changes, or restorations of the property;
 - Require approval of interior changes or alterations;
 - Prevent new construction within historic areas; or
 - Require approval for ordinary repair or maintenance.

The Downtown Historic District is currently Johnson City's only historic district.

- **Conservation Zoning**

Conservation zoning provides protection through an overlay zone, but it is less restrictive than historic zoning. The Tennessee Code Annotated outlines the policies as part of the legislation for historic zoning. Design review is administered through the local Historic Zoning Commission and design guidelines are developed and approved for the specific district. The Board of Commissioners must approve the boundaries of each conservation district.

Conservation zoning can be used in areas that are regarded as being less significant historically or having less physical integrity than a local historic district. The objective is to maintain the overall visual quality through flexible design standards and to encourage the protection of character, defining features, and vistas. Achieving public support for a conservation district is easier, as it is less restrictive than historic zoning.

Through conservation zoning, the Historic Zoning Commission reviews new construction, increases in livable space, relocation of structures, and demolitions. Alterations to existing structures are not reviewed by the HZC, unless livable space is involved. This level of design review can be used as a first step to historic zoning. In some cases, this level of control is all that is requested by property owners who are concerned about the more restrictive aspects of historic zoning.

Currently, the Tree Streets District is the only conservation district in Johnson City. The property owners in the neighborhood determined that this level of protection was appropriate for them.

Areas and neighborhoods to be considered for possible local recognition include the following (Map 7):

- A. The Langston – Hankal – Armstrong neighborhood
- B. “The Avenues” neighborhood (Watauga Avenue and Unaka Avenue)
- C. Lamont – Hamilton – Wilson Area (Carr Addition)
- D. Gump Addition / Llewellyn Wood
- E. Holston/Chilhowie/10th/11th
- F. Carnegie Addition
- G. Hillcrest neighborhood
- H. Flourville area in the Boones Creek community.
- I. Gilmer Park
- J. West Davis Park
- K. Knob Creek
- L. Oakland Gardens
- M. Humphries
- N. Buffalo Street
- O. Reeves/Carr House (Wheatland)
- P. Peter Miller Reeve (Sinking Spring)

- **Landmark Zoning**

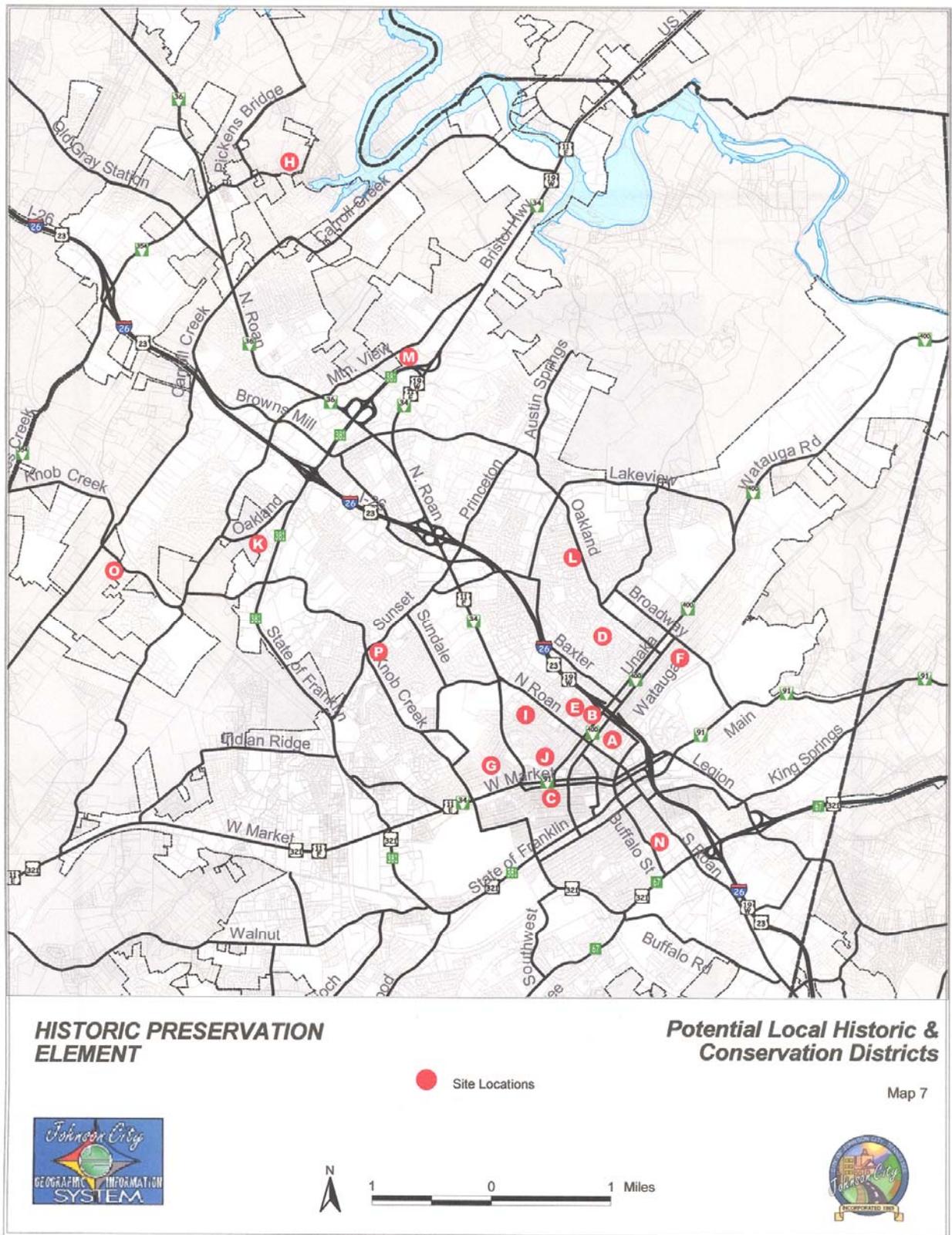
Landmark zoning is a special type of overlay zoning, using either conservation or historic zoning, for recognizing a specific site. This zoning is used when one property or portion of property is involved. State law allows landmark zoning within the historic and conservation zoning guidelines of the Tennessee Code Annotated.

Landmark zoning is similar to historic or conservation overlay districts but is limited to one specific property. Landmark zoning works well when a community’s historic resources are not concentrated in areas that could be delineated into historic districts or when the support for district designation is not present.

Two examples of landmark conservation areas within Johnson City include; the Cox/Adams site on South Roan Street and University Parkway, and the Kitzmiller/Blowers residence on North Roan Street.

Individual historic resources that should be maintained and restored through the local landmark designation include the following:

1. Cox/Adams Residence
2. Orchard Place
3. Herrin House (underground railroad)
4. Maxwell House



PRIVATE OWNERSHIP

Private ownership by an organization, group, or individual can preserve and protect historic resources without government involvement. There is usually something unique and special about the resource to cause the property owners to take a special interest and preserve a structure on their own.

Historic resources in private ownership which have been restored include; Robin's Roost on South Roan Street, Kitzmiller House on North Roan Street, and Acquone on Barberry Road. Dungan's Mill on Watauga Road has been in private ownership and in continuous operation since its construction in 1778. The Peter Range Stone House on East Oakland Avenue has been converted from a residence to a wedding chapel, highlighting the stone work and other unique characteristics.

In order to achieve the goal of the Historic Preservation Element, policies must be formulated to guide its implementation. The Historic Preservation Element has identified specific policies which give direction to the Historic Zoning Commission. The goal for the Historic Preservation Element is:

To identify and protect the historical, architectural, archeological, cultural, and scenic heritage in the area in order to enhance the quality of life in Johnson City.

Policy: It is the policy of the city acting through the Historic Zoning Commission to compile an inventory of historic resources within the Johnson City Urban Growth Boundary and to create a database concerning the region's historic resources.

This policy is to be implemented by the following actions:

1. Survey historic resources within the corporate limits of Johnson City and the Urban Growth Boundary (architecture, cemeteries, vistas, agricultural features, transportation elements, and other historically significant elements).
2. Photograph all historic resources and create an index system for the pictures with any available historic information.
3. Create a database of the historic resources enabling access by interested parties.
4. Coordinate with the GIS (Geographic Information System) completion of the mapping of historic resources.
5. Make available at the Johnson City Public Library and other libraries in the region a copy of the historic resources database.
6. Make available on the city's web site information concerning the historic resource database.

These actions are currently underway and will be maintained and updated by the Historic Zoning Commission.

Policy: It is the policy of the city acting through the Historic Zoning Commission to create a methodology to analyze historic resources in order to determine a level of recognition and protection.

This policy is to be implemented by the following actions:

1. Maintain the Property Designation Handbook developed by the Historic Zoning Commission to analyze the historic resources and to determine their level of significance and importance.
2. Assist in the determination of eligible historic resources for the National Register of Historic Places and to assist in the nomination of these resources.

Individual properties and neighborhoods that should be considered for listing to the National Register of Historic Places, in priority order, over the next ten years include (see Map 5, page 44):

- The enlargement of the Commercial Downtown and Commerce and Warehouse Districts and the former Clinchfield/CSX Train Depot
- The former East Tennessee and Western North Carolina Train Depot
- The Flourville area
- The Cox/Adams Residence (The Center for Integrated Medicine)
- Orchard Place
- Herrin House (Lone Oak Road)
- Hillcrest neighborhood
- Carnegie Addition
- East Tennessee State University
- The Quillen Veterans Administration

Policy: It is the policy of the city acting through the Historic Zoning Commission to increase the level of awareness, understanding, and appreciation of the historic resources in Johnson City.

This policy is to be implemented by the following actions:

1. Support the development of informational brochures and tours concerning historic resources. Design and produce brochures that explain the positive aspects of the different protection options and the variety of methods of financial incentives available. The distribution of the brochures should be widespread including the city's web site. Tours of historic resources and neighborhoods should be developed to assist in the promotion of historic preservation.
2. Work with the Northeast Tourism Council to promote historic resources in the area.
3. Assist in the distribution of educational material to the schools in the region. Workshops to assist in the education of the public regarding the advantages of historic preservation should be included. Elected officials at all levels of government should be kept informed on historic preservation issues so that legislation will be adopted that will promote and assist historic preservation.
4. Develop a system for the designation and installation of local historic markers for individual structures, neighborhoods, or areas. Areas that should be considered for either a state or local historic marker include the following, in priority order, over the next ten years(see Map 6, page 46):
 - Buffalo Street (historic site of African-American school and cemetery)
 - Carnegie Addition
 - Herrin House (underground railroad)
 - Maxwell House

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- Pot Liquor Area (between Hillcrest, Watauga & Market with John Exum in the middle)
 - Charleston, Cincinnati, and Chicago roadbed (Winged Deer Park)
 - Oak Hill School original site in the Knob Creek area
 - Cox's Lake
 - East Tennessee State University
 - The Quillen Veteran Administration

Policy: It is the policy of the city acting through the Historic Zoning Commission to coordinate with the Johnson City Development Authority the preservation and promotion of the downtown area.

This policy is to be implemented by the following actions:

1. Develop incentives in addition to Federal Tax Credits, to encourage businesses and dwelling units to locate in the downtown area.
2. Coordinate with the Johnson City Development Authority to ensure that historic resources in the downtown area and surrounding area are maintained, restored, or renovated. The design guidelines for the Downtown Historic district should be reviewed for periodical updates and revisions.
3. Enlarge the downtown historic zoning district. Nominate the former CSX Train Depot located at the intersection of Buffalo Street and South State of Franklin Road to the National Register of Historic Places.

Policy: It is the policy of the city acting through the Historic Zoning Commission to coordinate with neighborhood organizations to acknowledge, conserve, preserve, and promote the integrity of the areas such as the Avenues in the Central City Neighborhood, West Davis Park, and the historic Carnegie Neighborhood as contributing areas to the history of Johnson City.

This policy is to be implemented by the following actions:

1. Coordinate with neighborhood organizations to ensure that historic resources in the neighborhood areas are maintained, restored, or renovated. Individual historic resources that should be maintained and restored through the local landmark designation include the following, in priority order, over the next ten years:
 - Cox/Adams Residence
 - Orchard Place
 - Herrin House (underground railroad)
 - Maxwell House

2. Encourage the enlargement of existing neighborhood conservation districts and review and update the design guidelines for the neighborhood districts. The existing Tree Streets Conservation District should be enlarged to be comparable in size to the Tree Streets National Register District. Design guidelines for existing neighborhood conservation districts should be reviewed periodically for needed updates.
3. Determine which historic resources should be protected by local historic or conservation zoning and to assist with the property owners in achieving local designation. Areas and neighborhoods to be considered for possible local recognition include the following, in priority order, over the next ten years (see Map 7, page 50):
 - The Langston – Hankal – Armstrong neighborhood
 - “The Avenues” neighborhood (Watauga Avenue and Unaka Avenue)
 - Lamont – Hamilton – Wilson Area (Carr Addition)
 - Gump Addition / Llewellyn Wood
 - Holston/Chilhowie/10th/11th
 - Carnegie Addition
 - Hillcrest neighborhood
 - Flourville area in the Boones Creek community.
 - Gilmer Park
 - West Davis Park
 - Knob Creek
 - Oakland Gardens
 - Humphries
 - Buffalo Street
 - Reeves/Carr House (Wheatland)
 - Peter Miller Reeve (Sinking Spring)

Incentives for the preservation and restoration of historic resources range from financial enticements to the personal satisfaction of restoring and preserving a piece of history. Organizations and individuals frequently work to preserve historic resources purely for personal pride and enjoyment.

An increasingly important incentive for historic preservation is for economic reasons and in recent years, areas rich in historic preservation have become tourist destinations. In some states and cities, it has become the number one factor in the local economy. In Jonesborough, for example, tourism is a leading industry and the dominant reason is the preservation of the downtown buildings. Historic sites have been restored and maintained to allow visitors to observe the architectural styles of the past.

While many individuals restore and maintain historic resources without financial incentives, many companies and individuals would never consider preservation without incentives. The availability of funding sources limits economic incentives. Governmental funding is limited with tax incentives being the most widely used. Similar to the protective measures, incentives are available at different levels of government and the private sector as described below.

FEDERAL GOVERNMENT

- **Federal Historic Preservation Tax Credits**
Federal Historic Preservation Tax Credits are available for income-producing properties that are listed on, or are eligible for, the National Register of Historic Places. A tax credit reduces the amount of tax owed by the property owner, as opposed to a tax deduction that reduces the amount of income subject to taxation. In order to be eligible for federal tax credits all work, either exterior or interior, must be approved by the State Historic Preservation Office and be consistent with the Secretary of Interior's Standards for Rehabilitation. The rehabilitation of a building must be substantial and involve a depreciable building.

Tax credits have been successful and have encouraged the rehabilitation of historic resources that otherwise might have been destroyed. The reward of tax credits stimulates private investment in the rehabilitation of historic properties including offices, retail space, and rental housing.

There are two different levels of tax credits available, depending on the age and qualifications of the structure. A 20 percent tax credit is available for the rehabilitation of certified historic structures, either listed or eligible for listing on the National Register of Historic Places as a contributing structure. Structures that are non-residential and constructed prior to 1936 may be eligible for a 10 percent tax credit.

A tax credit for private residential structures is currently not available. However, the United States Congress, in recent years, has considered approving such a tax credit for the restoration of private residences. It is anticipated that within the next 2 to 3 years a tax credit program for single-family residences will be enacted.

STATE GOVERNMENT

- **Grants (TEA-21, Preservation)**

Grants available at the state level are actually federal funds that are administered through the state. Funding levels vary according to the federal appropriations and are regulated by federal and state guidelines. Eligibility for the grants are simple, but there are strict guidelines to apply for the reimbursement of funds. Matching funds are necessary for the grants and can be achieved in part through in-kind work.

The Tennessee State Historical Preservation Office administers the Federal Historic Preservation Grant program. These grants can be used for projects such as surveying historic resources, developing a master plan for an area, or assisting in the stabilization of structures. Funds are limited and are competitive. Stabilization funds are limited to structures listed on the National Register of Historic Places and are used to assist in stabilizing an historic resource and preventing demolition or collapse.

The TEA-21 (Transportation Enhancement) grants are administered by the Tennessee Department of Transportation and are designed for the preservation of transportation elements (structures and sites) and for the development of transportation alternatives (bikeways and greenways). Involvement with the local government in the application process and the administration of the grant is encouraged. Transportation grants have been used for a variety of preservation-related projects especially those related to the restoration of train depots.

In Tennessee, there are no tax credits available at the state level since there is no state income tax. If an income tax is eventually enacted in Tennessee, then tax credits for the restoration of historic structures, similar to the federal level, will be pursued.

LOCAL GOVERNMENT

- **Transfer of Development Rights**

The Transfer of Development Rights allows the development rights within a designated area for one property to be transferred to another eligible property. Local zoning regulations must provide for the transfer of development rights from one district to another district without adversely impacting the receiving district.

The purchase of development rights must be managed so that both parties, the seller and the buyer, are satisfied with the transaction. A market for the development rights must exist and the owners of the rights must be willing to sell and understand the objective of the sale, which is to preserve a building or area and to maintain the character of the historic resource.

- **Revolving Funds / Low Interest Loans**
Community Development Block Grant (CDBG) funds may be available for specific projects in areas designated to receive the funds. Federal restrictions must be complied with and the funds targeted for low and moderate-income neighborhoods.

Specific projects for revolving funds and low interest loans can be designed to assist and promote the preservation of residential, commercial, and industrial structures. Approval by the Department of Housing and Urban Development of the proposed program is required before the allocation of CDBG funds.

A grant program was developed for the restoration of facades in the downtown area in the 1990s. The designated funds were not used due to the amount of administrative paperwork necessary and the limited funds available. The process to receive the funds should be simplified and the public educated so that citizens are aware that the program exists prior to starting the restoration work.

- **Tax Increment Financing**
Tax Increment Financing (TIF) can be used within a designated redevelopment district. The development district and redevelopment plan must be prepared and approved by the Board of Commissioners and an authorized “housing authority.” The property taxes collected within the redevelopment district above the established tax level are reserved in a fund specifically for projects outlined in the redevelopment plan. The collection and disbursement of TIF funds are administered through the housing authority.

The use of TIF funds for improvements in the downtown has been studied. The funds could be used for capital projects, demolition, acquisition of property, and professional costs that are outlined in the redevelopment plan.

- **Acquisition of Property**
In specific instances, it may be appropriate for a local municipality to purchase historic resources for public use. Funding should be guaranteed for the acquisition and the subsequent maintenance of the historic resource. Prior to the purchase of any historic resource, the use of the resource must be identified for public use or leasing for private use. This option has a long-term impact since the municipality will own the historic resource.

There are instances where a short-term ownership of property by the local government may be necessary to acquire grants or loans to renovate the property. Legal issues should be researched and considered prior to entering into this type of arrangement. Property that is sold after restoration should contain a legal agreement that requires maintenance of the historic resource at a pre-determined level.

The donation of historic properties is an option that is not commonly used. The city of Johnson City obtained the Robert Young Cabin from the Federal Government and relocated the cabin twice, before using the structure as part of the Park and Recreation Department's interpretation and resource area at Winged Deer Park.

- **Property Tax Abatement**

A new Tennessee law was enacted this year that enables communities to use property taxes funds to establish grants for property owners that rehabilitated their structures. Details of the grant program are designed to be at the local level. Addition assessment into the development and guidelines of this property tax programs still need to be done prior to the consideration of the program for Johnson City.

The ability for local governments to freeze the assessed rate of restored or renovated commercial and residential structures is currently prohibited under Tennessee law.

PRIVATE SECTOR

- **Acquisition of Property**

Private acquisition is similar to the governmental acquisition of an historic resource. A private organization or non-profit organization may purchase an historic resource for public or private use. Funding for the acquisition and maintenance of the historic resource should be assured in addition to the use of the property prior to the purchase to avoid the property becoming vacant and falling into disrepair. This is an option that has a long-term impact since the historic resource will be owned by a private or non-profit organization. Certain legal issues may need to be addressed before pursuing this method of protection.

There are cases where the short-term ownership of property may be necessary in order to acquire grants or loans to renovate the property. Legal issues should be researched prior to this type of arrangement. When property is sold after restoration, a legal agreement is necessary to assure maintenance of the historic resource at a pre-determined level.

- **Revolving Funds / Low Interest Loans**

Many lending institutions work with local non-profit organizations to offer low interest loans or to establish a revolving fund for the restoration and rehabilitation of historic resources. Guidelines, regulations, and requirements need to be designed to

enable financial institutions to effectively work together to make funds available for the rehabilitation of historic resources.

- **Conservation Easements**

The purchase of a conservation easement for the façade of a building or the environment is a complex and long-term option. A non-profit organization or agency has to be able to monitor and maintain the façade or environment in the condition that the contract of the easement establishes. The easement runs with the land and is transferred when the property is sold which can make it more challenging to sell the property.

Tax credits are available to the property owner who initially sold or dedicated the easement. The property itself stays in private ownership and is not owned by the organization that purchased and monitors the easement.

There are other sources of funding available from private organizations or through grants for the restoration and preservation of historic resources that are not listed here since they are project specific.