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OLD CITY REVITALIZATION: A CASE STUDY IN KNOXVILLE, TENNESSEE

A Thesis

Presented for the

Master of Science in Planning

Degree

The University of Tennessee, Knoxville

Craig Soren Nielson

December 1991

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ABSTRACT

Aging cities across our Nation are struggling with problems surrounding the revitalization of their downtowns. Once the centers of thriving retail and commercial activity, many central business districts can no longer compete with outlying suburban shopping centers and climatized malls, and the economic advantage they once enjoyed is no longer taken for granted. Warehousing and distribution uses have also abandoned their previously favored downtown location. Originally dependent on rail lines as the primary method of shipping goods, these industries were compelled to locate in the central city where these lines were most accessible. However, the proliferation of the automobile and drastically improved road networks allowed these business the freedom to relocate. As a result of this mass exodus, many cities found themselves facing severe downtown vacancies and shrinking tax revenues. Furthermore, many inner city districts, often historically significant, are plagued with the constant threat of wholesale demolition.

Recently however, a wave of revitalization efforts has swept across many American cities. New specialized functions have taken root in many downtown areas which have aided in economic revitalization efforts and have saved numerous historic resources. Downtowns are once again proving to be viable locations for retail, service, office, residential, and cultural/entertainment functions. The trend of steady economic decline appears to be reversing.

This thesis documents the rebirth of the "Old City" in downtown Knoxville, Tennessee using a case study approach. Originally developed in response to rail service which came to Knoxville in 1855, the historic Old City was once the commercial center of the City - a prominence it held until the middle of this century. After witnessing the devastating effects of suburbanization beginning in the 1950's, Old City lost its commercial prominence. This study begins by providing an overview of Old City's history including its period of decline. Second, it discusses some of the key factors surrounding the revitalization phenomenon as it applies to the Old City. Third, it outlines the revitalization process itself which is broken down into an early period, and a more recent period of revitalization efforts. Finally, it summarizes the revitalization process which has occurred, and offers several reasons as to why the Old City revitalization experience has been successful.

One of the major findings of the study is that successful revitalization involved the collective efforts of several key people, primarily private sector entrepreneurs, spread over roughly a 20 year period. Furthermore, only a few of these key people are credited with the actual rebuilding of the Old City. Others have served auxiliary roles which may wane in comparison, but have nonetheless been very important to the success of the revitalization process.

Another finding was that a set of favorable market and economic conditions existed in downtown Knoxville which helped support revitalization efforts. These included: favorable rental rates for new businesses; lack of significant competition with Old City businesses; ideal geographic market location; low initial property acquisition costs; availability of properties for renovation; and the existence of historic rehabilitation tax credits. Also important to revitalization success in the Old City, was the existence of several conducive physical conditions including ideal building sizes and arrangements, and the existence of favorable political support for downtown revitalization.

Finally, based on the Old City experience, it appears that successful revitalization is best achieved when the private sector takes an active role rather than waiting for public sector initiative. The role of the public sector appears to be best served in a responsive capacity. Local government should aim to provide a favorable revitalization framework in which the private sector can pursue its end.

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CHAPTER ONE

INTRODUCTION

Background

In recent years, a nationwide trend of revitalization in historic inner city districts has emerged. Once witness to the mass exodus of residential uses, retail, and commercial establishments to the suburbs, declining tax bases, and urban decay, beginning in the late 1940's, many inner city districts have found new life through revitalization efforts. Previously vacant and dilapidated buildings have been renovated by private sector visionaries and urban pioneers, and specialized retail, entertainment, and residential uses have emerged. These districts are fast becoming important cultural and economic components to the downtowns of many American cities. They provide physical links to our historical and cultural past while functioning as living examples of our architectural heritage. Furthermore, the architectural richness and human scale found in these districts strengthen the aesthetic quality of the urban fabric and provides relief from the monotony of contemporary steel and glass construction which pervades much of the urban landscape. Efforts to revitalize these historic inner city districts helps to preserve a sense of time and place; of that which came before us, all but lost with the sweeping advancements of our industrialized society.

The economic advantages of revitalizing these historic districts and adapting their buildings to new functional uses are numerous. Revitalized historic districts often result in increasingly higher tax yields. In many cases such commercial areas were previously considered financially burdensome and often plagued with crime and deterioration. Private sector developers and investors are also realizing the economic benefits of undertaking renovation projects in revitalizing areas. Since 1981, well over 15,000 historical renovation projects have been completed, totaling over 10.4 billion dollars in private sector investments (Cotton, 1988, pp. 22-23). Potentially high returns on equity and rehabilitation tax credits are among the many incentives that encourage such entrepreneurial investment.

Situated just northeast of Knoxville's Gay Street business core, primarily centered on the Jackson-Central intersection, is the Old City; a turn of the century warehouse and rail commerce district of historic and architectural significance. What was once, only a few years ago, a dilapidated collection of largely vacant old buildings, is now the site of ongoing revitalization activity which has resulted in a multitude of reuse projects and subsequent business development. These once vacant and forgotten buildings are now occupied by restaurants, retail shops, service businesses, entertainment clubs, residential apartments, and condominiums. Revitalization activity in the Old City has gained increasing momentum and is spreading outward in all directions from the Central and Jackson

core. Documentation of this revitalization process using a case study approach is the principle focus of this thesis.

Problem Statement and the Need for Research

The fundamental problem addressed in this thesis is the need for further understanding and insight into the complex relationship between the various components comprising a successfully revitalized district. Recent revitalization activity which has occurred in the Old City was undoubtedly fueled by certain catalytic factors which can be considered key to the area's apparent success. Therefore, comprehensive research into the revitalization process which has occurred in the Old City is needed in order to understand what these key factors are and how they might relate to other similar historic districts in other cities. Findings from this study may be used to estimate the future potential of other similar districts which have yet to undergo revitalization, or to predict the ongoing success of districts which have previously been revitalized.

The value of this study will be in the continued revitalization of historically significantly districts. The key to such efforts in not merely the preservation of these districts, but more importantly, the reuse of the structures contained in them, creating floor space for unique and viable commercial ventures that contribute not only culturally, but economically as well. Revitalization is a relatively recent phenomenon, and more research on this important topic is needed to further

efforts to revitalize other historic districts before they fall victim to wholesale demolition, only to make way for new construction. Indeed, once these historic resources have been razed they cannot be replaced nor even replicated in today's economy. Pressure to redevelop inner city blocks is increasing as many municipalities struggle to build healthier tax bases, and developers strive for higher profit margins. Unfortunately, historic districts and the buildings contained in them are often the victims of these growing pains. Therefore, understanding how these districts are revitalized, and identifying the key components contributing to their success, may help ensure the viability of future revitalization efforts.

Study Purpose and Research Questions

The purpose of this thesis was twofold. First, it systematically outlines the revitalization process which has occurred in the Old City district. Secondly, it identifies the fundamental components of this revitalization process and the key factors which can be attributed to the district's apparent success. Keeping this study purpose in mind, the following research questions have been addressed:

1) How has the area been revitalized? What key actors have been involved in the process? What has been the extent of revitalization activity? What existed and what now exists?

2) What are the primary factors which have led to revitalization success in the Old City?

3) What are the basic characteristics of businesses currently operating in the "Old City"? What factors influenced their location? Which businesses have come and gone?

4) What are the basic characteristics of the buildings within the study area including: age, floor space, architectural significance, type of construction, nature and arrangement of the building groups.

Research Methodology

This study is largely descriptive in nature, employing a case study approach in order to document the revitalization process which has occurred in the Old City. As such, the research methodologies used were straight forward. Because the revitalization process is comprised of independent renovation projects coming together to form the whole, those projects completed in the Old City became the primary units of analysis.

Data Sources and Collection Techniques

The primary data source for most of the background information used in this study came from published literature including technical reports, studies, and various municipal plans. Information to support Chapter Two: "Historic Review" has been found largely through published reports and newspaper articles, with supplemental information coming from books on Knoxville's history. Remaining background information has been found in journal articles, local plans and reports, previous academic studies, and books, with additional information ascertained through personal interviews.

The bulk of information regarding independent renovation projects came from personal interviews conducted with the key actors who were directly involved in these projects. A full list of those interviewed include: developers who have completed work in the Old City; public sector participants who were directly involved in publicly funded infrastructure improvements within the district; and a select group of business owners who provided pertinent information relating to the business development component of the revitalization process. Information obtained from these interviews has been used to support the bulk of the text in Chapter Five: "The Recent Revitalization Process".

Other means of data collection have included a field survey of all parcels and buildings within the study area, and an inventory of all businesses currently in operation, as well as other land uses in the district i.e., residential. This data, compiled in table form, also includes information obtained from city tax records, building cards, and various Old City business directories (see Appendix A). Data from this survey has been used primarily to support the analysis of the independent renovation projects.

Outline of the Study

Description of the Study Area

The study area for this thesis has been confined to a specific geographic sub-area of downtown Knoxville. Boundaries for this area include the Southern Railroad's rail yard to the North, Gay Street to the West, Summit Hill Drive and Vine Avenue to the South, and the I-40 business loop to the East. The size of the study area is roughly seventeen and one-half acres, which is contained in 3 full city blocks and portions of 4 other city blocks. For purposes of data display and to accurately access the extent of revitalization efforts which have occurred in the Old City, this study area has been separated into two sub-areas: the "Core Area", and the "Growth Area". The core area encompasses the entire revitalized area to date, its boundaries correspond with those of the recent public street improvements project - "Streetscape", and is recognized by the Old City Neighborhood Association as the true "Old City". The growth area surrounding the core has yet to be fully revitalized, and can be viewed as the area likely for revitalization expansion in the future (see Figure 1.1).

Contained in the larger study area are a total of 85 structures, most of which were constructed circa 1900. A large portion of the study area as well as many of its buildings are included in the "Southern Terminal and Warehouse National Historic District." The majority of the 85 buildings in the study area (80 buildings or 94%)

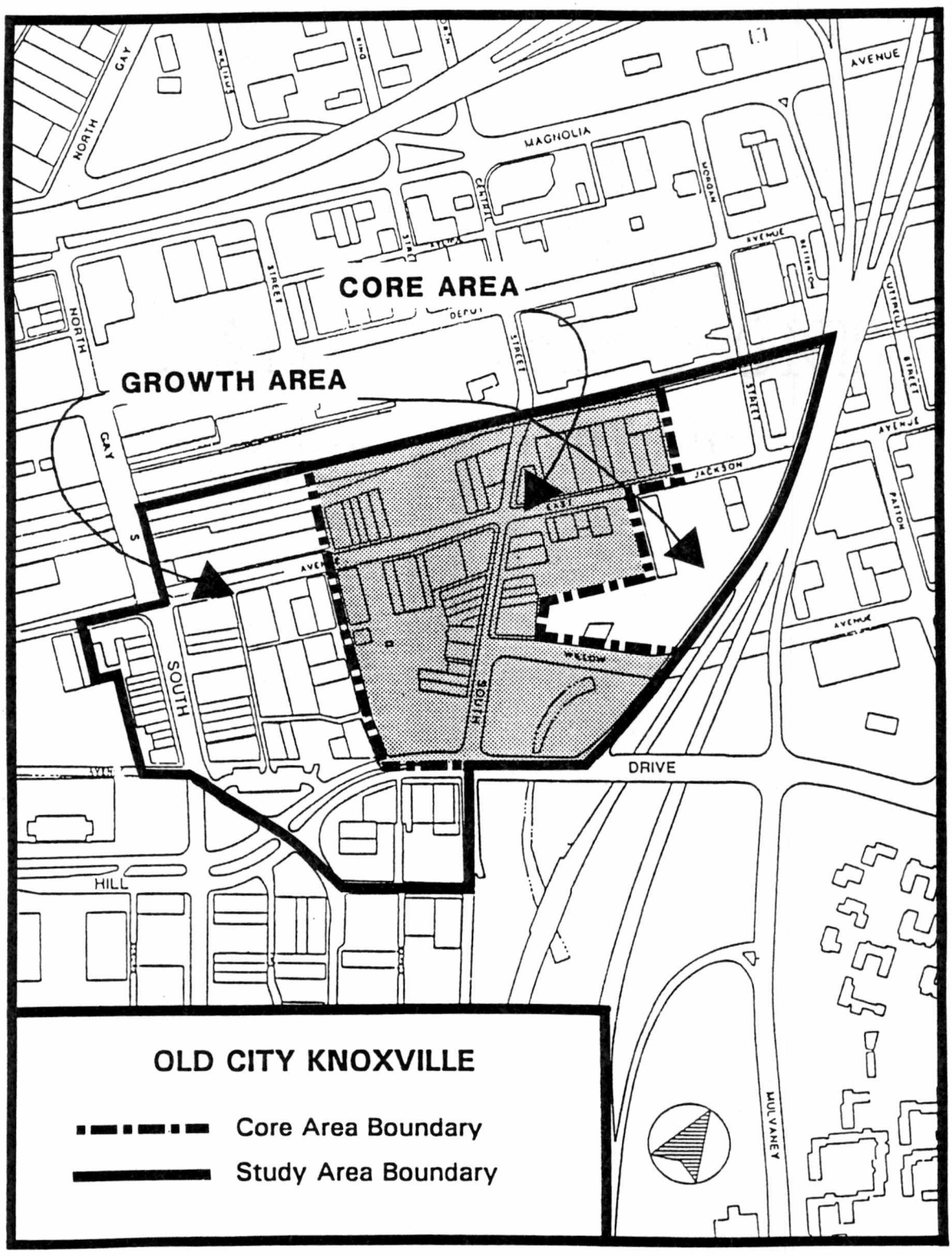

Figure 1.1 - Map of the Study Area

are constructed of brick, with most structures utilizing load bearing masonry construction. The remaining 5 buildings are constructed of concrete block and date from a later period. The distribution of these buildings throughout the study area are listed in Table 1.1. Slightly less than half of these 85 buildings (38 or 45%) are two stories in height, followed by one story buildings which account for 25% or 21 buildings. The distribution of these story heights within the study area are listed in Table 1.2.

Historically, the Old City district was the wholesaling center of the city and region it served. Characterized by several large, architecturally distinctive warehouses and numerous smaller commercial service structures, it developed in response to rail transportation which came to Knoxville in 1855, effectively linking the City to seven surrounding state markets. Currently, the core area of this district has been revitalized and many of its original buildings serve as locations for restaurants, entertainment clubs, specialty retail shops, service businesses, and

Table 1.1

Building Construction

Area	Brick	Conc. Block	Total
Core	42 (93%)	3 (7%)	45 (53%)
Growth	38 (95%)	2 (5%)	40 (47%)
Study	80 (94%)	5 (6%)	85 (100%)

Table 1.2

Building Heights (Stories)

Area	One	Two	Three	Four	Five	Six	Ten
Core	12	20	10	3	0	0	0
Growth	9	18	6	2	3	1	1
Study	21	38	16	5	3	1	1

residential apartments and condominiums. Old City today effectively blends the old with the new, offering visitors a unique urban environment set in the midst of Knoxville's historic and cultural past.

Organization of the Thesis

The following chapter traces the history of the Old City and the larger downtown from its founding in 1791 to the present, offering a glimpse into the area's colorful past. This chapter is followed by an overview of the general factors surrounding the revitalization process as it relates to the Old City including: a market analysis of downtown Knoxville and the Old City, and a discussion of several economic factors central to revitalization, derived from current literature on the topic. Next, a chapter outlining a period of early revitalization efforts is presented which includes an overview of efforts to enact historic designations for the district. This chapter is followed by the case study chapter - "The Recent Revitalization Process" - which describes in detail the events surrounding the recent revitalization

of the core area during the period 1986 through September of 1991. It includes an outline of the key actors involved in the process, the renovation projects they completed, and an overview of the public sector's contribution to revitalization efforts. Finally, the main findings of the study are presented in the last chapter which identifies the key factors which are attributed to the revitalization success of the Old City.

In many respects, this study reads like an extended descriptive history of the key events which have occurred in the Old City since it was first developed. Because this is a case study, the style of the study's text is purposely descriptive in nature. Furthermore, every effort was made to present the material in chronological order so that readers are left with a sense of the area's history to enhance their understanding of what has occurred.

CHAPTER TWO

HISTORICAL REVIEW

Historic Overview of Downtown Knoxville's Development

To understand the circumstances that led to the development of the Old City District beginning in the 1860's, and to the area's decline in the middle of this century, it is first necessary to provide an historic overview of downtown Knoxville's development from the period when the city was first founded to the present time. By doing such, the Old City District can be placed in a broader context, within the framework of overall downtown development.

Eighteenth Century Development

In 1786 James White moved his family across the mountains from North Carolina to a spot where a large creek flowed into the winding Tennessee River, to become the first white settler in Knoxville. White, who obtained through land grants, all the land on which the City of Knoxville would later be built, constructed a small cabin a few hundred yards upstream from the streams confluence with the Tennessee River (MacArthur, 1982, 17-22) (see Figure 2.1). Later, White expanded his settlement to include 3 smaller cabins and a stockade which formed a small fort (extant today), providing protection for his family, neighbors, and other early

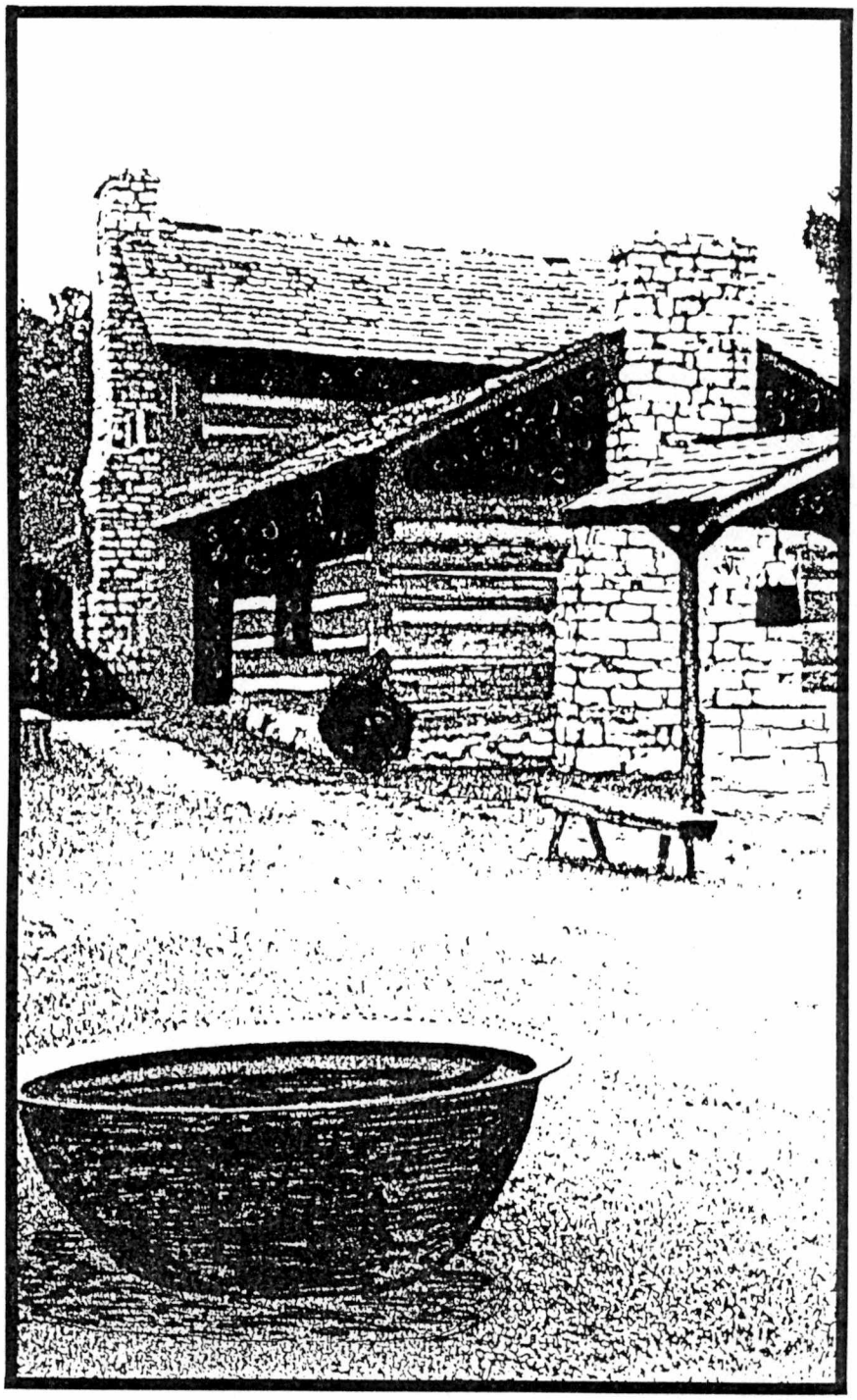

Figure 2.1 - James White's Fort

Source: Manning, Russ, and Jamieson, Sondra. Historic Knoxville and Knox County. Norris, TN: Laurel Place. 1990. p.12.

settlers who were flooding into the valley (James White Fort Association). In 1791 the fort served as the site for an historic meeting in which the Treaty of Holston was signed with the Cherokee indians.

Also in 1791, a plan for the development of Knoxville was commissioned by William Blount, newly appointed governor of the "Territory South of the River Ohio". Charles McClung, surveyor and son-in-law of James White, was charged with surveying White's town site and drafting the new plan (MacArthur, 1982, p. 17). McClung's plan called for a 16 block area divided into 64 lots which were bound to the south by the Tennessee River, to the east by First Creek, to the north by what is now Church Street, and to the west by what is now Walnut Street" (Graduate School of Planning, 1984, p. 1) (see Figure 2.2). Ownership of the 64 original parcels was determined by a lottery, whereby subscribers were awarded the new parcels (MacArthur, 1982, p. 22).

Held on October 3, 1791, the lottery officially marked the founding of the City of Knoxville, named in honor of General Henry Knox, Secretary of War in President Washington's Cabinet and William Blount's superior in the realm of indian affairs (MacArthur 1982, p. 19). By 1792, Knoxville was a County seat, and served as the "capital of the new state of Tennessee from 1796 to 1812". During this time it was the "half way point for Kentucky drovers passing through the Cumberland Gap to Atlantic Markets" (Milner, 1977, p. 3).

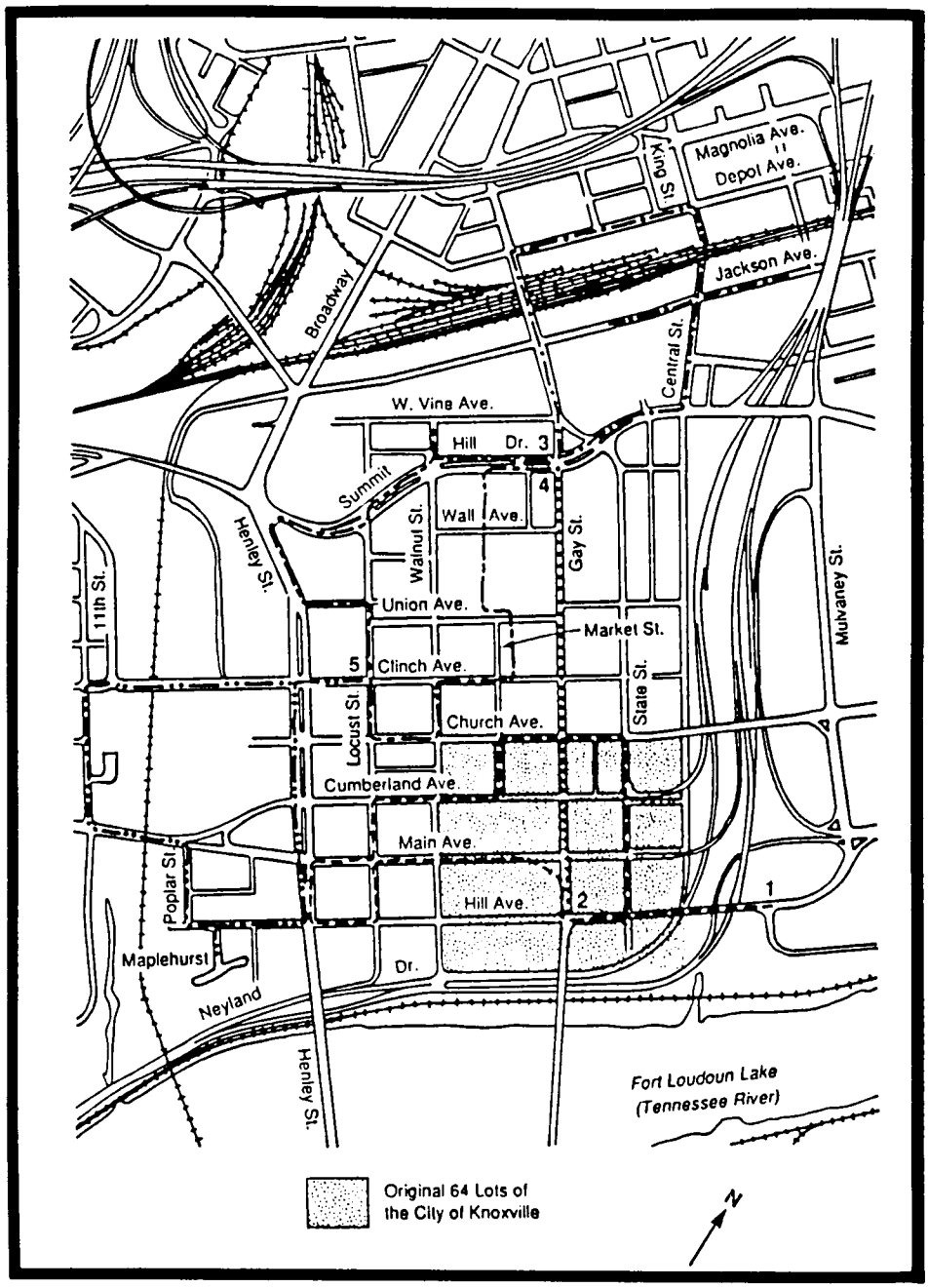

Figure 2.2 - Map of Knoxville's Original 64 Lots

Source: Manning, Russ, and Jamieson, Sondra. Historic Knoxville and Knox County. Norris, TN: Laurel Place. 1990. p.10.

Early structures in the newly founded Knoxville included: the Blount Mansion, a two story frame-house built in 1792; the Chisholm Taverns, constructed on South Gay Street in 1792; and a blockhouse fort constructed in 1793 at the current site of the Knox County Courthouse on State Street (Graduate School of Planning, 1984, p. 1).

During the latter part of the eighteenth century Knoxville was considered the cultural, commercial and social capital of East Tennessee. It also served as the political capital of the State until 1817; a prominence which "helped eclipse older towns such as Jonesboro and Rogersville" (MacArthur, 1982, p. 26).

Nineteenth Century Development

The nineteenth century was a period of significant change for Knoxville, one which largely shaped its present use character (Graduate School of Planning, 1984, p. 2). It was during this century, particularly the latter half, that many significant events occurred which would ultimately change the social and physical composition of the City.

River navigation, previously unsuccessful, was made possible in 1828 with the arrival of the Atlas, the first steamboat to travel up the Tennessee River to Knoxville (The Future of Our Past, 1988, p. 4). Regular steamboat service developed in the following years, resulting in the considerable growth of wholesale

businesses. Large wholesale buildings were erected on the banks of the Tennessee to accommodate this new trade (The Future of Our Past, 1988, p. 4). River navigation continued until the middle of the century, at which time the emergence of the railroad became the dominant mode of shipping goods.

Numerous development projects were completed during this period as well. In 1853 land that was later to be used as the site for Market Square was donated to the City of Knoxville by William G. Swan and Joseph A. Mabry on two conditions: (1) the city should erect a market house on the property, and (2) the area should always serve as a public market (Graduate School of Planning, 1984, p. 2). The market was established the following year. Also constructed during this period were the Old Post Office building at Market and Clinch, the Old Masonic Temple, and the Kern's Building in Market Square (Graduate School of Planning, 1984, p. 2).

By 1860 the corporate limits of Knoxville were bounded by the Tennessee River to the south, Second Creek to the west, Grey's Cemetery and the East Tennessee and Georgia Railroad to the north, and First Creek to the east. Development in the northern portion of Knoxville, a town of 3,000 at the time, stopped short of present day Vine Street due to a swampy area known as Flag Pond, an industrial remnant from earlier years which was reclaimed (Milner, 1977, p. 3).

By the 1850's the railroad had come to Knoxville. Both the East Tennessee and Georgia and the East Tennessee and Virginia Railroads (later to be combined as the Southern), were serving the City (The Future of Our Past, 1988, p. 15). The emergence of the railroad in Knoxville allowed the city to "overcome its geographic remoteness and used its location to improve and expand the economy of East Tennessee" (Milner, 1977, p. 3). This development coupled with a significant boom in the manufacturing and apparel industry were the harbingers of a period of new wealth and economic growth for Knoxville.

In 1855 Gay street was extended north over the old Flag Pond site to the southern depot which has recently been restored. The proliferation of new rail lines in the region allowed Knoxville to quickly become a major rail system headquarters and "an ideal center for the distribution of goods to several town and county stores in the mountainous regions" (The Future of Our Past, 1988, p. 15).

This vital period, marked by a significant growth in manufacturing and transportation, is evidenced by the myriad of commercial buildings which were constructed along north Gay, Jackson, and Central Streets (the present day Old City). South Gay Street also witnessed a development boom during this growth period resulting in numerous retailing structures being built (The Future of Our Past, 1988, p. 15) (see Figure 2.3). Commercial development along Market Street also occurred during this period, with many buildings existing today. Despite the



Figure 2.3 - Gay Street Looking North, Circa 1880
Photo Source: Metropolitan Planning Commission Files

post civil war depression years which were to follow, Knoxville's population more than tripled between the decades of 1860-1870. Between 1870 and the turn of the century, Knoxville grew from a town with a population of 8,682 to a city with a population of 32,673 (MacArthur, 1988, p. 52).

Twentieth Century Development

The growth spurt which swept through Knoxville in the later part of the century continued unabated well into the 1930's. The population of the city tripled from the turn of the century to 1930. By this time, Knoxville was indeed a major railroad center with lines providing access to New Orleans, Louisville, Cincinnati, New York, and Atlanta (MacArthur, 1988, p. 52). This economically viable period (1870-1930) was also propagated by the exploitation of natural resources in rural areas, made possible by the railroads. Coal, iron ore, marble, and timber from the surrounding hillsides were mined and harvested, adding to the increasing wealth of the time (MacArthur, 1988, p. 52).

Accompanying this new wealth was a period of extensive building. Most of today's structures in downtown were built around the turn of the century before 1930 (p. 52) (see Figure 2.4). The Arnstein Building was erected in Market Square in 1905. Several prominent downtown retailing buildings were constructed, as well as several downtown churches including St. John's Episcopal, the First Presbyterian, and the First Baptist Church (The Future of Our Past, 1988, p. 16). In 1934 the

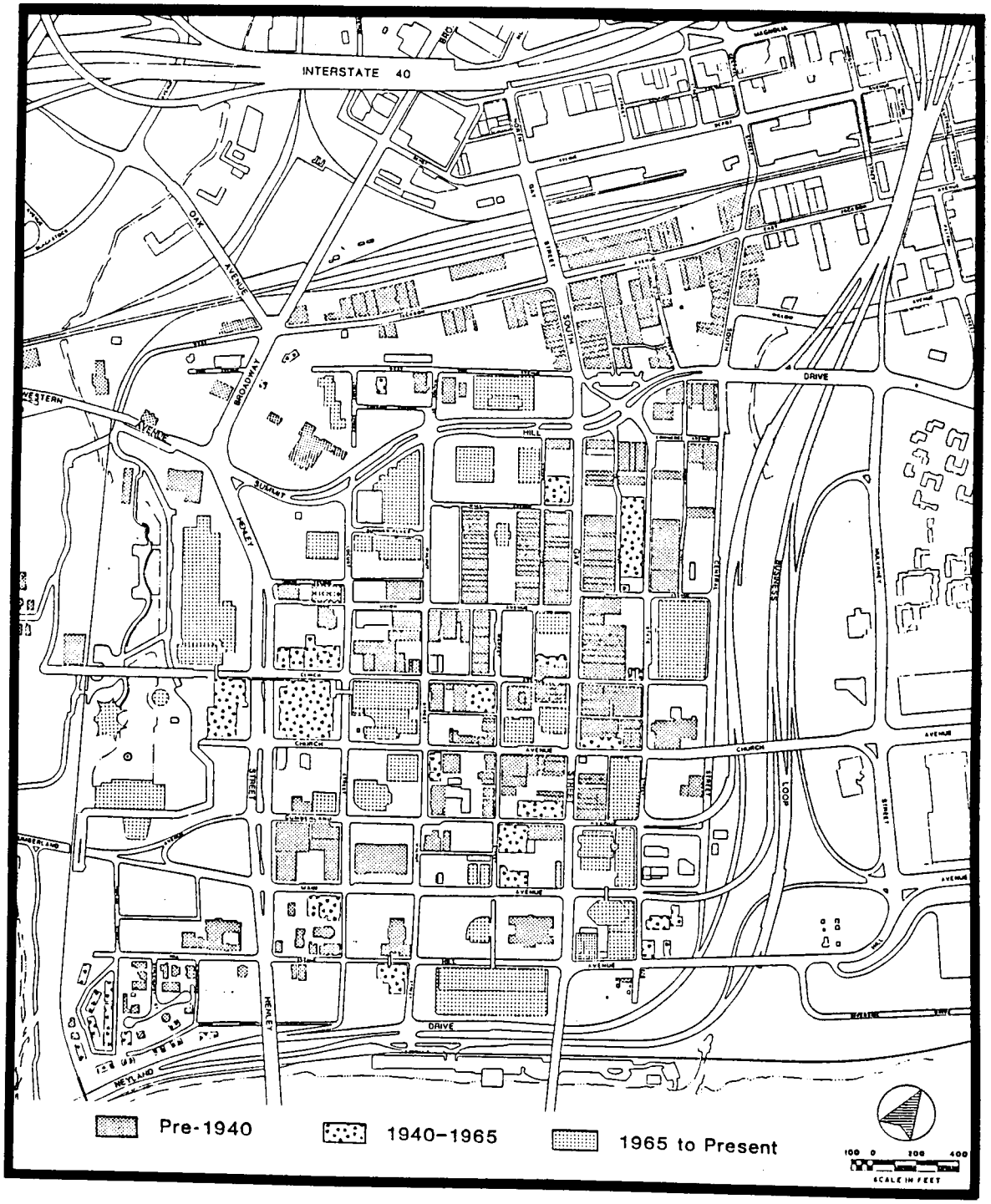

Figure 2.4 - Age of Structures in Downtown Knoxville

Source: Knoxville/Knox County Metropolitan Planning Commission. Data Base: Downtown Knoxville Plan. Knoxville, TN: Knoxville/Knox County Metropolitan Planning Commission, 1987. p. 10.

U.S. Post Office and Court House Building was erected at the corner of Main and Walnut Streets. Also constructed about this time was Knoxville's first public library on Summit Hill Drive (Graduate School of Planning, 1984, p. 3).

By the 1940's however, development in downtown Knoxville had come to a near standstill (Graduate School of Planning, 1984, p. 3). During this decade, city officials, downtown retailers, and merchants began to experience difficulty with downtown which seemed to be losing its long-standing prominence. During the decades of the 1950's and 1960's Knoxville's downtown was plagued with the devastating effects engendered by suburban residential communities and retail shopping centers. It soon became evident that "retail shopping centers offered two significant aspects which downtown was lacking: (1) easy access from new residential areas, and (2) parking". By 1960 ten significant retail centers were operating in suburban Knoxville, competing directly with downtown merchants for retail customers (p. 4).

In the 1970's suburbanization continued unabated, compounding the problems of CBD retailers and city officials. The later part of this decade marked the opening of West Town Mall, leading to the further diminishment of retailing activities in the CBD (Graduate School of Planning, 1984, p. 8). While the shift away from retailing continued to gain momentum, an increase in office space development was occurring downtown, partially filling the void. Nearly $140,000,000 was invested

in new office construction in downtown Knoxville between 1974 and 1981. In addition, fourteen office renovation projects were completed during this same period, making it the fastest growing land use in the CBD (Graduate School of Planning, 1984, p. 8-9).

The Development of the Jackson Avenue District

Developed in the late 1800's and early 1900's, the Jackson Avenue District consisted primarily of commercial and warehouse uses which emerged in response to the railroad facilities which developed beginning in the late 1850's (Knoxville Historic Zoning Commission, 1984, p. 4). The district's first anchor was the Post Wagon Company and nearby livery stable, established south of the railroad tracks in 1878 (Knoxville Historic Zoning Commission, 1984, p. 4). The original Jackson Street, as it was then called, believed to be named for R. C. Jackson, an official in the East Tennessee and Georgia railroads, was dedicated to the City of Knoxville by the railroad as early as 1868 (Milner, 1977, p. 6).

Apparently, controversy arose over the location of the right-of-way for the new Jackson Street. Around 1868 the Burr and Terry Lumber Company constructed a mill and storage yard directly in line with the right-of-way, effectively splitting the street into two segments. To complicate matters, the western section of Jackson

Street, from the mill site to Gay Street, was "either nonexistent or poorly defined" (Bond, 1976, p. 29). Furthermore, the western end of Jackson Street did not yet cross Central Street, known then as Crozier.

In 1882, action was taken by the Board of Aldermen to procure the right-of-way for Jackson Street, and begin the condemnation process of properties in the street's path, including Burr and Terry Lumber Company. However, only after years of lively dialogue at City Council meetings was the final design of Jackson Street finally resolved. In 1888, an ordinance authorizing the excavation and extension of Jackson Street was finally approved (Milner, 1977, p. 7).

Jackson Avenue Warehouse Development

In the late 1880's and early 1900's railroad service was extended into the coal country of the Cumberland Mountains. This, coupled with the improvements on Jackson Street, opened the way for railroad related development to occur. The Jackson Avenue warehouses were constructed during this period (Bond, 1976, p. 30) (see Figure 2.5). Soon the District became a prestigious commercial location. Many existing manufacturing establishments were expanded and several new business houses were constructed, significantly enlarging the wholesale trade market (Milner, 1977, p. 7).

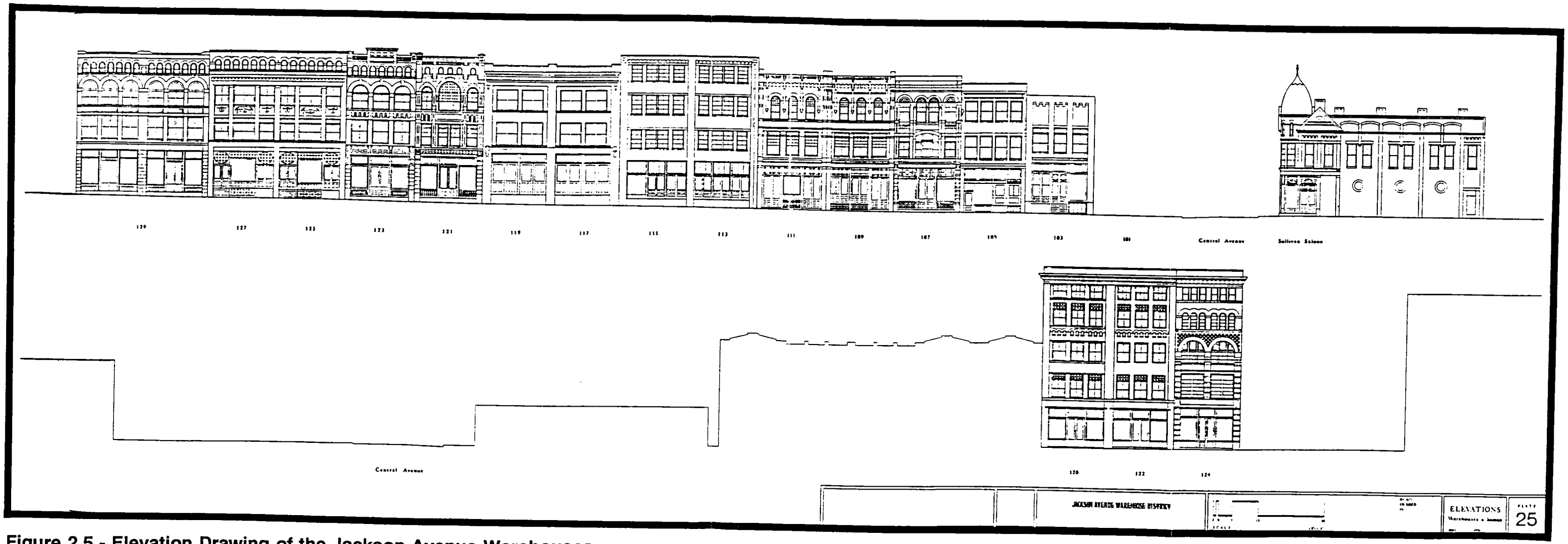

Figure 2.5 - Elevation Drawing of the Jackson Avenue Warehouses
Source: John Milner Associates. Restoration and Adaptive Reuse Plan for the Jackson Avenue Warehouse District, Vol 1 and 2. West Chester, PA: John Milner Associates, 1977. Plate 25.

The Jackson Avenue warehouses served as "headquarters for wholesale jobbers serving trading areas in Tennessee, North Carolina, Virginia, Kentucky, Georgia, and Alabama" (Junior League of Knoxville, 1976, p. 21). The warehouses had direct access to the railway siding behind them, yet the street facades opened onto Jackson Street where merchants created great showrooms to cater to their commercial customers (see Figures 2.6 and 2.7 respectively). Street facades along Jackson signified the "quality and prominence of the tenant firms". As such, they were constructed with rich detailing, often competing with each other in architectural elaborateness (Milner, 1977, p. 7). According to an early account:

> Typically, each wholesale house had its 'street drummer' who met the trains and sometimes literally dragged visiting buyers to the showrooms to select shoes, hats, shovels, or patent medicines which were on display. Before or after the business session the drummer usually offered refreshments to his thirsty customers (Junior League of Knoxville, 1976, p. 21).

The architecture of the Jackson Avenue warehouses can best be described as Victorian-Romanesque; Victorian due largely to the use of brick embroidery and Romanesque due to the use of heavy stone work and arched windows (Bond, 1976, p. 32). Notable features include stone or terra cotta trim, large areas of red brick surfaces, one story cast iron facades, large plate glass windows, and elaborate cornices (NPS, 1975) (see Figure 2.8).



Figure 2.6 - Jackson Avenue Warehouses and Railway Siding Viewed from Northwest
Photo Credit: Craig Nielson



Figure 2.7 - Jackson Avenue Warehouses Viewed from West
Photo Credit: Craig Nielson



Figure 2.8 - Architectural Detail of Jackson Avenue Warehouse Buildings 121 and 123, 1991
Photo Credit: Craig Nielson

Patrick Sullivan's Saloon

Commanding a prominent site at the northeast corner of Jackson Avenue and Central Street, and undoubtedly the showpiece and focal point of the District, Patrick Sullivan's Saloon was constructed circa 1889. Noted for its cast iron facade, decorative wood, brick and stone work, and metal domed turret, it is "one of the few remaining examples of Romanesque Revival architecture in Knoxville" (Knoxville Historic Zoning Commission, 1984, p. 4) (see Figure 2.9). Originally built by Patrick Sullivan and Dan Dewine, "it had a reputation as the area's oldest and rowdiest bar" (Knoxville Heritage Inc., 1979). A seven bay extension was later added to the east side of the building along Jackson Avenue. According to a description by Milner and Associates, the addition "barely suggests a stylistic connection with the robust corner elements (1977, p. 4). The significance of Patrick Sullivan's continues today. The building has been renovated, and now houses the Patrick Sullivan's Restaurant - and early anchor and enduring fixture in the revitalizing district.

The 100 Block of Gay Street

Developed at the end of the 19th century and the early 20th century, the 100 block of Gay Street from Vine Avenue to Jackson Avenue, held considerable prominence as a jobbing and wholesale center. This block contained wholesaling, warehousing, light manufacturing, and distribution businesses, in addition to food and drink establishments, livery stables, transient and permanent housing, and

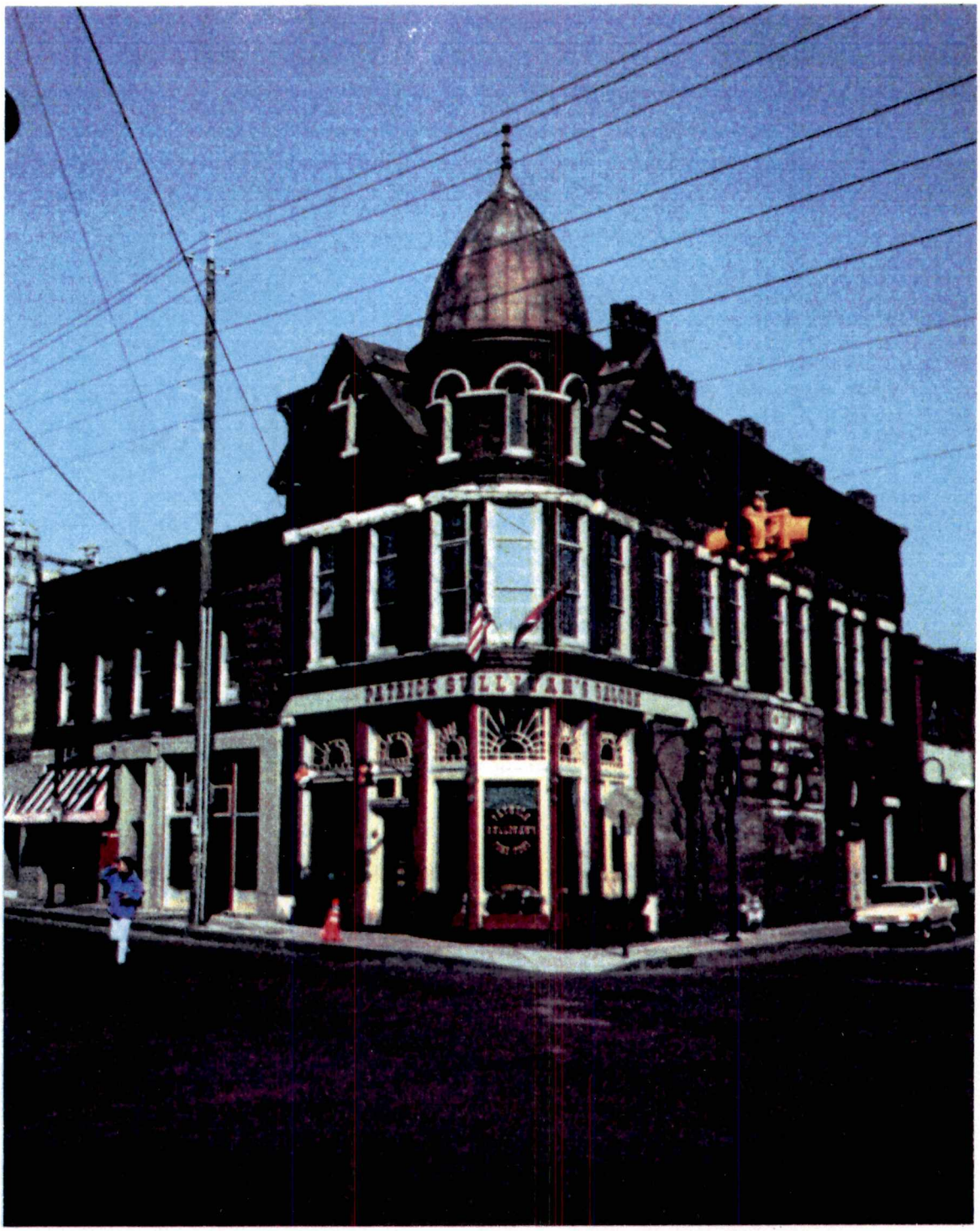

Figure 2.9 - Patrick Sullivan's Saloon, 1991
Photo Credit: Craig Nielson

other commercial support businesses (Knoxville Historic Zoning Commission, 1984, p. 5). The east side of the block boasted a grand emporium - a six story furniture store; one of Knoxville's early "skyscrapers" - the 10 story Sterchi Building constructed in 1928; and the massive 4 story Commerce Building, rich in architectural detailing, built circa 1891 (see Figure 2.10).

The west side of the block contained smaller structures, many of which are notable, including the currently named Mill Agent store, featuring an oversized palladian window and an arcade resting on corbelled piers and; the Webb Drew Clothing building, currently occupied by Harold's Deli, which is topped with a sloping parapet wall and cornice decorated with dentils (Knoxville Heritage Inc., 1979) (see Figure 2.11).

Underground Knoxville

In 1919, a concrete bridge was constructed across the Southern Railroad tracks on the north end of Gay Street, replacing an existing iron structuring dating from 1885 (Bond, 1976, p. 43). To provide access to this bridge from Jackson Avenue, brick surfaced ramps (extant today) were built on the west and east sides beginning at the original Jackson Avenue street level and rising one story to meet the level of the new bridge (Milner, 1977, p. 7).



Figure 2.10 - East Side of the 100 Block of Gay Street, 1991
Photo Credit: Craig Nielson

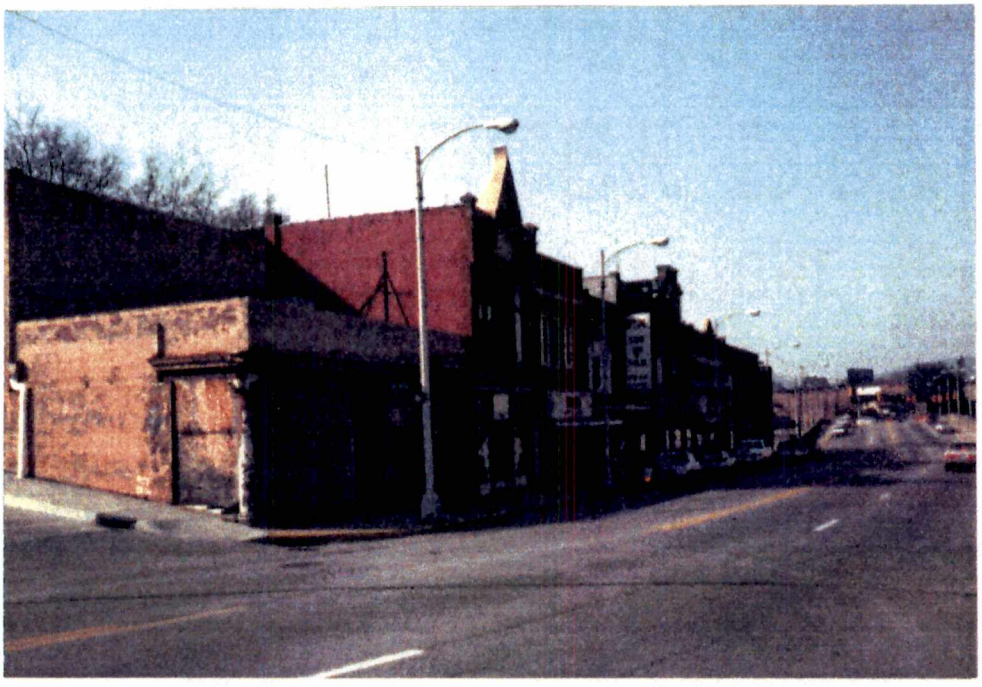

Figure 2.11 - West Side of the 100 Block of Gay Street, 1991
Photo Credit: Craig Nielson

Interestingly, in order for pedestrian and vehicular traffic to negotiate the new bridge, the street level at the north end of Gay Street was elevated one story. In doing so, the original first floor building facades were literally concealed beneath the street surface, creating an "underground" in the process. Building owners were forced to adapt their second floor facades to serve as new commercial access points from Gay Street (Knoxville Historic Zoning Commission, 1984, p. 5). The original building facades were thought to have been retained intact, concealed below the existing street level. However, a field investigation conducted around 1977 by Milner and Associates revealed that the original facades "have been replaced by an assortment of concrete piers and concrete retaining walls." (Milner, 1977, p. 116). Further investigation during the course of this thesis study found the "underground" area to be completely sealed off at the location of the bridge and the rail yard - the only logical entry point. Access to this historic anomaly can now be gained only through the "basement" of certain buildings along Gay Street.

Central Street Development

Although it developed during the same period as the Jackson Avenue warehouses and the 100 Block of Gay Street, this portion of the study area is less significant from a historical and architectural perspective. According to Bond, Central Street does not possess the "name association" like the Jackson Avenue Warehouses or the Patrick Sullivan's Saloon, suggesting less "community importance" and cultural significance. The architecture of the buildings, although unique by today's

standards, are typical of the commercial style of virtually all old buildings of the period (1977, p. 45).

The portion of Central Street contained in the study area is characterized by deep, one and two story commercial structures originally serving as support businesses for the larger warehousing and manufacturing concerns located on Jackson Avenue and Gay Street. These businesses included eating houses, grocery stores, barber shops, and other retail and service related businesses (Knoxville Historic Zoning Commission, 1984, p. 4). Perhaps of greater importance was a number of bars on Central Street "where visiting buyers were entertained by the 'street drummers' of the various warehouses." (Knoxville Heritage Inc., 1979). Also prevalent on Central Street were numerous second floor boarding rooms, many of which doubled as brothels. These less than respectable uses helped incite the prevailing opinion that the warehouse district was not a place where nice girls should go. According to Bond, "Central's greatest claim to fame came the evening that Harvey Logan (the Sundance Kid) jumped out of a rear window of a saloon to escape the law" (Bond, 1976, p. 43).

This section of Central Street was also considered the northern end of the "Bowery District", a collection of disorderly all-night bars and boarding houses extending south to Cumberland Avenue. According to an early newspaper account:

> In this district is congregated probably nine-tenths of the criminal element of the city. The saloons and dives in the district are filled after nightfall with a motley assemblage of men and women, white and black, for the color line is very lightly regarded in most of the places and all men are equal so long as they have the price of a drink about them (The Knoxville Journal and Tribune, July 8, 1900).

Bars and boarding houses were not the only uses that could be found in the Bowery District as the following account explains:

> Of course, in the entire district, all kinds of business are [sic] carried on. Besides the saloons, which are at night the most prominent places in the district, there are scores of cheap restaurants and eating houses, cheap lodging houses, several of the largest livery stables in the city, a few pawn shops, second hand stores in profession [sic], two or three small drug stores, whose principal business at night seems to be the use of morphine and cocaine, the twin friends of the district, which are sending many of its inhabitants, especially women and girls, to their graves (The Knoxville Journal and Tribune, July 8, 1900).

It's important to note that although Central Street is not as historically significant as Jackson Avenue, primarily from an architectural perspective, it is currently the most developed portion of the Old City, containing the majority of renovated buildings and retail businesses found there.

The Era of Decline

Old City continued its prominence as a major warehousing and retailing center well into the twentieth century. In the 1930's and early 1940's, Knoxville's residential areas were expanding outward away from the central city, as people left their congested downtown residences for larger homes. Nonetheless, retail, wholesale, and office uses downtown retained their dominance throughout the first half of the century. Virtually all retail, office, and wholesale space was located in the central business district at the close of World War II (Downtown Data Base, 1987, p. 9).

However, the close of World War II also ushered in a new era for Americans who witnessed the widespread proliferation of the automobile and greatly improved transportation systems. These two advancements, coupled with the availability of low-interest Veterans Administration installment loans and FHA mortgage insurance, cleared the way for the extensive development of suburbs which were built at a furious pace to meet the demands of the newest type of American - the suburbanites, who left downtown at an alarming rate. From 1960 to 1980, downtown Knoxville witnessed a 26 percent decrease in dwelling units (Downtown Data Base, 1977, p. 27). Another factor contributing to the rapid development of the suburbs was, according to McDonald, "the increasingly pervasive influence of television" which "lionized suburban living with programs featuring model homes, model parents, model children, and model possessions" (McDonald, 1983, p. 94).

As residential emphasis continued to shift to the suburbs, retail and commercial uses soon followed, and downtown Knoxville soon lost its commercial dominance. With the development of the shopping mall, suburbanites increasingly found fewer reasons to return to the inner city which, at the time, was plagued with several problems: "poor automobile access, limited parking, smoke and coal ash, and growing slums" (p. 108). Not surprisingly, the decentralization trend continued largely unabated, fueled by the continued suburbanization of surrounding county areas and by overall community growth (Downtown Data Base, 1977, p. 9).

Old City Knoxville was especially vulnerable to this decentralizing phenomenon. Most of the uses in the Old City prior to the close of World War II were warehousing, retail, and commercial; uses that all but abandoned downtown and fled to the suburbs to serve its affluent and ever growing market. As a result, only a handful of these once viable businesses were able to remain at their Old City address. The remainder either were forced to followed their customers to the suburbs or closed for business permanently (Downtown Data Base, 1987, p. 28). Subsequently, Old City Knoxville became a collection of mostly vacant and rapidly deteriorating structures until the emergence of the revitalization efforts which are discussed in Chapters Four and Five.

Demise of the Jackson Avenue Warehouses

By the early part of the century, eleven distinct and contiguous warehouses graced the north side of Jackson Street from Gay Street to present day Central Avenue Today however, only six of these original structures and one partial structure remain intact. A total of four prominent buildings (107, 109-111, 113-115, and 117-119) located between what is now the western most building comprising Hewgley Park and the Carhart building (121), have since met their fate. The following discussion chronologically explains their demise.

On September 1, 1973, a demolition permit was granted by the Knoxville Building Inspection Office, opening the way for the razing of buildings 107 and 109-111. Some time around September, 1974, demolition work on the two National Register Warehouses began. The decision to level the structures was apparently made in an attempt to avoid future liability associated with the potential collapse of the "structurally unsafe" buildings (Knoxville News Sentinel, October 14, 1974). Shortly thereafter, a temporary injunction was issued restraining the property owners from further demolition work. A lawsuit was later filed by Davis Manufacturing Company, claiming that destruction of the buildings would result in damage to their building at 113-115 West Jackson which shared a common wall with building 109-111 being razed. At this same time the City of Knoxville had recently applied for a $19,545 Federal Grant to study the entire Jackson Avenue

area to determine how it could be reused (Knoxville News Sentinel, October 15, 1974).

Although research failed to determine the exact date in which demolition was completed, the two buildings (107-111) ultimately met their fate. Based on what is known, these buildings were essentially dismantled rather than being demolished outright, and portions of the structures are known to have remained as late as 1977. During their dismantling, the buildings were adequately documented according to architect Gene Burr, so that they could later be reconstructed (Knoxville News Sentinel, January 29, 1978). Unfortunately, reconstruction never occurred and the site eventually gave way to increasing parking demand generated by new business development.

The other doomed warehouse structures met with similar circumstances as did buildings 107-111. On the evening of February 1, 1984, fire swept through the former Davis Manufacturing Building at 113-115 Jackson Avenue, virtually destroying the vacant warehouse. The fire, which could be seen as far away as Fountain City, devoured the wood flooring inside the building causing a side wall and back wall to collapse (Knoxville News Sentinel, February 1, 1984). A total of 33 fire fighters from three aerial units and six pumpers fought the blaze, the cause of which was unknown although arson investigators were on the scene. According to the owner, the building was in the process of being renovated when the fire

struck (Knoxville Journal, February 1, 1984). Located just west of the Davis building, the large warehouse structure at 117-119 was demolished sometime in 1984 apparently due to extensive decay. Efforts by the Jackson Avenue Partnership Limited had been undertaken to maintain the structure, but at the time, the building did not prove to be an economically viable candidate for renovation due to its large scale (Knoxville Heritage Newsnotes, 1984).

Even the existing warehouse buildings that managed to avoid destruction have been subjected to tribulations of their own. On February 15, 1979, the Knoxville Journal reported that a portion of the rear wall of the building at 123 West "tumbled from the structure." At the time, the structure was undergoing renovation by the Jackson Avenue Partnership Limited (Knoxville Journal, February 20, 1979). Similar problems plagued two additional buildings on the eastern end of the block. Building 105, now part of Hewgley Park, was torched by arsonists in early October of 1981. When asked what the damages were, the Assistant Fire Chief at the time, Delbert Frye, listed none, stating the building was "worthless to begin with" (Knoxville News Sentinel, October 3, 1981). According to a Knoxville Journal article dated December 9, 1981, the front facade of building 101, also part of Hewgley Park "fell into the streets" several years prior. The building's owner at the time, A.C. Rochat, blamed the City of Knoxville for the building's collapse claiming that "blasting under the streets nearby had weakened the structure."

Although four grand warehouses were lost, several others were saved, many of which have been renovated. As demand for tenant space in the district continues to soar, the remaining warehouses, all of which are currently occupied, will surely survive the test of time, providing the district continues its upward trend. Had the four warehouses not been razed, a parking problem may have developed. The 89 space lot which now occupies the site of these structures serves the core of the Old City including projects like Hewgley Park, Manhattan's Square, and Sullivan's Restaurant.

CHAPTER THREE

REVITALIZATION FACTORS

Market Factors in Downtown Knoxville

Regional Setting

Downtown Knoxville's regional setting is unique in several respects. Knoxville is geographically situated whereby 34% of the population of the United States reside within four (4) hours drive. Over 50% of the U. S. population are within eight (8) hours drive, and a full two-thirds of Americans are within a twelve (12) hour drive (The World Pavilion Partnership, 1988, p. 6) (see Figure 3.1). The City is the crossroads for two of the nation's busiest interstates: I-40, and I-75. Traffic on these two interstates amounts to 123,000 car trips per day through Knoxville. I-75 and I-40 run contiguously for a 10 mile stretch within the city limits of Knoxville - one of only three places in the United States where this occurs (The World Pavilion Partnership, 1988, p. 9). Traffic traveling either north/south, or east/west in this region of the Southeast must pass through Knoxville on their destination route. I-75 is the primary route for "snowbirds" making their annual pilgrimage to Florida from the north. In addition to excellent freeway access, Knoxville is linked to the Gulf of Mexico via the Tennessee Tombigbee Waterway, and to the Great

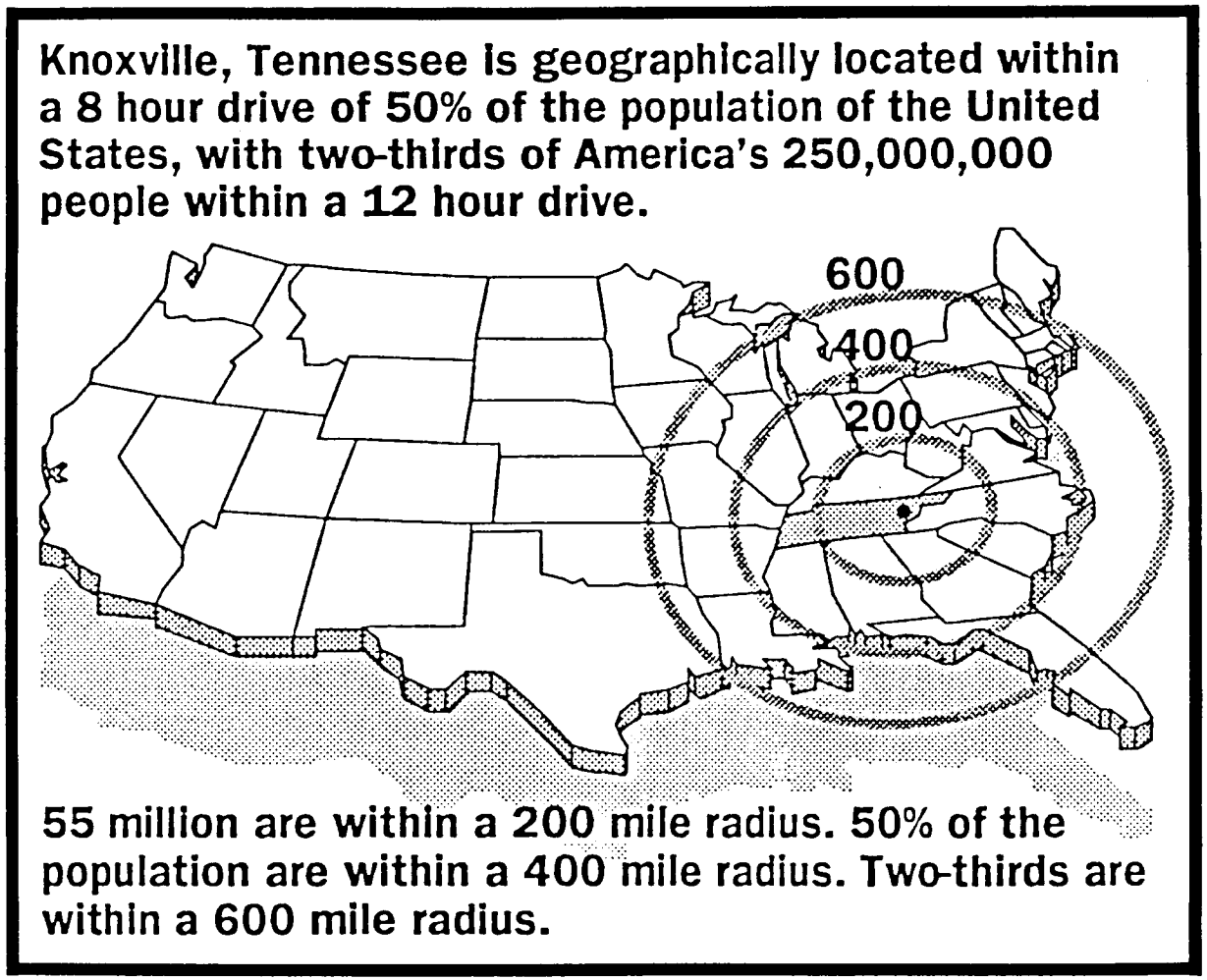

Figure 3.1 - Knoxville's Geographic Market Advantage
Source: The World Pavilion Partnership. Acquisition and Development Plan: Exhibit Pavilion for World Class International Special Events. Knoxville, TN: The World Pavilion Partnership, 1988. p. 11.

Lakes by the Interconnected Inland Water System (Downtown Knoxville Plan, 1987, p. 6).

Nestled between the Great Smoky Mountains to the southeast and the Cumberland Mountains to the northwest, Knoxville is the largest city in the East Tennessee region and the third largest in the State. The Great Smoky Mountains National Park (only 40 miles away) is a primary tourist destination for people from all states, with an annual visitation of over 13,000,000 (1987 figures) - the most visited National Park in the United States. Tourists visiting the Park must pass through Knoxville either directly or, if traveling from the southeast seaboard or from North Carolina, must pass within 9 miles of Knoxville (The World Pavilion Partnership, 1988, p. 8).

Downtown Composition

An estimated 16,000 people work downtown, giving it the highest concentration of employment in the region (Moxley, 1990, p. 8). Office related employment make up the majority of this work force, and includes the highest paying jobs on the average (Downtown Data Base, 1987, p. 6). Downtown is flanked by two major institutions: The University of Tennessee, Knoxville to the west and, The Baptist Hospital Complex to the south, employing an estimated 14,000 additional workers. Downtown is also the financial center of the region, represented by eleven regional banks, many of which are main branch offices. The largest concentration of hotel

rooms can also be found downtown including 5 national chains and one locally owned historic hotel - The Blakely in Market Square (The Shops of Downtown, 1991, p. 19).

In recent years, downtown Knoxville has been the focal point of numerous revitalization projects aimed at strengthening its regional position. The primary catalyst for recent revitalization efforts has been the Downtown Plan, adopted by City Council on February 9, 1988. According to the Plan, it was "designed as a policy guide for public officials, property developers, business recruiters and their clients, and the community at large, in making individual decisions" (p. ii). Political and community support for revitalization efforts downtown, as illustrated by the Downtown Plan, has greatly improved downtown Knoxville's marketability. Since 1980 over $340 million has been invested downtown by both public and private concerns (Key Facts About Knoxville's Downtown, 1989). Clearly, a favorable environment for continued revitalization efforts exist in downtown Knoxville.

Market Factors Affecting the Old City

Market Advantages

Old City possesses an array of attributes which make it an attractive destination for retail shoppers and club/restaurant patrons. The first of these attributes is its

centralized location and accessibility. Old City is geographically located in the immediate center of north, west, east, and south Knoxville proper. The heart of the downtown business core begins only one block away at the intersection of Gay Street and Summit Hill Drive. Access to Old City for both eastbound and westbound traffic on interstate 40 is only 1 block away from the Central and Jackson Core via the Summit Hill Drive exit off of the downtown business loop. Average daily traffic counts for vehicles exiting the business loop are 53,330 (World Pavilion Partnership, 1987, p. 10). Old City visitors exiting the business loop enter the district itself at the "portal" entry of Central Street and Summit Hill Drive. This primary access point also serves downtown workers who frequently patronize the Old City.

Ease of parking is another attribute which Old City boasts. Recently, 3 new parking facilities have been renovated in the district. The largest of these is located on the northeast corner of the Central Street and Summit Hill Drive intersection near the business loop exit. A second is located on the northwest corner of this intersection, and a third can be found adjacent to Hewgley Park on West Jackson Avenue. Additional parking can be found on East Jackson Avenue near Patrick Sullivan's and on Willow Street east of Central. Also, several street-side meter spaces flank portions of Central Street and Jackson Avenue. In all, a total of 657 spaces provide convenient parking for patrons and employees of the various Old City merchants.

Another advantage enjoyed by Old City merchants is the lack of significant competition with other merchants in the City. At the current time, no unified group of specialty retail stores exists within the city of Knoxville. The retail establishments in the Old City are truly unique, offering many imported accessory items, original art, custom crafted jewelry and apparel items, unusual gifts, furniture, and antiques. Other specialty stores in Knoxville typically carry more mainstream items and are found scattered about the City in various locations.

Equally unique in the Old City are its several restaurants and entertainment night clubs - 7 to date. They feature regionally and nationally know rock, jazz, and contemporary acts, specialty food items, imported beer, and spirits. Although many bars and music clubs operate in the City of Knoxville, none can be classified in the same genre as those of the Old City. The closest competition for entertainment clubs is found at the Bijou Theater located on South Gay Street, and along the "Strip" adjacent to the University of Tennessee on Cumberland Avenue. The Bijou has recently been attracting nationally known acts, but does not serve food or drink items. The bars of the strip are typically less sophisticated than those of the Old City, and tend to cater to a younger college age crowd. The catchword "beer bar" immediately comes to mind.

Tourism and Historic Preservation

Tourism is increasingly becoming a major retailing industry for cities across the country, generating large amounts of revenue for local economies. Currently, tourism is the second largest retailing industry in the United States. Projections estimate it to be the world's leading industry by the year 2000. In the United States alone, over $200 billion is spent on tourism annually (Roddewig, 1988, p. 2). One of the rapidly emerging components of tourism are visits to historical attractions such as historic districts, sites, and buildings. Recent trends indicate that historic sites are fast becoming major attractions in many communities. According to Roddewig: "historic sites and buildings are among the one or two most important attractions to tourists and travelers" (p. 3). This is not surprising, since Europe has long been capitalizing on this fact, luring millions of tourist each year, who come primarily to see historic sites and buildings.

While the idea of coupling tourism with preservation is not new, it certainly has not been developed to its full potential. According to The National Park Service, the agency which administrates many of the Nation's historic resources, in 1980 "the number of visitors to its historical, archeological and military areas exceeded the number of visitors to National Parks by 46% (Roddewig, 1988, p. 3). As Americans become increasingly more mobile, the potential for expanding the tourism market to include more historical and cultural attractions is seemingly unlimited. Cultural tourism will undoubtedly fuel the continuing revitalization of

older central cities across the nation, given the fact that many posses historical resources. Old City is no exception and has the potential to capitalize on these recent trends due to its contiguous collection of historic buildings and its inclusion in the Southern Terminal and Warehouse National Historic District. For additional information regarding historic designations in the Old City, please see Chapter Four.

Old City Market Analysis

Residential Market Analysis

The Downtown Plan, drafted by the Knoxville Metropolitan Planning Commission (MPC), encourages residential development in the Old City stating that:

> Residential units should be developed in renovated structures, or as in-fill in new structures where appropriate, on and adjacent to Jackson Avenue. The area near the intersection of Jackson and Central, as well as the warehouses just east of Broadway are two areas of emphasis (1987, p. 80).

Data from 1987 figures indicated that only 4% of the total land downtown is devoted to housing. From 1960 to 1980 there was a 26% decrease in the number of dwelling units downtown. This housing loss can be attributed to the availability of convenient and affordable transportation, and the popularity of suburban

lifestyles which began in the 1960's. However, since 1980 there has been a 7% increase in the number of dwelling units downtown, indicating a reversal of this trend (Downtown Data Base, 1987, p. 27). Currently, there is only a 5% vacancy rate in the downtown housing market. MPC is optimistic and considers residential development downtown a high priority, viewed as the cornerstone to making the Downtown Plan successful (Downtown Plan, 1987, p. 75).

The Old City contains most of the new or newly refurbished residences in downtown Knoxville. At present there are 54 occupied dwelling units located within the Old City study area with more planned in the near future. Completed developments include: The Jackson Pads, containing eleven apartment units located in Hewgley Park; The Central Court Condominiums, six units located above legal offices on South Central Avenue; Sullivan Arms, a nine unit multi-use complex located above the Sullivan St. Market on East Jackson Avenue; Kings Row Condominiums, an eight unit development located on the southwest corner of Central Street and Summit Hill Drive; and The Hubris Studios on the 100 Block of Gay Street, containing eleven loft apartments. The Willingham Garrets, another mixed-use condominium/office development containing nine dwelling units, located adjacent to King's Row is currently undergoing renovation.

Recently proposed projects include: Gotham Towers, a 23 unit condominium development located in the old Sterchi Building on North Gay Street; and The

Jackson Avenue Apartments, an eleven unit condominium proposal located in the Floyd Roach Furniture Building on West Jackson Avenue. Kristopher Kendrick, the developer responsible for most of the existing units in the Old City, said the demand for housing there is "incredible." Most of his residential tenant are "young people, forward in attitude" (Kendrick, personal interview).

Future Old City residential developments will have an excellent opportunity to attract downtown office workers. As previously mentioned, an estimated 16,000 people work downtown, with an expected increase of 8,000 in the next 10 years (Moxley, 1990, p. 18). These people represent a growing downtown employment base which should provide a built-in market for future Old City residential developments. Furthermore, the completion of the $55 million Whittle Complex, expected to employ 1,000 people, will undoubtedly increase the demand for downtown housing (Moxley, 1990, p. 10). Clearly, there is much promise for a strong downtown residential market in the coming years, as evidenced by low vacancy rates, increasing employment, political support, public investment, and ongoing private revitalization efforts.

Retail Market Analysis

Business opportunities in downtown Knoxville have been expanding in recent years. A 1988 study by MPC, Downtown Knoxville Retail Market Study indicated a strong demand by downtown workers and residents for expanded retail stores.

The primary desired store types uncovered in the study include department stores, restaurants, movie theaters, variety stores, men's clothing shops, shoe stores, women's clothing shops, and specialty stores. The last of these desired store types are typically what is found in the Old City District and the survey suggest more of these shops could be supported as the employment base downtown continues to grow.

Old City Knoxville has proven to be a viable place for new specialty retail business start-ups in Knoxville. From the summer of 1986 to the summer of 1989 alone, 29 businesses located in the Old City (Knoxville News-Sentinel, July 20, 1989). Twenty-four more businesses to date have located in the Old City since then. Business types include specialty retail shops, restaurants, creative service merchants, and entertainment night clubs. The district has fast become the "in place to be". According to many Old City merchants, the attraction of retail patrons to the district is attributed to its rich architectural character and historic aura, its human scale charm, and its excellent variety of offerings. These patrons are typified by young upper middle income persons, university students, local residents, and downtown business workers. Typical rent for retail space in the Old City runs in the order of $9.50 to $10 per square foot, which is extremely competitive with other retail space in and around the downtown market area.

Economic Factors in Revitalizing Historic Districts

Because the majority of the Old City study area is located in a National Historic District (see Chapter Four), it is necessary to examine economic factors relating to the recycling of historic buildings - the primary phenomenon at work in the Old City. Historic Rehabilitation Investment Tax Credits and other local and federal incentives related to historic rehabilitation are first examined. Next, a discussion about the costs of rehabilitation as it relates to the private sector developer is offered.

Historic Rehabilitation Tax Credits

To understand the current status of federal tax incentives for historic rehabilitation projects, it is important to examine the effects that the 1986 Tax Reform Act had on the industry. According to Cotton, in 1981, when Congress passed the Economic Recovery Tax Act, rehabilitation tax credits have "had a profound effect on the preservation/restoration movement in this country" (1988, p. 22). Since 1981, over 15,000 Rehabilitation Investment Tax Credit (RITC) projects have been completed, totaling over 10.4 billion dollars in private investments (p. 23). Since 1986 however, the industry has experienced a 35 percent decrease in the total amount of money invested in (RITC) projects. The number of total projects approved has also seen a 35 percent drop (p. 24). The reason for this large drop

can be almost entirely attributed to the tax law changes imposed with the passing of the Tax Reform Act of 1986.

When the 1986 Act was signed into law by President Reagan on October 22, the measure put an abrupt end to many special tax breaks for both individuals and corporations. Reagan hailed the measure as "the best anti-poverty bill, the best pro-family measure, and the best job-creation program ever to come out of the Congress of the United States" (Congressional Quarterly Almanac, 1986, p. 502). The impact of this measure on rehabilitation incentives however, was not viewed as the "best" for a rapidly growing rehab industry.

Although rehabilitation tax credits largely escaped the wide-spread slashing of many tax shelter programs, the new rules established under the Act have severely impacted the rehabilitation industry. Since the Act went into affect, National rehabilitation activity has experienced a rapid decline which has undoubtedly curtailed downtown rehabilitation efforts (Colin, 1988, p. 33). The new laws established under this act imposed restrictions on tax credits, including a maximum of $7,000 allowed per investor, per year. It also places restrictions on the income level of rehab investors desiring to qualify for the credits. Specifically, the new law affects rehabilitation tax incentives the following ways (Bunn et. al., 1988, p. 98):

* Reduces rehabilitation credits for certified historic structures from 25 to 20 percent; and from 15 or 20 percent to 10 percent for other rehabilitated buildings over fifty years of age.

* Imposes the following limitations on the rehabilitation credit: It may offset tax liability to $25,000 of other income even if the individual does not actively participate. The $25,000 exception phases out adjusted gross incomes between $200,000 and $250,000.

* For rehabilitation losses, an individual may offset losses of up to $25,000 per year against other incomes. This amount is phased out between $100,000 and $150,000 of adjusted gross income.

* Depreciation is lengthened to twenty-seven and one-half years with straight-line recovery for residential property and thirty-one and one-half years with straight-line recovery for commercial property.

* Imposes the alternative minimum tax on excess depreciation that results from using twenty-seven and one-half and thirty-one and one-half-year lives instead of forty-year lives. Net losses from passive investment activities are also treated as preference items.

* Extends at-risk rules to real estate investments that are financed by other than third-party financing.

* Denies capital gain treatment to the gain on the sale of all real property.

* Retroactively repeals investment tax credits for property placed in service after 1985.

* Retains the charitable deduction for the donation of historic building facades. The deductibility of an historic building facade is based on an appraisal using the before and after valuation method.

Large projects which typically rely on major investors have been the hardest hit in the industry. The $200,000 phase out limit on tax credits coupled with the $7,000 investor limit has effectively squeezed out high-end investors from major rehab projects. The hardest hit projects are those in the price range of $500,000 to $5 million dollars. Although these high-end investors only make up 13.1 percent of all RITC investors, their projects account for 43 percent of all rehab dollars invested. This translates into an expected loss of $600 to $900 million dollars annually in the rehab industry (Rypkema et. al., 1987, p. 7).

Although the changes in federal tax incentives have forced many investors and developers to reexamine their strategies concerning rehab, many incentives still remain. Profitability can still be realized, but not at pre-1986 levels. Due to the complexities of the new tax laws, the assemblage of a successful rehabilitation team of investors, developers, and contractors is not as easily realized. Currently, an industry shift from using a few deep pocket investors to assembling a more diversified, smaller groups of "profit-minded" investors has proven successful (Weber, 1989, p. 36). This new arrangement allows more individuals to benefit from the $7,000 per year maximum tax credit.

Rules For Using Rehabilitation Tax Credits

To qualify for the 20 percent tax credit, certain rules must be followed. To begin with, the property being restored must be either individually listed in the National

Register of Historic Places, or the building must be located in a National Historic District, and thought to contribute historical significance to that district. Also, for purposes other than charitable contributions, the structure must be subject to depreciation; thus it must be income producing. Non-rental residential structures do not qualify. The 10 percent tax credit applies to non-residential buildings built before 1936 which are either not historically certified or do not contribute to a National Historic District. In addition to these requirements, the rehabilitation itself must be certified. This requires that the rehab "be consistent with the historic character of the property and, where applicable, the district in which it is located" (National Park Service, 1987, p. 3).

Program Administration

The Federal Rehabilitation Investment Tax Credit Program is administered by the National Park Service, operating under the Department of the Interior. The National Park Service, together with State Historic Preservation Offices (SHPO's) are the two primary agencies who review rehab proposals. A three part "Historical Preservation Certification Application (Form 10-168)" is required for all certification requests. Part one is used to determine the historical significance of the building. It is required only for those structures not listed in the National Register. It is used primarily for determining the significance of a building as it contributes to a Historic District. Part two is a description of the proposed rehabilitation for the building. This section of the application is used for preliminary approval of the proposed

rehab work, to determine of it meets minimum standards established by the Secretary of the Interior (see Appendix B). The third and final part of the application is a request for the certification of the completed work, so that it may qualify for federal tax incentives (National Park Service, 1988, p. 2).

Local and Federal Incentives

In addition to the federal tax incentive program, many state and local governments have passed legislation which encourage private sector investors and developers to undertake historical renovation projects. At the local level this encouragement usually takes the form of tax relief programs aimed at benefiting historic property owners (Robinson, 1988-89, p. 9). Most of these programs are administrated by local preservation agencies. The types of incentive offered vary from locality to locality, however, most agencies typically offer the following incentives:

Tax Deferrals: To offset the subsequent increase in property taxes after the completion of rehab projects, many municipalities may offer tax increase deferrals. These deferrals may take the form of a tax increase freeze for a designated number of years, or they may involve a gradual phasing-in of the increase. The tax freeze approach appears to be the most widely used of these incentives. It involves holding tax rates on renovation projects at pre-rehab levels, essentially ignoring increases in property value. The length of the freeze typically varies from 5 years to 15 years (Robinson, 1988-89, p. 10).

Tax Rebates: Under some preservation ordinances, municipalities are allowed to reduce the tax rates on some historic properties. This measure is largely a device for ensuring the continued preservation of historic properties. Many such incentives require the property owner to forego their right to demolish or develop the property. Others place guidelines on the improvement and alteration of their properties.

Property Tax Credit: This approach allows for the granting of tax credits to historic property owners upon fulfilling certain rehabilitation requirements. The advantage of this type of incentive is that it allocates tax breaks proportional to the amount spent on the rehab project. Also, the amount of the credit only needs to be determined once - at the time of qualification (Robinson 1988-89, p. 10).

Community and Economic Development Programs: The federal government has recognized the importance of restoration as a means for revitalizing our Nation's inner cities. As a result, there have been several programs created which are aimed at providing below market financing for restoration projects. Although in recent years, budget cuts in the functional area of Community and Regional Development have curtailed many programs, this form of assistance still holds promise for many rehabilitation projects. Some financing programs available for historic rehabilitation assistance are: Community Development Block Grants

(CDBGs), Urban Development Action Grants (UDAGs), and urban homesteading programs (Cotton, 1988, p. 28).

Rehabilitation Cost Savings

Developers and investors operate within the confines of bottom-line cost performance principles. To make a renovation project feasible, the finished building must produce revenue in the excess of the project expenditures. As costs for new construction continue to soar, preservation and reuse projects have become increasingly popular. Successfully implemented rehabilitation projects can, in many cases, prove to be cost effective. In a 1983 thesis study, Conners argues that economic advantages for developers undertaking rehabilitation projects are the result of several contributing factors.

First of all, costs for the rehabilitation of existing buildings are generally lower than those for new construction (p. 24). Also, rehab projects typically can be completed in shorter time periods than new construction creating the following advantages: It reduces the time period between when the project is executed and when revenues can be collected; construction time can be programmed around inclement weather since most of the renovation work will occur indoors; construction financing and interest charges can be reduced due to shorter construction time periods; and marketing of the project can begin much earlier than for new construction. The fact that the building already exists, and that high

visibility areas in the building can be completed early, account for this early marketability (p. 24).

Conners identified the following three cost factors which typically make recycling older buildings cheaper than new construction (p. 25):

1. Rehabilitation projects generally cost 25 to 40 percent less per square foot than construction of a comparable new building.
2. A construction time reduction of 25 to 60 percent can be realized over new construction.
3. Under-utilized space can be recaptured and interior space can be altered to allow flexibility and easier marketing.

To substantiate his claims, Conners analyzed data from a report by the Advisory Council on Historic Preservation entitled Adaptive Use: A Survey of Construction Costs, where costs for preservation and reuse projects were compared to those for new construction. The survey included 18 office buildings and 7 retail buildings (p. 27). Conners concludes that "in the majority of examples, rehabilitation costs were generally less than for the costs of new construction" (p. 28). The survey further revealed the following factors:

* Demolition costs inside rehabilitated buildings "were minimal, normally 1 to 4 percent of the total project costs" (p. 28).

* Structural costs inside rehabilitated buildings were also low, "ranging from 5 to 12 percent of the total project costs, which is less than half the average cost for new construction" (p. 28).

* Architectural and Mechanical costs tended to vary above and below those for new construction making these two cost areas the most critical in determining overall project cost effectiveness (p. 29).

To summarize this study, it appears that the primary opportunity for rehabilitation cost savings versus new construction can be realized in the structural components of the building which are already in place. Conversely, cost overruns can occur when increased architectural fees result from unexpected design problems, and when expensive mechanical equipment, such as fire protection systems, is needed to satisfy safety code regulations.

Summary

The revitalization factors discussed in this chapter - market advantages, historic tourism, historic rehabilitation tax credits, local and federal incentives, and cost savings - are central to the revitalization phenomenon. Many of these factors have either directly or indirectly influenced revitalization activity in the Old City. As such, they can be viewed as the main components comprising an overall revitalization framework. The following chapter outlines the scope of early efforts to revitalize the Old City, focussing on the period from 1973 to 1985. These early efforts set

the stage for the more extensive revitalization period which is described in detail in Chapter Five. Chapter Five also outlines the factors identified in this chapter, which have influenced the revitalization process.

CHAPTER FOUR

EARLY REVITALIZATION EFFORTS

Overview of Early Private and Public Sector Activity

Revitalization of the Old City can reasonable be thought to have occurred in two separate periods of activity; the first beginning in the early 1970's and the latter in 1986. Interestingly, most of the key players who made things happen in the first period are not the same individuals who initiated efforts in the later period. Furthermore, early revitalization efforts were far less extensive than what was to come later. Although this early period resulted in only a handful of completed renovation projects and very few substantive visual improvements, it sparked interest in the area and afforded future developers the opportunity to visualize what it could become. In many respects then, it marked the beginnings of a truly revitalized Old City and can be viewed as the catalyst for the second, more extensive revitalization period which has unquestionably transformed the neighborhood.

Early revitalization efforts began in earnest in 1977 with the publication of the Restoration and Adaptive Reuse Plan for the Jackson Avenue Warehouse District; a $40,000 study funded jointly by the City of Knoxville and the Tennessee

Historical Commission (Knoxville News Sentinel, date unknown). The period culminated in 1986, at which time the more extensive revitalization period began. Its important to note that very little revitalization activity occurred in the Old City at the end of this period (1983 through 1985). Behind the scenes however, properties were being acquired, investors being lined-up, and visions of what could be, materializing.

This chapter provides an account of these early revitalization efforts which took place in the Old City during the period 1973 through 1985. It begins with a look at the key public and private sector actors who worked toward the common goal of a revitalized Old City. This section is followed by a description of private sector revitalization activity, as well as an overview of pubic sector responses during this time period.

Key Actors: Their Roles in Early Revitalization Efforts

Only a handful of individuals deserve special recognition for their early efforts to breath life back into the old worn-down shell of a neighborhood which was once the bustling center of commerce in Knoxville. Their roles and the extent of their involvement in these early efforts are discussed below.

Kristopher Kendrick: If anyone can be called the grandfather of the present day Old City, it would have to be Kristopher Kendrick. Not only did he coin the name

for the district, he was also one of the first people to begin acquiring properties there as early as 1973. Kendrick, who states his primary role in the Old City as "landlord", is currently the largest single owner of properties within the study area (Kendrick, personal interview). His foresight and belief in a revitalized Old City has resulted in the completion of several key renovation projects within the study area - developments which have helped shape the physical composition of the neighborhood.

Kristopher Kendrick was born in Rockwood Tennessee and attended the New York School of design where he studied Interior Design. Knowing he wanted to be "more than just an interior designer", he began acquiring unique artifacts and fixtures from various buildings in and around Knoxville, many of which had fallen victim to the wholesale demolition of the national urban renewal policy of the early 1960's (Kendrick, personal interview). His love of antiques and devotion to saving history prompted him to begin acquiring several historic buildings in order to block their destruction. Gradually he began placing these buildings into service (Kendrick, personal interview).

Kendrick is well known and respected in the Knoxville Community for his development successes. Professor of Urban Planning at U.T., Dr. Kenneth Kenney commented, "everything he touches seems to turn to gold" (Kenney, personal interview). Laurens Tullock, Director of Community Development, called

Kendrick "the master of timing", referring to the phenomenal success of his developments (Tullock, personal interview). Old City contractor and Kendrick protege Benny Curl, called him "the master of magic (The Knoxville Journal, 1986).

Today, Kristopher Kendrick enjoys the status of being the premier renovation developer in Knoxville, a place which he said, "has always been my city" (Kendrick, personal interview). His developments, spread throughout downtown and along Kingston Pike, are among the most successful in the City.

Annie DeLisle: This vivacious, larger than life figure, described by Kendrick as the "ambassador of the Old City", wasted no time in spreading the word about the neighborhood's many special qualities (Kendrick, personal interview). From 1983 to 1989, she pioneered Annie's Restaurant, one of the first new businesses in the Old City with the help of Kristopher Kendrick, the building's owner and early financial backer. All those interviewed for this study who knew Annie talked about her in such high regard it was as if she had somehow transcended her role of restaurant owner to became an urban folk hero of the neighborhood. Annie, who Old City developer Peter Calandruccio stated, "was the original gutsy person," had a lasting impact on the character of the Old City, and exemplified the pioneering spirit which is presently being carried forward by newer business owners who have staked their claims in the neighborhood (The Knoxville News-Sentinel, July 22, 1990).

Gene Burr: Burr, a city planner and architect by trade, was also a board member of Knoxville Heritage Incorporated during the late 1970's and early 1980's; an organization devoted to saving and promoting Knoxville's heritage (The Knoxville News Sentinel January 29, 1978). He also spearheaded a group of four other investors who purchased three abandoned Jackson Avenue warehouses (117-119, 121, and 123) in 1978 for the modest price of $57,000 (The Knoxville Journal, January 30, 1980). Gene's original partners included: TVA planner Nancy Brown; self-proclaimed preservationist Gloria Neal; president of Knoxville Glove Rod Townsend; and Mary Ann Gibbons. Together they formed the Jackson Avenue Partnership Limited.

Gene Burr understood what it would take to make Old City revitalization a reality. He exemplified the spirit found in his predecessor developers who carried his early vision forward with successful vigor. The following 1982 quote gives some insight into Burr's early vision for the Old City:

> There has to be housing in the downtown area. Without housing there is no justification for having all the entertainment, the restaurants and the offices in downtown. The downtown has got to become a 24-hour area.
>
> Before the city will become involved, more major tenants will have to lease in the Jackson Avenue area. That's the name of the game. You have to have major tenants. You've got to have something to do with (the building). You can't take your dream to the bank; you've got to have collateral to back it up (The Knoxville Journal, November 16, 1982).

Karen and Birney Hand: The Hands, considered urban pioneers by some, were early Old City residents, business owners, and downtown advocates. With their life savings and a lot of sweat equity, they converted a turn of the century warehouse on East Jackson Avenue into their home and business address. So new was the concept of living in the Old City that when the Hands applied for KUB service for their new home, they were told by a disbelieving voice "that respectable people don't plan to live in decrepit brick shells in the middle of Knoxville's oldest warehouse district" (The Knoxville Journal, April 16, 1982). The Hands were also key players in the grass-roots organization City People which Karen ran for 2 1/2 years, and later in the Old City Neighborhood Association (OCNA), vehicles in which they avidly promoted revitalization efforts downtown, especially in the Old City. They were also instrumental in establishing the H-1 Historic overlay zone designation in 1972, which their property was included, as well as backing efforts to nominate the Southern Terminal and Warehouse District to the National Register in 1985. (These historic designations are addressed later in this chapter).

John M. Ulmer: Ulmer, Executive Director of Knoxville's Community Development Corporation (KCDC) applied for federal grant assistance in 1978 (explained below) to aid in the preservation of the Jackson Avenue District. KCDC was also the administrator of the Milner Associates Plan (discussed below) and worked to help implement its recommendations by enticing developers to invest in the area.

Clearly, Ulmer understood the forces that would be needed to turn the area around, as evidenced by the following 1977 comment:

> What I need is some developer interest, then we can get the city interested in doing street improvements, lighting, and providing other services. "I think the only thing that will save it (the Old City) is developers (The Knoxville News-Sentinel, 1977).

Ron Childress: Childress, an architect and spokesman for Knoxville Heritage was a key player in efforts to block the wholesale demolition of historic buildings in the Old City, particularly the warehouses on West Jackson Avenue. He also played a role in securing funding for the Milner Associates Plan, as well as being involved in support efforts for the Federal Grant proposal previously mentioned. Childress was also a member of a "Jackson Avenue Committee" which worked toward the development of the area in the late 1970's (The Knoxville Journal, January 9, 1979).

Private Sector Revitalization Activity

What follows is a chronological account of the most important early private sector revitalization efforts undertaken by some of the key actors discussed above. These early efforts, all but forgotten by many contemporaries currently operating

in the Old City, are interesting in the respect that they began occurring almost 10 years prior to the start of the recent revitalization period.

Jerry Lee Bond's Thesis Study

In March of 1976, Jerry Lee Bond, a University of Tennessee Graduate Student in the School of Planning, completed a thesis entitled The Recycling Potential of The Jackson Avenue Area. This study was completed at the same time that John Milner Associates were conducting their own study of the Jackson Avenue District. Bond, recognizing the potential parallels between his study and the Milner Plan, noted that his study "is intended to be a supplement to The Jackson Avenue Study" (Bond, 1976, p. 7).

The purpose of Bond's thesis study was to "develop a process for determining the usefulness of older, under-used, urban structures for contemporary purposes" (p.ii). Bond focused on developing a recycling model which was then applied to his Jackson Avenue study area. This model satisfied the following conditions: It identified the cultural significance of individual buildings; it measured the physical condition of these buildings; and established their economic worth. The model was then used to "classify structures as either recyclable or not recyclable by means of historic preservation." Further, the model outlined "a procedure for determining the appropriated reuses for these structures and procedures for public assistance through organizational, funding, and regulatory measures" (p.ii). The major finding

of this study was, according to Bond, the recognition that most old structures worthy of recycling are in need of some form of public assistance in order to be economically feasible. Bond's study also offered cost details and financial projections for the renovation of the Jackson Avenue Warehouses contained in his study area.

In sum, the study successfully evaluated the cultural and physical aspects of the warehouse buildings within the District, and built upon the plan developed by John Milner Associates. Further, it identified many of the critical factors which are included in the recycling process. Many of the warehouses which were used by Bond to test his model have since been demolished, and of the eight warehouses remaining, only two have been developed to their full potential. Furthermore, even though the West Jackson Avenue warehouses were the focus of this and other early studies, their importance in the overall success of recent revitalization efforts is secondary at best. The smaller structures flanking Central Street, largely ignored by Bond's thesis study and the Milner Plan, have played a much larger role in the recent success of the Old City.

Jackson Avenue Warehouse Renovations

Early in 1980, Gene Burr's Jackson Avenue Partnership Limited secured an $18,000 federal grant through the Tennessee Historical Commission to restore Jackson Avenue warehouse buildings 117-119, 121, and 123 (The Knoxville

Journal, January 30, 1980). The Partnership began restoration work shortly thereafter on buildings 121 and 123 which were in better condition and more suitable for rehabilitation than building 117-119 (The Knoxville News-Sentinel, February 21, 1980). Latter that year, with renovation efforts in mid-stream, Gene Burr moved into his new second floor office at 121 West Jackson Avenue - the Carhart building (The Knoxville News-Sentinel, July 27, 1980).

Roughly $210,000 was invested by the Jackson Avenue Partnership in partially converting the three warehouses into offices, studios, and loft apartments over a three and one-half year period. by mid November, 1982 however, less than half the 30,000 square feet of space in the three warehouses had been leased and four different realtors had been called in to market the available space. Burr contributed his leasing problems to high interest rates and the dilapidated state of the Jackson Avenue area (The Knoxville Journal, November 16, 1982). What little renovation work that was completed on building 117-119 was for naught when the structure was demolished in 1984 due to extensive decay (see Chapter Two). Currently, most of the space in warehouse 121 and 123 is leased and the Jackson Avenue Partnership Limited remain as owners.

The Hands: Urban Pioneers

In 1981, Karen and Birney Hand purchased a 4,000 square foot building at 118 East Jackson Avenue from Kristopher Kendrick, which they converted at a cost of

roughly $150,000 to a loft apartment above and retail space below from which they operated "Handprints", an architectural and design business - a location in which they remained for 6 years. They were one of only a handful of new urban settlers who had staked their claim in the run down warehouse district (The Daily Beacon, February 16, 1984). In March, 1987 however, the Hands were forced to vacate the building, blaming their demise on difficulties encounter in securing reasonable construction financing from local banks. According to Karen, the only loan they were able to secure was a two year note for $110,000 at 14 percent interest. She stated: "The terms they had given us for a two year mortgage were absolutely absurd, but it was the only available financing, so we took it" (The Knoxville News-Sentinel, December 13, 1987). This same property is now part of Kristopher Kendrick's Sullivan Arms development which is profiled in Chapter Five.

Annie's Restaurant

One of the first pioneering new business in the Old City, "Annie's: A Very Special Restaurant", was the brainchild of Kristopher Kendrick who's intent was to create an "off the wall restaurant" (Kendrick, personal interview). After initially acquiring the building, he converted the former junk store to apartments which, according to him, "were developed as an experiment and rented immediately" (Kendrick, personal interview). After buying out the leases, Kendrick struck out to convert these apartments into a unique and quaint place where, according to Kendrick, young people who didn't have money could take their date for a truly urban

experience and bring their own bottle of wine. Influenced by an art deco film, he acquired furniture from a defunct S and S Cafeteria and created a unique but simplistic facade which emulated the art deco style. Kendrick supported the business financially by making available 30 limited partnerships at $200 each. For their money, investors in Annie's, known as "The Society of the Old City", acquired a one percent interest in the venture and received a twenty percent discount on food. Annie in turn, owned 33 percent of the business and had the option to buy back the partnerships which she eventually did (Kendrick, personal interview).

The popularity and uniqueness of Annie's, which opened in 1983, immediately attracted attention to the Old City. The fact that Annie's was one of the first new private ventures in the neighborhood is significant because its popularity set the stage for later business ventures of its type. Annie's served as an example of the type of restaurant/entertainment business which could be successful in the Old City - businesses which currently support several of the key developments.

In 1989, Annie decided to quite the restaurant business and move to Florida stating, "she wanted to do something different". Before her departure she negotiated an agreement with new owner Mark Wischhusen to buy certain assets (The Knoxville Journal, October 24, 1989). Stating, "Annie's wouldn't be Annie's without Annie", Wischhusen decided to rename the restaurant "Lucille's," after his mother (The Knoxville News-Sentinel, September 16, 1989).

Public Sector Revitalization Efforts

What follows is a description of the most important public sector efforts toward revitalizing the Old City during the early period of activity. This section begins by detailing the efforts to enact historic designations in the Old City which have enhanced the financial viability of renovation projects by providing tax incentives to investors who have renovated contributing historic buildings there. Next, two primary early public efforts aimed at saving and redeveloping the Old City area are outlined.

Historic Designations in the Old City

A number of efforts to establish historic designations for properties in the Old City have been pursued over the years by public and private concerns alike. Currently, the majority of buildings in the study area are contained in a National Historic District, and a handful of properties on East Jackson Avenue are included in an H-1 Historic Overlay zone - a local designation. In order to understand how these historic designations evolved it is necessary to examine the individual nomination efforts which led to their conception.

National Register Designation: The first serious effort to inventory the stock of historic resources in the Old City culminated on November 10, 1972 with the establishment of the Jackson Avenue Warehouse Historic District (National

Register, 1972). The nomination for this district included the row of warehouse buildings on the north side of the 100 block of West Jackson Avenue, as well as the Patrick Sullivan's Saloon on the northeast corner of Jackson and Central. The Statement of Significance on the Nomination Form declares:

> The proposed Jackson Avenue Warehouse District is the only district of architectural significance representing the late nineteenth and early twentieth century remaining in Knoxville. Collectively the buildings present [sic] the most distinguished and interesting group of structures in the city (National Register, 1972).

On January 28, 1975, a piecemeal nomination to extend the original Jackson Avenue Warehouse District boundaries was approved. This extension merely added two five story warehouse buildings at 120-124 West Jackson Avenue. At the time of their nomination both of the buildings were reported to be in excellent condition and as yet unaltered.

At this point, clearly the most historically important buildings in the Old City had been included in a National Historic District. Nonetheless, the boundaries of this District were poorly defined and failed to encompass any buildings on Central Street or the 100 block of Gay Street - buildings which were constructed during the same period, many of which served as support businesses for the larger warehouses. Furthermore, the warehouses contained in the District were not properly inventoried, nor was their historic significance adequately documented.

It was not until July, 1985 that adequate National Register Status for the Old City commercial district was finally achieved. Submitted by MPC under the direction of Ms. Ann Bennett, the nomination for the Southern Terminal and Warehouse District was accepted by the National Register of Historic Places. This new District, encompassing the extended boundaries of the Jackson Avenue Warehouse District, included properties along both sides of the 100 block of East Jackson Avenue, along West Jackson Avenue in the 100 through 500 blocks, along the 100 block of North and South Central Street, and along the 100 block of South Gay Street (National Register, 1985) (see Figure 4.1). This historic district is "bounded by areas which have lost integrity, have different uses, or are less than fifty years old" (National Register, 1985). The nomination was the most ambitious to date and included a detailed statement of historic significance and a description of the present and original appearances of the District. Also included was a descriptive inventory of all 81 buildings included in the district. For a complete listing of this inventory see Appendix C.

Contained in the District are 74 contributing buildings, 6 non-contributing buildings, 1 non-contributing facade, 1 contributing structure (the Gay Street viaduct c. 1918-1919), and 17 vacant lots. According to the nomination form:

> Contributing buildings are significant in the historic and architectural development of the district, possess compatible design elements,

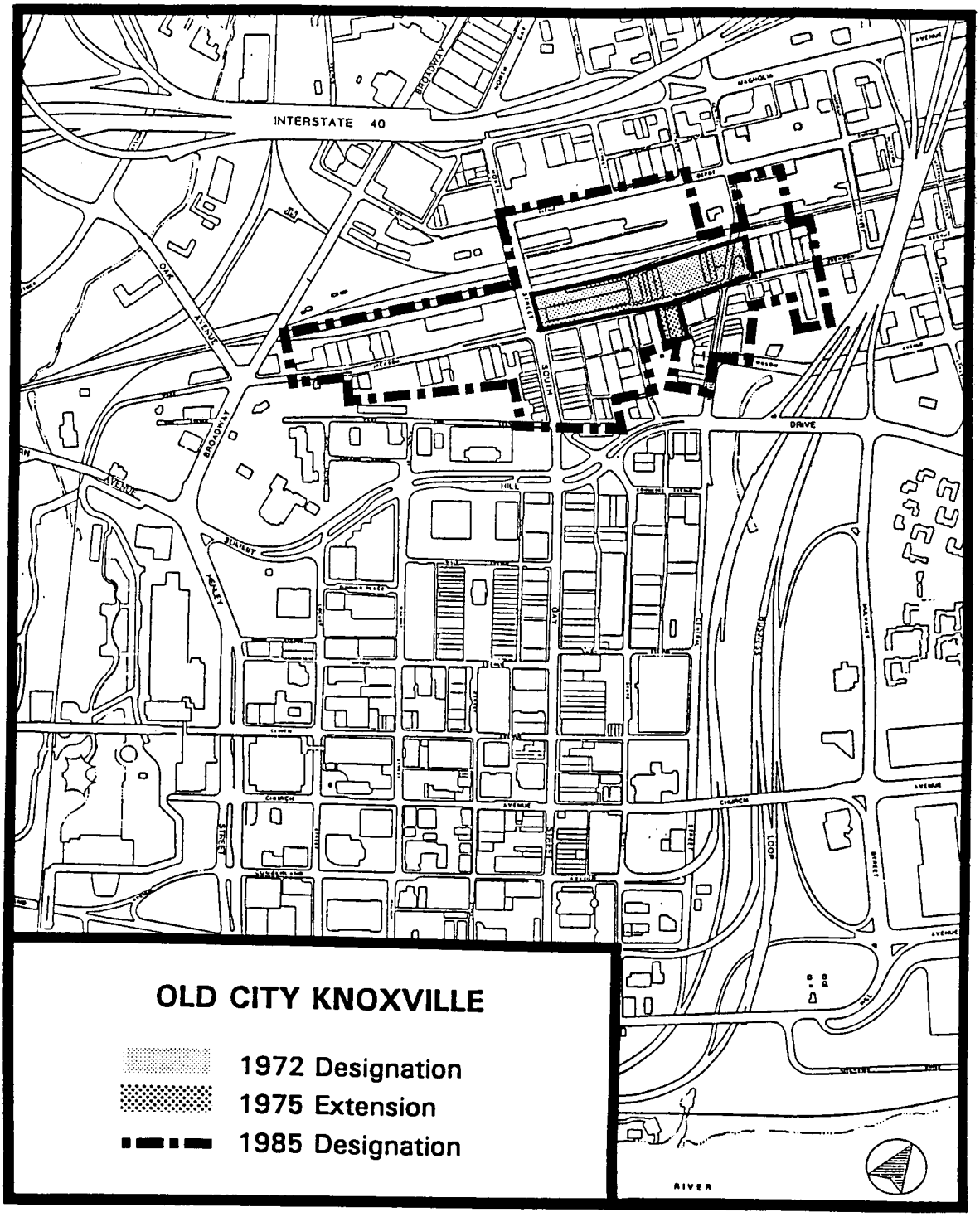

Figure 4.1 - Map of Historic Designations
Source: National Park Service Designation Forms, 1972, 1975, 1985.

> and maintain the scale, use, and texture of the district. Non-contributing buildings may disrupt the texture of the district, have little or no historic or architectural significance, or have been considerably altered (National Register, 1985).

The impetus for the 1985 designation emerged from the early efforts of Old City supporters Karen Hand, Gene Burr, and Gloria Neal, who rallied Old City property owners to support the historic designation by gathering signatures for a petition requesting technical assistance in preparing the nomination form which was later submitted to the City of Knoxville (Hand, 1984). Hand and her colleagues believed such a designation would foster further revitalization efforts in the Old City by making it possible for developers to receive tax incentives for rehabilitating contributing structures in the historic district.

Local Historic Designations: In late 1982, a request for the rezoning of several parcels in the Old City was filed by Karen and Birney Hand who, at that time, resided on East Jackson Avenue and were involved in the promotion of the Old City Neighborhood. Requested was an H-1 Historic Overlay Zone over the existing I-2 and C-1 zoning of parcels 11, 12, 14, 14.01, and 27 on East Jackson Avenue, including the parcel containing the Patrick Sullivan's Saloon. The request, approved by City Council on December 21, 1982, represents the only local historic designation existing in the Old City to date.

The catalyst behind this local designation was the belief by Karen Hand and others that an H-1 overlay would "encourage private restoration of the area, because of the tax incentive available for the renovation of historic structures" (Hand, 1982). Because the 1972 National designation was ill-defined and failed to encompass any buildings on East Jackson (with the exception of Sullivan's), it was also felt that the new zoning would help preserve the integrity of the buildings contained therein and the heritage they represented.

The John Milner Study

On April 19, 1974, the City of Knoxville, with written endorsement for Knoxville Heritage Incorporated, applied to the Tennessee Historical Commission for a $19,045 grant "to study the architectural and historical value of the buildings in the Jackson Avenue District" (The Knoxville Journal, October 15, 1974). The grant was funded pending a local match of $19,045, and in July of 1977, John Milner Associates, Architects and Planners from West Chester Pennsylvania, completed a two volume study and plan of the potential reuse and revitalization of the Jackson Avenue Warehouse District (The Knoxville News-Sentinel, December 13, 1987). The Milner plan encompassed 18 buildings "from the Patrick Sullivan [sic] Saloon, on the northeast corner of Jackson Ave. and Central St., to the Southern Railway office building and freight depot on the west side of Gay St." (The Knoxville News-Sentinel, 1977). The study was quite in-depth, providing detailed

architectural analysis of the warehouses and their potential as reuse projects. In general, the study was very optimistic as evidenced by the following excerpt:

> The determination of the design studies is unequivocally positive: The exteriors of the buildings can, with few exceptions, be accurately restored with great fidelity to their respective original appearances. The interiors, which are architecturally subordinated to the exteriors, can be successfully adapted to accommodate new uses in a manner that: 1. Provides functional, flexible and aesthetically unique spaces; 2. Preserves the essential original character of the interiors; 3. Complies with standards established in the Southern Building Code relative to public safety (Milner Associates, 1977, p. 25).

Recommendations of the plan are presented in two development proposals. The first of these proposals was intended to be a short-term alternative "designed to preserve the District for an unspecified period of time until the necessary resources can be marshalled to implement long-term development" (p. 31). Activities recommended in "Development Proposal I" are stated in the plan as follows:

> To secure the preservation of the Jackson Avenue Warehouse District through the re-occupancy of vacant buildings. Building re-occupancy and restoration accompanied by the attendant upgrading of structural systems, introduction of utility services, general increase of building maintenance, and decrease in building vandalism will serve to stabilize not only the individual buildings directly affected, but also the District as a whole (p. 31).

The more encompassing "Development Proposal II" called for the "preservation of the Jackson Avenue Warehouse District through the restoration and

comprehensive adaptive use of its buildings" (p. 37). This proposal recommends specific uses for each of the 18 buildings including commercial, office, and residential, as well as recommending the retention of existing businesses as complimentary to the District. It also called for a canopy covered pedestrian mall running east and west about halfway between the warehouse buildings on the north side of West Jackson Avenue. All development proposals recommended in the Plan were assumed to be implemented primary through private sector efforts.

The study estimated a total cost of $7,585,000 or $27.82 per square feet (excluding land acquisition costs) for the renovation and redevelopment of the Warehouse District. John M. Ulmer commented: "That compares very favorably with new development cost that can run $35-$40 per square foot" (The Knoxville News-Sentinel, 1977). In the conclusion of the plan, several relevant comments which are stated below, sum up what the author believes to be the importance of revitalization efforts to save the historic warehouses:

> By virtue of the District's historical and architectural significance, as well as its juxtaposition to Knoxville's central business district, preservation and revitalization of the area is an objective well worth pursuing.
>
> The warehouse themselves, both individually and collectively, possess rich architectural character which, from a practical standpoint, would be virtually impossible to reproduce in today's economy. The buildings impart a sense of place and identity which distinguishes the District from other urban areas. Retention of that sense of place, while returning the District to a place of vitality in the cultural and economic life of the city, can be accomplished by

> implementing an imaginative and sensitive program of preservation and adaptive reuse (Milner Associates, 1977, p. 52).

Unfortunately, very few of the recommendations made in the plan were ever implemented. Up until 1986, only two of the warehouses were partially renovated, primarily by the Jackson Avenue Partnership Limited (discussed earlier). As previously discussed in Chapter II, several other Jackson Avenue warehouses have met their fate since the Milner Associates Plan was drafted.

Federal Grant Attempt

In 1978, Knoxville's Community Development Corporation (KCDC) applied for a $50,000 grant from the Tennessee Historical Commission which in turn sought $150,000 from the U.S. Interior Department's "Challenge Program". The City of Knoxville agreed at this time to provide matching funds for the grants, making a total of $400,000 available for a preservation program in the Jackson Avenue area. Spearheading the grant efforts, Architect Ron Childress of Knoxville Heritage stated the funds were to be "used for a range of activities, including property acquisition, purchasing facade easements and a restoration example" (Knoxville Journal, October 7, 1978).

In early 1979, the restoration grant survived the first round of funding selection, being one of 39 finalists from an original pool of 200 applicants (The Knoxville Journal, January 9, 1979). John Ulmer, then Executive Director of KCDC,

commented, "the KCDC application is the only one submitted from Tennessee." He predicted a "50-50 chance" of the grant being approved (The Knoxville News-Sentinel, January 9, 1979). Unfortunately, restoration plans for the neighborhood hit a snag the following year when the $150,000 grant application failed to receive funding by the Department of Interior. John Ulmer proclaimed "It could delay us for a year", adding "maybe we can apply next year. It is too important an area to abandon" (The Knoxville News-Sentinel, April 25, 1979).

Summary

Even at the close of this early period, relatively few buildings had been renovated in the Old City which was still characterized by vagrants and prostitutes, dilapidated and boarded up buildings, and dimly lighted streets. A few long-standing businesses were operating along with a handful of second-hand furniture and junk stores. Overall, these early efforts had little visual impact on the neighborhood, and failed to generate enough momentum to spark full-scale revitalization. It was not until 1986 that efforts were underway which would ultimately achieve this hard sought objective. These efforts are the focus of the following chapter which outlines in detail the recent revitalization process.

CHAPTER FIVE

CASE STUDY: THE RECENT REVITALIZATION PROCESS

General Overview

Revitalization efforts included in this second period are extensive and have occurred over a relatively short time span beginning in 1986. It's important to note that renovation is currently ongoing and therefore, analysis has been limited to revitalization activity which has occurred from January 1, 1986 to September 30, 1991. The scope of renovation and business development during this period has been considerable. Twenty-eight (28) buildings have been renovated in the core area, and 53 new businesses have opened their doors. During the more than 25 visits to the neighborhood while conducting research for this study, there was not a single time when something new had not been added or some new improvement made since the preceding visit. Indeed, the pace of activity has been steadily increasing since 1987 when Manhattan's Square was completed. Laurens Tullock, Director of Community Development, summed up the neighborhood's growth by stating "its hard not to get excited when you go down there and see what's happening" (Tullock, personal interview).

This chapter begins by examining the existing physical conditions in the Old City in order to grasp the scope of renovation activity which has occurred there. Next, an examination of the private sector development which has recently occurred in the area is offered. This section includes: an overview of the key private sector actors who are credited with revitalizing the area; a profile of the most important private development projects completed; and a chronological look at the scope and nature of recent business development which has occurred in the study area. Following this section is a look at the public sector contribution to the revitalization process including an overview of the key actors and a detailed description of public sector involvement focusing on the "Streetscape Program" - the City's $1 million plus public infrastructure investment which was implemented in the neighborhood in 1990. Finally, the chapter concludes with a section explaining the economic factors which came to bear throughout the revitalization process. These factors, first identified in Chapter Three, are central to the success of revitalization efforts in the neighborhood.

Existing Conditions

To fully grasp the extent of revitalization efforts which have occurred in the Old City, it is first necessary to examine the existing physical conditions of the area's buildings. To aid in this effort, an exhaustive field survey of all parcels within the

study area was conducted in which numerous building attributes were determined (see Appendix A). As mentioned in Chapter One, the study area has been broken down into two geographical areas, the central Old City area or "core", encompassing the majority of recent improvements, and the "growth area" surrounding the central Old City "core" and extending to the study area boundaries. A simple analysis of the entire study area would fail to determine the true success of the Old City since most of the revitalization has occurred within a contiguous area surrounding Jackson and Central - The Old City "Core". Most of the remaining portion of the study area has yet to be revitalized and is therefore called the "growth area".

Summary of Existing Building Conditions

The following discussion helps to explain the extent of renovation activity that has occurred in the Old City. Figures given for renovations include all of the known renovation activity which has occurred to date.

Building Renovations: A total of 38 buildings have been fully renovated within the Old City study area, 28 of which are located in the core. Additionally, 12 buildings have been partially renovated, 4 of which are also located in the core. In most cases these partial renovations include ground floor conversions only. Also in the core area are 2 buildings which are in the process of being renovated. Table 5.1 lists all buildings in the study area and their degree of renovation.

Table 5.1

Renovated Buildings

Area	Renovated	Not Renovated	Partially Renovated	In Progress	Total Buildings
Core	28 (62%)	11 (24%)	4 (9%)	2 (5%)	45 (53%)
Growth	10 (25%)	22 (55%)	8 (20%)	0	40 (47%)
Study	38 (44%)	33 (39%)	12 (15%)	2 (2%)	85 (100%)

Renovated buildings include any structure within the study area that had visible signs of either partial or complete renovation. Its important to note that buildings listed as not renovated may include newer structures which may not need renovation. The majority of structures within the study area however, do not fall into this category.

Renovated Floor Space: The total amount of renovated floor space was determined in order to gauge the degree of renovation activity in the study area to date. In all, 314,950 sq. ft. of floor space has been renovated in the study area, 66 percent of which is located in the core. The majority of this space has been renovated within the past 5 years as part of the recent revitalization wave. Table 5.2 lists the total renovated floor space in the study area.

Ground Floor Renovations: Floor space was broken down further to reveal the total amount of ground floor space which has been renovated in the Old City.

Table 5.2

Total Renovated Floor Space

Area	Renovated Floor Space	Un-Renovated Floor Space	Total Floor Space
Core	207,250 (53%)	184,900 (47%)	392,150 (42%)
Growth	107,700 (20%)	432,050 (80%)	539,750 (58%)
Study	314,950 (34%)	616,950 (66%)	931,900 (100%)

These totals are important, as ground floor space is a premium for retail ventures. A total of 173,350 sq. ft. of this space has been renovated in the study area, with 105,650 sq. ft. or 61 percent of this space located in the core area. Also of interest, is the 200,350 sq. ft. of ground floor space which has not yet been renovated. Only 36 percent or 72,200 sq. ft. of this space is located in the core area. Again, some of this space is contained in newer structures which may not be candidates for renovation (see Table 5.3).

Building Vacancies: A good indicator of a revitalized area's level of success is the amount of vacant floor space available for new business ventures. In the core area there are only 6 buildings which are currently vacant - two of which are under construction and soon to be occupied. Furthermore, a total of only 14,839 square feet of vacant space exists on the ground floor within the core. Currently, no buildings in the core are for sale and therefore, it can be considered almost completely built-up. If the Old City continues to grow, the new growth will have to

Table 5.3

Ground Floor Renovation

Area	Renovated Ground Floor Space	Un-Renovated Ground Floor Space	Total Ground Floor Space
Core	105,650 (59%)	72,200 (41%)	177,850 (48%)
Growth	67,700 (35%)	128,150 (65%)	195,850 (52%)
Study	173,350 (46%)	200,350 (54%)	373,700 (100%)

occur within the "growth area". Table 5.4 lists the total vacant and partially vacant buildings in the study area, as well as the amount of vacant floor space, both on the ground level, as well as totals.

Private Sector Revitalization Activity

Key Actors: Their Roles in the Revitalization Process

There have been many people whose contributions have culminated in a revitalized Old City. However, only a relatively small group of individuals were truly instrumental in assuming key roles throughout the course of the revitalization process. These are the special people whose insight, vision, and willingness to take risks, mustered the many forces necessary to create the initial critical mass which became the foundation for further investment, renovation, and business

Table 5.4

Building Vacancies

Area	Vacant Buildings	Partially Vacant Buildings	Ground Floor Vacancies	Total Vacant Space
Core	6	10	14,839	122,754 (33%)
Growth	11	7	44,946	248,625 (67%)
Study	17	17	59,785	371,379 (100%)

development. Although many other individuals were involved, either behind the scene, including investors, politicians, and public officials, or as business owners who jumped aboard after the momentum was generated, their roles can be viewed as secondary to those of their counterparts. What follows is a summary of those actors who played key roles in the recent private sector development of the Old City. Key individuals who were involved in earlier revitalization efforts were previously discussed in Chapter Four.

Kristopher Kendrick: Kendrick is the only key player who has been active in both periods of revitalization and is the primary developer responsible for projects in the growth area. Should revitalization continue to spread outward to this area, Kendrick will undoubtedly be a key player, as he holds title to many of the properties contained within. Major developments in the study area which Kendrick

has been directly involved with during the recent revitalization period include the following:

Sullivan Arms
Patrick Sullivan's
127-133 S. Central
Kings Row Condominiums
The Underground
The Willingham Garrets

Peter Calandruccio: Perhaps the person who deserves the most credit for revitalizing the Old City is the dynamic young architect and developer, Peter Calandruccio. Although only active in the Old City since 1986, his involvement in the design, development, and promotion of the district is unmatched by any other. Furthermore, his premier mixed-use development, Hewgley Park, occupying a key Jackson/Central corner parcel, is the largest single venture in the district, containing six retail business spaces, six office spaces, one restaurant/music club, and eleven apartments. It was the opening of this project which allowed the Old City to achieve the critical mass necessary to fuel all subsequent developments.

Calandruccio, educated at Vanderbilt University, University College in Oxford, England, and the University of Colorado, Denver, where he received his Masters Degree in Architecture in 1978, has been actively involved in downtown redevelopment since his arrival in Knoxville in the early 1980's. He served as past President of the Old City Neighborhood Association (OCNA), as well as being a

committee member of the Metropolitan Planning Commission's Downtown Plan Task Force during the development of the Downtown Knoxville Plan. He is credited with spearheading the OCNA's partnership with the City of Knoxville during the Streetscape Plan, and for drafting the Old City Redevelopment Plan which is explained later in the chapter. During the critical business development period, Peter was also instrumental in promoting the neighborhood's virtues through numerous newspaper articles. As evidenced by the ongoing number of articles written about Calandruccio and the Old City, he quickly became "good press". Peter, more than anyone was able to articulate the nuances of the neighborhood in a persuasive fashion which helped to promote the Old City ideal.

Calandruccio currently owns approximately 80,000 square feet of Old City space in seven buildings, and 9 parcels, either by himself or in partnerships with other investors (The Knoxville Journal, January 5, 1989). These properties include the following:

Hewgley Park - 111 N. Central Street
The Centri Group Projects:
110 S. Central Street
112 S. Central Street
118 S. Central Street
119 S. Central Street
Fourth Corner Ltd. - 102 S. Central Street

Benny Curl: This modest, easy-going contractor turned developer can, with only a few exceptions, be credited with literally rebuilding the Old City. Curl, who

claims to have learned the art of downtown restoration from Kristopher Kendrick, began restoring Manhattan's Square in 1985 and has never looked back since. His love of historic buildings and careful craftsmanship have placed him in high demand in the district. When Peter Calandruccio began constructing his Hewgley Park project, Curl was there as well serving as general contractor.

Curl, a general contractor is a native Knoxvillian who, roughly 15 years ago, after graduating from the University of Tennessee with a psychology degree, decided to built a house for himself before finding a job (The Knoxville Journal, 1986). Soon after, he constructed other homes in and around Knoxville. His involvement in the Old City began around 1986 with the restoration of the burnt out corner building which would later become Manhattan's Square. Curl who purchased the building along with Kristopher Kendrick, eventually bought out Kendrick's interest for what Kendrick said was "a very good price" (Kendrick, personal interview). Manhattan's Square today is a key development featuring Manhattan's Restaurant and 3 other smaller enterprises. Since the completion of this project, Curl has been extensively involved in the renovation of numerous subsequent buildings and served unofficially as project supervisor on the streetscape project. Projects Curl has worked on include the following:

Sullivan Arms
Manhattan's Square
Sullivan's Restaurant
Hewgley Park

Kings Row Condominiums
Amigo's Restaurant
Ace of Clubs
Hoorays Sports Bar

Profile of Primary Private Sector Development Projects

What follows are profiles of the major private sector renovation projects which have been completed in the Old City core area since 1986. It's important to note that the investment values listed, in many cases, are only rough figures. The author was unable to acquire exact figures for project renovation costs due to the confidentiality of this private information.

Sullivan Arms

Completion Date: 1986

Approximate Investment: $500,000

Developers: Kristopher Kendrick. General contracting provided by Benny Curl Construction

Financing: Provided in-house by Kristopher and Company

Renovation Description: Involved the complete renovation of 3 adjacent buildings on the south side of East Jackson Avenue (108-114 E. Jackson Avenue). The mixed use development features 9 loft apartments on the second level, and 3 retail spaces at street level. Total space in the project is approximately 18,000 square feet.

Manhattan's Square

Completion Date: Fall, 1987 (opening of Manhattan's)

Approximate Investment: $150,000

Developers: Benny Curl and Kristopher Kendrick purchased the building together. Kendrick sold his share of the project to Curl early in the development phase (Kendrick, personal interview).

Renovation Description: Manhattan's Square, located at 101-110 S. Central Street, contains five (5) commercial businesses, dominated by Manhattan's Restaurant which occupies the southwest corner of Jackson and Central. The project involved fully renovating a single one-story brick, 6,417 square foot structure built near the turn of the century.

Project Narrative: In 1984 a fire gutted the building, lowering its property value, making its acquisition and renovation an economic possibility. Manhattan's Restaurant, the anchor tenant of the development, features a 30 foot bar which Curl crafted from old doors and beams, exposed brick walls, two porthole windows, and a clearstory skylight centered over the bar. Curl, when commenting on the restoration of the building, said his aim was to "recapture a mood, a feeling, a magic, an emotion you can feel, not just something you can see" (The Knoxville Journal, 1986).

The Centri Group Projects

Completion Date: Varied, Fall, 1987 (opening of Reinke Enterprises)

Approximated Investment: $550,000

Developers: Peter Calandruccio. General contracting provided by Benny Curl Construction

Financing: General Partnership including Calandruccio, Curl, and Tom Siler.

Renovation Description: Included the purchase and renovation of 3 buildings on Central Street including the following: 119 S., a 3,000 square foot two story structure which currently houses two offices and one retail tenant space. (Calandruccio's C2G architectural firm and development office are located here); 118 S., a one story, 2,100 square foot building

which is currently owned and occupied by Reinke Enterprises, a service business; and 112 S., a three story, 7,000 square foot building which is currently under renovation. The street level has been fully renovated and houses Tomo Japanese Restaurant which opened in September of 1991. The upper two levels, yet to be renovated, are planned as individual condominiums.

The Centri Group also purchased a two story 2,880 square foot building at 110 S. Central which is occupied on the ground floor by the service business - Nail Dressers. The upper floor of the structure has been converted into an apartment.

Patrick Sullivan's Restaurant

Completion Date: Winter, 1989 (Opening of Restaurant)

Approximate Investment: $200,000

Developers: Kristopher Kendrick with help from Benny Curl and Frank Gardner, the saloon's first owner.

Financing: Provided in-house by Kristopher and Company

Renovation Description: Patrick Sullivan's Saloon, owned by Kristopher Kendrick, is located at 101 N. Central Street on the prestigious northeast corner of Jackson and Central. Currently, a single venture - Patrick Sullivan's Restaurant, owned by Charles Irvine, occupies the building. A total of 8,360 square feet of floor space of the original 2 story, brick building was fully renovated. The building now features three floors, the bottom two for the restaurant and bar, and the top for live entertainment (The Knoxville Journal, June 9, 1988).

Project Narrative: Sullivan's Saloon is perhaps the most historically and architecturally important building in the Old City. Built circa 1889, the two story brick building of the Eastlake style features a third story turret which is the most recognizable landmark in the Old City. Kendrick, who purchased the building in 1971, imagined what it could be (the Knoxville News-Sentinel, September 29, 1987). The building now boasts "a hodgepodge of features from different buildings of the period" including stone wedges from the old Williams house in Fountain City, which now anchor the bar, and staircases from a Victorian-era house (The Knoxville News-Sentinel, January 1, 1988). According to Kristopher Kendrick, the

interior of the building "did not exist" when he began renovation (Kendrick, personal interview).

Hewgley Park

Completion Date: Summer, 1989 - Phase I

Approximate Investment: 2.4 million

Developer: Peter Calandruccio. General Contracting provided by Benny Curl Construction.

Financing: "Hewgley Park Limited"; 15 investors at $30,000 each, for a total of $450,000 raised in private investment which was used to leverage a bank loan. Construction and permanent financing which took Calandruccio two years to secure, was provided by the Bank of East Tennessee which made a commitment for Phase I of $750,000 in 1988 (Knoxville News-Sentinel, July 22, 1990). The Bank of East Tennessee also agreed to finance Phase II of the project in the Summer of 1989 in the amount of $850,000 (The Knoxville News-Sentinel, August 22, 1989).

Renovation Description: Hewgley Park, a large, mixed use development located on the northwest corner of Jackson and Central, encompassing five (5) contiguous parcels, involved the complete renovation and integration of 3 warehouse structures on West Jackson Avenue, as well as the construction of a small, glassed-in, circular building located directly caddie-corner from the street intersection, occupying the crook of the three warehouses and serving as the primary display space for the anchor tenant - Hewgley's Music Shop. Surrounding this new structure is a small patio/park space which features outdoor seating. A total of 47,700 square feet of space was renovated, as well as the construction of 770 square feet of new space. Contained in the development are six (6) retail spaces, six (6) commercial office spaces, one (1) basement night-club space, and eleven (11) apartments units.

Hewgley Park was constructed in two separate phases. Phase I, which began in early fall of 1988, entailed the development of approximately 20,000 square feet of office and retail space and another 7,000 square feet of common walkway areas. Roughly 10,000 square feet of this space was provided for Hewgley's Music Shop, the anchor tenant and project namesake; 4,500 square feet was devoted to a basement night-club; and 4,500 for a commercial art business (The Knoxville News-Sentinel, August

12, 1988). Phase II, began in early fall of 1989, saw the development of eleven (11) apartments (The Jackson Pads), and retail space fronting Jackson Avenue.

Project Narrative: In April, 1986, friends of Peter and his wife Susan were visiting from out of town and after driving through the largely vacant and boarded up Old City, they suggested to Peter that he option some of the buildings there. According to Peter, he was down at the court house the next day researching some of the property. From this early experience, the Hewgley Park complex was conceived. It wasn't long after, that Benny Curl introduced Peter to Kristopher Kendrick who's involvement in the Old City was encouraging to Peter (Calandruccio, personal interview). According to Kendrick, he was supportive of Peter's revitalization efforts in the neighborhood (Kendrick, personal interview). After his initial start-up in the Old City, Calandruccio has not slowed down since, and continues to play a key role in the development of the neighborhood.

Central Court

Completion Date: Winter 1990

Approximate Investment: $300,000

Developers: Crescent Development Incorporated, owned by John Newman and Steve Drown who had previously completed restoration projects in New Orleans (The Knoxville News-Sentinel, February 18, 1990). Construction consultation was also provided by Benny Curl (Curl, personal interview).

Project Description: The Central Court project, located at 111 S. Central Street, just south of Manhattan's Square contains five condominiums and one store-front commercial space, currently occupied by the legal firm David Burkhalter & Associates. Total space for the project is 5,734 square feet, spread out within two buildings dating from around 1900 and 1940 respectively.

Secondary Core Area Development Projects

The secondary developments which have occurred in the core area since 1986 are summarized below. These developments, coupled with those previously

discussed, account for all the core area renovation activity during the recent revitalization period. Only those developments which have resulted in the complete renovation of the structure are included. Developments which have involved only minor remodeling work are not considered true renovation projects. Rather, they can be thought of as business development projects.

127-133 S. Central Avenue

This development encompasses three adjacent buildings which were renovated and placed in service by Kristopher Kendrick between 1986 and 1989. Building 127 is a one-story 2,200 square foot structure with two tenant spaces. Building 131, a two-story structure, contains 2,500 square feet and features one tenant space. Building 133, also two-stories, contains 6,500 square feet and has one large tenant space on the lower level.

Amigo's Restaurant

Located at 116 S. Central, this project initially involved the complete renovation of a two story 4,800 square foot turn of the century building in order to house a mexican restaurant and bar which opened in fall of 1990. In the early fall of 1991, the restaurant was expanded into the adjacent building at 114 S. Central Street which is a one-story 2,300 square foot building, also constructed circa 1900. Benny Curl was the prime contractor involved in this renovation.

The Jackson Warehouse

Located at 125 E. Jackson Avenue, this entertainment oriented development, yet to be fully completed, was designed to house four or five entertainment-oriented ventures. The 18,000 square foot warehouse building, originally constructed in 1920, is being fully renovated by Benny Curl and Gwendy Kirby who jointly own the building. Currently, it houses the business "Ace of Clubs", a progressive music, and dance club operated

by Crescent Concepts Inc. of Nashville, which opened early in 1991 (The Knoxville Journal, January 16, 1991).

Hoorays Sports Bar

Located at 106 S. Central, the largest of all entertainment ventures in the Old City, Hoorays Sports Bar opened for business in September of 1991. Occupying an existing 9,500 square foot turn of the century two-story structure, as well as a 10,500 square foot concrete block addition, Hoorays encompasses a total of 20,000 square feet. The bar features "a restaurant, pool room, dance club, private dinning room and a private club" (The Knoxville Journal, July 26, 1991). Its interior is decorated with club owner Hugh Ray Wilson's 25 year old collection of sports memorabilia, much of which can be found dangling from the ceiling from fishing line (The Knoxville News-Sentinel, December 30, 1990). Benny Curl was the general contractor involved with the development.

Important Development Projects in the Growth Area

There have been two major mixed-use residential/commercial development projects located on Summit Hill Drive which Kristopher Kendrick has recently been developing. Although they are located outside of the core area, they are within the boundaries of the study area, and are important to the Old City primarily because of their residential component which enhances the 24 hour nature of the area. These two projects are summarized below.

Kings Row Condominiums

Located at 100 W. Summit Hill Drive, this project involved the complete renovation of a single turn of the century, two-story 5,600 square foot building which now houses 8 residential condominiums on both floors and a commercial tenant space on the ground floor currently occupied by a legal firm.

The Willingham Garrets

Located at 104 W. Summit Hill Drive, this mixed-use development is currently under the final phase of construction. The project has involved the complete renovation of a single 3-story, 14,800 square foot structure built in 1910. Currently, it houses 9 residential condominium units and one commercial tenant space occupied by a communications firm.

The private sector development projects profiled above represent the full extent of renovation activity which has occurred in the Old City since 1986. In all, a total of six primary, and four secondary projects were completed in the core area, while two more were completed in the growth area. For the location of these development projects within the study area, see Figure 5.1.

Business Development

Recent business development in the Old City has been phenomenal, and can be attributed to the revitalization period which began with the renovation of Manhattan's Square and the opening of Manhattan's Restaurant in 1987. Although Annie's Restaurant opened a few years earlier in 1983, there was very little business activity between then and the opening of Manhattan's. To date, a total of 53 businesses (excluding Annie's) have located in the Old City since 1987,

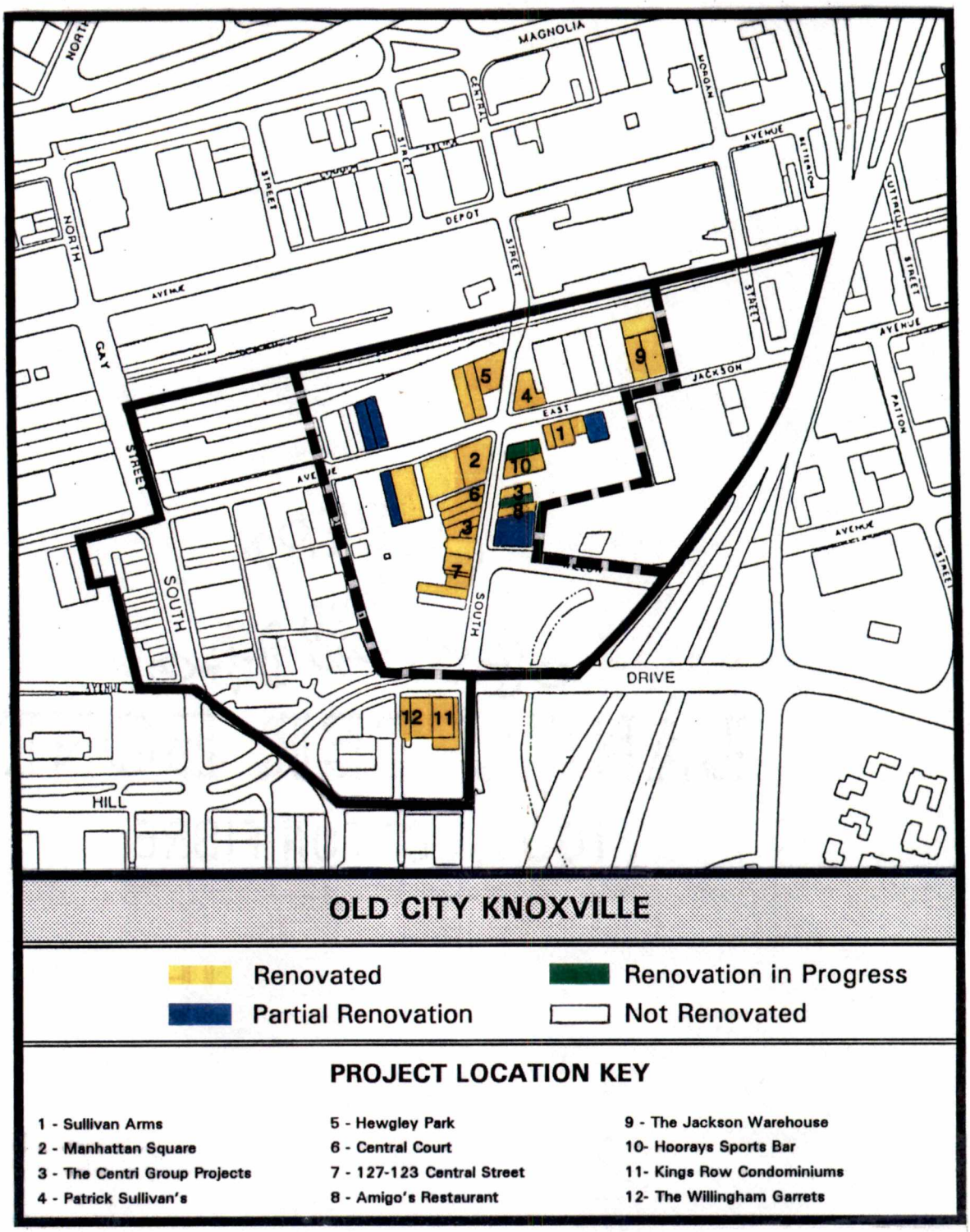

Figure 5.1 - Location Map of Private Sector Development Projects Since 1986.

many opening their doors for the first time. Thirty-eight of these businesses are currently operating in the Old City. Table 5.5 chronologically lists all businesses which have opened in the study area from the beginning of January 1986 to the end of September 1991.

Uses of Renovated Space and Description of Business Types

Recent renovation activity which has occurred in the Old City since 1986 can be categorized into one of four income producing types of developments: Restaurant/Entertainment, Retail, Service, and Residential. In all, 152,000 square feet of space has been renovated in the core area since 1986, resulting in the development of 39 commercial tenant spaces and 25 residential units. The total amount of renovated space for these four uses is listed in Table 5.6. The predominate uses are restaurant and entertainment ventures which occupy 44 percent of the recently renovated space in the core area. Retail uses fall in next with 26 percent, followed by residential and service uses at 17 percent and 13 percent respectively. A description of the general characteristics of these four uses is offered below.

Restaurant/Entertainment: These uses in the core are comprised of the following: five moderately priced restaurants, four of which offer primarily local musical entertainment ranging from jazz to country; one deli style cafe; one specialty coffee house; and four night clubs which also offer food, but specialize

Table 5.5

Business Development Time Table

Business Name	Year	Business Type
Benny Curl Construction	S-86	Contracting/Construct.
Calandruccio Development	F-86	Property Development
C2G Architects	W-87	Architectural Design
Old City Mercantile	F-87	Food/Entertainment
Manhattan's Restaurant	F-87	Specialty Retail
Reinke Enterprises	F-87	Construction Services
Jackson Ave. Marketplace	Sp-88	Antiques
P. Smith Signs & Display	S-88	Services
Interior Associates	S-88	Design Services
Kristopher & Company	S-88	Property Development
Neil Studios	S-88	Graphics Design
Planet Earth	S-88	Music/Dance
Ella Guru's	F-88	Food/Entertainment
Comsal Lighting	F-88	Design Services
Theater Central	F-88	Entertainment
Master Pieces	F-88	Antiques
Little Sisters Gallery	F-88	Specialty Retail
Sullivan's Restaurant	W-89	Food/Entertainment
Old City Gallery	W-89	Art
Hnedak Communications	W-89	Service
Nouveau Classics	Sp-89	Specialty Furniture
Old City Collection	S-89	Antiques
Ron Needham Studio	S-89	Art
Double Vision	S-89	Communications
Vatican Pizza	S-89	Food
Key Antiques	S-89	Antiques

Table 5.5 continued

Business Name	Year	Business Type
131 Deli	S-89	Food
Hewgley's Music Shop	S-89	Musical Supplies
Lucille's Restaurant	F-89	Food/Entertainment
What The Dickens	F-89	Book Store
Old City Nightline	W-90	Transp/Entertainment
Robin Easter Design	W-90	Graphic Design
Robert Michael's Salon	W-90	Hair Stylist
Paint It Perfect	Sp-90	Painting Services
Nail Dressers	Sp-90	Manicuring Services
Dorsey Cox Ind. Design	S-90	Design Services
Dogwood Arts Festival	S-90	Gift Shop/Events
Cadon Oriental Rug Gal.	S-90	Retail Rugs
Beulah's Eye	S-90	Specialty Retail
Toucan Verde Imports	S-90	Specialty Retail
Applause	F-90	Clothes/Apparel
Old City Savvy	F-90	Specialty Retail
Old City Cafe	F-90	Food/Deli
Amigo's Restaurant	W-91	Food/Entertainment
The Underground	W-91	Music/Dance
The Ace of Clubs	W-91	Food/Entertainment
Club Strictly Taboo	W-91	Food/Entertainment
The Complex	Sp-91	Specialty Retail
Chelsea Station News	Sp-91	News/Magazine Shop
Valerie's	S-91	Specialty Retail
Java	S-91	Coffee Shop/Food
Hoorays Sports Bar	S-91	Food/Spirits
Tomo Japanese Restaurant	S-91	Food

Table 5.6

Uses of Recently Renovated Space in the Core Area

Rest/Ent	Retail	Residential	Service	Total
66,900 (44%)	38,900 (26%)	25,700 (17%)	20,500 (13%)	152,000 (100%)

in featuring regional and nationally known musical acts. Three of these clubs also feature dance, one of which is located just outside of the core area - the "Underground". Music in these dance clubs runs the gambit from Jazz to progressive Rock and Roll. No doubt, the underlying theme of the Old City is music and musical entertainment. These uses, coupled with the five restaurants, effectively extends the business hours of the Old City well beyond the usual 9-5. Factor in the residential uses discussed below, and the area truly becomes a 24 hour activity center.

Retail: Retail uses include a wide variety of offerings ranging from imported goods to victorian antiques. The following retail businesses are currently operating in the core: four jewelry and apparel shops; three specialty retail shops; four antique stores; one news/magazine shop; and one music store. Indeed, the variety of retail offerings in the Old City is quite good. Very little merchandise is duplicated among stores, making each shop a unique retail experience. According to

Kristopher Kendrick "you wont find the Old City in a mall" (Kendrick, personal interview).

Residential: Of the 25 total residential units in the core area, 5 are condominiums and 18 are apartments. All units feature modern appliances and historic overtones such as exposed brick walls and hardwood floors. Apartments are priced for the higher end market with rents ranging between $550 to $800 per month. Many of these units are rented to downtown employees. Currently, no vacancies exist in any of these 25 units.

Service: A total of 14 service businesses are currently operating in the core area. These are broken down as follows: six design related businesses; four professional offices; two personal service businesses; and two specialty service businesses - "The Dogwood Arts Festival", and "The Old City Nightline" These service businesses round-out the tenant mix in the Old City and, combined with residential uses, provide a small but steady built in market which helps support many of the surrounding retail and restaurant/entertainment ventures.

Business Failures

Business failure as defined for this study includes those businesses which located in the Old City between January 1, 1986 and September 30, 1991, and are no longer in business in the City of Knoxville. Not included as failures are businesses

which have relocated within the City, changed names, or have undergone ownership transfers. Table 5.7 lists all of the businesses which have left the Old City study area for any of the above reasons.

Although 15 businesses which originally opened in the Old City are no longer located there, only 8 of these have been classified in this study as business failures. This converts to a failure rate of only 15 percent for the 53 new businesses which have opened in the Old City between the dates mentioned above. It's important to note that this failure rate ignores the length of time that any particular business in the Old City has been operating. Many have survived since 1987, while others have only recently opened, and will have to stand the test of time in order to prove their viability. At any rate, this level of success is considered impressive considering the fact that the Old City is a relatively new business address in terms of the types of businesses which have been locating there since 1987.

Public Sector Revitalization Efforts

The only tangible public contribution to the revitalization of the Old City is the ambitious city-wide "Streetscape Program" which included extensive improvements to Jackson Avenue and Central Street. The key actors involved in this project, a

Table 5.7

Businesses No Longer in the Old City

Business Name	Out of Business	Explanation of Departure
Hnedak Communications	No	Moved - Outgrew Space
Neil Studios	No	Moved - Outgrew Space
Kristopher and Co.	No	Moved Near Orangery
Comsal Lighting	No	Business Sold, Now O'halon Thal Group
P. Smith Signs & Display	No	Moved - Outgrew Space
Ron Needham Studios	No	Merged With Little Sister's Jewelry
Theater Central	No	Moved to Gay Street
Beulah's Eye	Yes	Unknown
Dorsey Cox Ind. Design	Yes	Unknown
What The Dickens	Yes	Landlord Disputes and Streetscape Project
131 Deli	Yes	Streetscape and the Recession
Old City Gallery	Yes	Owner closed only to open new shop in the Old City.
Ella Gurus Nightclub	Yes	Back Entertainment Taxes/ Outgrew Space
Vatican Pizza	Yes	Unknown
Hewgley's Music Shop	Yes	Decided to Quit the Business

detailed description of the project's evolution, and the scope of improvements made is offered below.

Key Actors: Their Roles in the Revitalization Process

What follows is an overview of the roles assumed by key public sector actors who were instrumental in developing and implementing recent public improvements in the Old City. Their roles can be viewed as being equally important to their private sector counterparts which were outlined earlier in this chapter.

Laurens Tullock: Serving as Director of Community Development for the City of Knoxville, Tullock played a key role in the development and implementation of the Streetscape Program. A long time downtown advocate devoted to revitalization, Tullock's influence on the success of the Old City, although unmeasurable, certainly goes beyond the physical improvements of Streetscape. He served as the past president of City People (an influential grass roots organization formed to facilitate downtown revitalization), and was the first investor to back Peter Calandruccio on his Hewgley Park Project. Tullock later sold his interest in order to avoid possible conflict of interests with his influential City position.

Wayne Blasius: Blasius, Deputy Director of Knoxville's Community Development Department also played a key role in facilitating the development of the Streetscape Program. He worked directly with Laurens in the early stages of

negotiation with the OCNA. This entailed numerous meetings in which details of the program were ironed out.

Bob Blanton: Blanton was the manager of Design and Implementation for Knoxville's Community Development Department during the critical design phase of the Streetscape program. It was during this period that a wave of new businesses opened their doors in the Old City, creating a challenging opportunity for Blanton in developing strategies for implementation in which these new businesses could survive. Bob was present at numerous meetings between the OCNA and the City during the design phase of the project.

Susan Brown: Brown, who currently occupies the position held by Bob Blanton, was hired by the City just prior to Streetscape's implementation in the Old City. She served not only as the design and implementation manager, but also as the liaison between the City and the OCNA. As such, she successfully juggled the tasks of satisfying the needs of the Old City business community, while forging ahead with the design and budgetary requirements of the City's Streetscape Plan. According to Brown, this entailed "a lot of hand-holding." She was consistently on-sight during the construction phase of Streetscape, monitoring the work, and addressing the concerns of the local business owners who were subjected to months of construction.

Streetscape: Public Improvements Implemented in the Old City

"Streetscape", the City's $4.5 million downtown-wide street renovation program evolved out of the Downtown Plan which was developed to address revitalization in Knoxville's downtown. Improvements completed in the Old City as part of this program were financed almost entirely by the City of Knoxville and represent the only tangible public contribution to an otherwise private revitalization movement. The design vehicle used to implement the ambitious Streetscape Program was the Downtown Streetscape Plan, which was prepared to "address issues which decide the appearance and uses of downtown's streets and public spaces" (Downtown Streetscape Plan, 1988, p. 1). Recommendations in the plan address the areas of tree planting, the location and type of lighting for particular areas, appropriate sidewalk and street paving materials, and other design details for specific vehicular and pedestrian corridors in downtown (Downtown Streetscape Plan, 1988).

Streetscape improvements completed in the Old City were the largest public investment in the area since its original development around the turn of the century. The following discussion begins with a look at the evolution of the Streetscape Program in the Old City. Next, the public/private partnership which developed between the OCNA and the City of Knoxville is explained, followed by a detailed description of the public improvements completed there. The section concludes with a brief discussion of the implications the project has had on the success of revitalization efforts in the neighborhood.

Evolution of the Project

The first solid steps in securing public improvements in the Old City were laid out in the Downtown Plan which was adopted by the Knoxville City Council in 1987. This new plan, conceived in September of 1986, replaced the nearly fifteen year old previous downtown plan. It officially recognized the Old City as a distinct subarea within the larger downtown, and recommended a specific course of action for both private and public improvements (see Figure 5.2). In many respects the Plan set the stage for the public/private partnership that would later follow by recognizing the renovation and redevelopment potential of the Old City and the need for future public improvements. The Plan stated that:

> Any streetscape changes in the Jackson Avenue/Central Street area should be preceded by a design study which recognizes and attempts to retain the unique historical and architectural character of the area. It must adequately address the historic fragments such as concrete sidewalks, stone curbs, and sidewalk width which now form such a significant setting for the area's buildings. The adopted design should be well-coordinated with that of the other pedestrian streets. The design study recommended for this area should involve the residents and property owners in the area (Downtown Knoxville Plan, 1987, p. 46).

The result of this recommendation for a design study was the drafting of the Downtown Streetscape Plan adopted by the Knoxville City Council on November 11, 1988. Recommendations for Jackson Avenue and Central Street included the following: Scored pedestrian crossings at intersections, appropriate concrete

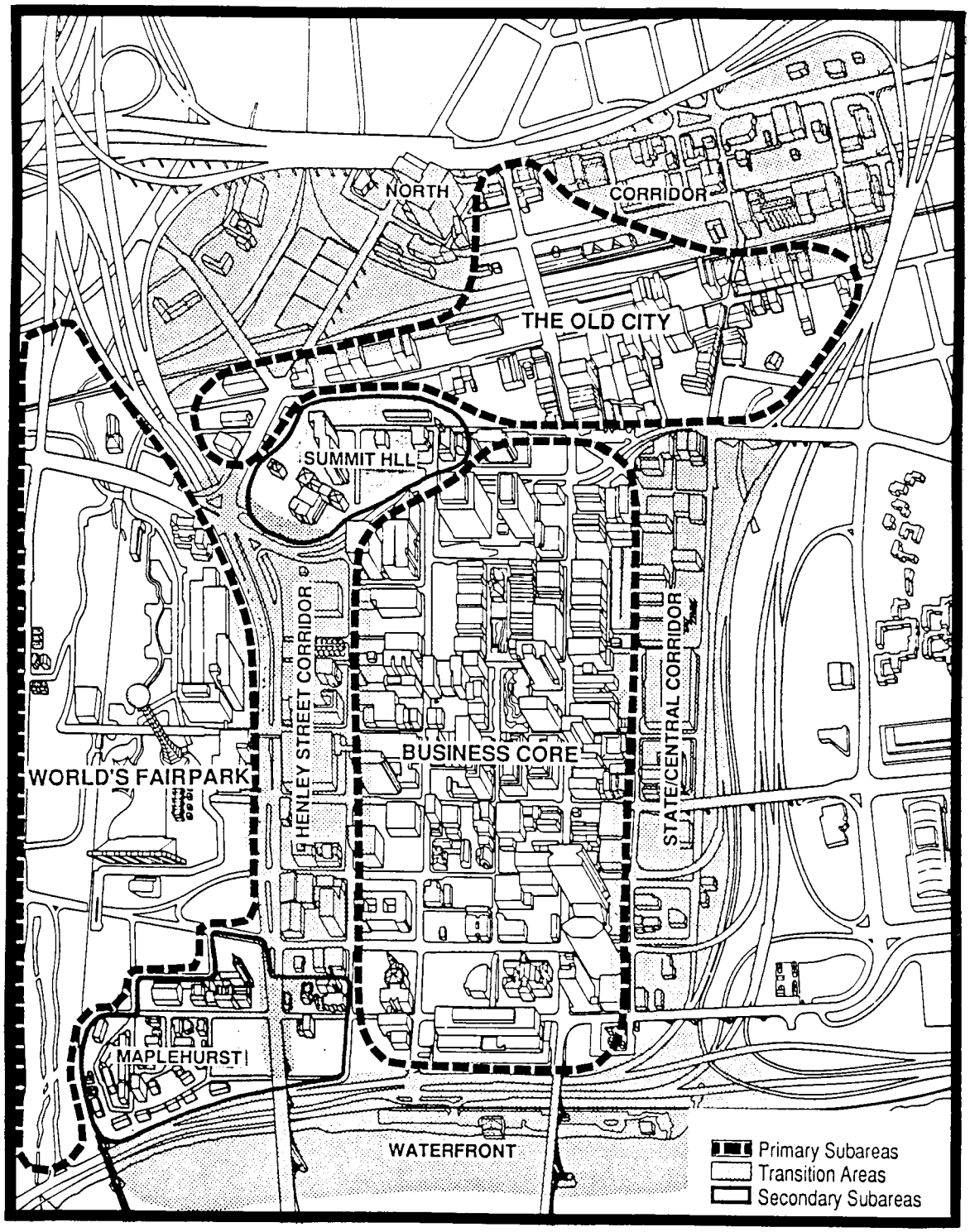

Figure 5.2 - Sub-Areas in Downtown Knoxville, As Identified by The Downtown Plan

Source: Knoxville/Knox County Metropolitan Planning Commission. Downtown Knoxville Plan. Knoxville, Tennessee: Knoxville/Knox County Metropolitan Planning Commission, 1987.

sidewalks, underground electrical service, and tree planting and information kiosks located at Central and Summit Hill (Downtown Knoxville Plan, 1987, p. 49). Furthermore, the plan recommends special lighting fixtures "which would recognize the Old City's architecture and former warehouse uses" (p. 4). At the Central/Summit Hill intersection was to be one of several downtown "portals" or gateways into the City which, according to the Plan, would satisfy the following objective: "to introduce extensive landscaping that not only suggests a "green city" to the downtown visitor, but also focuses attention on the entry into downtown and suggests that the visitor has entered a special place" (p. 50).

Public/Private Partnership Development

In 1987, during current Mayor Victor Ashe's campaign, it became increasingly apparent to members of the OCNA that his platform included a strong commitment toward downtown revitalization. Recognizing the potential benefits of such a commitment, the OCNA, under the direction of its President Peter Calandruccio, lent their support for the Mayor's election. With the Downtown Plan in full swing , Victor Ashe seized the opportunity to capitalize on the revitalization efforts which were beginning to occur in the Old City and subsequently suggested that it be redeveloped as a host district for Knoxville's 1991 Bicentennial (Knoxville News-Sentinel, March 1, 1988).

This early cooperation laid the political foundation for streetscape improvements in the Old City. When Mayor Ashe took office on January 1, 1988, a new director of the Department of Community Development also came aboard - Laurens Tullock. Tullock, a downtown advocate, along with his staff were charged with implementing the new Streetscape Plan. This arrangement involved his department directly in Old City affairs, allowing for positive rapport to develop between the two groups. Numerous meeting were held in which ideas and concerns regarding the public improvements in the Old City were exchanged. Members of the OCNA were determined to get the kind of improvements they wanted. The following discussion outlines the negotiations phase of the project, revealing the true nature of the public/private partnership which developed.

During the Streetscape planning process, Knoxville's Department of Community Development invited the OCNA to develop and submit their own plan for public improvements in the Old City. Possessing an unique collection of various artistic and creative talents, the OCNA formed "The Streetscape Steering Committee" and began working on a document which would spell out specifically how the neighborhood should best be developed. The Old City Redevelopment Plan, begun in January, was submitted for approval to Laurens Tullock and the City on February 29, 1988 (Knoxville News-Sentinel, March 1, 1988). The nine point plan represented the OCNA's vision of how the neighborhood should be developed and more importantly, what the City's role should be in providing capital improvements

and services as part of the Streetscape Program. Specifically, the Plan requested the public improvements in the following areas: sidewalks and curbing, utilities, lighting, signage, streets, traffic control, police relations, parking, and landscaping. Many of these requests went beyond the scope of recommendations made in the City's Streetscape Plan, including: parking, police relations, signage, traffic control, and property acquisition (Old City Development Plan, 1988). The requests presented in this plan became the basis for ongoing negotiations between the OCNA and the Department of Community Development.

Working through the architectural firm of Ross/Fowler, the Department of Community Development began to develop specific renovation plans for the Old City and other downtown areas included in the Streetscape Program. The plan for the Old City, which addressed most of the items requested by the OCNA in their Old City Redevelopment Plan, was then presented to the OCNA for comments. On April 25, 1989, the OCNA responded to Ross/Fowler Plan stating that: "In general, we would like to scale back the work to a degree that will allow us to continue business this summer during the most critical stage in our neighborhood's evolution" (Calandruccio, April 25, 1989). This response came during the design phase of the project, at the time when a multitude of new businesses were opening in the Old City. Many of these business were start up ventures, and it was felt that massive public improvements would hinder the accessibility of the Old City to customer of these fragile enterprises. The OCNA therefore, proposed several

changes to the plan in order to lessen the construction impacts on the young businesses attempting to root themselves in the district. Items requested by the OCNA to scale back the project included: the elimination of underground utilities; the appointment of an Old City professional, paid by the City to be an on-sight advocate for the neighborhood; and a request that all construction work "be carried out in the late night hours from 12 pm to 7 am Sunday through Thursday night.

On May 17, 1989 the OCNA responded again with a document titled Specifications for Old City Streetscape Work, which more firmly outlined the neighborhood's requests including work restrictions and construction timetables. Clearly, the OCNA was concerned with the inevitable disruption of business and was therefore adamant about drafting their own set of specifications which would establish the scope of the project. Ross/Fowler responded in kind to these specifications shortly thereafter, rejecting the majority of the requests as either unreasonable or economically unjustifiable. Nonetheless, Ross/Fowler acknowledged the OCNA's concerns and recommended several alternatives based on the firms professional knowledge and the budgetary realities of the Streetscape Program.

The following day, city representatives met with the OCNA to explain the City's position regarding the Streetscape specifications. In a letter dated that same day the OCNA offered its acceptance of the original Ross/Fowler plan, providing the City would add to the specifications an addendum outlining certain timing factors

of the project. The City, in a letter dated May 25, 1989, accepted the addendum with a few minor conditions. Once again, determined to make the project successful and as non- disruptive as possible, the OCNA agreed to the City's response with concessions of its own, pertaining largely to concerns about work hour limitations and construction equipment storage after work hours.

The final agreement that was reached between the OCNA and the City of Knoxville which cleared the way for improvements to be made included the following provisions:

1. The Contractor shall not work on Jackson Avenue or Central Street between 4:00 p.m. and 2:00 a.m. Monday through Friday or 12:00 noon and 2:00 a.m. on Saturday or Sunday.

2. Two lanes of traffic will be maintained on Jackson Avenue and Central Street except during the intersection work when one lane north on Central Street must be maintained.

3. During non-construction hours all Contractor equipment must be stored off of Jackson Avenue and Central Street at a designated location within three blocks of the work area (Special Conditions, Streetscape 89).

Description of Improvements

Public improvements to the Old City Neighborhood, contracted out to Blaine-Hays Construction Company, began on October 5, 1989 with the reconditioning of two parking lots on the east and west side of Central Street between Summit Hill Drive and Willow Street, as well as sidewalk and street construction on Central and

Willow Streets. Landscaping of the above area commenced on October 15, 1989 and was completed December 31, 1989. A fall tree planting (October 15 - December 31) was also implemented in 1989 for all areas except Jackson Avenue. The primary phase of the construction commenced on March 15, 1990 and was completed in late September, 1990. Project improvements include the following:

Utilities: Utility improvements included new underground electrical service on Central Street, new underground telephone, television, and cable, and a new storm sewer system. All overhead electrical lines on the west side of Central Street were placed underground by KUB, and their wooden poles removed. Higher voltage overhead lines on the east side of the street were left in place due mainly to the extra cost involved in placing them underground. According to Bob Blanton, former Design and Implementation Manager for the Knoxville Department of Community Development, this would have involved taking the line down clear back to the Summit Hill Drive intersection; a costly proposition which Bob simply commented "wasn't worth it" (Blanton, personal interview).

Underground electrical connections from individual building faces to their meter centers were the responsibility of property owners who paid for them privately at a cost of roughly $1,000 per connection. Connections themselves were also done privately under the direction of Benny Curl, primary private contractor in the district. For properties needing these connections (24 total), owners signatures were

collected in an agreement between themselves and the City outlining their responsibility. Forthcoming utilities in the Old City include a new water-line to be installed by KUB in the spring of 1992. This will once again require a disruption in business as portions of the streets will have to be excavated.

Sidewalks and Curbing: Existing sidewalks were replaced throughout most of the immediate Jackson and Central intersection area. Replacement of both east and west sidewalks extended on Central Street from Summit Hill Drive to the Southern Railroad tracts. On Jackson Avenue, new sidewalks extended from short State Street on West Jackson Avenue east to Sullivan Street, just past the site of the Ace of Clubs - the most easterly new development in the neighborhood (see Figures 5.3 and 5.4). Although these improvements were not extended throughout the entire study area due to budgetary constraints, they did encompass all of the revitalized property to date. A unique feature was the reuse of the existing granite curb stones throughout most of the improvement area. These stone curbs add a distinctive "old" look to the otherwise modern improvements.

Lighting: As safety and auto security in the Old City was both a real and a perceived problem in terms of attracting large numbers of patrons, a lighting program was of the most importance. Design of an appropriate fixture which would blend successfully with the historic building facades and street vistas, recognize the district's former warehousing function, and provide the appropriate



Figure 5.3 - Sidewalk Demolition on East Jackson Avenue
Photo Credit: George Scott, Old City Merchantile

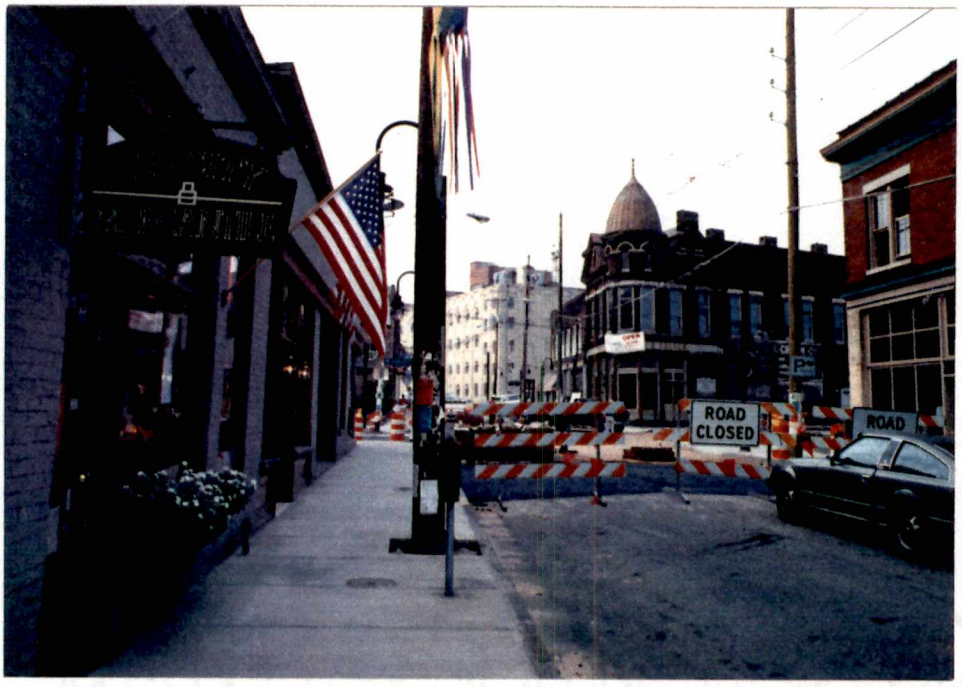

Figure 5.4 - Completed Sidewalks on South Central Street
Photo Credit: George Scott, Old City Mercantile

ambiance necessary to convey a feeling of romantic nostalgia was equally important. An Old City lighting designer was able to provide just such a fixture, echoing the warehouse era style, which met the approval of the OCNA as well as the City of Knoxville. The City installed a total of 55 of these special fixtures throughout the neighborhood, replacing several existing wooden light poles.

Street Resurfacing: Street resurfacing was implemented with special consideration to the historic nature of the district. A special herringbone inlaid brick intersection was installed at Jackson and Central, distinguishing its historical significant as the origin or "zero" point of the City's addressing grid. Originally, the OCNA had requested that a medallion be installed at the intersection to recognize its special significance (see Figure 5.5). However, this addition was considered impractical from a safety and maintenance point of view and subsequently, these plans were abandoned. Blacktop street resurfacing was implemented from the edges of the brick intersection, extending outward on Jackson and Central to meet the termination points of the sidewalk improvements (see Figure 5.6).

Landscaping: The primary focus of landscaping improvements in the Old City is centered on the Central Street and Summit Hill Drive intersection. This principal entry point into the Old City is a designated "portal" as defined by the Downtown Plan. A portal or gateway is designed to convey a sense of entry, signaling to visitors that they have entered a unique urban sub-area within the larger



Figure 5.5 - Intersection Construction, Jackson and Central
Photo Credit: George Scott, Old City Mercantile



Figure 5.6 - Street Demolition, South Central
Photo Credit: George Scott, Old City Mercantile

downtown. To accomplish this end, two parking lots at the intersection have been resurfaced; information kiosks have been installed inside the northwest corner lot; handsome, low screening walls of red brick capped with stylish black steel railings have been constructed around both corner parking lots; and specific areas within the lots have been extensively landscaped. These improvements, coupled with existing landscaping on Summit Hill Drive, have made for an extremely inviting urban gateway. Further landscaping, primarily consisting of shade trees planted within the new sidewalks, was implemented along both sides of Central Street from the Summit Hill Drive intersection north to the juncture of Willow Street. Sidewalks flanking Willow Street itself were also planted with shade trees from Central Street to the termination point of the northeast parking lot which also has frontage on Willow Street. Four additional shade trees were planted along the north side of Jackson Avenue from the Jackson/Central intersection, west to the termination point of the Hewgley Park parking lot which also received the addition of a low, red brick screening wall, capped with a black steel railing.

According to Peter Calandruccio, the City has planned to create an urban park on the small but highly visible vacant lot on the southeast corner of Jackson and Central. As yet, this remains to be implemented. Currently, the lot is sometimes used for makeshift parking, is overgrown with weeds, and void of any landscaping improvements, creating a eyesore and looking rather forgotten amidst surrounding renovation projects. Other landscaping in the District is relatively minor and has

been undertaken by private sector interest such as the shrubbery and shade trees planted on the patio in front of Hewgley Park.

Parking: The "portal" parking lot improvements as described above resulted in a total of 153 perimeter spaces which are currently operated by two independent parking companies - Allright and Republic. The City of Knoxville also provided, as part of streetscape, a total of 21 on-street metered spaces on Jackson and Central within the boundaries of the streetscape program. Other metered spaces exist further west on Jackson Avenue. In many instances, these metered spaces provide direct store front parking for Old City patrons. Overall, improvements to parking areas in the district have effectively provided safe and convenient parking for patrons of the district and have significantly enhanced the aesthetics of the area.

Traffic Control: Traffic regulation improvements in the Old City included: changing Jackson Avenue from Central Street to Gay Street to a two-way street, and the installation of four-way stop signage at the Jackson/Central intersection. These small but important changes greatly improved the safety of the neighborhood, which is known to have an exceeding amount of heavy truck traffic due to adjacent industrial uses.

Street Furniture and Signage: New street furniture in the neighborhood, previously non existent, consists of two metal park benches and 15 new pole mounted trash receptacles installed on the new street light poles. New signage included one large banner pole installed next to the portal kiosks at Summit and Central, and 55 "Old City" banners installed with brackets also on the street-light poles. These small but meaningful additions help impart neighborhood identity while conveying a sense of festiveness.

The Importance of the Project

The more than 40 businesses that had to endure the construction period breathed a collective sigh of relief as the last barricades were hauled away, signaling the end of the Streetscape Project (see Figure 5.7). To celebrate this event, a special ribbon cutting ceremony attended by Mayor Victor Ashe, Laurens Tullock, Wayne Blasius, Susan Brown, and other City officials was held on Friday afternoon September, 28, 1990, followed by a welcome back party (Old City Jam) featuring free live entertainment and a street party (see Figures 5.8, 5.9, and 5.10). Mary Leidig, spokeswoman for the OCNA commented "This is our way of saying thank you to the city of Knoxville" (Knoxville Journal, September 28, 1990).

The improvements completed under the Streetscape Program have had a dramatic affect on the aesthetics, safety, and image of the neighborhood. They represent a public sector response to private sector investments and can be viewed as the



Figure 5.7 - Last Barricades Being Hauled Away
Photo Credit: George Scott, Old City Mercantile



Figure 5.8 - Crowd Gathered at Ribbon Cutting Ceremony
Photo Credit: George Scott, Old City Mercantile



Figure 5.9 - (*from left)* City Councilman, Mayor Victor Ashe, and Laurens Tullock at Ribbon Cutting Ceremony
Photo Credit: George Scott, Old City Mercantile



Figure 5.10 - Crowd Gathered for "Old City Jam"
Photo Credit: George Scott, Old City Mercantile

culmination of an ongoing public/private partnership between the OCNA and the City of Knoxville. Although many of the utility improvements which were implemented are hidden beneath the street surface and sidewalks and therefore not evident to the casual passerby, they are perhaps some of the most important of the entire Streetscape Program. Considering the recent influx of businesses to the area, many of which are new ventures, Old City could scarcely afford to have any unexpected utility related problems which may disrupt business or strain tenant/property owner relations.

The Streetscape Project also represents a substantial public investment, with project costs totaling $1,046,062.82. A breakdown of these costs by construction activities is offered on Table 5.8. See Appendix D, and Figures D.1, D.2, and D.3 for the complete Streetscape billing estimate and related design figures.

An important fact to understand is that the intent of the project was to provide needed improvements, not to make the area look new again. In fact, a "new" look was deliberately avoided. To this end, it can be considered a success, as the area has retained its strong sense of place and its aura of seaminess which echoes its colorful past.

Whether or not the neighborhood would be as successful today if Streetscape had not occurred is impossible to gauge. Certainly, the improvements have created

Table 5.8

Streetscape Cost Breakdown

Phase	Costs	Percent
A. General	90,669.21	9%
B. Demolition	82,598.69	8%
C. Utilities	377,503.41	36%
D. Street Construction	172,491.49	16%
E. Sidewalk Construction	159,014.18	15%
F. Site Features	95,076.99	9%
G. Planting	68,708.85	7%
Total	1,046,062.82	100%

a nicer, more aesthetic, and more functional urban environment. When asked if Streetscape would have happened, despite early efforts by the OCNA to secure political support for public improvements, developer Peter Calandruccio responded "it was certainly a fortunate coincident" (Calandruccio, personal interview). One fact stands clear - without the influx of private investment in the area occurring first, public investment would not have followed.

Economic Factors Influencing Revitalization

In Chapter Three, several economic factors pertaining to revitalization were identified and explained. The following section examines the extent to which these factors influenced and shaped the revitalization process which has been detailed in this and the previous chapter. Because these factors directly influenced the economic feasibility of several renovation projects within the Old City, an examination of them is warranted.

Rehabilitation Tax Credits

Of the three developers who were interviewed for this case study - Kristopher Kendrick, Peter Calandruccio, and Benny Curl - only Kendrick stated that he did not take advantage of the 20 percent rehabilitation tax credit. According to Kendrick they are "too confining." He does however, acknowledge their usefulness in attracting developer interest in renovation projects (Kendrick, personal interview). Calandruccio and Curl have used the tax credits on all of their projects which have qualified for the incentive. According to Calandruccio "we couldn't have done without them, tax credits are what make it all work". Although unavailable for an interview, developer Steve Drowns also used the tax credit when developing his Central Court Project on South Central Street. Others who pursued historic rehab tax credits include early renovators Gene Burr, Harold Duckett, and Karen and Birney Hand.

Had it not been for the earlier historic designations previously discussed, the full 20 percent credit on these projects would not have been available, even though many of the structures would have qualified for a 10 percent credit which requires the building be at least 50 years old and operated commercially for profit. Therefore, it appears that historic rehabilitation tax credits have had a positive effect on the financial feasibility of many renovation projects in the Old City.

Local and Federal Incentives

Of the several local incentives available for historic rehabilitation projects identified in Chapter Three, none have been undertaken in the Old City. In 1987, during the development phase of Hewgley Park, Peter Calandruccio did apply for Federal Urban Development Action Grant (UDAG) funds, but later dropped out of the application process for undisclosed reasons.

Rehabilitation Cost Savings

According to Kendrick, Calandruccio, and Curl rehabilitation cost savings were not realized in their developments in the Old City. All three parties stated that it is generally more expensive and more difficult to renovate an older structure back into service than it would be to build new. Calandruccio stated that renovation "is not the best way to control costs". For Calandruccio and Curl, the more important factors in making their projects feasible were low initial acquisition costs, and rehabilitation tax credits (Calandruccio, personal interview). Kendrick stated the

most important factor is having a renovation contractor who is "caring and experienced" and committed to renovation, and who knows how to improvise when necessary (Kendrick, personal interview).

Financing Difficulties

Financing difficulties in the Old City have certainly been a limiting factor, especially during the early wave of efforts. Banks have historically been skeptical of loaning money in declining inner city neighborhoods, especially when decrepid buildings are offered for collateral.

Karen and Birney Hand attest to this difficulty, blaming the banks unwillingness to loan as the primary reason for their troubles in the Old City which eventually forced them to leave the neighborhood at an estimated loss of $150,000. According to a Knoxville News-Sentinel article, Karen Hand claimed that a bank Vice President and family friend predicted they would have trouble in securing a loan because the warehouse they were renovating "was in a redlined area" (December 13, 1987). Eventually, First Tennessee Bank agreed to write them a two year note for $110,000 at 14 percent interest; a situation which Karen claimed "overwhelmed the moneymaking capabilities of the couple's business" - Handprints. Further, Hand claimed that First Tennessee's "tight purse strings created a catch 22": without enough cash to renovate the entire building, she was unable to rent out the lower

floor of the warehouse, which led to delinquent mortgage payments and eventually "nixed the entire project" (December 13, 1987).

Not surprisingly, at about the same time as the Hands were experiencing financing difficulties, the grass roots downtown advocate organization - City People - which Karen headed for two and a half years, sneaked into the south end of the Gay Street Business Core one night, and wrapped the 26 story First Tennessee Bank Tower in a giant red ribbon, symbolizing the banks apparent unwillingness to loan money in inner-city neighborhoods (Derrington, personal interview).

Don Reinke, another Old City business owner, also complained of financing difficulties in inner-city neighborhoods. He claimed that "First American National Bank inexplicably cut off loans two years ago to small-business operators like himself" (Knoxville News-Sentinel, December 13, 1987).

Peter Calandruccio, who tried for two years to convince a local bank to back his vision for Hewgley Park, can also attest to financing difficulties. Eventually, the Bank of East Tennessee agreed to finance the construction of phase I and later, phase II of the project. Calandruccio stated that the best way to finance renovation projects is through a limited partnership arrangement - a method he used when developing Hewgley Park (Calandruccio, personal interview). Benny

Curl, also used the limited partnership arrangement to finance many of his Old City ventures (Curl, personal interview).

Kristopher Kendrick is fortunate enough to have the resources which allow him to finance his developments in-house. He stating quite simply, that he was "not into borrowing" and had "no soft costs". When asked about financing renovation projects, Kendrick was quick to point out the difficulties of borrowing money for the renovation of old buildings, stating that developers are "a four letter word for most banks" (Kendrick, personal interview).

Chapter Summary

This chapter has outlined in detail the activities and events which make up the recent revitalization period which transformed the Old City into a vital commercial and entertainment district. Further, it has identified the primary public and private sector actors who are responsible for the area's revitalization - the people who made it all happen. As such, this chapter depicts the most important period in the recent history of the Old City and can be viewed as the main body of this thesis.

There were many changes during this period which has been marked by the completion of ten major renovation projects and the investment of over $1 million

in public improvements. Indeed, this period has been one of much activity and excitement, not only for Old City developers and business owners, but also for the hundreds of Old City patrons who have discovered something truly unique and special in the district; something they cannot find anywhere else in the City. Revitalized Old City has impacted Knoxville's downtown immensely, giving it greater depth of character and diversity while successfully preserving a small piece of its colorful history. The revitalization activity documented in this chapter is overwhelmingly the primary factor responsible for this impact.

This chapter has also outlined the primary research questions of this thesis, first raised in Chapter One. The following conclusion chapter draws upon the narrative from this chapter surrounding these research questions to offer definitive answers as to why revitalization in the Old City has been successful and which factors have led to this success.

CHAPTER SIX

SUMMARY AND CONCLUSIONS OF THE STUDY

Measures of Success

As stated in Chapter One, the primary objective of this study has been the identification of key factors which have led to revitalization success in the Old City. Factors are defined here as circumstances, events, actions, or physical conditions which have positively impacted revitalization efforts. However, before these factors can be safely identified, a substantive measure of revitalization success in the Old City is needed. Therefore, this Chapter begins with a quantitative definition of success, followed by a discussion of success factors in the Old City. The Chapter concludes with a prediction of Old City's future growth potential, its likelihood of continued success, and the need for further study.

The following variables have been identified as adequate measures of success: vacancy rates for revitalized commercial rental space; availability of underdeveloped properties with revitalization potential; and the success rate of businesses which have located in the Old City between 1986 and the fall of 1991 - a six year period which corresponds to the second period of revitalization activity which was explained in detail in the preceding chapter.

Vacancy Rates

Vacancy rates are a good measure of the market demand for commercial space utilized for small businesses. However, when the majority of this space is contained in turn of the century buildings, such a measure can be misleading. Much of the vacant space in the Old City has yet to be renovated, and therefore, it may be physically impossible for a new venture to locate in a building which has yet to be renovated in order to accommodate that particular business. Furthermore, many buildings in the Old City are multistory and because ground floor space is a premium for commercial businesses, second story and higher space is, for all practical purposes, hard to market, especially for retail ventures. A more accurate measure of vacancy therefore, is the amount of commercial space available which has been renovated and can immediately accommodate a new venture.

Currently, only about 10,000 square feet of renovated commercial space, contained in two tenant spaces, is available for lease within the core area. One of these tenant spaces is the recently vacated Hewgley's Music at roughly 10,000 square feet. This total vacancy figure amounts to only 5 percent of the total 207,250 square feet of renovated space in the core.

Availability of Underdeveloped Property

Research for this study failed to identify any buildings in the study area which are currently on the market. Many of the key structures located in the growth area are currently owned by Kristopher Kendrick who, according to him, has future plans for their development (Kendrick, personal interview). Only one underdeveloped building, located at 135 S. Central Street in the core area, is currently advertised for lease. No other underdeveloped buildings in the core area are available, either for lease or acquisition according to Peter Calandruccio (Calandruccio, personal interview).

Business Success Rate

The measure of business success used in this study is the survival rate of the venture. Simply stated, those ventures which have opened in the Old City since 1986 and have remained in business as of September 30, 1991, are considered successful for purposes of this analysis. Data to support other recognized measures of business success such as growth rates, owner satisfaction, and profitability was not collected as part of this study.

As stated in Chapter Five, 53 businesses have opened in the Old City since 1986. Of these, 7 have relocated elsewhere within the City of Knoxville for various reasons and only 8 have failed, translating into an 85 percent success rate or a 15 percent failure rate. Table 6.1 lists national average failure rates for small

Table 6.1

Average National Failure Rates For New Businesses

Period Ending	Percentage that Fail
Year One	40%
Year Two	36%
Year Five	8.4%

Source: Timmons, J.A., Smollen, L.C., and Dingee, A.L.M. New Venture Creation. 2nd ed. Homewood, Il: Richard D. Irvin, 1985, p. 4.

businesses in years one, two and five of operation. As can be seen by this data, the failure rate of businesses in the Old City is relatively low compared to these national averages.

Based on the measures discussed thus far, this study concludes that revitalization efforts in the Old City to date, have been successful. It's important to remember that the cut-off date for this study was September 30, 1991. Any changes in the above variables beyond this date would have to be factored into the overall success formula in order to determine Old City's success at any particular future date. Because revitalization of the area is ongoing, future long-term measures of success would be meaningful.

Success Factors

The primary factors leading to the successful revitalization of the Old City are listed below in relative order of their importance. The determination of these factors were derived through the comprehensive analysis of the revitalization process which has occurred in the Old City, as well as through 16 personal interviews conducted during the research phase of this study.

Planning Efforts

Numerous planning efforts over the years have indirectly impacted revitalization success in the Old City primarily by blocking the wholesale demolition of the buildings in the district, and by recommending possible scenarios for the area's revitalization. Collectively, these planning efforts and the documents they have produced, have served as a holding action, allowing the long process of revitalization to run its course and generate enough entrepreneurial interest and political support to implement successful revitalization strategies which have ultimately been realized.

Specifically, the following planning related efforts have impacted the Old City and influenced its success: National Historic Register designations, described in Chapter Four, provided an inventory of historic buildings in the district, broadening the community's awareness of downtown's historical resources and the value of

preserving them. It also made possible historic rehabilitation tax credits which have been used extensively in the revitalization of the district. The John Milner Associates plan, also described in Chapter Four, documented in great detail the value and reuse potential of the Jackson Avenue Warehouses, offering public officials a solid reason for supporting private efforts aimed at revitalizing the district. Jerry Lee Bond's thesis study built upon the Milner Plan and quantified the renovation potential of the structures contained therein. More recently, the 1987 Downtown Plan, described in Chapter Five, made specific recommendations for the Old City, calling for its revitalization as a commercial and residential district while preserving its historical resources. This plan was the catalyst for streetscape improvements in the Old City which have drastically improved its functional capacity and overall aesthetics.

Urban Pioneers and Early Business Owners

A handful of urban pioneers can be credited with laying the foundation for the revitalization of the Old City. Additionally, a few long standing business owners have maintained a strong presence there through the best and worst of times. Collectively, these individuals are viewed as being key to the area's ultimate success. Urban pioneers provided the springboard for later revitalization and business development by demonstrating what types of businesses could prove viable in the Old City market. Long standing businesses are important to revitalization success in the respect that they maintained a level of activity which

allowed the area to survive when urban renewal and redevelopment threatened its historic resources. The fact that these businesses were operating amidst decayed and vacant buildings, kept the Old City alive long enough to witness its dynamic rebirth.

Noted urban pioneers in the recent history of the Old City include: Gene Burr, who combined his architectural and planning skills to become the first entrepreneur to begin renovation of the Jackson Avenue warehouses; Karen and Birney Hand, early Old City residents who opened one of the first new businesses in the district, as well as actively pursuing its continued revitalization; Annie DeLisle, who pioneered Annie's Restaurant for seven years with the help of Kristopher Kendrick, and demonstrated that specialty restaurants could be successful in the Old City; and more recently, Ashley Capps, who brought musical entertainment recognition to the Old City through his eclectic club - Ella Guru's.

Noted businesses which have been able to maintain a long-term presence in the Old City and continue to operate there, include the following: John H. Daniels, custom tailors since 1911; Tri-City's Barber College since as early as 1911; JFG Coffee since 1936; Industrial Colloids and Chemicals since 1938; Floyd Roach Furniture since 1946; and Big Don's Elegant Junk Store since 1948. Businesses such as these deserve special recognition for their ability to survive through the inner-city decentralization process discussed in Chapter Two. In many respects,

the success of new Old City businesses is partially dependent on the stamina of these stalwart survivors. Its important to note that these are only a few of the multitude of businesses which have operated in the Old City throughout its long history, which are beyond the scope of this study.

Entrepreneurial Involvement

Kristopher Kendrick, Peter Calandruccio, and Benny Curl are undoubtedly the most important entrepreneurs influencing Old City's revitalization success. Success factors attributed to these three developers equally include the following: Their reputation, experience and knowledge of renovation development; their perceptive foresight and vision of what the area could become; their willingness to take risks; their staying power which has allowed them to carry their vision of the area forward; and their creative nature which has resulted in the uniqueness of their renovation projects.

Peter Calandruccio is viewed as the single most important actor in the recent history of the Old City, and the developer who has had the most impact on making the Old City dream a reality. This determination is based on the following facts: Calandruccio undertook the largest single development - Hewgley Park before Kendrick became fully involved in the area. This project allowed the area to acquire the critical mass needed to spawn further development and business interest in the area. He spearheaded efforts to secure public improvements for the

area, including the drafting of the Old City Redevelopment Plan. He convinced the Bank of East Tennessee to finance Hewgley Park which effectively cleared the way for subsequent bank lending to other ventures in the area. And finally, he has been the central figure in ongoing efforts to revitalize the area, even after it began to be successful. Simply stated, Calandruccio is an entrepreneur who made things happen by creating his own opportunities.

As much credit as Calandruccio deserves, its safe to say that his level of involvement in the Old City was influenced greatly by Kendrick and Curl. Calandruccio's decision to develop Hewgley park was partially dependent on the fact that Kendrick had previously invested in the area and was planning on renovating Patrick Sullivan's. Also, It was friend Benny Curl who introduced Calandruccio to Kendrick and brought him into the Old City development fold. Kendrick deserves special recognition for his extraordinary vision which prompted him to began acquiring property in the area as early as 1973. Curl is a central figure simply due to the extent of his involvement in numerous development projects. He has had his fingers in just about every renovation project in the Old City.

Economic Factors

A handful of economic factors related to revitalization are also viewed as being critical to the success of the Old City. The most important of these was low

property acquisition costs which allowed developers the opportunity to undertake renovation projects with low initial start-up capital, and to utilize sweat equity techniques. Furthermore, low acquisition costs offset the high costs of renovation, allowing investors to realize favorable returns. Another critical factor related to acquisition was the availability of these properties. In the early stages of the recent revitalization period, properties were able to be acquired easily with a minimum number of owners who were considered hold-outs. At the time, many of the structures were vacant and possibly considered liabilities to their owners. Had the area not been so depressed and dilapidated when property acquisition was occurring, several key properties may not have been acquired and subsequently developed, and the area may not have reached the point of critical mass needed to fuel continued revitalization efforts. And finally, the availability of Historic Rehabilitation Investment Tax Credits was a key economic factor for all developers and investors involved in the Old City with the exception of Kristopher Kendrick. The national historic designations previously discussed made it possible for these tax credits to be realized.

In the area of business development, initial below market rental rates and the lack of significant competition for many Old City uses are also favorable economic factors which have influenced Old City's success. Many businesses which have developed are first time ventures, and competitive, below-market rent has lessened the financial burden of their start-up. The mix of businesses currently operating

in the Old City is truly unique in the City of Knoxville. They offer a good variety of retail goods, professional and personal services, and specialty dining and entertainment choices, which simply cannot be found in other areas of the City. These factors, coupled with Old City's ideal geographic market location and ease of access, combine to create a viable and cohesive commercial district.

Physical Components

Several pre-existing physical attributes of the study area have directly facilitated revitalization efforts, business development, and the marketability of the Old City. Perhaps the most important of these is the size and scale of the buildings themselves. The majority of buildings in the core area are small one and two story structures containing tenant spaces which, in most cases, are ideal for the types of businesses which have located there. Currently, the most viable buildings are those flanking both sides of Central Street. All but three of these buildings have been at least partially renovated and are fully leased. Smaller buildings are more economically renovated, and can easily accommodate specialty retail businesses which typically require less floor space than other retail uses. The larger warehouse structures along Jackson Avenue, although considered more architecturally important, have enjoyed less revitalization success than those on Central Street, with the exception of the buildings contained in Hewgley Park. The leasing success of Hewgley Park can be attributed largely to the fact that floor

space in the three warehouses comprising the project have been effectively partitioned into smaller tenant spaces.

It is doubtful that the Old City would be as successful if the buildings on Central Street were of the same scale as the Jackson Avenue warehouses. In addition, the human scale of these buildings, combined with their historic nature, creates an irresistible charm and conducive environment for specialty retail stores. Recent Streetscape improvements, particularly the installation of new lighting fixtures enhances this human scale quality.

A second important physical attribute is the Jackson Avenue/Central Street intersection which serves as the focal point and center of the Old City. This special intersection provides a third dimension to the streetscape, effectively disjoining the linear nature of either street. From this intersection, one can view the entire core area and other pedestrians are encountered from a multitude of different angles not possible in a linear arrangement. This arrangement incorporates the pedestrian into the urban environment as a participant, not merely a bystander, whereas the intersection itself becomes part of the experience. What makes this arrangement work is the narrowness of the two lane streets which provides a cohesiveness among the opposing corners of the intersection. If Jackson and Central were four lanes wide, this closeness would be lost. The above factors combine to create an environment which exudes a romantic aura,

causing one to feel they are a part of a continuum linking the historic past with the present.

A final key physical attribute of the Old City, although less important than those above, is its relative compactness. The core area in particular is not very spread out and is adequately served by parking on the periphery. This arrangement makes it possible for one to park one time and walk to any destination in the core within a matter of minutes. Furthermore, there are very distinct boundaries which define the Old City sub-area within the larger downtown, giving it a stronger identity and sense of place. The most noticeable of these are the Southern rail lines to the north, the freeway interchange to the east, and Summit Hill Drive to the south. Gay Street to the west also provides a distinct boundary, although less dominant than the others.

Political Factors

Redevelopment activity in downtown Knoxville has had increasingly strong political support since the early 1980's. The adoption of the Downtown Plan in 1987 and the election of current Mayor Victor Ashe, moved to solidify this support even further. Increasingly, both public and private funds have been flowing into downtown, resulting in several major new developments such as One and Two Center Square, and more recently, the mammoth Whittle Communications Complex. Public improvements such as the Gay Street Renovation Project and

the downtown wide Streetscape Program have also been the result of this political support. All these efforts have focussed attention on downtown and has sent out the message that Knoxville's business leaders and public officials have not forgotten the historical and cultural center of the City and are committed to its revitalization. This message has begun to change many people's perception concerning the value of downtown and what it can become. This strong political support has corresponded nicely with the timing of revitalization efforts on the part of Old City developers and is considered a significant factor contributing to the neighborhood's success.

Political support and societal changes are significant for the Old City, and central to its recent success in the following ways: they have resulted in the development of a public/private partnership between the City and the Old City Neighborhood Association, and the subsequent investment of over $1 million in public street improvements; they have generated a substantially larger downtown market which supports Old City businesses and residential developments; and they have effectively changed people's perception about the value of the inner city, to the extent that they are willing to continue to support businesses in the Old City and throughout downtown.

Future Success and Growth Potential

Business growth in the Old City during the last 5 years has been steady, and indications are that this growth should continue. However, very little space remains in the core area and new development has already been pushed to the southern and northern boundaries. The eastern boundary outside the core area is also largely developed and currently occupied by commercial and industrial businesses.

Predictions of this study are that revitalization of the Old City will peak within the year and level off before spreading beyond its current core boundaries. This leveling-off period should be characterized by increased stability in terms of the mix of businesses, and the number of patrons who support these businesses. It is further predicted that Old City will once again began to expand in this decade, with new growth occurring on West Jackson Avenue toward Gay Street, eventually spilling over to the 100 block. Currently, this block of Gay Street has witnessed very little renovation activity with the exception of some loft apartments developed by Kristopher Kendrick. However, this block is about 50 percent vacant and contains many solid structures which hold excellent redevelopment possibilities. Nonetheless, before this portion of Gay Street can experience full scale revitalization, several inhibiting factors must be overcome.

To begin with, the scale of the buildings on this block, particularly on the east side, are large enough that a tremendous amount of capital would need to be raised before they could be successfully renovated. Furthermore, the nature of this block is markedly different than that of the Old City core area. Gay Street is four lanes wide, less intimate in scale, and linear, thereby lacking a compact, three dimensional quality. Another inhibiting factor is the distance from the Jackson/Central intersection. Some people may not be willing to walk the distance from this intersection to the 100 block of Gay Street. There is also a lack of continuous development along Jackson Avenue to effectively link the two sub-areas. This problem is compounded by industrial uses on Jackson Avenue which distinctly mark the termination point for new development in the core area. These industrial uses, having existed for years, are not likely to relocate in order to make way for Old City expansion. On the contrary, they are part of the history of the Old City and in many ways enhance the district's mixed-use character, adding to its sense of place.

Parking is another factor inhibiting the renovation of large structures on the 100 block. This portion of Gay Street is not well served with off-street parking, and new facilities would have to be developed in conjunction with any large scale development. The only reasonable available space for new parking at the current time is vacant land located behind the group of buildings flanking the east side of Gay Street. However, this space is limited, and offers no direct access to Gay

Street. The demolition of a structure fronting the 100 block of Gay Street itself and the construction of a parking garage in its place may be a more viable option.

A final potentially limiting factor is the location of The Volunteer Ministry - a homeless shelter on the southwest corner of Jackson Avenue and Gay Street. According to Laurens Tullock, the City has an unofficial agreement not to provoke a forced move of the center for the next ten years. The facility is well run and according to the City, is in the best possible location (Tullock, personal interview). According to the shelter's director, Keith Richardson, it provides a much needed service and he has no plans of moving the facility (Richardson, personal interview). Indeed, the shelter provides a valuable service to the City and its less fortunate residents. The inhibiting factor, as defined here, is centered around the belief by the business community, that such a facility results in less than desirable people loitering by store fronts and begging customers for handouts. This perception could possibly inhibit revitalization efforts on the 100 block of Gay Street.

This study concludes that the 100 block of Gay Street holds the most promise as a residential and office address with the retention of existing service and wholesaling uses. Many of its buildings are well suited for residential renovation and several plans are in the works, including Kristopher Kendrick's ambitious Gotham Towers proposal for the 10 story Sterchi building. Kendrick currently owns six key buildings on Gay Street and, according to him, has plans for other

residential developments (Kendrick, personal interview). Of the sixteen persons interviewed for this study, only two failed to acknowledge the importance of residential uses to the long term success of the Old City. Residential uses make the Old City a true neighborhood and a 24-hour activity center. Increasing the amount of residential units would help to further support existing retail and service businesses. It should also spark the development of residential support businesses including markets, drug stores, and personal services which will in turn reciprocate support for more residential uses. Only time will tell if these predictions are accurate. However, based on the momentum generated by the Old City and other downtown developments, renovation of the 100 Block of Gay Street and the development of more residential and office uses is a distinct possibility.

The Need for Further Study

The aim of this study has been to document the revitalization process which has occurred in the Old City, to identify the key actors involved, and the factors leading to its success. These objectives have been satisfied, and a comprehensive view of this revitalization process has been presented in a fashion which the reader should easily have grasped. However, revitalization in the Old City is an ongoing process and its long-term success is impossible to predict with any level of real certainty. Therefore, there exists the need for a longer term analysis of the Old

City in order to understand the dynamics of revitalized areas as they grow and mature. Furthermore, while this study concentrated on the revitalization process itself, it did not address the economic impact this process has had on the surrounding community. A future study quantifying this economic impact would be useful in several respects: It would reveal the value of revitalization in terms of public sector benefits; it would identify the economic impact that Old City revitalization has had on downtown in terms of job development, value added, and other spinoff benefits; and it would help further public sector and private entrepreneurial interest in revitalization and building recycling as a viable alternative to new construction and development. For these reasons a future study of this nature, once the Old City reaches maturity, is strongly encouraged.

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Curl, Benny. Contractor/Developer and Owner of Benny Curl Construction, August 5, 1991.

Derrington, Keith. Executive Vice President, Systems Corp and Member of "City People", July 31, 1991.

Duckett, Harold. Owner, "Interior Associates", July 25, 1991.

Gibbons, Tia. Manager, "Java Coffee House" July 31, 1991.

Kendrick, Kristopher. Developer and Owner of Kristopher and Company, July 31, 1991.

Needham, Tia. Owner, "Little Sister's Beautiful Jewelry", July 24, 1991.

Neel, Bob. President, "Old City Neighborhood Association", July 24, 1991.

Richardson, Keith. Director, "Knoxville Volunteer Ministry", August 2, 1991.

Scott, George. Owner, "Old City Mercantile", July 24, 1991.

Snowden, Frank. Owner "Manhattan's Restaurant", July 25, 1991.

Tullock, Laurens. Director, Knoxville Department of Community Development, July 29, 1991.

APPENDICES

APPENDIX A

BUILDING/BUSINESS SURVEY AND MAP

Table A.1

Building/Business Survey

PARCEL NO.[1]	ADDRESS	PROPERTY OWNER NAME	BUILDING DATA					CURRENT BUSINESS NAME[7]	USE[8]
			FLRS-CNST[2][3]	TOT FLOOR W/O BASE	YEAR BUILT[4] /REGIS[5]	REN[6]	VAC. FLRS		
BLOCK A									
95H-A1	WILLOW STREET	SULLINS, SAMUEL JR ET. AL.	SHED					PARKING LOT	46
95H-A2	WILLOW STREET	SOUTHERN R R CO.	NONE					PARKING LOT	48
95H-A2A	107 WILLOW STREET	ROACH, C D/MCCOSKY,	1S-CB/S	3,233	1940/N	N	NONE	BODY SHOP ?	94
94E-A3	120 S CENTRAL STREET	BUTTRY, DON B. & RUTH G.	1S-BR/C	6,000	1900/C	P	NONE	BIG DON THE COSTUMIER	56
94E-A4	118 S CENTRAL STREET	REINKE, DON	1S-BR/C	2,079	1900/C	Y	NONE	FLOOR CRAFTERS	51
94E-A5	116 S CENTRAL STREET	ROWE, DENNIS W. ET. AL.	2S-BR/C	4,846	1900/C	Y	NONE	AMIGO'S RESTAURANT	94
94E-A6	114 S CENTRAL STREET	ROACH, FLOYD E. & MARY L.	1S-BR/C	2,256	1900/C	Y	ALL		52
94E-A7	112 S CENTRAL STREET	THE CENTRI GROUP	3S-BR/C	6,156	1900/C	IP	ALL	FUTURE TOMO JAP REST	94
94E-A8	110-110 1/2 CENTRAL ST	THE CENTRI GROUP	2S-BR/C	2,880	1900/C	Y	NONE	NAIL DRESSERS INC.	57
94E-A9	108 S CENTRAL STREET	MAGNOLIA PROVISION CO INC.	2S-BR/C	20,000	1900/C	Y	NONE	HOORAYS	63
94E-A10	102-104 S CENTRAL ST	FOURTH CORNER L P	2S-BR/S	5,420	1900/C	IP	ALL		57
94E-A11	JACKSON & CENTRAL ST	KENDRICK, W. KRISTOPHER	NONE					OPEN SPACE	91
94E-A12	106 E JACKSON AVENUE	ROBINSON, MITCHELL L.	1S-BR/C	1,495	1900/C	Y	NONE	ORIENTAL RUG GALLERY	94
95H-A13	108 E JACKSON AVENUE	KENDRICK, W. KRISTOPHER	2S-BR/C	6,400	1900/C	Y	NONE	OLD CITY SAVVY	59
	110 E JACKSON AVENUE							SUITE 1 & 2 APARTMENTS	02
	110 & 1/2 E JACKSON AVE							R. DWIGHT FOSTER LAW OFF.	65
95H-A14	112-114 E JACKSON AVE	KENDRICK, W. KRISTOPHER	2S-BR/S	5,040	1900/C	Y	NONE	(2) APARTMENTS	02
95H-A14.01	JACKSON AVENUE	KENDRICK, W. KRISTOPHER	2S-BR/S	6,824	1900/C	P	2	SULLIVAN STREET MARKET	57

Table A.1 continued

PARCEL NO.[1]	ADDRESS	PROPERTY OWNER NAME	BUILDING DATA					CURRENT BUSINESS NAME[7]	USE[6]
			FLRS-CNST[2][3]	TOT FLOOR W/O BASE	YEAR BUILT[4] /REGIS[5]	REN	VAC. FLRS		
95H-A16	200 E JACKSON AVENUE	SHARNAN INC.	2S-BR*	24,600	1900/C	Y	NONE	SHARNAN INCORPORATED	59
95H-A19	JACKSON AVENUE	ALSUP, JOHN A.	1S-CB/S	6,955	1950/N	N	NONE	ACTION HYDRAULICS INC.	51
95H-A20	301 E JACKSON AVENUE	SHIRLEY, RUTH W.	2S-CB/C	13,360	1950/N	N	NONE	SOUTH EAST SOC. CORP.	59
95H-A21	JACKSON AVENUE	WLAC INC.	NONE					PARKING FOR SULLIVANS	46
95H-A22	JACKSON AVENUE	WLAC INC.	NONE					PARKING FOR SULLIVANS	46
95H-A23	125 E JACKSON AVENUE	JACKSON WAREHOUSE CO.	2S-BR/C	18,824	1920/N	Y	NONE	ACE OF CLUBS	51
95H-A24	123 E JACKSON AVENUE	MCWHORTER, JERRY E.	3S-BR/B	17,535	1923/N	N	NONE	MCWHORTER & CO. INC.	63
95H-A25	115-119 E JACKSON AVE	MAGNOLIA PROVISION CO. INC.	1S-BR/B	15,200	1930/C	N	NONE	MAGNOLIA PROVISIONS INC.	51
95H-A26	109-113 E JACKSON AVE	KENDRICK, W. KRISTOPHER	2S-BR/C	20,992	1900/C	N	NONE	JACKSON AVE MARKETPLACE	51
95H-A27	101 S CENTRAL STREET	KENDRICK, W. KRISTOPHER	2S-BR/C	8,360	1889/C	Y	NONE	PATRICK SULLIVAN'S REST.	58
	106 N CENTRAL STREET		1S-CB	1,066	1940/N	Y	NONE	LUCILLE'S RESTAURANT	58
BLOCK F									
94E-F28	111 N CENTRAL STREET	HEWGLY PARK LTD.	1S-BR/B	750	1986/N	Y	NONE	HEWGLEY'S MUSIC SHOP INC.	50
			2S-BR/B	11,450	1900/C	Y	NONE	TOUCAN VERDE IMPORTS	56
								CLUB TABOO	58
								DOGWOOD ARTS FESTIVAL	69
								VALUE TEXTILES	
								REPORTING SVC OF EAST TN	61

Table A.1 continued

PARCEL NO.[1]	ADDRESS	PROPERTY OWNER NAME	BUILDING DATA					CURRENT BUSINESS NAME[7]	USE[6]
			FLRS-CNST[2][3]	TOT FLOOR W/O BASE	YEAR BUILT[4] /REGIS[5]	REN	VAC. FLRS		
								MORGAN, NEWMAN, CPA'S	61
								DESIGNERS ALLIANCE	65
	103B W JACKSON AVENUE		3S-BR/B	10,875	1900/C	Y	NONE	CHELSEA STATION NEWS	53
	103 W JACKSON AVENUE							THE COMPLEX	56
								THE JACKSON PADS APTS.	03
	105 W JACKSON AVENUE		3S-BR/B	10,689	1900/C	Y	NONE	APPLAUSE	56
									94
								THE JACKSON PADS APTS.	03
94E-F33	W JACKSON STREET	JOHN H. DANIEL CO. INC.	NONE					PARKING LOT	46
94E-F34	W JACKSON STREET	JOHN H. DANIEL CO. INC.	NONE					PARKING LOT	46
94E-F35	113-115 W JACKSON AVE	JOHN H. DANIEL CO. INC.	NONE					PARKING LOT	46
94E-F36	117-119 W JACKSON AVE	JACKSON AVE PARTNERSHIP	NONE					PARKING LOT	46
94E-F37	121 W JACKSON AVENUE	JACKSON AVE PARTNERSHIP	3S-BR/B	9,315	1890/C	P	3	PLANET EARTH	58
94E-F38	123 W JACKSON AVENUE	JACKSON AVE PARTNERSHIP	3S-BR/B	9,108	1890/C	P	3	INTERIOR ASSOCIATES INC.	65
94E-F39	125-127 W JACKSON AVE	GADDY, CLARENCE D. J.	3,4-BR/B	22,300	1895/C	N	3,4	INDUSTRIAL COL. & CHEM.	28
94E-F40									
94E-F41	129 W JACKSON AVENUE	J F GOODSON	3S BR/B	18,375	1889/C	N	3,4	J.F.G. COFFEE WAREHOUSE	21
BLOCK G									
94E-G1	100-106 S GAY STREET	EMPORIUM CORPORATION	5S-BR/B	12,400	1900/C	N	ALL		94

Table A.1 continued

PARCEL NO.[1]	ADDRESS	PROPERTY OWNER NAME	BUILDING DATA					CURRENT BUSINESS NAME[7]	USE[8]
			FLRS-CNST[2][3]	TOT FLOOR W/O BASE	YEAR BUILT[4] /REGIS[5]	REN	VAC. FLRS		
			4S-BR/B	38,688	1898/C	N	ALL		94
94E-G2	214 W JACKSON AVENUE	KENDRICK, W. KRISTOPHER	5S-BR/B	31,200	1900/C	N	1-5	THE UNDERGROUND	94
94E-G3	202 W JACKSON AVENUE	J F G COFFEE CO.	1S-BR	4,500	1957/C	N	NONE	J.F.G. COFFEE COMPANY	21
94E-G4	200 W JACKSON AVENUE	J F G COFFEE CO.	6S-BR/B	41,700	1920/C	N	NONE	J.F.G. COFFEE COMPANY	21
94E-G5	111 STATE STREET	HESS, J. HOBART & CHALINE	1S-BR/S	7,252	1925/C	N	NONE	TRI-STATE SAWMILL SUPPLY	59
94E-G6	121-123 STATE STREET	DANIEL, JOHN H. CO.	1S BR/B	31,957	1929/C	N	NONE	MIZE AUTO CENTER	69
94E-G7	STATE STREET	DANIEL, JOHN H. CO.	NONE						46
94E-G8	STATE STREET	COSTNER, KATHRYN	1S-CB/S	1,600	1940/N	N	ALL		58
94E-G9	132 & 134 W JACKSON	ROACH, FLOYD E. & MARY L.	4S-BR/B	28,000	1900/N	N	2,3,4	FLOYD ROACH FURNITURE	57
94E-G10	124 W JACKSON AVENUE	COLERICH CUSTOM CLOTHES	4S-BR/B	12,604	1911/C	P	2,3,4	AMERICAN CLOTHING CORP.	23
94E-G11	120-122 W JACKSON AVE	THE BRYAN PARTNERSHIP	4S-BR/B	26,304	1903/C	Y	2,3,4	JOHN H. DANIEL COMPANY	23
	118 W JACKSON AVE	THE BYRAN PARTNERSHIP	3S-BR/B*	9,936	1900/C	N	ALL		94
94E-G12	110-116 W JACKSON AVE	DANIEL, JOHN H. COMPANY	3S-BR/B	29,700	1900/C	Y	2,3	REAL KNOX CLOTHING	23
94E-G13	101-103 S CENTRAL ST	CURL, WILLIAM BENNY	1S-BR/C	6,417	1900/C	Y	NONE	MANHATTANS	58
	105 S CENTRAL STREET							MASTER PIECES	59
	107 S CENTRAL STREET							OLD CITY MERCANTILE	59
	109 S CENTRAL STREET							LITTLE SISTERS	56
	109 1/2 S CENTRAL STREET							JAVA	58
94E-G14	111 S CENTRAL STREET	CRESCENT DEVELOPMENT INC.	2S-BR/S	3,084	1900/N	Y	NONE	DAVID BURKHALTER & ASSC	74

Table A.1 continued

PARCEL NO.[1]	ADDRESS	PROPERTY OWNER NAME	BUILDING DATA					CURRENT BUSINESS NAME[7]	USE[6]
			FLRS-CNST[2][3]	TOT FLOOR W/O BASE	YEAR BUILT[4] /REGIS[5]	REN	VAC. FLRS		
			2S-CB/S	2,650	1940/N	Y	NONE	CENTRAL COURT CONDOS	01
94E-G14A		BURKHALTER, DAVID A. II							
94E-G14B									
94E-G14C									
94E-G14D									
94E-G14E									
94E-G14F		CRESCENT DEVELOPMENT INC.							
94E-G15	113 S CENTRAL STREET	MCGINNIS, WALTER EUGENE	2S-BR/S	5,250	1900/C	Y	NONE	TRI-CITY BARBER SHOP	62
94E-G16	115 S CENTRAL STREET	BUTTRY, DONALD & RUTH	1S-BR/C	2,375	1900/C	Y	NONE	BIG DONS ELEGANT JUNK	56
94E-G17	117 S CENTRAL STREET	GILLESPIE, MARY HARRIS	1S-BR/S	2,125	1900/C	Y	ALL		54
94E-G18	119 S CENTRAL STREET	THE CENTRI GROUP	2S-BR/S	3,300	1900/C	Y	NONE	THE O'HALON THAL GROUP	62
								OLD CITY NIGHTLINE	62
								C2G CITY GROUP ARCHIT.	65
94E-G19	123 S CENTRAL STREET	DANIEL, JOHN H. CO.	2S-BR/S	3,330	1900/C	N	2		94
94E-G20	125 S CENTRAL STREET	DANIEL, JOHN H. CO.	2S-BR/S	3,330	1900/C	N	ALL		51
94E-G21	127 S CENTRAL STREET	KENDRICK, WILLIAM K.	1S-BR/S	2,176	1900/C	Y	NONE	ROBERT MICHAELS SALON	56
	127 1/2 S CENTRAL ST							VALERIE'S	59
94E-G21.01	STATE STREET	DORROUGH PARKS PROPERTIES	NONE					PARKING AREA	46
94E-G21.02	STATE STREET	DANIELS, JOHN H. CO.	NONE					PARKING AREA	46

Table A.1 continued

PARCEL NO.[1]	ADDRESS	PROPERTY OWNER NAME	BUILDING DATA					CURRENT BUSINESS NAME[7]	USE[6]
			FLRS-CNST[2][3]	TOT FLOOR W/O BASE	YEAR BUILT[4] /REGIS[5]	REN	VAC. FLRS		
94E-G22	131 S CENTRAL STREET	KENDRICK, W. KRISTOPHER	2S-BR/S	2,500	1900/C	Y	2	OLD CITY CAFE	58
94E-G23	133-133 1/2 S CENTRAL ST	KENDRICK, W. KRISTOPHER	2S-BR/S	6,150	1900/C	Y	NONE	KEY ANTIQUES	59
94E-G24	135 S CENTRAL STREET	VINEGARD, JOHN	2S-BR/S	5,950	1900/C	N	ALL		94
94E-G25	CENTRAL STREET	KNOXVILLE COMM DEV CORP.	NONE					PARKING LOT	46
94E-G31	SUMMIT HILL DRIVE	CITY OF KNOXVILLE	NONE					PARKING LOT	46
94E-G32	119-121-123 E VINE ST	DORROUGH PARKS PROPERTIES	3S-BR/B	14,850	1900/N	Y	NONE	DP DORROUGH PARKS & CO.	65
94E-G33	125 E VINE STREET	HOFFNER G C REAL ESTATE	1S-BR/C	1,625	1930/N	Y	NONE	DP DORROUGH PARKS & CO.	56
94E-G34	127 E VINE STREET	HOFFNER G C REAL ESTATE	2S-BR/C	2,750	1900/N	Y	NONE	CITY BAIL BONDS	56
94E-G35	E VINE STREET	SHERWOOD, DON E.	NONE					PARKING LOT	46
94E-G36	205 E VINE STREET	SHERWOOD, LILLIAN JENKINS	2S-BR/B	5,778	1900/N	Y	NONE	O.P. JENKINS FURNITURE CO.	57
94E-G37	207-209 E VINE STREET	SHERWOOD, E J & LILLIAN J.	3S-BR/B	16,218	1900/C	Y	NONE	O.P. JENKINS FURNITURE CO.	57
94E-G38	128 S GAY STREET	REBORI, F E EST	3S-BR/B	15,801	1885/C	P	2,3	CAMPBELL PRINTING & SUPY	57
	213 E VINE STREET							DUKE'S JEWELERS	56
94E-G39	126 S GAY STREET	SUD, M N & LEELA	4S-BR/B	50,592	1900/C	N	4	TOM'S PLACE	59
94E-G40	124 S GAY STREET	BILLIG, JOSEPH							51
94E-G41	122 S GAY STREET	ABRAMS, LAWRENCE H.						DRAPERY MANUFACTURER	65
94E-G42	120 S GAY STREET	KENDRICK, W. KRISTOPHER							94
94E-G43	114-116 S GAY STREET	STERCHI, BERTHA K.	10S-BR/B	94,900	1926/C	N	ALL		57
94E-G44	S GAY STREET	KENDRICK, W. KRISTOPHER	NONE						91

Table A.1 continued

PARCEL NO.[1]	ADDRESS	PROPERTY OWNER NAME	BUILDING DATA					CURRENT BUSINESS NAME[7]	USE
			FLRS-[2] CNST[3]	TOT FLOOR W/O BASE	YEAR BUILT[4] /REGIS[5]	REN	VAC. FLRS		
94E-G45	S GAY STREET	KENDRICK, W. KRISTOPHER	5S-BR/B	15,500	1900/C	N	ALL		94
BLOCK H									
94E-H9	122 W SUMMIT HILL DRIVE	HOFFNER G C REALTY	1S-BR/B	4,080	1933/N	Y	NONE	VINE AVENUE FURNITURE CO.	57
94E-H10	110 W SUMMIT HILL DRIVE	B R ASSOCIATES	2S-BR	5,000	1900/N	N	NONE	JAMES A H BELL, PC LAW	65
94E-H11	106 W SUMMIT HILL DRIVE	DAY, EARL FREDRICK	3S-BR	15,300	1900/N	Y	NONE	DOWNTOWN RENTALS	69
								J&S MORTON FURN. INC.	57
94E-H12	104 W SUMMIT HILL DRIVE	KENDRICK, W. KRISTOPHER	3S-BR	14,808	1910/N	Y	NONE	D V COMMUNICATIONS	65
								THE WILLINGHAM GARRETTS	01
94E-H13.1	100 W SUMMIT HILL DRIVE	BREWER, DANNY RAY	2S-BR	5,600	1900/N	Y	NONE	KINGS ROW CONDOMINIUMS	01
94E-H13.2		CAMPBELL AND DAWSON							
94E-H13.3									
94E-H13.4		KENDRICK, W. KRISTOPHER							
94E-H13.5		ORNL CREDIT UNION							
4E-H13.6		CURL, WILLIAM B							
94E-H14.01	211B S CENTRAL STREET	WITHERS & CURL INC.	1S-BR	2,100	1900/N	Y	NONE	BENNY CURL CONST.	66
94E-H14.02	211 S CENTRAL STREET	CAMPBELL & DAWSON						CAMPBELL & LAWSON, ATTY.	65
94E-H15	221 S CENTRAL STREET	KENDRICK, W. KRISTOPHER	NONE					PARKING AREA	46
94E-H16	111 W COMMERCE AVE	STERCHI, R. HUGH	NONE					PARKING	46
94E-H17	STATE STREET	JOFFNER G C REAL ESTATE	2S-BR/S	7,440	1982/N		NONE	JAMES E. BROWN INS.	65

Table A.1 continued

PARCEL NO.[1]	ADDRESS	PROPERTY OWNER NAME	BUILDING DATA					CURRENT BUSINESS NAME[7]	USE[6]
			FLRS-CNST[2]	TOT FLOOR W/O BASE	YEAR BUILT[4] /REGIS[5]	REN	VAC. FLRS		
BLOCK J									
94E-J20	103-107 S GAY STREET	VOLUNTEER HELPERS INC.	3S-BR/B	5,243	1900/C	IP	NONE	VOLUNTEER MININSTRY	69
	105 S GAY STREET							JACKSON AVE APARTMENTS	03
94E-J21	109 S GAY STREET	KENDRICK, W. KRISTOPHER	2S-BR/B	1,600	1900/C	N	ALL		58
94E-J22	111 S GAY STREET	DUKES, DOYLE I.	2S-BR/B	1,600	1900/C	P	2	GAY JEWELERY	58
94E-J23	113-119 S GAY STREET	KENDRICK, W. KRISTOPHER	2S-BR/B	3,840	1900/C	N	ALL		59
			2S-BR/B	5,120	1900/C	N	ALL		59
94E-J24	121-123-125 S GAY ST	ABRAMS, LAWRENCE ET. AL.	2S-BR/B	9,300	1900/C	P	2	MILL AGENT STORE	59
94E-J25	129 S GAY STREET	ABRAMS, ISADORE ET. AL.	2S-BR/B	4,368	1889/C	P	2	MILL AGENT STORE	59
94E-J26	131 S GAY STREET	TARAS, MANUEL	2S-BR/B	3,720	1921/C	P	2	HAROLDS FOODS (DELI)	58
94E-J27	133 S GAY STREET	EAST TN JEWELERS EXCHANGE	2S-BR/B	5,022	1920/C	N	ALL		59
94E-J28	135-135 1/2 S GAY STREET	EAST TN JEWELERS EXCHANGE	2S-BR/B	2,981	1920/C	P	NONE	EAST TN JEWELERS EXC	59
94E-J29	137 S GAY STREET	SKALET, VICTOR H	2S-BR/B	4,324	1900/C	P	NONE	KNOX JEWELRY AND LOAN	59
94E-J30	141 S GAY STREET	KENDRICK, W. KRISTOPHER	2S-BR/C	3,013	1890/C	N	ALL		94
94E-J31	143-145 S GAY STREET	ABRAMS, MONTE TR	1S-BR/B	3,066	1900/N	N	ALL		94

TABLE A.1 NOTES:

[1] Parcel Number Corresponds to Figure A.1 - "Tax Map of Study Area"

[2] S=Stories

[3] Building Construction: BR=Brick, CB=Concrete Block/ B=Basement, C=Crawl Space, S=Slab

[4] Year of Construction: All Years are Circa

[5] National Register Status: C=Contributing Building of Historic District, N=Non-Contributing Building

[6] Building Renovation: Y=Yes, N=No, P=Partial, IP=In Progress

[7] Existing Businesses as of September 30, 1991

[8] Recorded Land-Use for Parcel

Not Applicable or None 

LAND USE KEY

Residential
01 1 Family
02 2-4 Family
03 5-19 Family
04 20+ Family
15 Group Quarters
16 Residential Hotel
17 Mobile Home Park
18 Transient Lodging
19 Other Residential

Manufacturing
21 Food & Kindred
22 Textile
23 Apparel & Similar
24 Lumber & Wood
25 Furniture & Fixtures
26 Paper & Allied
27 Printing & Allied
28 Chemical & Allied
29 Petrol. Refin. & Related
31 Rubber & Plastic
32 Stone, Clay & Glass
33 Primary Metal
34 Fabricated Metal
35 Por. & Science. Instr.
39 Misc. Manufacturing

Transportation, Comm & Utility
41 Rail Transit
42 Motor Vehicles
43 Aircraft
44 Marine Craft
45 Street R.O.W.
46 Auto Parking
47 Communications
48 Utilities
49 Other TC&U

Trade
51 Wholesale
52 Retail Bldg, Matrl, Hdwr & Farm
53 Retail Gen. Merchandise
54 Retail Food
55 Retail Auto/Boat/Air
56 Retail Apparel & Acc
57 Retail Home Furnishing
58 Retail Eat & Drink
59 Other Retail

Services
60 Tax Increment
61 Fin. Ins & Real Estate
62 Personal
63 Business
64 Repair
65 Professional
66 Contract Construction
68 Educational
69 Misc Services

Recreational
71 Culture, Nat. Exhib
72 Public Assembly
73 Amusements
74 Rec. Activities
75 Resorts & Camps
76 Parks
79 Other Recreation

Resource
80 Agriculture Act
81 Agriculture
82 Agriculture Related
83 Forestry & Related
84 Fishing & Related
85 Mining & Related
89 Other Resources

Undeveloped
91 Unused Land
92 Non Commercial Forest
93 Water Areas
94 Vacant Floors
95 Under Construction
99 Other Undeveloped

Exempt
101 Federal
102 Knox County
103 City of Knoxville
104 State
105 City of Farragut
120 Church

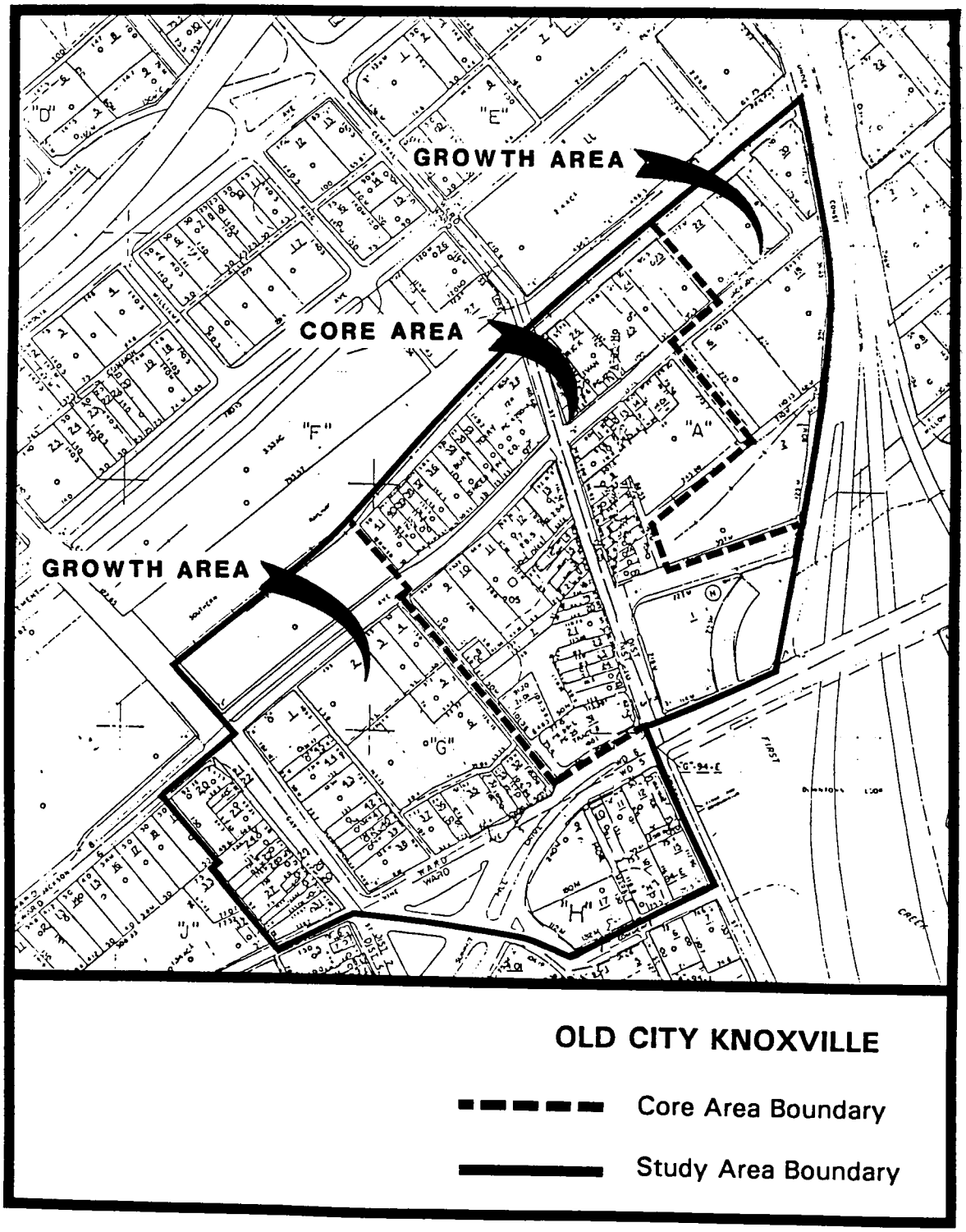

Figure A.1 - Tax Map of Parcels in the Study Area

APPENDIX B

THE SECRETARY OF THE INTERIOR'S STANDARDS FOR REHABILITATION

1. A property shall be used for its historic purpose or be placed in a new use that requires minimal change to the defining characteristics of the building and its site and environment.

2. The historic character of a property shall be retained and preserved. The removal of historic materials or alteration of features and spaces that characterize a property shall be avoided.

3. Each property shall be recognized as a physical record of its time, place, and use. Changes that create a false sense of historical development, such as adding conjectural features or architectural elements from other buildings, shall not be undertaken.

4. Most properties change over time; those changes that have acquired historic significance in their own right shall be retained and preserved.

5. Distinctive features, finishes, and construction techniques or examples of craftsmanship that characterize a property shall be preserved.

6. Deteriorated historic features shall be repaired rather than replaced. Where the severity of deterioration requires replacement of a distinctive feature, the new feature shall match the old in design, color, texture, and other visual qualities and, where possible, materials. Replacement of missing features shall be substantiated by documentary, physical, or pictorial evidence.

7. Chemical or physical treatments, such as sandblasting, that cause damage to historic materials shall not be used. The surface cleaning of structures, if appropriate, shall be undertaken using the gentlest means possible.

8. Significant archeological resources affected by a project shall be protected and preserved. If such resources must be disturbed, mitigation measures shall be undertaken.

9. New additions, exterior alterations, or related new construction shall not destroy historic materials that characterize the property. The new work shall be differentiated from the old and shall be compatible with the massing, size, scale, and architectural features to protect the historic integrity of the property and its environment.

10. New additions and adjacent or related new construction shall be undertaken in such a manner that if removed in the future, the essential form and integrity of the historic property and its environment would be unimpaired.

APPENDIX C

SOUTHERN TERMINAL AND WAREHOUSE NATIONAL HISTORIC DISTRICT INVENTORY

INVENTORY

Central Avenue

1) 106 N. Central Avenue - (c. 1925) Two story, brick, three bay building altered by use of highly embellished stucco clad Neo-classical storefront and second story windows. Flat roof. Original style unknown due to alterations. (N).

2) 108 N. Central Avenue - (c. 1925) One story, brick, two bay, stucco covering, glass brick windows, altered entry, flat roof. Original style unknown due to alterations. (N

3) 111 N. Central Avenue - (c. 1905) Vernacular Commercial, two story, brick, three bay with storefront at south end of east elevation, freight dock and loading bay to north. Storefront portion has recessed divided transoms, 6/6 multi-paned windows at mezzanine level and 1/1 windows on full second story. Middle bay has double sliding track doors with 8/8 windows and multi-paned segmental arch transom. Northern bay has two horizontally paneled doors with multiple panes in uppermost horizontal panel. All windows and doors have segmental arched brick lintels. Flat roof. (C).

4) 101-109 1/2 S. Central Avenue - (c. 1900) Vernacular Commercial, one story, brick, five bay storefront with recessed transoms, pressed tin cornice, circular windows on north elevation, flat roof. (C).

5) 102-104 S. Central Avenue - (c. 1900) Vernacular Commercial, two story, brick, two bay, two recessed storefronts with transoms covered, single pane windows with stone lintels and sills, projecting pressed tin cornice with brackets, flat roof. (C).

6) 106-108 1/2 S. Central Avenue - (c. 1900) Vernacular Commercial, two story, brick, three bay, three recessed storefronts with multi-paned transoms, paired 1/1 double hung windows with stone lintels and sills, projecting pressed tin cornice with brackets, flat roof. (C).

7) 110 S. Central Avenue - (c. 1890) Victorian Vernacular Commercial, two story, one bay, single storefront with recessed entry and transom, transoms over storefront. Double hung windows with rectangular stone hoods with dentils, frieze has decorative brick work, projecting pressed tin cornice with brackets. Flat roof. (C).

8) 111 S. Central Avenue - (c. 1900) Two story, brick, single bay, facade altered with permastone, pressed tin cornice, flat roof. Original style unknown due to alterations. (N).

9) 112 S. Central Avenue - (c. 1890) Vernacular Commercial, three story, brick, one bay, single storefront with recessed entry, transoms over entire width of facade, triple sash windows, stone belt courses and sills, paired brick pilasters with stone capitals, corbeled frieze, paired outside pilasters topped by stone arch, keystones and imposts. Flat roof. (C).

10) 113 S. Central Avenue - (c. 1900) Vernacular Commercial, two story, brick, single bay, altered storefront, second story windows with segmental arched brick lintels covered over. Corbeled brick cornice. Flat roof. (C).

11) 114 S. Central Avenue - (c. 1925) Vernacular Commercial, one story, brick, one bay, single storefront with recessed entry and transom over doors. Transom over storefront has been covered. Flat roof. (C).

12) 115 S. Central Avenue - (c. 1925) Vernacular Commercial, one story, brick, one bay, single storefront altered, pressed tin cornice, flat roof. (C).

13) 116 S. Central Avenue - (c. 1900) Vernacular Commercial, two story brick with single bay. Applied covering over transom and second story windows, segmentally arched brick lintels. Frieze of brick corbeling, Boom Town roof. (C).

14) 117 S. Central Avenue - (c. 1925) Vernacular Commercial, one story, brick, one bay, single storefront with double centered doors with transoms, pressed tin cornice, flat roof. (C).

15) 118-122 S. Central Avenue - (c. 1925) Vernacular Commercial, one story, brick, three bay, triple storefront with transoms, flat roof. (C).

16) 119-121 S. Central Avenue - (c. 1890) Italianate Commercial, two story, brick, three bay with two storefronts and separate entrance to upstairs. Recessed entries with transoms above doors, and multi-paned transom over width of facade. Storefronts divided with brick pilasters capped by pressed tin capitals, 3/1 double hung windows with stone imposts and stilted arches. Arches above windows have bricked dentils, stone keystones and sills, corbeled brick cornice. Flat roof. (C).

17) 123-125 S. Central Avenue - (c. 1900) Vernacular Commercial, two story, brick, two bay, two storefronts with recessed entries, multi-pane transom extending width of facade, 1/1 double hung windows with segmentally arched brick lintels and stone sills, corbeled brick cornice, pressed tin cornice above storefront. Flat roof. (C).

18) 127-129 S. Central Avenue - (c. 1925) Vernacular Commercial, one story, brick, originally a three bay front with one bay sealed off with concrete block, transoms over display windows and recessed entries. Boom Town roof capped with stone trim. (C).

19) 131 S. Central Avenue - (c. 1900) Vernacular Commercial, two story, brick, two bay, first floor doors, transoms, store windows and counters remain. Second story windows with segmental arches have been covered. Pressed tin cornice, flat roof. (C).

20) 133 S. Central Avenue - (c. 1900) Vernacular Commercial, two story, brick, single bay, front elevation has divided storefront with small-paned transoms and a separate entrance to upstairs. Altered twelve paned fixed windows with brick sills, decorative vertical corbeling forms frieze below pressed tin cornice with decorative brackets. Flat roof. (C).

21) 135 S. Central Avenue - (c. 1900) Vernacular Commercial, two story, brick, facade has recessed bay with transom extending the width of the facade, five contiguous 1/1 double hung windows on second story, decorative vertical corbeling forms frieze below pressed tin cornice with decorative brackets. Flat roof. (C).

Depot Avenue

22) 106 Depot Avenue - White Lily Foods Company (1885, c. 1890-1895) Victorian Vernacular Commercial. Four story brick with later additions on the north and south elevations. Each portion has segmentally arched and stepped pilastered arcades, multi-paned windows with stone sills, and a brick corbel table under the eaves. Slight variations in the segmental arches and windows occur between the original four story central portion, the four story northern (c. 1890) portion, and the later (c. 1895) five story portion on the south. (C).

23) 306 Depot Avenue - Southern Railway Terminal and Sheds (1904) Dutch Revival with Romanesque influence. Designed by Frank P. Milburn, Southern Railway architect. 2½ story brick structure with stone foundation and arched brick walkway. Double hung windows with stone sills and lintels, multi-paned pivoting transoms, segmental arches over first story doors with stone keystones and multi-paned transom. Projecting bracketed cornice forms base of corbiestepped gables with narrow triplet windows at gable ends. Central clock tower on terminal removed in 1945. Open hipped roof train sheds with patterned asphalt shingles located behind terminal. (C).

24) 306 Depot Avenue - Southern Railway Freight Depot (1904) Dutch Revival Style, designed by Frank P. Milburn, Southern Railway architect. 2½ story brick center section is flanked on east and west by one story brick sections. Double hung windows with stone sills and lintels, segmental arches over first story doors with stone keystones and multi-pane transom, stone foundation. Projecting bracketed cornice forms base of corbie - stepped gables with narrow triplet windows at gable ends. Building served a freight collection and shipping function tied to the Terminal located adjacent to it. (C).

Gay Street

25) Gay Street Viaduct - (c. 1918-1919) Multiple single-span structure with concrete T-beam deck and concrete piers designed by Southern Railway. (C).

26) 102-106 S. Gay Street - Emporium Building (c. 1903) Second Renaissance Revival, four story, brick, three bay, first floor transoms and store windows have been covered with an applied metal covering. Limestone lintels and sills at third story windows, arched fourth story windows have applied limestone keystones. Side elevation has paired segmental arched 1/1 windows in each of eleven bay divisions with some windows now bricked in. Projecting metal cornice removed. Flat roof. (C).

27) 103-107 S. Gay Street - (c. 1918) Vernacular Commercial, two story, brick veneer, five bay, 6/6 windows, stone lintels, sills and cornice, altered storefront and windows. Irregular shaped building follows curved corner. Flat roof. (C).

28) 108-110 S. Gay Street - (c. 1906) Vernacular Commercial, four story, brick, two bay, rusticated limestone sills, pressed tin cornice with elaborate brackets, arched windows at fourth story. One applied front over half of first floor storefront while framing for other half remains in place. Flat roof. (C).

29) 109-111 S. Gay Street - (c. 1920) Vernacular Commercial, two story, brick veneer, single bay, limestone sills, pressed tin cornice. Windows and storefront altered. Flat roof. (C).

30) 112 S. Gay Street - (c. 1906) Front facade of brick with limestone sills, lintels and detailing divided into three bays. Note - only front wall left standing after remainder of building was burned and left demolished. Original style unknown. (N).

31) 113-119 S. Gay Street - (c. 1920) Vernacular Commercial, two story, brick veneer, four bay, pressed tin cornice, Chicago style second story windows, flat roof. (C).

32) 114-116 S. Gay Street - Sterchi Building (c. 1921) Commercial Style, ten story, brick veneer with terra cotta ornamentation, multi-paned windows in three bay front elevation. First floor storefront altered. Flat roof. (C).

33) 120-126 S. Gay Street - Commerce Building (c. 1891) Italianate Commercial, four story brick divided into four bays with three windows in each bay, with fourth story windows having arched transoms, embossed metal cornice. First floor storefronts altered. Parapet roof. (C).

34) 121-123-125 S. Gay Street - (c. 1920) Vernacular Commercial, two story, brick veneer, three bay with terra cotta ornamentation at string course, cornice, and surrounding second story windows which have multi-paned transoms and windows. First story altered. Flat roof. (C).

35) 128 S. Gay Street - (1915) Vernacular Commercial, three story, brick, three bay with engaged corbeled pilasters dividing windows. Pressed tin cornice with paired brackets, terra cotta panels appearing between second and third stories. Storefront altered and windows boarded. Parapet roof. (C).

36) 129 S. Gay Street - (c. 1895) Sullivanesque, three story brick with Boom Town roof, decorative cornice and corbeling. Three bays marked by engaged pilasters with Ionic capitals at second and third stories with arched transom over third story windows of center bay. Storefront altered. (C).

37) 131 S. Gay Street - (c. 1918) Vernacular Commercial, two story, brick veneer, single bay, pressed tin cornice, altered storefront, Boom Town roof. (C).

38) 133 S. Gay Street - (c. 1910) Vernacular Commercial, two story, brick veneer, single bay, multi-paned transom above second story windows, limestone sills, projecting pressed tin cornice above second story windows supported by paired brackets and roofed with spanish tile. First story altered. Flat roof. (C).

39) 135 S. Gay Street - (c. 1895) Victorian Vernacular Commercial, two story, brick, three bay, pressed tin cornice and corbeled cornice, limestone keystones and sills on second story arched windows. First floor altered. Flat roof. (C).

40) 137 S. Gay Street - (c. 1920) Vernacular Commercial, two story, brick veneer, single bay with altered storefront which shares arched door with adjoining building. Flat roof. (C).

41) 141 S. Gay Street - (c. 1890) Victorian Vernacular Commercial, two story, brick, single bay, bowed second story window, elaborate gable end false front forms Boom Town roof, tin cornice with dentils at top of first and second stories which continues on adjoining building. Arched multi-paned doorway with fanlight shared by adjoining building. Storefront altered. (C).

Jackson Avenue

42) 100 E. Jackson Avenue - Sullivan's Saloon (c. 1889) Eastlake Style, two story brick building with three story corner turret with conical standing seam roof. Corner storefront has paired wooden entry doors and elaborate transom above entry, single porthole window in each of three bays on south elevation facing Jackson Avenue. 1/1 windows with transoms and rusticated stone sills and lintels at second story, third story of turret has 1/1 arched windows with stone sills and trim around arched lintels flanked by gable ends at west and south elevations. Five chimneys. (C). (Already on the National Register as part of the Jackson Avenue Warehouse District)

43) 106 E. Jackson Avenue - (c. 1929) Vernacular Commercial, one story, brick, single bay, single storefront with recessed transoms. Boom Town roof capped with stone trim. (C).

44) 108-110 E. Jackson Avenue - (c. 1903) Vernacular Commercial, two story, brick, three bay, two storefronts with recessed transoms, separate recessed entrance with transom to upstairs. Triple double hung windows with multi-paned transoms in segmental arch with stone sills and arched brick lintels. Flat roof. (C).

45) 109-113 E. Jackson Avenue - (c. 1925) Vernacular Commercial, two story, brick, three bay building with loading dock in two western bays, storefront windows with entry door and transoms in easternmost bay, paired multi-paned windows in each of bays at second story. Flat roof. (C).

46) 112-114 E. Jackson Avenue - (c. 1910) Vernacular Commercial, two story, brick, two bay, two storefronts with recessed entries with multi-paned transoms, casement windows, flat roof. (C).

47) 115-119 E. Jackson Avenue - (c. 1930) Vernacular Commercial, three story brick with recessed storefront and loading dock on first story, two bays on each of upper stories with paired multi-paned windows with stone sills. Flat roof. (C).

48) 116-118 E. Jackson Avenue - (c. 1910) Vernacular Commercial, two story, brick, two bay structure with metal storefront cornice and metal top cornice with brackets. Recessed entries with transoms behind drive in storefront. Flat roof. (C).

49) 200 E. Jackson Avenue - (c. 1910) Vernacular Commercial, two story, brick, three bay, recessed step up entry, transoms over display windows have been covered and have stone sills, pedimented hood with brackets over door, triple hung multi-paned fixed windows, corbeled frieze, flat brick sills and lintels, basement windows with stone sills visible on sidewalk level, flat roof. (C).

50) 103 W. Jackson Avenue - (c. 1900) Vernacular Commercial, two story, brick, three bay, recessed entry altered, covered store windows. Transoms above entry and store windows, metal storefront cornice, rectangular recessed windows with transoms on second story, corbeled brick cornice at top of building, flat roof capped with stone trim. (C).

51) 105 W. Jackson Avenue - (c. 1900) Vernacular Commercial, three story brick structure with two bay storefront covered with applied material. 1/1 windows with stone sills and flat brick lintels at second and third stories, metal storefront cornice, projecting metal cornice at top of building. Flat roof capped with stone trim. (C).

52) 116 W. Jackson Avenue - (c. 1925) Vernacular Commercial, three story, brick, four bay building with altered storefronts and altered multi-pane windows in each of bays. Contrasting stone trim in top cornice. Flat roof. (C).

53) 118 W. Jackson Avenue - (c. 1900) Vernacular Commercial, three story, brick, single bay, storefront and display windows with transoms, multi-pane windows with stone sills on upper floors, contrasting stone trim along cornice. Flat roof. (C).

54) 121-123 W. Jackson Avenue - (c. 1900) Victorian Vernacular Commercial, 3½ story brick structure. Engaged rusticated stone columns surround wooden storefronts with wooden double entry doors and glass transoms with wooden dentil molding below transoms. Easternmost portion is known as the Carhart Building, three bay, 4/2 second story windows with transoms, stone sills, lintels and imposts, third story windows have multi-paned transoms, arched stone lintels and keystones, arcaded cornice, flat roof capped with stone trim. Westernmost portion is three bay and has paired 1/1 double hung windows with stone lintels and sills on second story, paired 1/1 windows with arched transoms and lintels with applied keystones on third story, arcaded cornice with stone imposts, projecting roofline. (C). (Already on the National Register as part of the Jackson Avenue Warehouse District).

55) 122 W. Jackson Avenue - (c. 1900) Vernacular Commercial, five story, brick, two bay with double entry doors and storefront windows with transoms on first floor, three window openings in each of bays on second story, third and fourth story windows have been altered, multi-pane windows on fifth story, diamond patterned brick work above second story windows, arched corbeled brick work above third story, projecting metal cornice above fifth story, flat roof. (C). (Already on the National Register as part of the Jackson Avenue Warehouse District Extension).

56) 122 W. Jackson Avenue - (c. 1900) Vernacular Commercial, five story, brick, two bay, altered storefront, central entry and transoms, jalousie windows on second story, third story windows have stone imposts supporting two pairs of three 1/1 arched windows flanked by stone imposts, fifth story has two sets of three each 1/1 rectangular windows. Flat roof. (C). (Already on the National Register as part of the Jackson Avenue Warehouse District Extension).

57) 125-127 W. Jackson Avenue - (c. 1890) Vernacular Commercial, three and four story brick building with six bays and two divided storefronts, recessed entries, multi-paned diamond patterned transoms over entries and storefronts. Paired 1/1 double hung windows separated by brick columns capped by terra cotta capitals, applied terra cotta wreaths and garlands between second and third stories. Projecting bracketed cornice, building capped by arcaded cornice with terra cotta wreaths. Flat roof. (C).

58) 129-131 W. Jackson Avenue - (c. 1895) Victorian Vernacular Commercial, three story, brick, two bay, double storefront with transoms divided by stone columns, stone belt courses above storefronts. Second story has paired 1/1 double hung windows with stone lintels and sills. Third story has 1/1 windows, arched with dentils and stone keystones, sills and imposts. Arcaded cornice with stone imposts. Flat roof capped with stone trim. (C). (Already on the National Register as part of the Jackson Avenue Warehouse District).

59) 132-134 W. Jackson Avenue - (c. 1900) Four story, brick, two bay, two altered storefronts with transoms over doors. Aluminum applied to entire facade above storefront. Flat roof. Original style unknown due to alterations. (N).

60) 200-202 W. Jackson Avenue - (c. 1920) Commercial Style, six story, brick, two bay, multi-paned pivoting windows with stone sills above first story. Stone belt courses below sills of first and second story windows, brick pilaster divides facade above first story. Flat roof. (C).

61) 205-207 W. Jackson Avenue - (c. 1870) Vernacular Commercial, one story, brick, twenty bay with gable roof, arched garage entries and brick pilasters. Originally part of Southern Railway complex. (C).

62) 214 W. Jackson Avenue - (c. 1900) Commercial Style, five story, brick, five bay, multi-paned pivoting windows on upper floors, transoms over first story windows, arches at opposite ends of first story. Projecting cornice with vertical corbeling at each corner of facade. Flat roof. (C).

63) 304-306 W. Jackson Avenue - (c. 1920) Vernacular Commercial, three story, brick veneer, three bay, 6/6 windows with stone lintels, altered storefronts, flat roof. (C).

64) 308-310 W. Jackson Avenue - (c. 1906) Vernacular Commercial, three story brick veneer with three bays, two which are garage openings at street level, one of which is an altered storefront. Multi-paned paired casement windows on second and third stories. Boom Town roof. (C).

65) 312-314 W. Jackson Avenue - (1903) Vernacular Commercial, three story, brick, two bay, corbeling above third story windows. Recessed transom over first story doors and windows. Metal casement multi-paned windows with moveable center section. Flat roof. (C).

66) 401 W. Jackson Avenue - (c. 1870) Vernacular Commercial, one story, brick, twenty bay with hipped roof, arched garage entries and brick pilasters. Originally part of Southern Railway complex. (C).

67) 408 W. Jackson Avenue - (c. 1910) One story, brick, single bay with vertical paneling applied to facade, paired aluminum windows, recessed entry, flat roof. Original style unknown due to alterations. (N).

68) 416 W. Jackson Avenue - (c. 1925) Vernacular Commercial, two story, brick veneer, three bay with first story end bay housing doorway with transom, middle first story bay has store window with transom, third bay has garage door, multi-pane fixed windows in each bay of second story. Stone pommels top engaged bricked pilasters which divide base. Stone base and second story window sills. Flat roof. (C).

69) 416 W. Jackson Avenue - (c. 1925) Vernacular Commercial, one story, brick veneer with loading bay in storefront. Stone base and cornice, round stone pommels at cornice line, Boom Town roof. (C).

70) 501-503 W. Jackson Avenue - (c. 1900) Commercial Style, four story, brick, paired windows in each of four bays, limestone sills and cornice. Recessed masonry panel marks division between floors. 2/2 paired windows at second and third floors, and 1/1 paired arched windows with transom at fourth floor. Garage doors on first floor. Flat roof. (C).

71) 505-507 W. Jackson Avenue - (c. 1900) Commercial Style, six story, brick, two bay, pressed metal cornice, stone sills and belt courses. Arched windows at fourth and sixth stories, flat windows at second, third and fifth stories. Altered storefront. Flat roof. (C).

72) 509-515 W. Jackson Avenue - (c. 1910) Vernacular Commercial, three story, brick, four bay structure with corbeled brick trim at top of each pilaster, stone sills and multi-pane transom over storefront at westernmost bay, overhead doors at other bays, two sets of paired 1/1 windows on upper stories at each bay. Flat roof. (C).

73) 512 W. Jackson Avenue - Sani-Seal Ice Cream Building (c. 1927) Vernacular Commercial, two story, brick veneer, three bay with multi-paned windows, stone sills and cornice. Garage door in center bay. Flat roof. (C).

74) 516 W. Jackson Avenue - (c. 1927) Vernacular Commercial, two story, frame, brick veneer, two bay, altered first floor storefronts, limestone sills at second story windows, limestone cornice, flat roof. (C).

75) 517-519 W. Jackson Avenue - (c. 1920) Vernacular Commercial, six story, two bay with stone sills and cornice trim, awning windows, flat roof. (C).

76) 521-523 W. Jackson Avenue - (c. 1912) Vernacular Commercial, 4 1/2 story, four bay structure. 1/1 double hung windows with limestone sills, recessed arch transom over entrance. Flat roof. (C).

77) 525 W. Jackson Avenue - (c. 1920) Vernacular Commercial, one story, brick veneer, six bay, store windows covered below transoms, patterned brick work over transoms, common bond brick in rear of building, limestone base, flat roof. (C).

State Street

78) 111 State Street - (c. 1925) Vernacular Commercial, one story, brick, five bay loading dock with overhead doors with beaded recessed panels, multi-pane transoms. Metal standing seam shed roof extends width of facade, pivoting windows with flat brick sills beneath shed roof for ventilation. Boom Town roof. (C).

79) 123 State Street - (c. 1925) Vernacular Commercial, one story, brick, facade has large open bay with garage door, facade window with flat brick sill covered. Boom Town roof capped with stone trim. (C).

Vine Avenue

80) 209 Vine Avenue - (c. 1910) Vernacular Commercial, two story, brick, single bay, altered first floor and bricked in second story windows. Stone belt course and applied cornice, Boom Town roof capped with stone trim, recessed and corbeled decorative brick work. (C).

81) 211 Vine Avenue - (c. 1895) Victorian Vernacular Commercial, three story, brick, single bay, first floor facade altered. Metal standing seam roof between first and second stories continued from adjacent building. Windows changed to single pane, fixed with segmentally arched brick lintels, stone sills, pressed tin cornice with decorative brackets. Flat roof capped with limestone trim. (C).

82) 213 Vine Avenue - Vernacular Commercial, one story, brick with stucco, single bay, pressed tin cornice, altered facade, flat roof. (N).

APPENDIX D

STREETSCAPE COST ESTIMATES AND FIGURES

Item	Description	Unit	Quantity Proposal	Quantity Current	Unit Price	Current Total
G-14	IFX	Ea.	8	8	$ 257.84	$ 2,062.72
G-15	ISS	Ea.	27	27	23.21	626.67
G-16	JAI	Ea.	590	590	28.36	16,732.40
G-17	JBP	Ea.	0	111	19.34	2,146.74
G-18	JCA	Ea.	190	79	19.34	1,527.86
G-19	JCC	Ea.	118	118	28.36	3,346.48
G-20	NCS	Ea.	884	1,136	0.73	829.28
G-21	PAA	Ea.	3	3	451.21	1,353.63
G-23	QPS	Ea.	33	32	386.75	12,376.00
G-24	QPX	Ea.	1	1	644.59	644.59
G-25	TCA	Ea.	9	9	51.57	464.13
G-26	TCD	Ea.	165	141	32.23	4,544.43
ALTERNATE NO. 1 - JACKSON/CENTRAL						
A-General						
A-1	Mobilization of Forces, Supplies and Equipment	L.S.	1	100%	38,332.35	38,332.35
A-1A	Adjustment for Schedule Change	L.S.	1	100%	8,035.88	8,035.88
A-2	Vehicular & Pedestrian Traffic control	L.S.	1	100%	44,310.98	44,310.98
B-Demolition						
B-1	Sidewalk, Curb and Pavement Demolition	S.F.	27,761	40,790.12	1.52	62,000.98
B-2	Undercut Unsatisfactory Soils Material	C.Y.	126	80	12.41	992.80
B-3	Borrow Fill Material	C.Y.	126		12.41	
B-3A	Flowable Fill	C.Y.	80	48	59.00	2,832.00
B-4	Clearing and Grubbing	S.Y.	1,329.66	1,151	3.41	3,924.91
B-5	Topsoil	C.Y.	247	428	14.89	6,372.92

Item	Description	Unit	Quantity Proposal	Quantity Current	Unit Price	Current Total
B-6	Abandon Existing Drainage Structures	Ea.	7	3	$ 465.46	$ 1,396.38
B-8	Remove Stone Curb & Store	L.F.	1,182	1,182	4.10	4,846.20
B-9	Remove Chain Link Fence	L.F.	125	125	1.86	232.50
C-Utilities						
C-1	Catch Basin, Type 12 w/ Curb Inlet Casting	Ea.	11	10	1,489.49	14,894.90
C-2	Catch Basin, Type 12 w/ Type C Casting	Ea.	3	3	1,489.49	4,468.47
C-4	Modify Catch Basin Re-using Frame and Grate	Ea.	4	6	1,117.11	6,702.66
C-4A	Plug Existing Pipe Inlet	L.S.	1	1	500.00	500.00
C-6	Manhole w/No.3, Type C Casting, 0' to 6' Depth	Ea.	1	1	1,241.24	1,241.24
C-7	Manhole w/No.3, Type C Casting, 6' to 10' Depth	Ea.	1	2	1,613.61	3,227.22
C-8	15" Concrete Storm Drainage Pipe (0' to 6')	L.F.	200	265	52.13	13,814.45
C-9	18" Concrete Storm Drainage Pipe (0' to 6')	L.F.	30		58.34	
C-10	24" Concrete Storm Drainage Pipe (0' to 6')	L.F.	11	64	67.03	4,289.92
C-11	15" Concrete Storm Drainage Pipe (6' to 8' depth)	L.F.	50		63.30	
C-15	New 12" Trench Drain w/ Frame and Cover	L.F.	20	32.5	86.08	2,797.60
C-20	Adjust Existing Utility Manholes at Streets to Grade	Ea.	5	5	806.80	4,034.00
C-21A	1" Conduit (PVC) Cable TV	L.F.	0	433	33.51	14,509.83
C-22	2" Conduit (PVC) for Traffic Signals	L.F.	50	58	34.89	2,023.62

Item	Description	Unit	Quantity Proposal	Quantity Current	Unit Price	Current Total
C-23	2 - 2" Conduit in Same Ditch - Traffic Signal	L.F.	450	231	39.66	9,161.46
C-35	Pull Box, Standard	Ea.	4	4	732.33	2,929.32
C-36	8" Water Main	L.F.	0	1	$ 49.65	$ 49.65
C-40	6" Service Line	L.F.	0	7.67	43.44	333.18
C-41	2" PVC Water Line under Existing Street	L.F.	180	94	22.34	2,099.96
C-42	2" PVC Water Line under New Sidewalk	L.F.	0	20	23.58	471.60
C-44	Remove Existing Hydrants	Ea.	3		124.12	
C-46	New Fire Hydrants	Ea.	3	1	248.25	248.25
C-49	New 6" Gate Valve	Ea.	0	1	186.19	186.19
C-51	New Flush Mounted Yard Hydrant	Ea.	3	2	434.43	868.86
C-52	New 1" Back Flow Preventer	Ea.	1		682.68	
C-52A	New 1" Dual Check Valve and Fittings	Ea.	2	3	320.16	960.48
C-55	Relocate or Install New Water Meter	Ea.	1	3	434.43	1,303.29
C-56	Foundations, Street Light Support	Ea.	55	56	498.32	27,905.92
C-57	Foundations, Street Light Control Cabinets	Ea.	2	3	806.80	2,420.40
C-58	Install Street Light & Receptacle Contactor Control Cabinet	Ea.	2	3	347.55	1,042.65
C-59	Install Street Light Pole and Fixture	Ea.	55	55	366.17	20,139.35
C-61	Install Special Events Boxes	Ea.	1	8	186.19	1,489.52

Item	Description	Unit	Quantity Proposal	Quantity Current	Unit Price	Current Total
C-62	Install New Electric Manhole, No. 160	Ea.	1	1	$ 5,089.08	$ 5,089.08
C-64	Install New Electric Handhole	Ea.	13	13	434.43	5,647.59
C-72	Install Electric Duct Line 9) 4"	L.F.	190	221	114.19	25,235.99
C-73	Install Electric Duct Line 6) 4"	L.F.	50	50	96.82	4,841.00
C-75	Install 2" PVC Conduit under Existing Street	L.F.	297	371.5	26.07	9,685.01
C-76	Install 2" PVC Conduit under New Sidewalk	L.F.	2,986	2,303.1	9.93	22,869.78
C-77	Install 2) 2" PVC Conduits in Same Ditch Under New Sidewalk	L.F.	60	237	13.65	3,235.05
C-79	Install 4" PVC Conduit under New Sidewalk	L.F.	40	16	10.30	164.80
C-80	Install 2) 4" PVC Conduits in same Ditch under New Sidewalk	L.F.	280	873	14.15	12,352.95
C-81	Install 2) 5" PVC Conduits in same Ditch under Existing Street	L.F.	200	162.5	41.58	6,756.75
C-82	Install 2) 5" PVC Conduit Riser Beside Existing Wood Power Pole	L.F.	75	100	42.08	4,208.00
C-84	Install 1) 4" PVC Conduit Riser Beside Existing Wood Power Pole	L.F.	25	120	31.03	3,723.60
C-86	Install 2) 5" PVC Conduits in same Ditch under New Sidewalk	L.F.	275	103.5	36.00	3,726.00
C-87	Install Electric Service to Kiosks	L.F.	120	71	4.22	299.62
C-88	Telephone Manholes	Ea.	1	1	13,695.68	13.695.68
C-89	New CATV Handholes	Ea.	26	16	496.50	7,944.00

Item	Description	Unit	Quantity Proposal	Quantity Current	Unit Price	Current Total
C-91	Install 2" PVC Conduit under Existing Parking	L.F.	530	525	$ 21.47	$ 11,271.75
C-92	Install 2" PVC Conduit under New Sidewalk for CATV	L.F.	1,165	585	9.31	5,446.35
C-93	Install 2 1/2" PVC Conduit under New Sidewalk from Pole to Property Line	L.F.	40		10.55	
C-94	Install 3) 3" PVC Conduit from Handhole to Property Line	L.F.	95	90.3	21.10	1,905.33
C-95	Install 1) 3" PVC Conduit from Handhole to Property Line	L.F.	23	461.5	11.79	5,441.09
C-96	Install 3) 2" PVC Conduit from Handhole to Property Line	L.F.	15	24	19.24	461.76
C-97	Install 1) 2" PVC Conduit from Handhole to Property Line	L.F.	490	494	19.24	9,504.56
C-98	Install 1) 2" & 1) 3" PVC Conduit from Handhole to Property Line	L.F.	15		16.14	
C-99	Install 4) 4" PVC Conduit from Handhole to Property Line	L.F.	40		38.48	
C-100	Install 2) 4" PVC Conduits Concrete Encased, Under Existing Street	L.F.	40	25	44.90	1,122.50
C-101	Install 2) 4" PVC Conduits Concrete Encased, Under New Sidewalk	L.F.	120	178	39.15	6,968.70
C-102	Install 2) 4" and 1) 2" PVC Conduits, Concrete Encased, Under New Sidewalk	L.F.	85	49.5	49.50	2,450.25
C-103	Install 2) 4" and 2) 2" PVC Conduits, Concrete Encased, Under New Sidewalk	L.F.	35	49.5	51.95	2,571.53

Item	Description	Unit	Quantity Proposal	Quantity Current	Unit Price	Current Total
C-104	Install 2) 4" and 3) 2" PVC Conduits, Concrete Encased, Under New Sidewalk	L.F.	30	17	$ 50.35	$ 855.95
C-105	Install 2) 4" and 4) 2" PVC Conduits, Concrete Encased, Under New Sidewalk	L.F.	40	67	53.20	3,564.40
C-106	Install 2) 4" and 5) 2" PVC Conduits, Concrete Encased, Under New Sidewalk	L.F.	30	10	55.65	556.50
C-107	Install 2) 4" and 6) 2" PVC Conduits, Concrete Encased, Under New Sidewalk	L.F.	155	339.50	58.10	19,724.95
C-108	Install 2) 4" and 6) 2" PVC Conduits, Concrete Encased, Under Existing Street	L.F.	50		63.35	
C-109	Install 3) 4" PVC Conduits, Concrete Encased, Under New Sidewalk	L.F.	130	184	47.10	8,666.40
C-110	Install 3) 4" and 1) 2" PVC Conduits, Concrete Encased, Under New Sidewalk	L.F.	40		49.50	
C-111	Install 3) 4" and 2) 2" PVC Conduits, Concrete Encased, Under New Sidewalk	L.F.	15		53.80	
C-112	Install 3) 4" and 3) 2" PVC Conduits, Concrete Encased, Under New Sidewalk	L.F.	15		56.30	
C-113	Install 4) 4" PVC Conduits, Concrete Encased, Under Existing Street	L.F.	20		56.60	
C-114	Install 4) 4" PVC Conduits, Concrete Encased, Under New Sidewalk	L.F.	150	111	51.00	5,661.00
C-115	Install 4) 4" and 1) 2" PVC Conduits, Concrete Encased, Under New Sidewalk	L.F.	20	18	54.00	972.00
C-116	Install 4) 4" and 2) 2" PVC Conduits, Concrete Encased, Under New Sidewalk	L.F.	30	27	56.00	1,512.00

Item	Description	Unit	Quantity Proposal	Quantity Current	Unit Price	Current Total
C-117	Install 4) 4" and 3) 2" PVC Conduits, Concrete Encased, Under New Sidewalk	L.F.	40	6.5	$ 59.00	$ 383.50
C-118	Install 4) 4" and 4) 2" PVC Conduits, Concrete Encased, Under New Sidewalk	L.F.	30	30	61.00	1,830.00
C-119	Install 4) 4" and 5) 2" PVC Conduits, Concrete Encased, Under Sidewalk	L.F.	20		64.00	
C-120	Install 4) 4" and 6) 2" PVC Concrete Encased, Under New Sidewalk	L.F.	20	49	66.00	3,234.00
C-121	Install 1) 2" PVC Conduit, Concrete Encased, Under New Sidewalk	L.F.	325	407	20.00	8,140.00
C-122	Install 2) 2" PVC Conduits, Concrete Encased, Under New Sidewalk	L.F.	10	15.5	35.00	542.50
C-123	Install 3) 2" PVC Conduit, Concrete Encased, Under New Sidewalk	L.F.	10	11	38.00	418.00
C-124	Install 1) 2" PVC Conduit, Concrete Encased, Under Existing Street	L.F.	10	32	38.00	1,216.00
C-125	Install 2) 2" PVC Conduits, Concrete Encased, Under Existing Street	L.F.	10		40.00	
C-126	Install 3) 2" Conduits, Concrete Encased, Under Existing Street	L.F.	40	34.5	43.00	1,483.50
D-Street Construction						
D-1	Grading	L.S.	1	100%	1,737.73	1,737.73
D-2	Portland Cement Concrete Pavement	S.F.	6,704	6,586.37	4.29	28,255.53

Item	Description	Unit	Quantity Proposal	Quantity Current	Unit Price	Current Total
D-3	Mineral Aggregate Base	Tn.	838	800.19	$ 18.62	$ 14,899.54
D-4	Bituminous Base, Grading B	Tn.	506	467.95	71.99	33,687.72
D-5	Asphaltic Concrete Surface, Grading D	Tn.	335	17.85	75.72	1,351.60
D-5A	Asphaltic Concrete Surface, Grading E	Tn.	183.19	183.19	72.11	13,209.83
D-6	Brick Topping System at Street	S.F.	6,700	6,394	12.41	79,349.54
E-Sidewalk Construction						
E-2	Concrete Sidewalk on Grade	S.F.	23,543	26,573.67	3.31	87,958.85
E-2A	Structural Sidewalk On Grade	C.Y.	8.25	8.25	1,500.00	12,375.00
E-9	Extruded Curb	L.F.	660	610	3.53	2,153.30
E-10	20" Detached Curb	L.F.	240	566.80	10.71	6,070.43
E-11	Install New Stone Curb	L.F.	340	310	54.76	16,975.60
E-12	Reset Stone Curb	L.F.	1,170	1,261	18.25	23,013.25
E-13	New Tree Pit, Grate and Frame	Ea.	17	17	615.75	10,467.75
F-Site Features						
F-1	Brick and Steel Screen Fences	L.F.	391	391	151.71	59,318.61
F-3	New Steel Handrail	L.F.	4	4	68.69	274.76
F-5	3' Diameter Planter and Soil Mix	Ea.	2	2	772.73	1,545.46
F-7	Pole Mounted Litter Receptacles	Ea.	15	15	135.08	2,026.20
F-9	New Metal Benches	Ea.	2	2	608.45	1,216.90
F-10	Regulatory Sign & Transit Stop Sign Posts	Ea.	3	4	152.11	608.44

Item	Description	Unit	Quantity Proposal	Quantity Current	Unit Price	Current Total
F-12	New 4' Chain Link Fence	L.F.	305	305	$ 13.39	$ 4,083.95
F-14	Fabrication -Kiosk "K-1"	Ea.	1	1	5,101.24	5,101.24
F-15	Installation -Kiosk "K-1"	Ea.	1	1	1,472.45	1,472.45
F-16	Fabrication -Kiosk "K-2"	Ea.	1	1	4,803.10	4,803.10
F-17	Installation -Kiosk "K-2"	Ea.	1	1	1,472.45	1,472.45
F-22	Fabrication -Kiosk "K-5"	Ea.	1	1	3,841.75	3,841.75
F-23	Installation -Kiosk "K-5"	Ea.	1	1	1,472.45	1,472.45
F-27	Banner Poles w/Brackets and Banners	Ea.	1	1	4,164.23	4,164.23
F-29	Banner Brackets and 18" x 36" Banners on Existing Structures	Ea.	55	20	183.75	3,675.00
G-Planting						
G-1	ACE	Ea.	10	10	496.50	4,965.00
G-3	ARS	Ea.	10	10	372.37	3,723.70
G-4	CCS	Ea.	30	30	248.25	7,447.50
G-5	CCX	Ea.	14	14	403.40	5,647.60
G-6	CFA	Ea.	8	8	128.01	1,024.08
G-8	EAS	Ea.	208	202	31.03	6,268.06
G-10	GSE	Ea.	4	4	372.37	1,489.48
G-12	HHA	Ea.	200	200	6.21	1,242.00
G-17	JBP	Ea.	162	167	18.62	3,109.54
G-19	JCC	Ea.	866	881	27.31	24,060.11
G-20	NCS	Ea.	2,188	2,256	0.71	1,601.76
G-21	PAA	Ea.	12	12	434.43	5,213.16
G-22	PSS	Ea.	23	23	62.06	1,427.38
G-23	QPS	Ea.	3	4	372.37	1,489.48

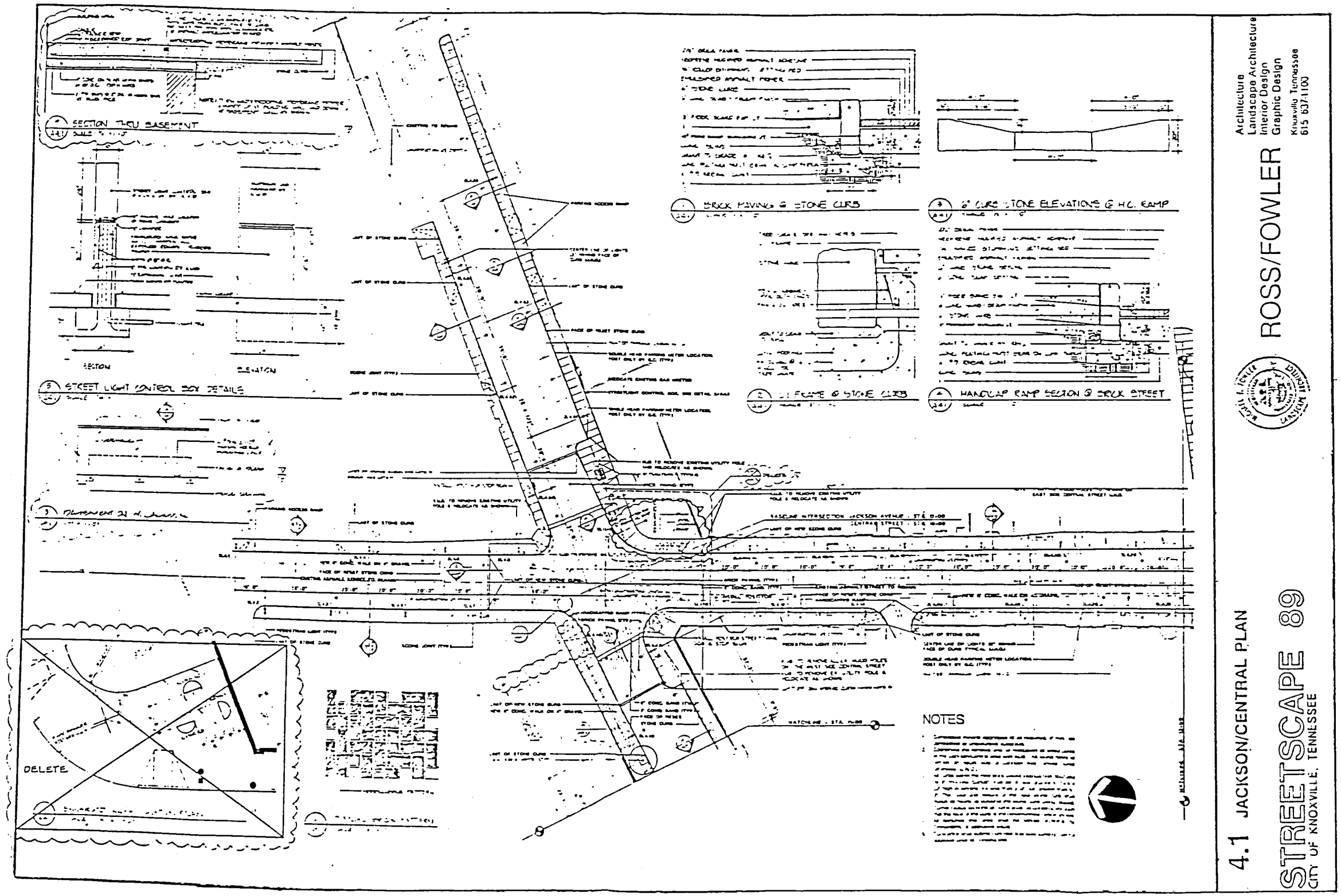

Figure D.1 - Construction Plan: Jackson/Central Intersection
Source: City of Knoxville, Department of Community Development

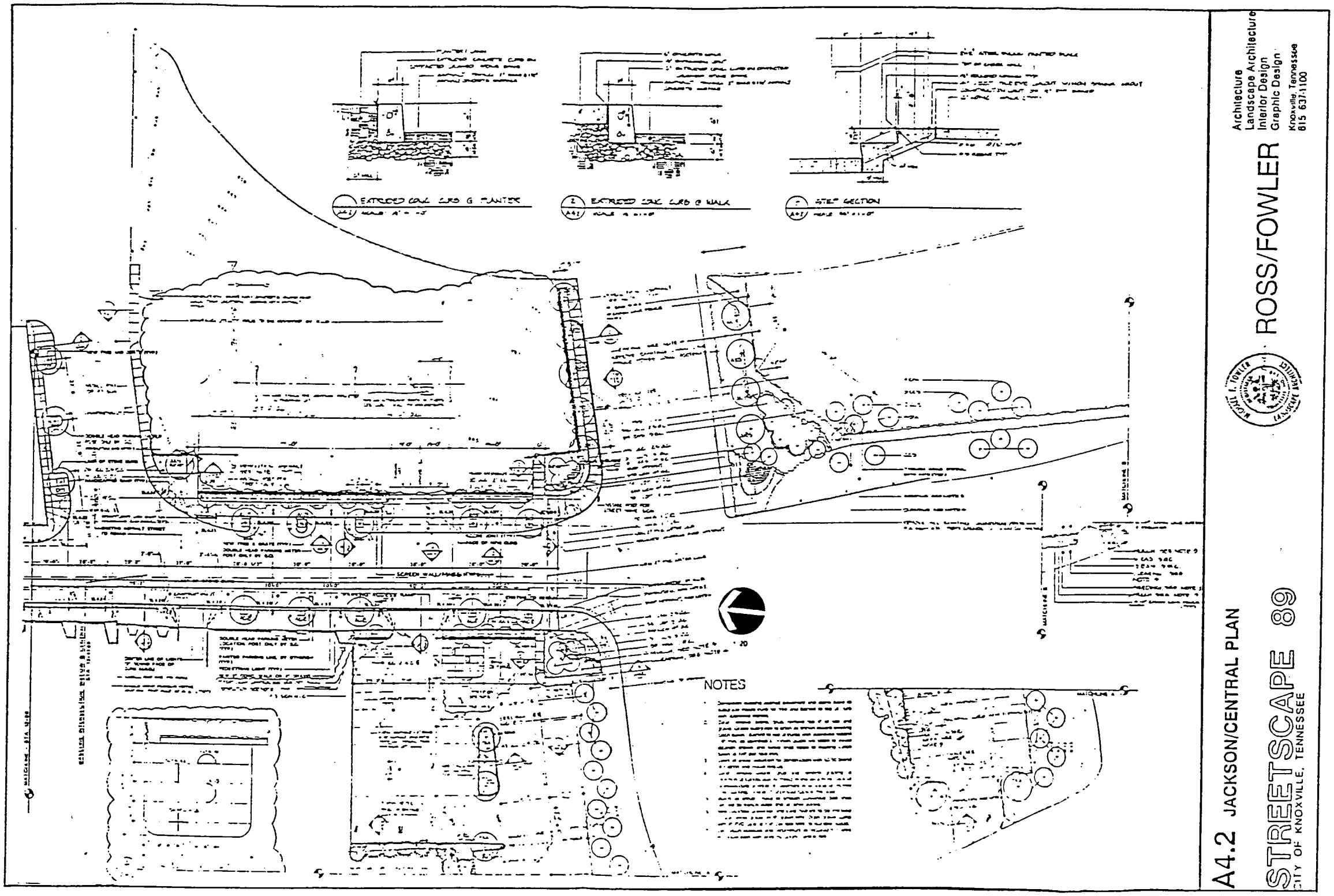

Figure D.2 - Construction Plan: Portal Entry, Summit Hill/Central Intersection
Source: City of Knoxville, Department of Community Development

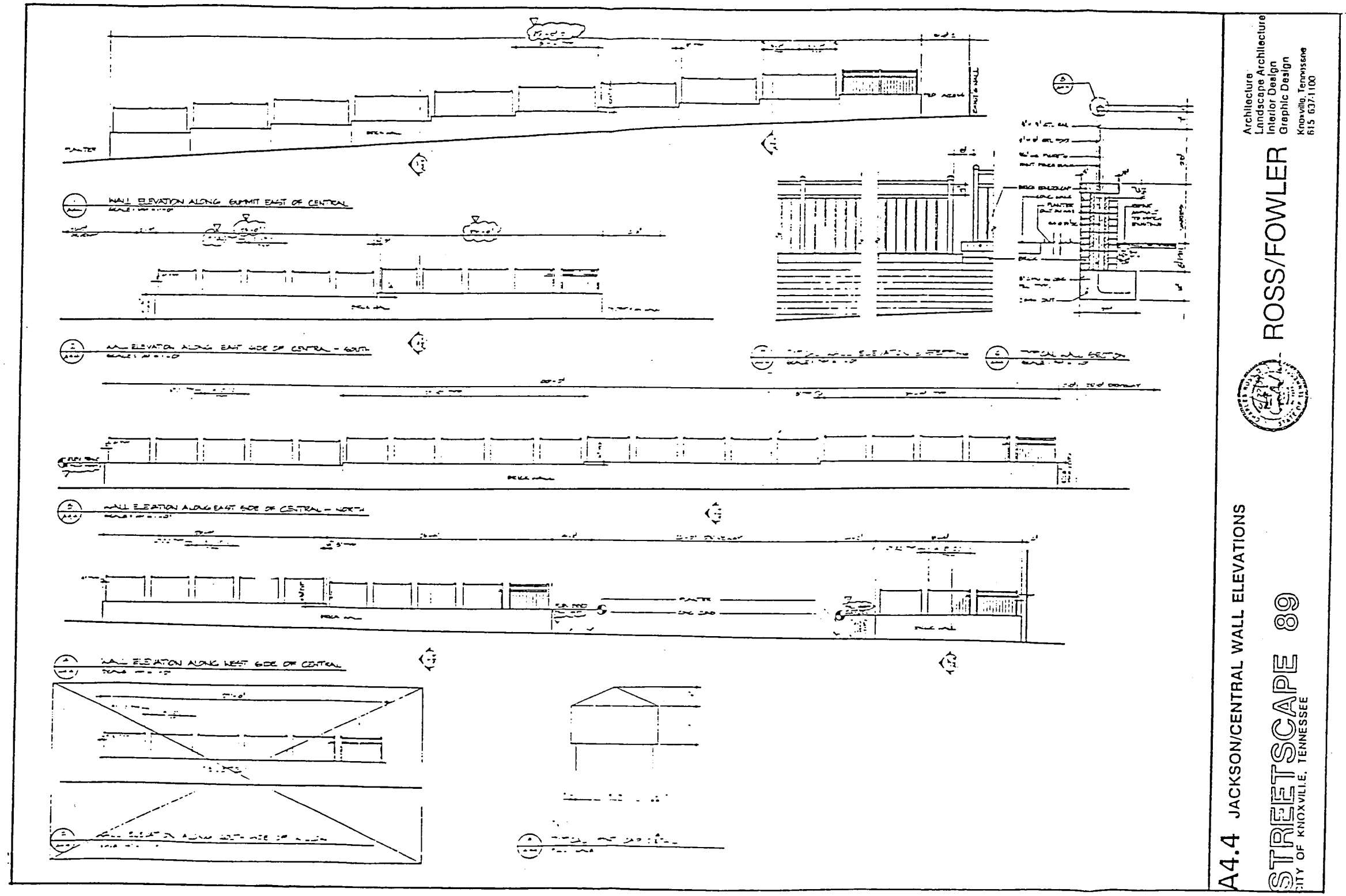

Figure D.3 - Construction Elevation: Brick Screening Walls
Source: City of Knoxville, Department of Community Development

VITA

Craig Soren Nielson was born on September 30, 1963 in Salt Lake City, Utah. He graduated from Skyline High School in 1982, and in 1983, he entered The University of Utah where he graduated with a Bachelor of Science Degree in Urban Planning, with a concentration in Architecture, in 1988. After one year spent working, he accepted a graduate assistantship from the Graduate School of Planning at the University of Tennessee, Knoxville. During the two years attending graduate school, he focused his studies on inner city revitalization while specializing in real estate development. In December, 1991, he received the Master of Science in Planning Degree.

The author had previously worked for the Salt Lake County Tax Assessor's Office and Fire Department where he was involved with developing the database for the County's Enhanced E-911 System. While attending the University of Tennessee, he was employed as a community development planner with the firm of Barge, Waggoner, Sumner, and Cannon in Knoxville. He plans to pursue a career either in planning or environmental conservation.