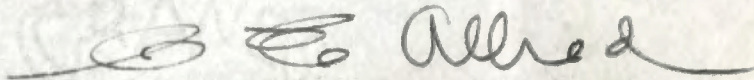


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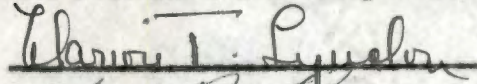
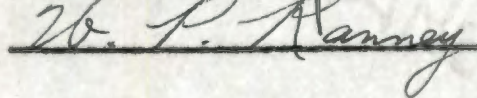
To the Committee on Graduate Study:

I am submitting to you a thesis written by William Samuel Crawford entitled "Wholesale Fruit and Vegetable Market, Knoxville, Tennessee". I recommend that it be accepted for eighteen quarter hours credit in partial fulfillment of the requirements for the degree of Master of Science, with a major in Agricultural Economics.



Major Professor

We have read this thesis
and recommend its acceptance:

Accepted for the Committee


Dean of the Graduate School

WHOLESALE FRUIT AND VEGETABLE MARKET,
KNOXVILLE, TENNESSEE

A THESIS

Submitted to
the Committee on Graduate Study
of
The University of Tennessee
in
Partial Fulfillment of the Requirements
for the degree of
Master of Science

by

William Samuel Crawford

August 1940

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Special thanks are due Mrs. Weldon Cate who typed the manuscript.

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INTRODUCTION

This study was undertaken to obtain basic data helpful in planning for an efficient and adequate wholesale market for the Knoxville region. To be efficient a market should perform its services at least cost consistent with maximum usefulness. Over-investment, by overbuilding, adds unnecessary costs, which are chargeable to the products marketing in the area.

The immediate purpose of the market is to provide for the sale and purchase of fruit and vegetable products. Markets should be thought of in terms of buyers. Obtaining buyers is one of the main problems of a market. In turn, this problem is directly related to the convenience of the market, and to the quality and quantity of the products offered.

It should also be realized that a market can do little toward enlarging its buying territory without, at the same time, making competition from other producing regions more effective on local farmers. In the long run, too, farmers will have to adjust their programs to regional competition, even though artificial barriers may be attempted against out-of-state produce on the local market.

CHAPTER I

HISTORY OF WESTERN AVENUE MARKET

The earliest records regarding a produce market in Knoxville date back to 1850. At that time a curb market was in operation on the west side of Gay Street at the intersection of Main Street.

In 1853 the city was given the lot on which the market house now stands. This lot and building is commonly known in Knoxville at present as Market Square. The lot was deeded to the city with the provision that the city construct a building and establish a farmers' free market. This marks the beginning of Market Square which has continued in operation up to the present time (1939).

City records show that a market, known as Central Market, was started in North Knoxville in 1888; but the records are not clear as to when it was discontinued. However, that market evidently ceased to operate previous to 1905, for in 1905 the Central Market House was sold by the city and the money used to establish a public park. It is now known as Emory Park.

Apparently both retailing and wholesaling were permitted on both Central Market and Market Square.

The first mention of wholesaling was in an ordinance dated March 27, 1927, when certain sections of Market Square were designated as places at which sellers were allowed to sell only in wholesale quantities.

Crowded conditions on Market Square caused much discussion about provision for additional market space in Knoxville. The city council took preliminary steps toward the establishment of a market in North Knoxville in 1930 (see minutes of city council at end of this chapter).

During 1930 and 1931 a portion of Henley Street was used as a farmers' market. This was considered undesirable by citizens, and many complained.

Just prior to the marketing season of 1932, a committee of farmers are said to have requested the present management of the Western Avenue Market to provide space for fruits and vegetables in their tobacco warehouse. The management granted the request, and the market has continued in operation since that time. The Western Avenue Market has functioned as a fruit and vegetable market while those commodities were in season, and as a tobacco market during December, January, and part of February.

In the beginning there were few truckers engaged in hauling fruits and vegetables to the Knoxville market from other producing areas. At present, however, with improved highways and motor vehicles the movement of fruits and vegetables by motorized units has greatly increased. Truckers are hauling produce from a greater distance to Knoxville, and other truckers coming from a greater distance to purchase produce.

Minutes of City Council Relating to a Farmers' Public Market,

1930 to 1939

(Proposed North Broadway Market)

Minute Book 13, page 115

Re: Using Emory Park Site for Market

The City Manager presented the following recommendation with reference to using Emory Park site for a market:

January 7, 1930

TO THE COUNCIL OF THE
CITY OF KNOXVILLE.

Gentlemen:

At the solicitation of several hundred citizens from North Knoxville, for a market to be established in that section, I have had preliminary plans prepared by an architect for a proposed shed and market on the site of the old Emory Park, at the extreme north end of Gay Street. (1)

I respectfully recommend that this be referred to the Service Committee for investigation and report.

Respectfully submitted:

Geo. Dempster,
City Manager.

Councilman Nash moved that the recommendation of the City Manager be concurred in. Carried. The matter was referred to the Service Committee.

(1) Office engineer says plans were not completed because title said old Emory Park could not be used for the construction of an enterprise on which rent could be collected. (Was given same as Caswell Park and could not be rented or funds collected, etc.)

Minute Book 13, page 126

Re: Proposed Market in North Knoxville

The City Manager presented the following recommendation with reference to proposed plans for a market in North Knoxville:

January 15, 1930

TO THE COUNCIL OF THE
CITY OF KNOXVILLE.

Gentlemen:

Mr. Chas. E. Galbraith proposes to develop a North Knoxville Market on his property fronting 250 feet on North Gay Street and running through to North Broadway, with a depth of 165 feet.⁽²⁾ His proposal is set out in a letter to us under date of January 14, and blueprints have been furnished.

I respectfully recommend that this be referred to the Service Committee for investigation and report. - City Manager Geo. Dempster.

Councilman Walker moved that the matter be referred to the Service Committee. Carried.

Minute Book 13, page 259

Resolutions

Councilman Smithson presented and read the following resolution with reference to the location of a market place in the City of Knoxville, north of Depot Street:

WHEREAS: The Citizens of Knoxville have petitioned this Council to locate a Market Place in the City of Knoxville north of Depot Street, in order to relieve present congestion around the Market House:

AND WHEREAS: It is well known to every one that it is inconvenient for the citizens as a whole to patronize the present market because of this congestion:

(2) Fronts on east side of Broadway back to Gay Street - approximately 150 feet north of West Fifth Avenue (near Courtesy Drug Store).

AND WHEREAS: We believe that the citizens of Knoxville are entitled to the relief asked for:

NOW THEREFORE BE IT RESOLVED: By the Mayor and Council of this said City of Knoxville in regular session assembled this 11th day of March 1930, that we approve of the location of said market as asked for at a point north of Depot Street as quickly as the City of Knoxville is financially able to do so; or as quickly as the means of financing said market be arranged.

W. H. Smithson
G. R. Wright
R. L. Scruggs
Committee.

Councilman Walker moved that the above resolution of the Committee be adopted. Carried.

Minute Book 13, page 287

Re: Location of Market in North Knoxville

Mr. J. C. Harris presented petitions for the location of a market in North Knoxville within the boundaries of Central Avenue, Bearden Place and Broadway. Councilman Blanc moved that the petition be referred to the Service Committee. Carried.

Minute Book 13, page 305
May 20, 1920

Re: Market in North Knoxville

Councilman Smithson presented and read the following report of the Service Committee with reference to the establishment of a market in North Knoxville:

TO THE COUNCIL OF THE
CITY OF KNOXVILLE.

Gentlemen:

The Service Committee has investigated the petition to establish a market in North Knoxville and recommend that the matter be held in abeyance.

Respectfully submitted:

(W. H. Smithson, G. R. Wright,
R. L. Scruggs)
Chairman.

Minute Book 13, page 323

Re: Location of a Market in North Knoxville:

The City Manager presented the following request with reference to five property owners of North Knoxville to sell to the city a tract of land fronting 310 feet on Bearden Street to be used for proposed market site:

TO THE COUNCIL OF THE
CITY OF KNOXVILLE

Gentlemen:

I am presenting herewith offers of five property owners of North Knoxville to sell to the city a tract of land fronting 310 feet on Bearden Street to be used for the proposed North Knoxville Market. The tract will cost the City approximately \$47,500.00.

I respectfully request that this matter be referred to a special Market Committee for investigation and report.

Respectfully submitted:

Geo. R. Dempster,
City Manager.

Councilman Nash moved that the recommendation of the City Manager be carried and concurred in and that a Special Committee be appointed to consider the matter. Carried. The following committee was designated by the Mayor: Councilman Walker, Chairman: Councilman Wright and Frets.

Minute Book 13, page 371

Re: Location of Market in North Knoxville

Councilman Walker presented and read the following report of the Special Market Committee with reference to the location of a market in North Knoxville:

MR. MAYOR AND GENTLEMEN OF THE COUNCIL:

We, your Special Market Committee appointed to work out plans for a branch market in North Knoxville wish to respectfully report that we have investigated several sites offered all of which are financed by owners on a self supporting basis; We have several very attractive offers but due to lack of time in working out some important details we ask that our committee be given additional time in which to work out a proper basis on which our

report will be to your body at a very near date.

We wish to express our appreciation to the assistance given by engineers, architects, and real estate men in giving us gratis their time in compiling data and values on which will be based our final reports.

We respectfully ask that Councilmen Smithson and Scruggs be appointed to our committee, their districts being directly affected by this move.

(C.M. Walker, C.R. Wright, Eugene C. Fretz)

Councilman Fowler moved that Councilmen Smithson and Scruggs be added to the Special Market Committee. Carried.

Minute Book 13, page 412

Re: Market in North Knoxville

Councilman Walker presented and read the following report of the Market Committee with reference to the establishment of a market in North Knoxville:

August 12, 1930

MR. MAYOR AND GENTLEMEN OF THE COUNCIL:

Your special Market Committee have gone into the North Knoxville market question very thoroughly and have been to secure offers on several self supporting propositions which can be worked out in approximately ninety days; The Committee have agreed that the market should not be opened until the beginning of next year's season both for the reason of economy and due to the fact that the market could not be built in time to take care of this season's market conditions; The Committee therefore recommends to the Council that an amount if possible be set up in budget to take care of the operation cost not to exceed \$8,000.00 per annum and that your Committee report as to location decided upon during the make of the budget so that the promoter acceptable and approved by Council will have time to make the necessary improvements on location decided upon for opening market for next year's season.

(W.N. Smithson, R.L. Scruggs, E.C. Fretz,
C.R. Wright, C.M. Walker)

Councilman Walker moved that the report of the Market Committee be adopted. On roll call Councilmen Blum, Fretz, Gilbert, Scruggs, Smithson,

Walker, Wright and Mayor Trent voted "Aye". Councilmen Monday and Nash voted "No". The motion was declared carried.

Minute Book 13, page 439

Resolution No. 590

WHEREAS: A Committee has heretofore been requested to make recommendations concerning the establishment of a market in North Knoxville, and

WHEREAS: It is the sense of the Council that a market be established in North Knoxville, and that an appropriate amount be placed in the budget for the fiscal year beginning October 1, 1930, to defray the expenses incident to the operation of said market during that portion of said fiscal year remaining after the market is completed, which would probably be about six months

NOW, THEREFORE, BE IT RESOLVED, That a public market be established at some location in North Knoxville, and

BE IT FURTHER RESOLVED, That the sum of \$4,000.00 be placed in the budget for the fiscal year beginning October 1, 1930, to defray the expenses incident to the operation of said market during that portion of said period which the market shall be in operation, and

BE IT FURTHER RESOLVED, That the Committee aforesaid report at the next regular meeting of this Council its recommendations as to the place said market shall be located.

Minute Book 13, page 449
September 23, 1930

Re: North Knoxville Market

Councilman Walker presented and read a resolution with reference to the location of a Market in North Knoxville on the property located between Gay Street and property immediately north of West Fifth Avenue, fronting approximately 250 feet on Broadway and 250 feet on Gay Street, owned by Mr. Charles E. Galbraith.

Councilman Smithson moved that it be the sense of this body to establish a market on the Galbraith property after an enabling Act has been passed by the State Legislature. On roll call Councilmen Blanc, Fretz, Monday, Nash, Scruggs, Smithson, Walker and Wright and Mayor Trent voted "Aye". Councilman Fowler did not vote. The motion was declared carried.

Councilman Walker presented and Read Resolution.

Minute Book 13, page 560
January 13, 1931

Miscellaneous Matters

Councilman Smithson moved that the Council petition the Legislature to pass an enabling act for the leasing of a North Knoxville market. On roll call Councilmen Blanc, Fowler, Fretz, Monday, Nash, Scruggs, Smithson, Vasey, Walker and Wright and Mayor Trent voted "Aye". The motion was declared carried.

Minute Book 13, pages 736-737
August 3, 1931

Re: North Knoxville Market

Councilman Walker, Chairman of the Special Market Committee, presented three propositions for the establishment of a North Knoxville Market:

- (1) Charles E. Galbraith property located just north of Fifth Avenue between Gay Street and Broadway.
- (2) W. P. Washburn property located on the northeast corner of Fifth Avenue and King Street.
- (3) Charlton Karns and Gaines M. Harrill, Jr., property located on southeast corner of Third Avenue and Lamar Street.

On motion of Councilman Walker the Finance Committee was requested to meet with the Market Committee to endeavor to work out a plan for financing the city's interest in a North Knoxville Market, after which the Market Committee will be able to make a definite recommendation to the Council.

Councilman Nash moved to adjourn. Carried.

Minute Book 13, page 750
August 25, 1931

Re: North Knoxville Market

The Director of Service presented the following estimate of cost of operating a market in North Knoxville:

Estimated Cost of Maintenance for North
Knoxville Market House

Salaries

1	Market Master @ \$125.00 per month	\$1500.00 per year
1	Fireman - 9 mo. @ \$100.00 per month	900.00 " "

(continued)

Salaries (cont.)

Estimated Cost of Maintenance for North
Knoxville Market House (cont.)

1	Janitor @ \$70.00 per month	\$840.00	per year
1	Maid @ \$40.00 per month	480.00	" "
1	White Wing man @ \$85.00	780.00	" "
1	Night Watchman @ \$100.00 per month	1200.00	" "
	Extra help for washing Market, etc.	100.00	" "

\$5800.00 per year

Repairs to building	\$ 750.00	" "
Lights	1500.00	" "
Paints, lumber, etc.	50.00	" "
Fuel	450.00	" "
Janitor's supplies	100.00	" "
Uniform for Market Master	50.00	" "
Hardware and Plumbing Supplies	150.00	" "
Electrical supplies (bulbs, etc.)	100.00	" "
Water	600.00	" "
Castings, grates, etc.	50.00	" "

\$3800.00 per year

Total.. \$9600.00 per year

Minute Book 13, page 750
August 25, 1931

Re: North Knoxville Market

Councilman Walker presented and read the following proposition of Mr. Charles E. Galbraith with reference to the leasing the City of Knoxville property in North Knoxville to be used for a market.

August 11, 1931

HON. C. M. WALKER,
CITY COUNCILMAN,
KNOXVILLE, TENNESSEE.

Dear Mr. Walker:

My proposition to the City of Knoxville is as follows:

I will cause to be constructed upon my property on North Broadway and new Gay, in the City of Knoxville, which property fronts two hundred fifty (250) feet on Broadway and one hundred fifty (150) feet on new Gay

Street, a market house at a cost not to exceed Forty Thousand Dollars (\$40,000) of a design to be agreed upon.

I shall lease the property as thus improved to the City of Knoxville, for a period of ten (10) years, beginning at the date of the completion of said improvements, for the consideration and under the conditions following:

The City of Knoxville shall operate this market and pay all expenses incident thereto, the only voice which I am to have in the operation of the market is that in the event we are unable to agree upon the rental to be charged for the stalls that we shall from time to time, at the request of either party, select a Board of Arbitration to determine the prices at which the stalls will be rented.

The gross income of this market from all sources shall be disbursed as follows:

There shall first be paid all taxes assessed against it, including taxes to become due the State of Tennessee, the County of Knox, and the City of Knoxville, excepting however, taxes which would otherwise be assessed by the City of Knoxville against the improvements. It will be the understanding that there will be no taxes assessed by the City of Knoxville against said improvements.

There shall next be paid to me out of the gross income rental at the rate of Eight Hundred Thirty-Three Dollars (\$833.00) per month.

After the taxes and the current rental due me have been paid out of the gross income the balance of the gross income will first be applied upon the payment of any deficiency in taxes and rental, which has heretofore occurred.

The balance of the gross income will be divided equally between myself and the City of Knoxville.

I shall give the right and option to the City of Knoxville to purchase this property during the term of this lease within six months after the improvements are completed, for One Hundred Forty Thousand Dollars (\$140,000.00); after the expiration of the said six (6) month period and within two (2) years from the date said improvements are completed, One Hundred Seventy Thousand Dollars (\$170,000.00); and at any time thereafter during the term of the lease Two Hundred Fifteen Thousand Dollars (\$215,000.00) with the understanding that the City of Knoxville will pay the cost of the improvements in addition to the option price herein provided, excepting that the City of Knoxville will be entitled to credit of two percent (2%) per annum on the cost of the improvements.

In order to protect me against the possibility that the income from this market will not be attractive I reserve the right to cancel the lease

upon giving the City of Knoxville sixty (60) days written notice. In the event, however, that such notice is served upon the City of Knoxville it shall have the right during said sixty (60) day period to exercise its option to purchase said premises with improvements at the option price then prevailing, as before provided.

Charles E. Galbraith.

Minute Book 13, page 751
August 25, 1931

Ordinances

Councilman Monday presented and read Ordinance No. 410, entitled, "An ordinance to provide for Leasing a North Knoxville Market in Accordance with the Proposal Herein Contained", and moved that same be passed on first reading. On roll call Councilman Blanc, Monday, Scruggs, Smithson, Vasey, Walker and Mayor Trent voted "Aye". Councilman Fretz, Nash and Wright voted "No". Councilman Fowler did not vote. The ordinance was declared passed on first reading.

Minute Book 13, page 764
September 8, 1931

Re: Location of Market on Property of
Mr. Charles E. Galbraith in North Knoxville

Councilman Walker presented and read the following report of the Market Committee with reference to the proposal of Mr. Charles E. Galbraith for establishing a market on his property in North Knoxville:

September 4, 1931

TO THE COUNCIL OF
THE CITY OF KNOXVILLE

Gentlemen:

The North Knoxville Market Committee respectfully reports that it held a meeting on Monday, August 31st, in the City Council Chamber and further considered the proposal of Mr. Charles E. Galbraith for establishing a North Knoxville Market.

After a full consideration of the plan, we recommend that the proposal be declined, because such a plan would be expensive to the City, and the area of the plot proposed to be furnished is not sufficient.

The committee feels that revenue from the proposed market of Mr. Galbraith would not be sufficient to pay the expenses of running the market, and that the City would not have assurance that it would be justified in spending \$9,000 or \$10,000 each year for the operation of such a market as is proposed by the property owner. We, therefore, recommend that the proposal be declined.

We also recommend that negotiations be continued with a view of obtaining a vacant plot of ground in North Knoxville which may be concreted or otherwise prepared for a public market in North Knoxville.

Respectfully submitted:

C.M. Walker	C.R. Wright
W.N. Smithson	R.L. Scruggs

Minute Book 13, page 764
September 8, 1931

Re: Locating Market on Galbraith Property

Councilman Blanc reported that he had received a protest from the First Lutheran Church against the location of a market on the Galbraith property on Broadway.

Minute Book 14, page 137
April 5, 1932

Re: North Knoxville Curb Market

Councilman Cockrum moved that a Committee be appointed to hear suggestions of citizens and consider proposed locations for a North Knoxville Curb Market. Carried.

Minute Book 14, page 150
May 3, 1932

Re: Location for Overflow Market

Councilman Cockrum presented and read the following report with reference to the location of an overflow market for the City:

May 3, 1932

TO THE COUNCIL OF
THE CITY OF KNOXVILLE.

Gentlemen:

We, the undersigned Committee, submit the attached proposal for an

overflow market for the City.

The proposal includes a site which is conveniently located in North Knoxville, and one that has been recommended by the Planning Commission as a proper location for a market. The Committee has studied other possible sites and offers, but believes the attached offer is the best made to the city for this purpose.

We, therefore, recommend that the City Manager be authorized to accept the proposal as made by the Hughes Administration and that the property referred to be designated as an overflow market for the public of Knoxville.

Respectfully submitted:

R. L. Scruggs
F. H. Snipes
W. A. Cockrum

Minute Book 15, page 120
April 17, 1934

Re: Establishment of a Market in North Knoxville.

The North Knoxville Business Club petitioned the Council to appoint a Committee to work with their Committee on the proposition of establishing a City Market in North Knoxville. Carried.

Councilman Walker moved that a Committee be appointed to work with the Committee of the North Knoxville Business Club on the proposition of establishing a City Market in North Knoxville. Carried. The following Committee was named by the Mayor: Councilmen Walker, Cockrum, and Vasey.

Minute Book 15, page 169
May 29, 1934

Re: North Knoxville Market

Councilman Walker reported for the Committee appointed to consider the establishment of a City Market in North Knoxville, that the Committee recommended that action be deferred.

(Use of Market Square)

Minute Book 14, page 140
April 19, 1932

Re: Market Square

TO THE COUNCIL OF THE CITY OF KNOXVILLE

Gentlemen:

Your Committee appointed to consider a location for an overflow curb market has given considerable thought to the matter, and it appears to us that it is practically the unanimous desire of the merchants located in and around the present market house to retain the curb market in that vicinity so far as it is practicable, and it also appears that any other location suggested for a curb market meets with considerable opposition.

There is no need at the present for an overflow market, and there are many reasons to believe that the space and facilities in and around the present market may be sufficient to accommodate the market through the summer months. If not, it is the opinion of the Committee that the City Manager and Safety Director should make available temporary street space when the need of such becomes acute.

Respectfully submitted:

R. L. Scruggs
W. A. Cockrum

Councilman Blanc moved that the above report be accepted. Carried.

Business firms and individuals on Market Street between Union and Clinch Avenues petitioned the Council to protect them from the curb market extension in that block.

Councilman Spence moved that it be the sense of this Council that the curb market not be extended on Market Street from Union Avenue to Clinch Avenue. Carried.

Minute Book 14, page 221
July 1, 1932

Re: Market

The City Manager presented the following report with reference to the designated public market space in and around Market Square:

July 1, 1932

TO THE COUNCIL OF
THE CITY OF KNOXVILLE.

Gentlemen:

With reference to the designated public market space in and around Market Square, I submit herewith for your information and approval the space designated by Mr. Anderson, with the concurrence of Mr. Mynatt and the writer:

East Side of Market from Wall to Commerce. Parking for loading and unloading only on west side of Market from Wall to Commerce.

South Side of Commerce Avenue from Market to Walnut. Parking for loading and unloading only on north side of Commerce from Market to Walnut.

South Side of Oxford Place from Locust to Walnut. On north side of Oxford Place from Locust to Walnut parking for loading and unloading only.

The South Side of Wall from Market to Walnut already has been designated as an overflow market. On the north side of Wall from Market to Walnut parking will be permitted for loading and unloading only.

On both sides of Walnut from Western to Wall parking will be permitted for loading and unloading only.

Respectfully submitted:

Neil Bass
City Manager

Councilman Spence moved that the above report be concurred in. Carried.

Councilman Scruggs moved to adjourn. Carried.

(Use of Henley Street)

Minute Book 13, page 728
July 28, 1931

Re: Using Portion of Henley Street
for Market Purposes

The City Manager presented the following recommendation with

reference to using Henley Street between Western Avenue and Union Avenue for a temporary curb market:

TO THE COUNCIL OF
THE CITY OF KNOXVILLE.

Gentlemen:

Owing to the exceptionally good crop grown this year in East Tennessee, the present market is so crowded that the congestion is worse than it has ever been in the past, even in spite of the regulations passed by this Council last year, which helped to a great extent.

During the past few days the congestion has become materially worse, causing a great deal of annoyance to citizens in the residential section along Oxford Place and Walnut Street, who object to the noise which begins about 2:00 o'clock in the morning and is carried on into the night by hucksters parking their cars and attempting to get a place from which to sell their produce.

I respectfully request that the Council designate the first block south of Western Avenue on Henley Street, lying between Union Avenue and Western Avenue, on both sides, as a temporary curb market, in order that we may give the residential section on Summit Hill the relief to which it is justly entitled. This block on Henley Street has no recent improvements and naturally no annoyance would be caused to citizens. In addition to this, the adequate parking along Broadway would enable the buying public to more readily connect with the huckster.

This matter is of such importance that I think it should be passed by the Council tonight, if possible, to avoid unnecessary delay.

Respectfully submitted:

Geo. R. Dempster,
City Manager.

Councilman Fowler moved that Henley Street from Western Avenue to Clinch Avenue be used as a temporary curb market. Carried.

Minute Book 13, pages 774-775
September 22, 1931

Re: Closing Henley Street Market

The City Manager presented the following recommendation with reference to a petition from merchants on Market Square requesting that the Henley Street Market be closed:

September 22, 1931

TO THE COUNCIL OF
THE CITY OF KNOXVILLE.

Gentlemen:

We have an application from merchants on Market Square requesting that the Henley Street Market be closed.

Inasmuch as this is a matter of vital importance to the producers and citizens as well, I respectfully recommend that this be referred to the Market Committee for investigation and report.

Respectfully submitted:

George R. Dempster,
City Manager.

Councilman Vasey moved that the matter be referred to the Market Committee. Carried.

Minute Book 13, page 786
October 1, 1931

Re: Closing Henley Street Market

Council Walker reported that a majority of the Market Committee recommended that the Henley Street market be closed.

After the matter was discussed it was left in the hands of the City Manager to handle as soon as there was sufficient space on Market Square to accommodate the producers.

Councilman Fowler moved to adjourn sine die. Carried.

Minute Book 14, page 219
June 28, 1932

Miscellaneous

Re: Market on Henley Street

Dr. William R. West, representing farmers and gardeners, addressed the Council demanding that an overflow market be permitted on Broadway (Old Henley Street) from Western Avenue to Main Avenue.

Councilman Vasey moved that the Mayor appoint a committee of three Councilmen with the City Manager, Service Director, Safety and Law

Directors, to further study the market conditions and work out a plan for an overflow curb market. Carried.

The following Committee was designated: Councilmen Vasey, Spence, and Cockrum.

(Use of Western Avenue Tobacco Warehouse)

Minute Book 15, page 536

Re: Using Western Avenue Market
As Overflow Market for Period of Two Years

The City Manager presented the following recommendation with reference to designating the Western Avenue Market as the overflow market for a period of two years:

August 28, 1935

TO THE COUNCIL OF
THE CITY OF KNOXVILLE.

Gentlemen:

Some three or four years ago the City designated the property located at the corner of Broadway and Bearden Place, owned by Mr. Hughes, as an overflow market, for a period of two years.

For the past two years the Western Avenue market has been used extensively as an overflow market, and since the time has expired on the Broad and Bearden Place market, and the parties operating the Western Avenue market desire to have that market designated as the overflow market, it is my recommendation that the Council designate the Western Avenue market as the overflow market for a period of two years.

Respectfully submitted:

W. W. Mynatt,
City Manager.

Councilman Scruggs moved to concur in the above recommendation of the City Manager. On roll call Councilman Allen, Bowling, Cockrum, Karns, Monday, Scruggs, Siegal, Spence, Vasey and Mayor O'Connor voted "Yea". Councilman Walker voted "Nay". The motion was declared carried.

Minute Book 16, page 603
August 3, 1937

Miscellaneous

Re: Western Avenue Market

Mr. Ben Winick, representing a group of retail grocerman, petitioned the Council to establish a regulation of retail trade on the Western Avenue Market that will protect the groceryman from unfair practice.

Councilman Spence moved that the regulation of the Western Avenue Market be referred to a committee of three, to work out a plan with the groceryman and the manager of the market.

On roll call Councilmen Arthur, Bowling, Branson, Cockrum, George, Graham, Scruggs, Siegal, Spence, Thomason and Mayor Elmore voted "Yea". The motion was declared carried. The following Committee was named: Councilmen Siegal, Bowling, and Scruggs.

Councilman Bowling moved that no renewal of contract with the Western Avenue be made until the Committee finishes its work and reports back to the Council.

On roll call Councilmen Arthur, Bowling, Branson, Cockrum, George, Graham, Scruggs, Siegal, Spence, Thomason and Mayor Elmore voted "Yea". The motion was declared carried.

Minute Book 16, page 618
August 17, 1937

Re: Western Avenue Market

Councilman Siegal reported for the Committee appointed to work out a plan for regulation of the Western Avenue Market that the Committee recommended that the Sanitary Department enforce regulations on retail selling only on all markets but that this not apply to wholesalers.

Mr. Paul Davis presented petitions protesting the removal of retailers from the Western Avenue Market.

Councilman Arthur moved to concur in the report of Committee with reference to regulations on retail selling on all markets.

On roll call Councilmen Arthur, Branson, Cockrum, George, Graham, Scruggs, Siegal, Spence, Thomason, and Mayor Elmore voted "Yea". Councilman Bowling voted "Nay". The motion was declared carried.

Minute Book 17, page 433

Reports

Re: Overflow Market Western Avenue

The Mayor presented the following recommendation with reference to designating the Western Avenue Market as an overflow market:

June 20, 1939

TO THE COUNCIL OF THE
CITY OF KNOXVILLE.

Gentlemen:

For a number of years the space on Market Square has been inade-

quate to take care of farmers and producers who desire to sell their products direct to the public, during the summer months. The Council has heretofore designated other locations for an overflow market, the first one being the Hughes property on Broadway and Bearden Place for a period of two years. In 1935 the Western Avenue Market was designated as an overflow market for a period of two years.

The parties operating the Western Avenue Market desire to have that market designated as an overflow market from Market Square, with the distinct understanding only bona fide farmers, truck growers or producers or their bona fide employees will sell at retail in this designated overflow market.

It is my recommendation that the Council designate the Western Avenue Market as an overflow market with the understanding that it be used as an overflow place from Market Square, and that it meets all requirements of the City, including the sanitary and health departments and that the license for operating same is not exempt - such designation to be for a period of two years.

Respectfully submitted:

W. W. Mynatt,
Mayor.

Councilman Cain moved to concur in the above recommendation of the Mayor. Carried.

(Proposed Use of Old School Property on University Avenue)

Minute Book 16, page 617
August 17, 1937

Re: Construction of Market on Old School
Property on University Avenue

The City Manager presented the request of Mr. and Mrs. Abe Zwick, representing the House of Abe, relative of the construction of a market on the old school property on University Avenue, and recommended that the matter be referred to a Committee. Councilman Arthur moved that the request of the House of Abe relative to the construction of a market be referred to the Committee appointed to work out a plan for the operation of the Western Avenue Market, which Committee is as follows: Councilmen Siegal, Bowling and Scruggs. Carried.

Minute Book 16, page 633
August 31, 1937

Re: Proposed Market on University Avenue

Councilman Siegal reported for the Committee appointed to consider the proposed market on the old school property on University Avenue that the Committee asked for further time to consider the matter.

Minute Book 16, page 659

Re: Market at University Avenue
and Citico Street

Councilman Siegal reported that his Committee was unable to make recommendation on the proposed market at University Avenue and Citico Street until the title to the property is cleared up, and moved the Council instruct the Law Director to investigate and prepare an abstract of the title to the property in order that the Committee may make a report and recommendation. Carried.

CHAPTER II

LOCATION AND DESCRIPTION OF WESTERN AVENUE MARKET

Location

The Western Avenue market is located at the corner of Dale and Western Avenues. The location with reference to transportation lines, wholesale produce houses, cold storage houses, and the main retail business district of Knoxville is shown in Figure 1.

Advantages of present location for a wholesale market are as follows:

1. It is less than a mile from (a) the geographical center of Knoxville, (b) the main retail business district, and (c) the point which is the shortest average distance to all retail food outlets (see map of retail establishments in Knoxville, Figure 1).

2. It is far enough from the down town retail business district to permit expansion without too great cost.

3. It is accessible to the main highways entering Knoxville.

4. It is on an arterial highway, namely Western Avenue.

Disadvantages of the present location are as follows:

1. Not enough land has been made available for parking space.

2. The Western Avenue railroad crossing sometimes delays traffic going to and from the market.

3. Cold storage houses are at some distance from the market.

Description of Market

The market building was constructed by the Tennessee-Kentucky

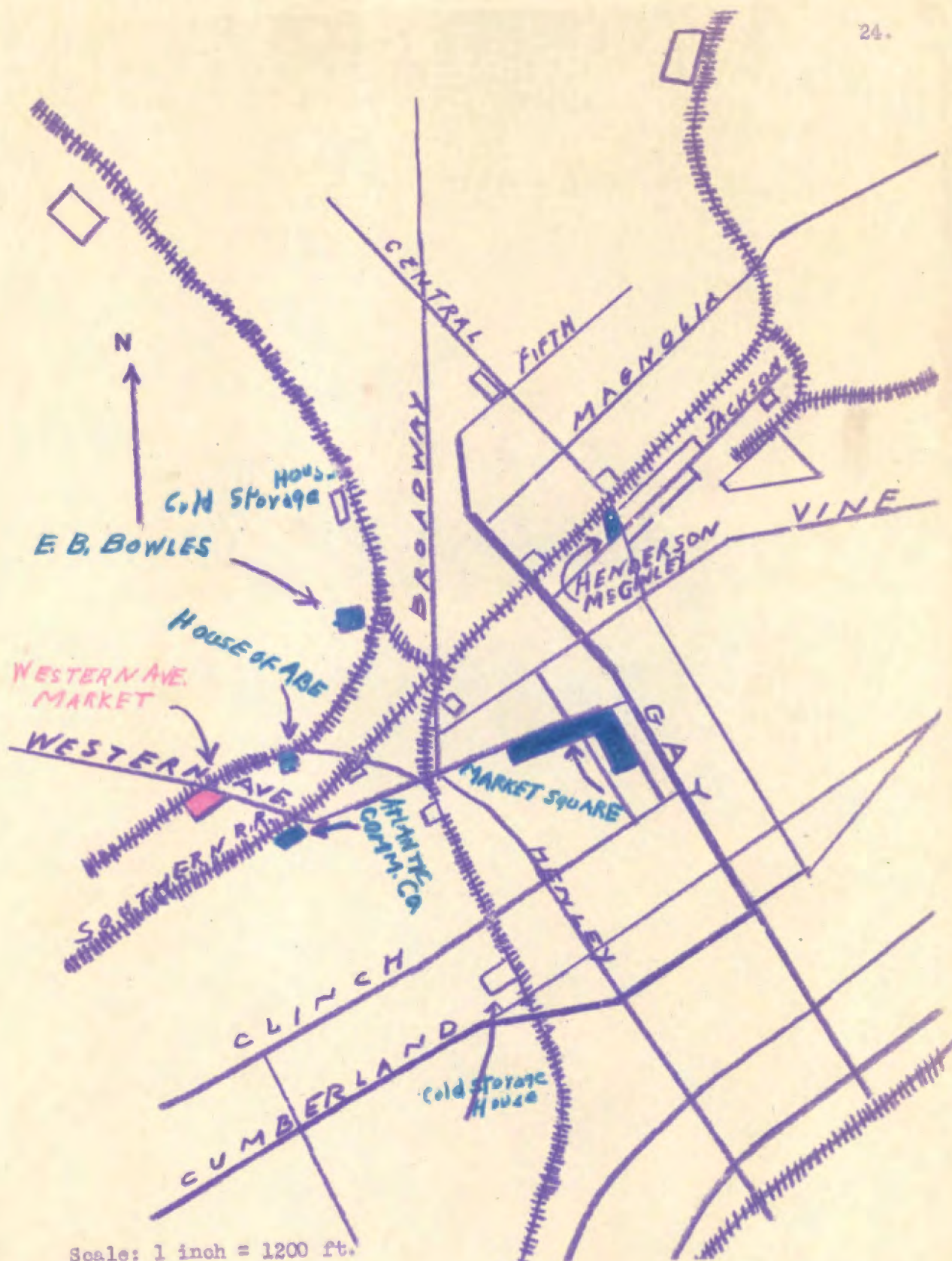


Figure 1. Location of Western Avenue Market and Other Wholesale Produce Markets in Knoxville, 1939

Horse and Mule Company, which was organized in 1907, for a sale barn. After several years of operation, sales were discontinued by this company and the building used, first for lumber storage, and later as a plow manufacturing plant.⁽¹⁾ Later it was used as a tobacco warehouse, and more recently as a combination produce market and tobacco warehouse.

The market building is a brick structure, approximately 150 feet wide and 300 feet long. It has a concrete floor with no partitions between stalls on the inside of the building. The size of each stall is indicated by lines painted on the floor.

Ventilation. The building is ventilated by means of overhead lights or sky-lights and by windows in the walls. Opening and closing the sky-lights and windows is difficult, and would require so much time that they are not opened during hot weather. Thus there is little provision for the escape of hot air mixed with exhaust fumes from the numerous motor vehicles driven inside the market.

Division of Space and Handling of Traffic. Figure 3 shows the arrangement of the stalls and driveways through the market. The location of the cafe and the Southern Armature and Motor Works is also shown in this figure. Space for these two enterprises is rented out, and they operated by individuals not connected with the market management. Just back of the Armature Works may be seen a blank space. This is not used

(1) According to the records of the Department of State, Nashville, Tennessee, the Tennessee-Kentucky Horse and Mule Company was incorporated June 4, 1907, with a capital stock of \$75,000. The plow manufacturing plant was that of William J. Oliver and Company.



Figure 2. Entrance to Western Avenue Market

1. Sign designating the market as a tobacco warehouse.
2. Location of cafe.
3. Part of market occupied by Southern Armature and Motor Works.
4. Entrance.
5. Position of front exit.
6. Sellers rent space on both sides of entrance.
7. Display platforms.
8. Garbage receptacle.
9. Lighting for night selling.
10. Seller retains container after sale is made.
11. Apples hauled in bulk.

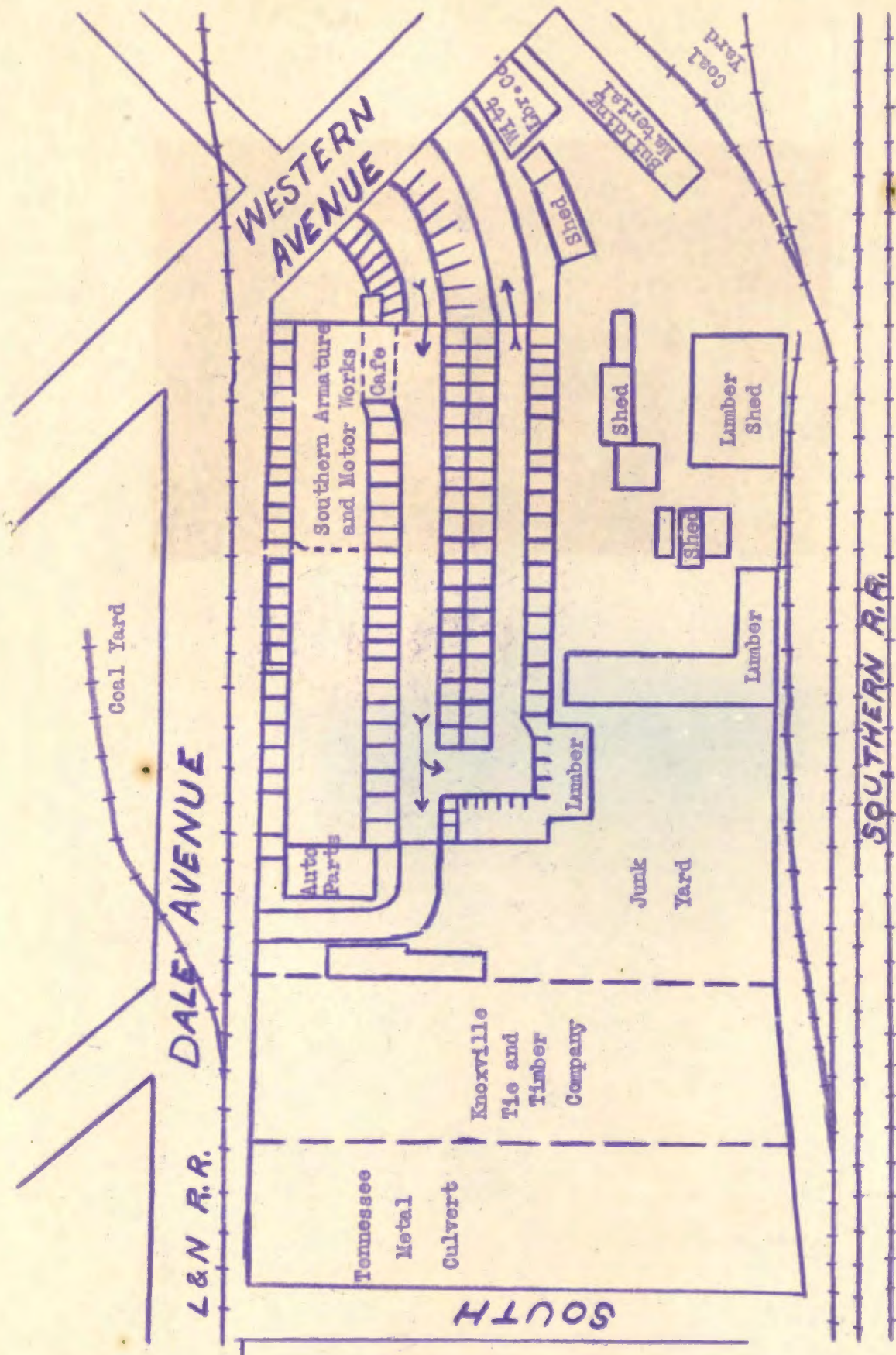


Figure 3. Arrangement of Stalls and Driveways in the Western Avenue Market

for selling or parking, but chiefly as a storage place for tobacco baskets.

Traffic is permitted to move one way only through the market. Buyers drive in at the front. They may drive straight through and leave at the rear or may turn left at the rear and drive down a lane which leads to an exit at the left side of the front. Since nearly all buyers enter at the front, but not all of them drive down the side lane at left side, before leaving, the stalls facing the main drive through the market are considered most desirable by the sellers.

There are 33 stalls on one side of the main thoroughfare through the market and 37 on the other. The return drive leading toward the front has 32 stalls on one side and 31 on the other. There are also 8 stalls in the rear of the market. On the outside, in front, is space for 11 trucks on one side of the drive leading to the main entrance and for 9 on the other. In addition, there is space for 30 trucks on the side of the market bordering Dale Avenue. This makes a total of 191 stalls. However, about 20 of these stalls on the inside bordering the return or exit lane, are not large enough for the parking of vehicles. These are used as "set-off" stalls, the seller displaying his produce in the stall but finding a place elsewhere to park his vehicle.

Provision for Display of Produce. There are no display platforms. This topic is discussed under the chapter on Market Regulations.

Scales. There is one set of scales in the market.



1. Atlantic Commission Co. Warehouse
2. Lumber sheds
3. Junk yard

These two views are of the same part of the market property, but were taken from different angles. They show the space labeled "junk yard" in Figure 3.



1. Rear exit
2. Sky lights for day lighting
3. Area labeled "junk yard" in Fig. 3
4. Lumber sheds
5. Side track of Southern Railway Co.
6. Main line of Southern Railway Co.
7. Men's toilet

Figure 4. Rear View of Western Avenue Market

Telephone Service. Two telephones are available to those who use the market. One is located in the cafe and one in the scale room. Neither is in an enclosed booth to provide privacy while using the telephone.

Toilet Facilities. A men's toilet is located at the rear of the building. There is no ladies' toilet. Toilet facilities are discussed later under Health Regulations.

Lighting. The market is lighted during the day by means of skylights and windows. At night overhead light bulbs, without reflectors, suspended from the ceiling furnish the light. There are 27 such lights on the inside, 7 in front, and 16 on the side bordering Dale Avenue.

Refrigeration. There are no facilities for refrigeration. It is several blocks to the nearest cold storage house. Chipped ice is brought to the market and shovelled onto produce such as green corn.

Grounds. Figure 3 shows the location of the market with reference to the surrounding grounds and buildings. Approximately 1 acre is being used at present. Around five (5) acres are owned by the management. This property is bounded by the main line tracks of the Southern Railroad, Western Avenue, Dale Avenue, and South Avenue.

Parking Space. The arrangement provided for parking is by spaces parallel to the drives inside the market. Buyers who park by and load from the stalls on the side bordering Dale Avenue sometimes have to interrupt loading and move their vehicles to allow a train to pass.

Railroad Facilities. As may be seen in Figure 3, good railroad facilities are available to the market. Both the Southern and L. & N. Railroads have tracks adjoining the market property (see Figure 6).



Figure 5. Western Avenue Market in Relation to Surrounding Properties

These two pictures further illustrate the details of Figure 3. The location of the market in reference to the grounds and surrounding buildings is shown. In the foreground may be seen the lumber company buildings now occupying space belonging to the managers of the market. The railroad seen is a side track of the main line of the Southern, which runs parallel to the market property.



Figure 6. Side of Market Bordering Dale Avenue

1. Line indicates position of L. & N. Railroad side track and points to train engine.

Market Composition. Sellers. The two principal groups of sellers on the market are local producers and the truckers. Approximately 500 farmers in this area make use of the Western Avenue Market to sell fruits and Vegetables (see chapter on Farmers' Use of Market). About 60 truckers haul produce regularly to the market. A few "pinhookers" (those who buy and resell on market) operate there, but they are few in number and the

amount of their business is small. One large Knoxville wholesale fruit and vegetable house operates a stall in the market. Occasionally bona fide farmers from outside the state bring products but the greater part of the out-of-area products sold on the market is brought in by merchant truckers.

Buyers. The principal buyers on the market are the local retailers and the out-of-town haulers. Out-of-town haulers include the long distance truckers who haul to such places as Kentucky and Virginia and also the retailers who come in from nearby towns.

Several retail hucksters buy produce to sell from house to house in Knoxville. Wholesale fruit and vegetable houses in Knoxville also do some buying there. Retailing is carried on to some extent. (See diagram, Figure 10, for list of agencies buying on the market.)

Relations of Management, Buyers, and Sellers. The management is a business concern conducting an open market, not representing any group of buyers or sellers. Its income is derived chiefly from stall rents and it has no financial interest in the produce sold.

However the management has made some effort to attract buyers to the market. It has sent representatives to visit towns in the trade area, and has made personal calls on various individuals to induce them to come to the market. In addition the management has distributed posters advertising the market, and is considering advertising in trade journals and on the radio.

There is no market news service on the market. The management

receives and answers telephone calls and telegrams regarding the amount and price of commodities on the market.

Method of Sale. Sales on the market are on a cash and carry basis. The price is arrived at by individual bargaining. Selling is not by grade. The buyer makes his own inspection of the produce and buys entirely at his own risk. Few sales are made over the phone. Wide fluctuations in prices occur over short periods of time. The supply of produce on the market is quite erratic, and at present there is little means of forecasting the supply from day to day. If growers and other sellers could work out a method of making this information known it would be helpful both to them and to the buyers.

CHAPTER III

PUBLIC REGULATIONS ON THE WESTERN AVENUE MARKET

Property Taxes

The market property of the Western Avenue market is taxed by the Federal, State, County, and City governments in the same manner in which other private property is taxed. In other words, there is no peculiar way in which the market property is taxed that would distinguish it from any other private property.

The tax on the trucks operating on the market is paid as property tax by the truck owners. In most cases the truck owners do not own other property and as they are entitled to an exemption of \$1000 worth of personal property, they do not pay any property tax. In a few instances the truckers own other personal property of considerable value. Their truck is included as part of their property, hence they pay a property tax on their trucks.

Farmers selling fruit and vegetables on the market pay property taxes in the usual manner.

Property taxes paid by wholesalers operating on the market are paid in the usual way. Operating on the market does not affect their property taxes. That is, unless they should own property on the market, and except in the case of the operators of the Western Avenue Market they do not.

Licenses

Wholesale Produce Markets. A Federal license is required for operating a wholesale produce market.

The state requires the Western Avenue Market to pay \$100.00 per year for a privilege license. Tennessee law, under the Revenue bill, Item 76-A, specifies a \$100.00 license to operate a produce market. The county and city have the right to charge the same amount as the state, and this is done. In other words, the Western Avenue Market pays \$100.00 to the state, \$100.00 to the county, and \$100.00 to the city.

Federal Licenses for Intra-State Truckers. Intra-state truckers who handle fruit and vegetables are required to pay an annual Federal license fee of \$10.00.⁽¹⁾ This fee is charged under the provisions of "The Perishable Agricultural Commodities Act, 1930, As Amended".

State, County, and City Licenses for Intra-State Truckers. Two licenses are required - a state license to operate on the highways of the state and a privilege license to sell produce in the state.

License to Operate Intra-State Trucks. License to operate a truck upon any highway, road, street, or other public thoroughfare in the state is called a registration fee⁽²⁾ which must be paid to the State Department of Finance and Taxation. The following schedule of registration fees applies

(1) Rules and Regulations of the Secretary of Agriculture for Carrying out the Provisions of the Perishable Agricultural Commodities Act, 1930, as Amended, page 4, section 3 of Regulations, September 1938 (revised).

(2) Chapter No. 105, Public House Bill No. 862, Ragon and O'Dell, "An Act to Regulate the Operation of Freight Motor Vehicles in This State and to Provide for the Administration of This Act", Section 2.

to all freight motor vehicles except contract carriers, common carriers, or other persons holding certificates of convenience and necessity, permits, or other like permission from either the Interstate Commerce Commission or the State Railroad and Public Utilities Commission. It is considered that carriers for hire use the roads to a greater extent than private carriers; therefore a higher rate is charged and a different schedule is provided for them. Inasmuch as no common carriers operate upon the Western Avenue Market, the schedule of fees for same is omitted here, but may be found in the Appendix.

Schedule for private carriers is as follows:

Class I. Freight motor vehicles with declared maximum gross weight, including vehicle and load, of not more than 8,000 lbs.,
Registration fee \$15.00

Class II. Freight motor vehicles with declared maximum gross weight, including the weight of vehicle and load, of more than 8,000 lbs., and not exceeding 14,000 lbs., Registration fee \$25.00

Class III. Freight motor vehicles with declared maximum gross weight, including vehicle and load, of more than 14,000 lbs., and not in excess of 18,000 lbs., Registration fee \$30.00

Class IV. Freight motor vehicles with declared maximum gross weight, including vehicle and load, of more than 18,000 lbs., and not in excess of 24,000 lbs., Registration fee \$150.00

There is a charge of thirty-five (35¢) cents additional to each of the above fees for the clerk of court.

The State Highway Department allows truckers in classes I, II, and III to carry a 10 percent overload as a courtesy. That is to say, truckers in classes I, II, and III may haul their maximum load plus an additional 10 percent and not suffer a fine for being overloaded. This privilege is not extended to truckers in class IV.

Just how these registration fees are divided between the state and county is not stated in the Act.

Truckers who live in the City of Knoxville, or who come in regularly, are required to pay an additional annual fee of \$1.00 for a city license.⁽³⁾

Selling Privilege License of Intra-State Truckers. Intra-state truckers engaging in the sale or distribution of fresh fruits and vegetables are classified as⁽⁴⁾ "Wholesale Fresh Fruit and Vegetable Distributors" and are required to purchase an annual privilege license, at a rate based upon the population of the county in which they sell. The rate for Knox County is \$50.00 per year. The county and city each collect the same amount. This makes a total of \$150.00 plus \$1.00 clerk's fee, which intra-state truckers are required to pay for the privilege to sell produce. Legal provision for this item is stated in full in the Appendix.

License to Operate Inter-State Trucks. Inter-state truckers who operate trucks upon the highways of the State of Tennessee are subject to the same license fees as those of the intra-state trucker with the following exception. Those who wish to make only occasional trips upon the Tennessee highways may obtain a permit,⁽⁵⁾ for a period of seven days, for a fee of 5 percent of the annual registration fee of a truck of the class or type for which the permit is desired.

(3) Official Traffic Code for the City of Knoxville, 1935, page 9.

(4) General Revenue Bill, Chapter 108, Acts of 1937, as Amended by Chapter 186, Acts of 1939, Regular Session, Article I, Section I, Paragraph "1".

(5) Tennessee Law, Chapter No. 105, Public House Bill No. 862, Ragan and Sullivan, "An Act to Regulate the Operation of Freight Motor Vehicles in This State and to Provide for the Administration of This Act", Section 8.

Selling Privilege License of Inter-State Truckers. The same Federal license is required for inter-state truckers as for intra-state truckers; that is, an annual fee of ten (\$10.00) dollars.

State, County, and City Licenses for Inter-State Truckers. Inter-state truckers engaging in the sale or distribution of fresh fruits and vegetables in the State of Tennessee are required to pay state, county, and city licenses in the same manner as intra-state truckers. The fee in Knoxville is fifty (\$50.00) dollars for the state, fifty (\$50.00) dollars for the county, fifty (\$50.00) dollars for the city and one (\$1.00) in addition for clerk's fee in the office of the county clerk of court. Inter-city truckers who come into Knoxville regularly are required to pay an additional one (\$1.00)⁽⁶⁾ dollar for a city truck license.

Wholesale Produce Dealers' Licenses. Wholesale produce dealers are required to pay an annual Federal license of \$10.00. This fee is collected under the provisions of "The Perishable Agricultural Commodities Act" mentioned under the Federal license required of truckers.

Wholesale produce dealers who operate from their established private places of business must meet the same license requirements as do the "merchant truckers", who rent space on the market. Wholesale produce dealers pay a registration fee for their trucks based on the same schedule charged truckers.

Wholesale produce dealers in Knox County pay the same privilege

(6) Official Traffic Code for the City of Knoxville, 1935, page 9.

license (\$151.00 annually) as the truckers pay. In the event a dealer operates more than one place of business, he is required to have a separate license for each establishment.

Farmers' Licenses. Producers are not required to pay the Federal license to market their produce that is required of wholesale dealers and truckers.

Farmers who bring their produce to market in a truck are required to pay a registration fee for their trucks at half the rate paid by private carriers. The law⁽⁷⁾ states "Provided that fees on trucks used by the owner exclusively for farm purposes, and/or for the purpose of transporting farm and/or dairy products, produced by the owner of the trucks, shall be at the rate of fifty (50%) percent of the fees above set out" (for private carriers).

This makes the rate of registration fees for farm trucks as follows:

Farm trucks with declared maximum gross weight, including vehicle and load of not more than 8,000 lbs., Registration fee...\$7.50

Farm trucks with declared maximum gross weight, including the weight of vehicle and load, of more than 8,000 lbs., and not exceeding 14,000 lbs., Registration fee\$12.50

Farm trucks with declared maximum gross weight, including vehicle and load, of more than 14,000 lbs., and not in excess of 18,000 lbs., Registration fee \$40.00

Farm trucks with a declared maximum gross weight, including vehicle and load, of more than 18,000 lbs., and not in excess of 24,000 lbs., Registration fee \$75.00

There is thirty-five (35¢) cents additional to each of the above fees for clerk of court charges. Those who come in regularly are required to pay one (\$1.00) dollar annually for a city license.⁽⁸⁾

(7) Tennessee Motor Vehicle Tax Act, effective February 21, 1935, Department of Finance and Taxation, page 5.

(8) Traffic Code for the City of Knoxville, 1935, page 9.

Producers are not required to pay a state, county, or city license to sell their produce. The revenue bill that requires a privilege license to be paid by wholesale fresh fruit and vegetable distributors allows the following exemption: ⁽⁹⁾ "Every farmer, gardner, and horticulturist who sells, exposes or offers for sale, fresh fruits and vegetables, actually produced or grown upon his farm by such farmer, gardner, or horticulturist, as an incident to the growing and production thereof but not otherwise."

Health Regulations

So far as could be learned, there are no Federal, state, or county health regulations setting forth specific health standards to be maintained on wholesale fruit and vegetable markets. In the City of Knoxville there are no city ordinances governing wholesale fruit and vegetable markets as such. However, there are city ordinances ⁽¹⁰⁾ setting up specific health requirements to be met by "The Public Markets of the City of Knoxville". In addition, there are city ordinances ⁽¹¹⁾ compelling food handlers to meet certain requirements. Inasmuch as the Western Avenue Market has been designated as an overflow market ⁽¹²⁾ for Market Square, the City Health Department is in a position to control sanitation on the Western Avenue Market through Market Square Health ordinances. Since

(9) 1937 Revenue Bill as amended, State of Tennessee, Item 101-B.

(10) Ordinance No. 317 - passed July 22, 1930.

(11) Ordinance No. 569 as amended to date, March 12, 1936, Section 9.

(12) Mynatt, W. W., Mayor - "To the Council of the City of Knoxville", June 20, 1939.

the operatives at Western Avenue Market sell food, the City Health Department is in a position to enforce the "food handlers' ordinance".

The City Health Department, through the regulation of food handlers, requires that "Every person who handles or comes in direct contact with food in any way shall have in his possession at all times a certificate by the health officer stating that said person has been examined for the detection of communicable diseases. Such certificate shall be renewed annually" (13)

The ordinance regulating the public markets of the City of Knoxville was designed primarily for the regulation of the market house and Market Square.

Because of the purpose of the ordinance, it is not particularly applicable to the regulation of sanitation on the Western Avenue Market, but the City Bureau of Health attempts to enforce such parts of the ordinance as it sees fit.

Following an inspection of the Western Avenue Market on March 17, 1939, the City Bureau of Health listed the following items, which were considered violations of the city food ordinances.

1. Lack of adequate toilet and sink facilities.
2. Filthy condition of floors.
3. Lack of screens to prevent entry of flies.
4. Dirty walls and ceiling.
5. Fruits and vegetables not elevated (unsatisfactory display).
6. Garbage and rubbish on floor and ground.
7. Insufficient garbage receptacles and covers for same.
8. Waste water disposal on surface of ground.
9. Presence of dogs, flies, etc.
10. Inadequate equipment.
11. Building used for sleeping purposes.
12. No food permits.

(13) Ordinance No. 569 as Amended to date, March 12, 1936, Section 9.

The City Bureau of Health made the following recommendations:

1. (a) That the market managers be requested to cooperate with the Bureau of Health by requiring all patrons to comply with the City Food Ordinance and by furnishing patrons the essential facilities and equipment for proper food handling.

(b) That all patrons be required to comply with all requirements of the food ordinance or discontinue sales.

2. That free toilet facilities be provided for patrons.
3. That additional sink facilities be provided.
4. That all floors be thoroughly cleaned daily.
5. That walls and ceiling be thoroughly cleaned and painted.
6. That all doors and windows be effectively screened.
7. That all food products be elevated at least 18 inches above floor. That foods consumed raw and not having a natural protective covering be stored and displayed only on the interior of the market.
8. That adequate garbage receptacles with tight fitting covers be provided and that all garbage and rubbish be disposed of as required by Ordinance No. 15.(14) That all receptacles be cleaned and deodorized daily.
9. That all waste water be discharged into the sanitary sewers.
10. That flies and other insects be kept out of the market. That no dogs or other animals be permitted in the market house.
11. That refrigeration facilities be provided for storage of all perishable foods; and that other essential equipment, such as benches and racks be provided for storage and display purposes.
12. That no sleeping be allowed in the market house.
13. That all food handlers have health examinations.
14. That all vendors making retail sales of food be required to obtain food permits from the City Bureau of Health.

The management were asked the same question as that asked the City Bureau of Health, whether they had any problems of sanitation on the market. They feel that the market is kept in a satisfactorily sanitary condition. They say that "The Bureau of Health wants to make a delicatessen out of a produce market". The market employs two men to do general work around the market. These men are on duty at different times during the day and night, so there is someone trying to keep the market clean during

(14) Ordinance No. 15, passed January 7, 1928.

about 16 out of the 24 hours of each day. Their efforts consist principally of sweeping. The city garbage trucks visit the market once each day to collect the spoiled fruit and vegetables that have accumulated in the garbage cans.

Rules of the Market

The Western Avenue Market is privately owned, and is operated as a wholesale produce market about ten (10) months out of the year. The other two (2) months it is used as a tobacco market. In the past truckers who desired to sell on the market throughout the year have been allowed to use space on the outside of the market during the marketing of tobacco. Last year (1938) the truckers rented a building on Dale Avenue and used it as a market place during the winter months while tobacco was being sold at the Western Avenue Market. This will not be repeated this year (1939) as the Dale Avenue building is not available. A shed is being constructed along the side of the Western Avenue Market bordering Dale Avenue, which will provide open air stalls for the truckers during the winter months. The market is open for business 24 hours a day, except Sunday. The closing hour at the end of the week is 12 o'clock midnight Saturday. The opening hour for selling to begin is 9:00 P.M. Sunday. The market opens for business at 9:00 P.M. Sunday in order to accommodate out-of-town buyers who have to buy, load, and haul produce to distant points to be sold early Monday morning.

Retailing is not prohibited on the market, but is discouraged. Producers are free, by constitutional rights, to sell their produce in either retail or wholesale quantities. Therefore the market cannot

dictate to farmers how they may sell their produce. The trucker, however, is not permitted to do retail selling. The city license issued to truckers has the following statement stamped upon it. "No retail sales authorized hereunder, until permit therefor has been secured from the Health Officer". The Health Officer has not issued any permits to truckers allowing retail sales. No definition is available as to what constitutes a retail sale.

The Western Avenue Market came to be used as a produce market at the request of a committee of farmers. Since it was started as a farmers' market, there is an unwritten law that for a period of about twenty-five (25) weeks, farmers are given preference in receiving space on the market. This period is during the marketing of local fruit and vegetables.

Signs in the market state that any produce damaged will have to be paid for by the person who damages it.

Some other regulations which the market master attempts to enforce are:

1. No roller skating allowed in the market.
2. No bicycling allowed in the market.
3. No loafing allowed in the market.
4. No dogs allowed in the market.
5. No robbing of garbage cans permitted.
6. No drinking tolerated.
7. No disorderly conduct permitted.

Comments on Regulations on the Western

Avenue Market

Health Regulations. 1. There is a lack of toilet and sink facilities. The toilet is kept by a Negro custodian who receives his income,

not from the market, but from charges for the use of the toilet. He keeps the fixtures as clean as possible, but they are old and cannot be made very satisfactory. Those who use the toilet are supposed to pay the Negro 2¢, but about the only ones who pay are the conscientious farmers.

There is a dilapidated sink in the toilet, but many do not use it because the Negro begs tips from those who enter the toilet. Another sink is located high under the stairs leading to the barber shop. It is practically hidden and is not easily accessible.

There is no drinking fountain in the market. An ice water stand is maintained in the toilet by the Negro custodian, but a 1¢ fee is charged for paper cups. Drinking water may be had by asking for it in the cafe on the market, but such an arrangement is not desirable.

2. The floors are not so clean as they might be, but they are swept frequently during the day. Scattered produce is constantly being picked up and put in garbage cans. The floors are flooded occasionally during heavy rains, and this is highly undesirable. Produce is supposed to be kept 18 inches off the floor, but no provision is made for this by the market. Consequently, it is not enforced. Generally speaking, the floors are kept as clean as those on the market in Atlanta, Chattanooga, Bristol, Asheville, North Carolina, or Columbia, South Carolina.

3. The market is not screened, but it seems that the screening of a wholesale produce market is not necessary.

4. The walls and ceiling are "dirty", but this is quite a problem in the present structure. It was built originally as a barn or stable.

Later the floor was concreted so as to convert the building into a plow manufacturing plant. The structure is used now as a combination tobacco and fruit and vegetable market. To clean and paint the walls would involve the expenditure of funds which could be used for more urgent needs, such as building additional sheds and providing additional parking space.

5. There are no platforms for display of fruits and vegetables. The City Ordinance requires that produce be kept 18 inches off the floor, but this is not enforced. At present there are no facilities for the display of fruits and vegetables. The seller has to either leave the produce on his truck or set it on the floor or on boxes. Display facilities are needed for commodities such as celery, onions, potatoes, cabbage, tomatoes, etc. A more serious problem arises in regard to display facilities outside the market. Sellers often set baskets of apples, peaches, green corn, etc., on the ground. The ground is often wet, due to rain. At some seasons melted ice from trucks of iced produce causes the ground to be wet. It is not uncommon to see a crate of chickens and a basket of beans displayed side by side on the floor. In addition, produce displayed on the floor or ground is easily damaged by being stepped on or hit by moving vehicles.

6. Garbage and rubbish are not kept off the floor and ground. This situation is due more to carelessness on the part of farmers and truckers than to neglect on the part of the market operators. Truckers and farmers could avoid throwing spoiled tomatoes, cantaloupes, apples, peaches, etc., on the floor and ground, putting them in receptacles which are located at

numerous places both inside and outside the market. Scattering spoiled fruit and vegetables around and under trucks, in addition to being insanitary, encourages children and adults (Negro and white) to collect this spoiled produce for consumption.

7. Additional garbage receptacles would help the sanitation of the market, and covers for same would be highly desirable. During hot weather and peak business periods these receptacles should be cleaned and deodorized more often than once every 24 hours. No one is supposed to rob the garbage cans to get produce to be consumed, but this is not enforced strictly enough. During rush periods the market master has more than he can do to park incoming loads and regulate traffic. With only one market master on duty at a time, it is impossible for him to enforce many of the rules and regulations.

8. Plumbing fixtures should be repaired to prevent waste water on the ground. In the early spring, when green corn is being trucked in from Georgia and Florida, it is covered with chipped ice. The melting ice creates another problem by keeping the ground wet.

9. The market master tries to keep dogs off the market and few were seen there during the period in which this information was being collected. It seems impracticable to expect a wholesale produce market to be entirely free from flies. However, the correction of some other defects mentioned will tend to reduce the number of flies.

10. On a market that is open 24 hours a day, it may be expected that some sellers will be seen taking short "naps" during lulls in business activities. The objectionable element here is that they often use beans, corn, etc., as a bed. Sellers certainly should not be permitted to sleep

on their produce.

11. All food handlers are required to have health certificates, and this should be strictly enforced.

12. There are no regulations requiring produce to be graded and packed in a standard manner. Therefore, buyers have no way of knowing what they are buying unless they inspect the entire package. This encourages the handling of produce many times, by various prospective buyers. This practice is insanitary, damages the produce, and tends toward a slow market.

Perishable Agricultural Commodities Act, 1930. The purpose of this act is "..... to suppress unfair and fraudulent practices in the marketing of perishable agricultural commodities in interstate and foreign commerce". It states that no person shall at any time carry on the business of a commission merchant, dealer, or broker without a license issued by the Secretary of Agriculture and countersigned by the Chief of the Bureau, which is valid and effective at such time. An annual fee of ten (\$10.00) dollars is required in order to obtain a license.

In this act dealer means any person engaged in the business of buying and selling in carloads any perishable agricultural commodity in interstate or foreign commerce. Carloads means quantities of produce of not less than one ton in weight shipped or received by rail, truck, boat, or any other means of transportation. The term "interstate or foreign commerce" means commerce between any state or territory, or the District of Columbia and any place outside thereof; or within the District of Columbia.

It is through the above statements and definitions taken from the rules, regulations, and text of the act that the truckers on the local market are required to pay an annual Federal license of ten (\$10.00) dollars. Apparently the word "shipped" as used in the act is interpreted to mean that the local trucker, who buys produce and hauls it in his privately owned truck, has "shipped or received". Otherwise it does not seem that the local hauler would come under the purposes outlined in the act.

Primarily the act is designed to regulate unfair practices in the marketing of perishable agricultural commodities in interstate and foreign commerce by common carriers. These unfair practices are outlined in the text of the act.

The primary purpose is to prevent buyers from being unreasonable in rejecting shipments or sellers in sending shipments, or persons from being unfair in connection with perishable commodities, bought, sold, or consigned in interstate or foreign commerce.

From the standpoint of those who buy, sell, or consign perishable agricultural commodities in interstate or foreign commerce through the use of common carrier, the value of this act is easily recognized and it may be that in other sections of the country the act is of benefit to private haulers. However, from the standpoint of conditions and practices in the Knoxville area, the value of the act to private truckers is not easily seen.

The majority of purchases made by Knoxville truckers is for ungraded produce, and none of this is shipped to or received on the market by common

carriers. The Perishable Agricultural Commodities Act seems most effective in regulating the marketing of graded produce, and so long as truckers continue to buy ungraded products there is little this act can do to protect them. However, if they increase their purchases of graded produce, on markets where records are kept to identify the sellers, this act will become increasingly important to them.

Truckers' Privilege License. Truckers are being subjected to increased regulation. Pressure by railroads to keep business in the old established channels, and by large wholesale produce dealers to eliminate the truckers, has caused legislation intended to reduce the flow of fruits and vegetables by trucks. Established wholesale houses list numerous ways in which the trucker offers "out-throat" competition.

It is probably true that much of the hauling has not been on a sound financial basis. Truckers have created problems for wholesale houses, and for local farmers but they have lowered costs of fruit and vegetable marketing.

The new privilege license fee for truckers, which went into effect during the summer of 1939, is intended to be a regulatory measure rather than a revenue measure. It increased the total state, county, and city fee from \$75.00 to \$150.00 per year. Under the old law low payment could be made on a quarterly basis. The amended bill requires the annual payment to be paid in full at one time.

The new bill has had a marked effect on three types of truckers:

1. The irregular trucker
2. The seasonal trucker
3. The regular trucker

The Irregular Trucker. In the past, the Knoxville market has been visited by the irregular or occasional trucker. He is said by some to have been a disrupting influence on marketing. With the enforcing of the new privilege license law he is less apt to visit the market. In the past, he gambled on being caught by the license collector. If he were caught he paid for a three months license. Now he finds the cost too high to run the risk.

The Seasonal Trucker. There has been a tendency in the past for a group of truckers to use hauling fruits and vegetables as a part-time profession. During certain seasons there would be an increased number of regular truckers on the market. This increased number was due to the group who hauled on a seasonal basis, and who under the old law could purchase a privilege license on that basis. Some of these operated on a three-month basis, some on a six-month basis, and some on a nine-month basis. The change in the law is too recent to show what the effect will be on the seasonal truckers. Those who operated on a nine-month basis discontinued hauling during the winter months, perhaps partly because of the lack of a convenient market place during the tobacco season.

The Regular Trucker. The new privilege license fee has decreased the number of regular truckers on the Knoxville market but it has probably not decreased the total volume of fruits and vegetables brought to the market by trucks. Those who are able to pay the fee have expanded their business. Thus the new law has not had the effect intended by those responsible for its passage.

License to Operate a Truck. Whether the present cost of the license to

operate a truck is too high or too low has not been determined. What regulation is needed on the size and weight of trucks operated on the highway is another unanswered question. One thing stands out, however, with reference to these problems. There is a need for a closer relationship and greater cooperation among states. With improved highways and trucks, state boundaries are getting closer and closer together so far as truckers are concerned. Their cruising range is no longer through a series of counties, but through a series of states. Individual states are no longer large domains, but merely stepping stones from market to market for the trucker. If people in New York City are to enjoy strawberries fresh from Tennessee farmers' fields, the trucker must not be required to waste time in each state crossed to adjust his load, truck, and tags to agree with peculiarities of the law in that state. In the same manner in which standard grades, weights, and measures of produce are needed throughout all states (and markets) so are standard laws needed for the operation of motor trucks upon the highways of the nation.

Privilege License for Produce Markets. The state license for the privilege to operate a produce market was imposed in an attempt to eliminate fruit and vegetable markets, rather than to collect revenue. The amount charged for this license must be passed on to producers, and thus be included as a marketing cost. The total cost in Knoxville (state, county, and city) is three hundred (\$300.00) dollars. The management of the market naturally feels that this is a high fee, but admits that it tends to discourage the opening of competing markets in Knoxville. The law is too recent (1939) to show its effect upon marketing.

CHAPTER IV

BUYERS OF FRUITS AND VEGETABLES

Considerable attention was given to buyers on the market, for buyers rather than expensive facilities make a good market. To get information on the buying side of the market, and to determine the destination of produce, 329 buyers were interviewed. Of these, 102 were on Western Avenue, 168 Knoxville retail grocers at their stores, and 59 buyers at their places of business in numerous other cities and towns of East Tennessee, Virginia, and Kentucky. When buyers were contacted who do not at present patronize the Knoxville market, reasons were obtained for their using other markets. An estimate was obtained of the total fruit and vegetable purchases made at each town, and of the proportion made in Knoxville. A statement was also obtained regarding the possibilities for increased business in Knoxville.

Knox County buyers take about half of all the produce sold at Western Avenue, which totals about two million dollars annually. The mining sections of Kentucky and Virginia take about half a million dollars worth, which is more than the combined total of all counties of East Tennessee outside of Knox. The Harlan, Kentucky, coal mining area alone takes from \$150,000 to \$200,000 worth annually, which is about equal to the purchases in Knoxville of Johnson City, Elizabethton, Bristol, and Kingsport combined (Figure 7).⁽¹⁾

(1) A separate study was made of Knoxville buyers, a discussion of this subject appearing in Chapter V of this report.

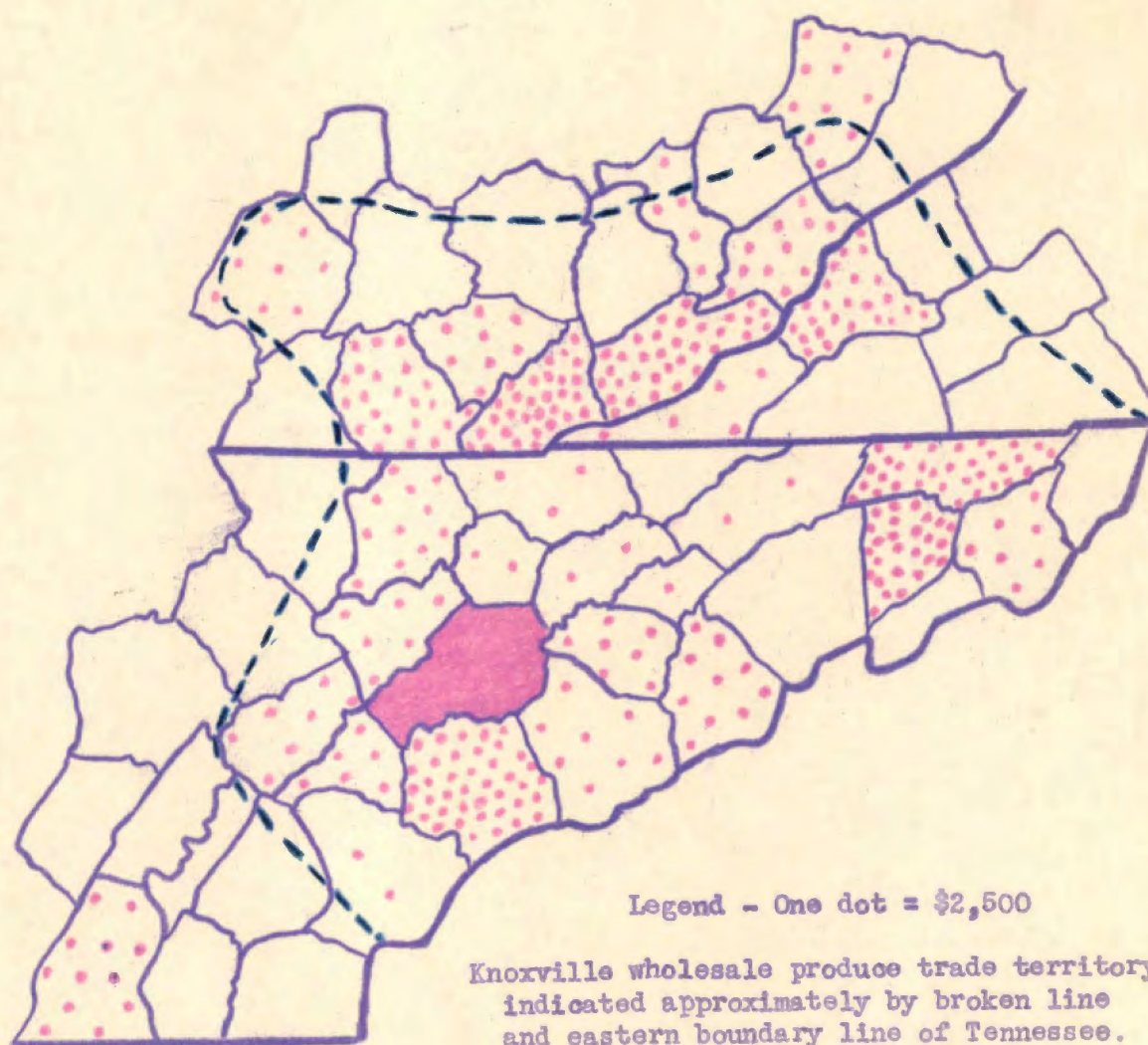


Figure 7. Estimated Annual Value of Fruits and Vegetables Purchased on Western Avenue Market, by Counties, 1939

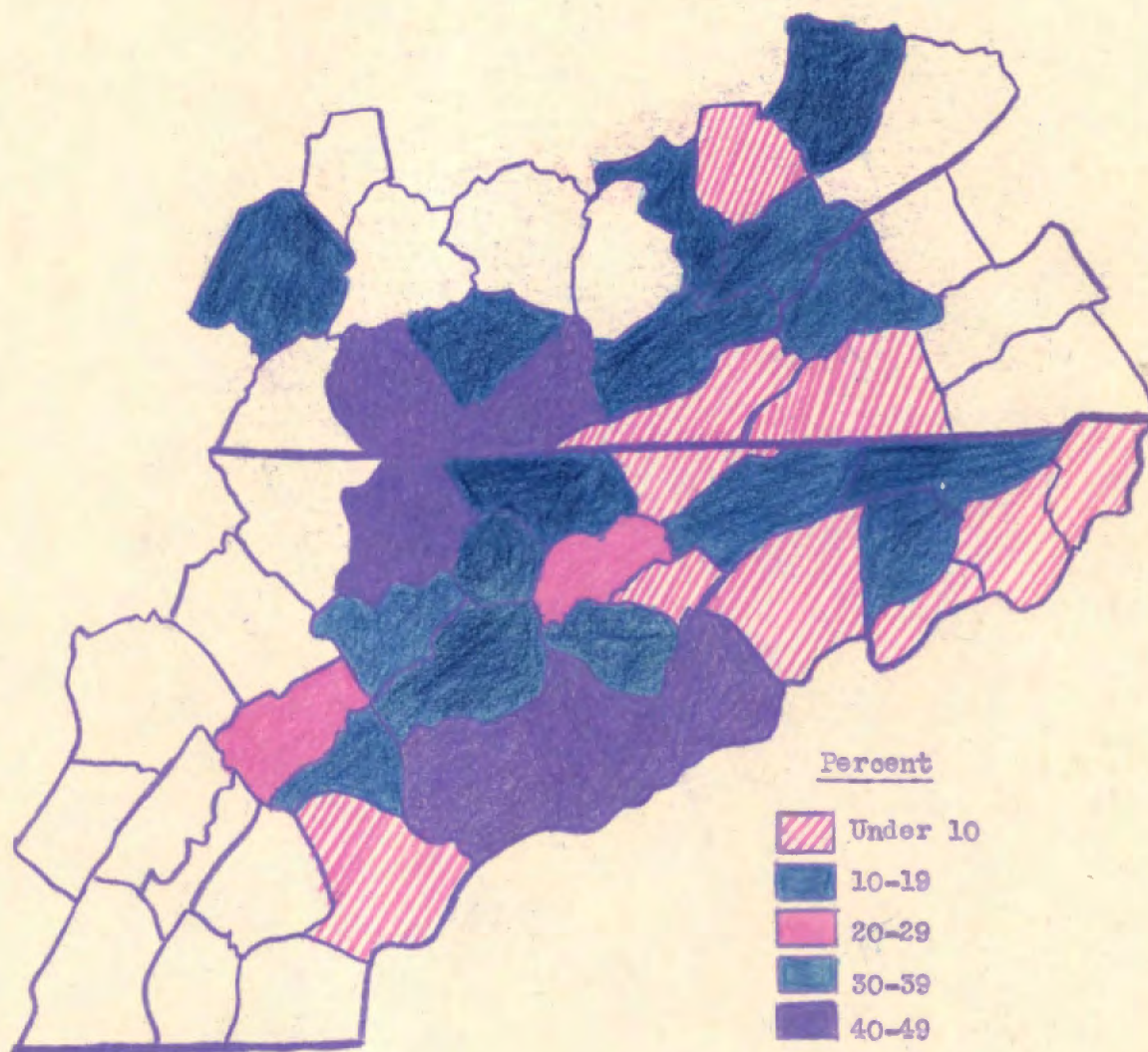


Figure 8. Percent That Western Avenue Purchases Are of All Fruits and Vegetables Purchased in Each County of The Knoxville Wholesale Trade Territory *

* Knoxville Wholesale Trade Territory shown in Figure 7.

The Knoxville wholesale trade territory for fruits and vegetables is approximately delimited on Figure 8. It includes 22 counties in East Tennessee, 3 in Southwest Virginia, and 9 counties in Southeast Kentucky, an area of 13,708 square miles, containing 617,525 non-farm people.

The limits of the trade area were determined from information given by outside buyers. Some regularity in trips to Knoxville from a trade center was considered necessary to place it in Knoxville's trade territory.

The area in Virginia and Kentucky is almost equal to that in East Tennessee. Lexington, Kentucky, Cincinnati, Ohio, Charleston, West Virginia, and Baltimore, Maryland, the nearest large markets to the north, are 204, 285, 343, and 550 miles away respectively, which permits considerable extension from Knoxville in that direction. The maximum extension to the north is probably 150 miles.

Chattanooga's trade territory reaches about half way to Knoxville, which allows only about a 50 mile extension to the southwest. However, Chattanooga haulers buy regularly on the Knoxville market such products as beans, cantaloupes, and apples. Thus Chattanooga's market is partly furnished by Knoxville (see map of Chattanooga's trade territory, Figure 9).

Out-of-Town Buyers

Within a radius of approximately 50 miles Knoxville and Morristown wholesalers have delivery routes which furnish stores with the more staple types of fruits and vegetables such as bananas and oranges, which

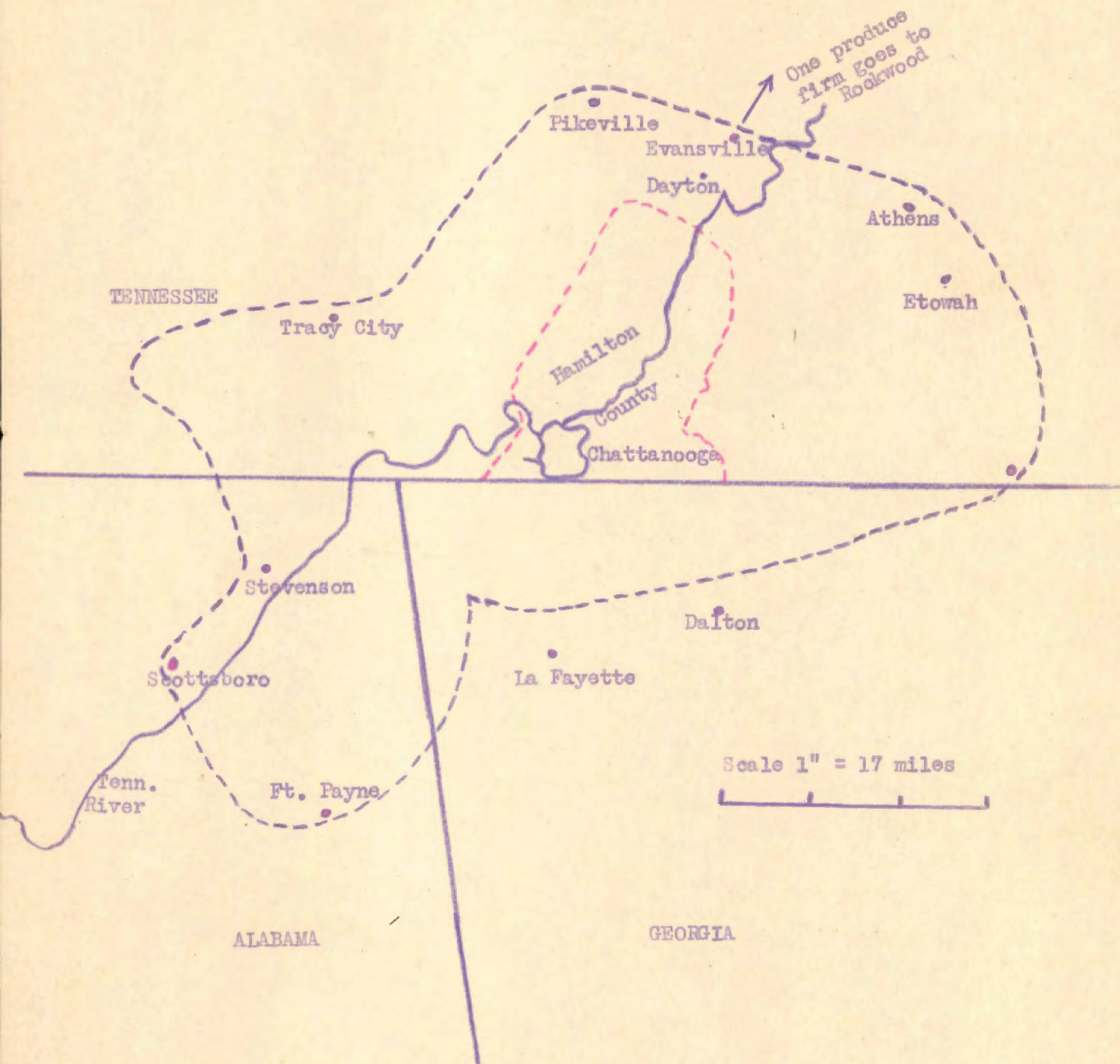


Figure 9. Wholesale Fruit and Vegetable Distribution Territory of Chattanooga, Tennessee, 1939

are shipped to Knoxville and Morristown by rail. Seasonal products such as beans, melons, corn, and greens are usually obtained either from the Western Avenue market in Knoxville or from local farmers.

Beyond Sweetwater, Rockwood, and Madisonville, to the south and west, competition from Chattanooga and Atlanta firms is keen. These points mark the limit of Knoxville's fruit and vegetable trade territory in those directions. Hale Brothers of Morristown deliver as far south as Athens. Independent stores and White Store managers in those towns buy locally from farmers so far as local production of quantity and quality desired is available. Many of the towns in the trade territory of Knoxville are near producing areas which supply a large percentage of their needs for certain fruits and vegetables in season. This is the case at Lenoir City, Sweetwater, Maryville, Sevierville, Newport, Morristown, and Greeneville. The towns in Roane, Loudon, Monroe, Blount, and Anderson counties are near peach or strawberry producing areas. Towns in the northeastern part of the Knoxville's trade territory are near the apple, cabbage, and bean producing areas of Virginia and North Carolina, and near Johnson County in Tennessee (see map of producing areas, Chapter VIII).

However, it sometimes happens that farmers within an hour's drive of Knoxville, rather than sell to the local merchant in their nearby town, haul products to the Western Avenue Market, which are later purchased and hauled back by the local merchant.

The nearby out-of-town buyer, in contrast with the long-distance

hauler, is usually a retailer who gets a mixed load in a small truck. In the aggregate this business is large because there are many buyers of this kind. Except for purchases from local farmers, Western Avenue is the source of their fresh seasonal produce, even though it may be delivered to them by haulers or by wholesale houses.

The industrial counties of northeast Tennessee purchase large quantities of fruits and vegetables, but several wholesale houses are located there which handle rail products. Several truckers are also doing a wholesale business. Their purchases per load are large but they split their buying between markets in Florida and South Georgia, Atlanta, Columbia, South Carolina, Winston-Salem, North Carolina, Cincinnati, and Baltimore. They also purchase considerable quantities direct from farmers at the field or orchard. Such buyers, operating at long range with big trucks, would be good customers on Western Avenue if they found it profitable to patronize this market more regularly. They are in a position to easily shift their purchases from one market to another as price advantages dictate. These large buyers complain of the lack of volume, variety, and quality offered at Knoxville. Artificial restrictions on the supply brought here for sale might easily result in losing their business altogether. At present these truckers are doing about one-third of their annual business with Knoxville. They buy here when there is a surplus of local produce, or when for any reason the prices on this market are favorable in comparison with those obtainable elsewhere.

The largest business of the Western Avenue market is done in the mining areas, where there is little agricultural production even in the form of home gardens. Much of the buying is done by mining company stores or commissaries. Two wholesale houses located in Harlan, Kentucky, handle much of the produce which is shipped there from long distances, by rail. In the northern part of the mining area Lexington, Kentucky, and Huntington, West Virginia, wholesale houses compete with Knoxville for the business. Although Cincinnati firms do not truck into the area, many trucks from the mining section go into Cincinnati to buy.

Wholesale truckers at Middlesboro, Harlan, Corbin, Jellico, and other towns in the mining district haul in fresh produce from Knoxville, Atlanta, South Georgia, and Florida. Knoxville is the nearest market to supply their needs, besides being in line with their route to Atlanta and other southern points. Hence truckers keep in close touch with the Knoxville market even when making most of their purchases elsewhere.

Truckers operating in the mining district prefer to buy in Knoxville when possible, and are willing to pay a higher price than are truckers from the northeastern part of Tennessee, who have more alternative sources of supply. Kentucky trucker buyers obtain about one-third of their total supply in Knoxville. They are badly in need of a more complete line than is now offered on the Knoxville market.

Annual business done by occasional long-distance buyers from outside Knoxville's regular wholesale area is not large, but they usually

come at peak production periods when a market glut is imminent, hence should be very welcome. Such buyers come from Atlanta, Nashville, Lexington, Cincinnati, and Louisville, and other distant points.

Purchases Made by Truckers in Knoxville, in Addition to
Fruits and Vegetables

Of 102 out-of-town buyers interviewed on Western Avenue, 43 made purchases of general merchandise, such as groceries, hardware (some miners' lamps and tools), paint, roofing, seed, fertilizers, tires, auto parts, drugs, and coal.

Retail grocers from other towns, coming to Knoxville for other purposes, frequently stop by the Western Avenue Market and purchase a load. Managers of chain stores, who come to the weekly Monday night manager's meeting, make a practice of taking back a load of produce. One grocer stated that he purchased a load at the market during the summer after attending a baseball game, the theatre, or other amusement. Numerous illustrations of a similar nature could be given, showing how one business which attracts buyers to Knoxville also helps other businesses.

Comments by Out-of-Town Buyers on Points Needing Improvement

Points needing improvement, in order of most frequent mention, are parking facilities, lighting, display, variety, grading, packing, and weighing (Table I).

TABLE I. POINTS NEEDING IMPROVEMENT ON WESTERN AVENUE
MARKET ACCORDING TO 102 OUT-OF-TOWN BUYERS,
1939

Item	No. Buyers Expressing Need for Improvement
Parking space	71
Lighting	57
Display of produce	45
Variety of produce	44
Grading	38
Packing or packaging	35
Weighing	35

No disapproval of selling hours was registered, the market being open 24 hours of the day.

CHAPTER V

AGENCIES FOR FRUITS AND VEGETABLES DISTRIBUTION IN KNOXVILLE

Channels or agencies for distribution of fruits and vegetables in Knoxville, from producer to consumer, are shown in Figure 10. It brings out the important place that Western Avenue market occupies in relation to other agencies through which food stores, restaurants, hotels, and cafeterias obtain their supplies.

In this phase of the study, the first purpose was to determine more accurately the relative position of the wholesale market as a source of supply; and second to get data on the problem of retail buying, the costs of which are ultimately a charge against the producers.

Information was obtained from 168 food stores and eating places⁽¹⁾ as to the amount of fruits and vegetables purchased from each agency supplying them. Comments on the Western Avenue market were also obtained from each. A copy of the schedule is shown in the Appendix.

The sample represents approximately one-third of the stores handling fruits and vegetables in Knoxville, there being a total of 506 licensed by the city health department in 1939.

The eating places surveyed purchase about one-third of the total

(1) Of these, 155 were food stores and 13 were eating places, which were combined to get at the amount and percentage use of different wholesale agencies.

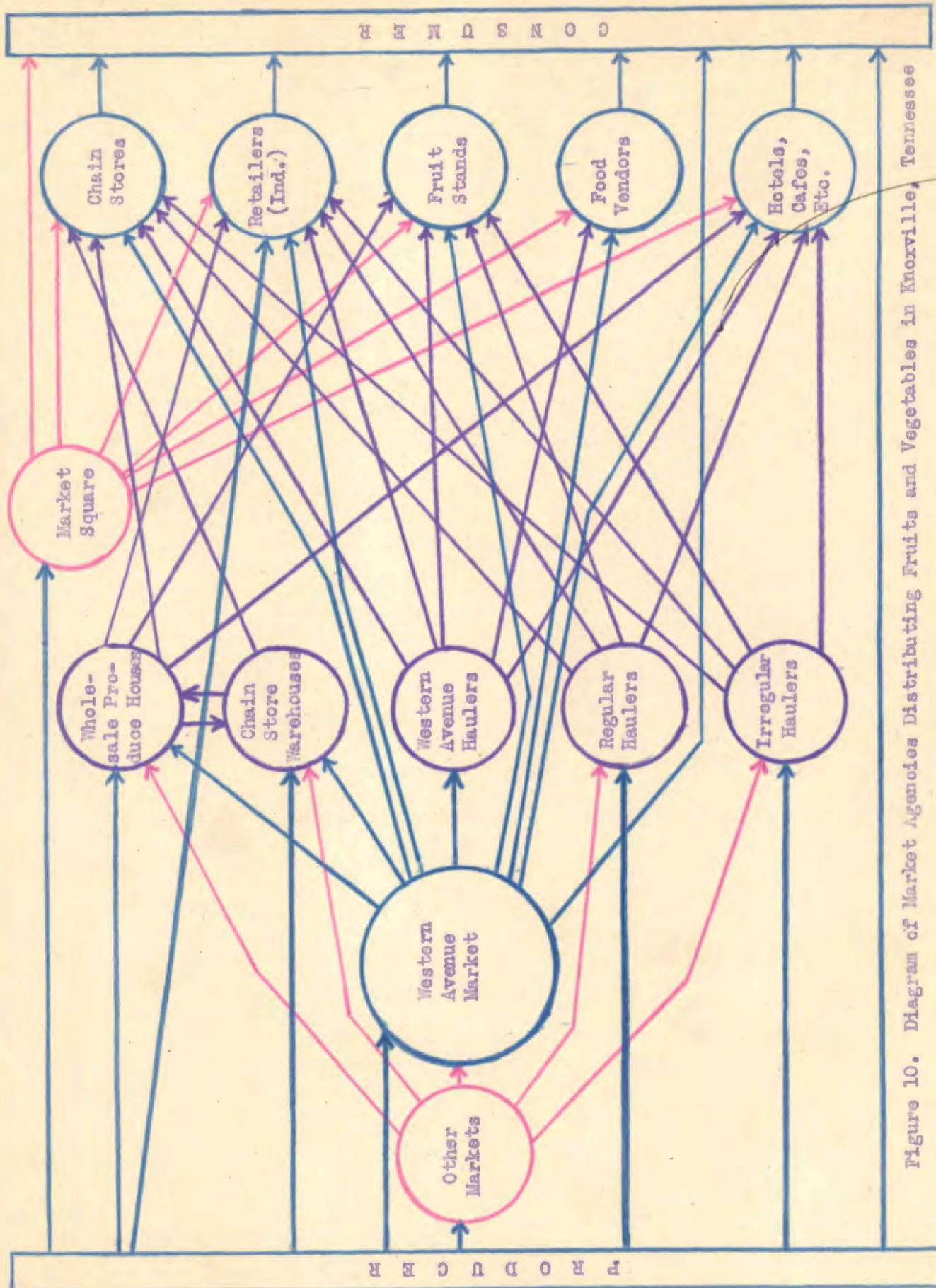


Figure 10. Diagram of Market Agencies Distributing Fruits and Vegetables in Knoxville, Tennessee

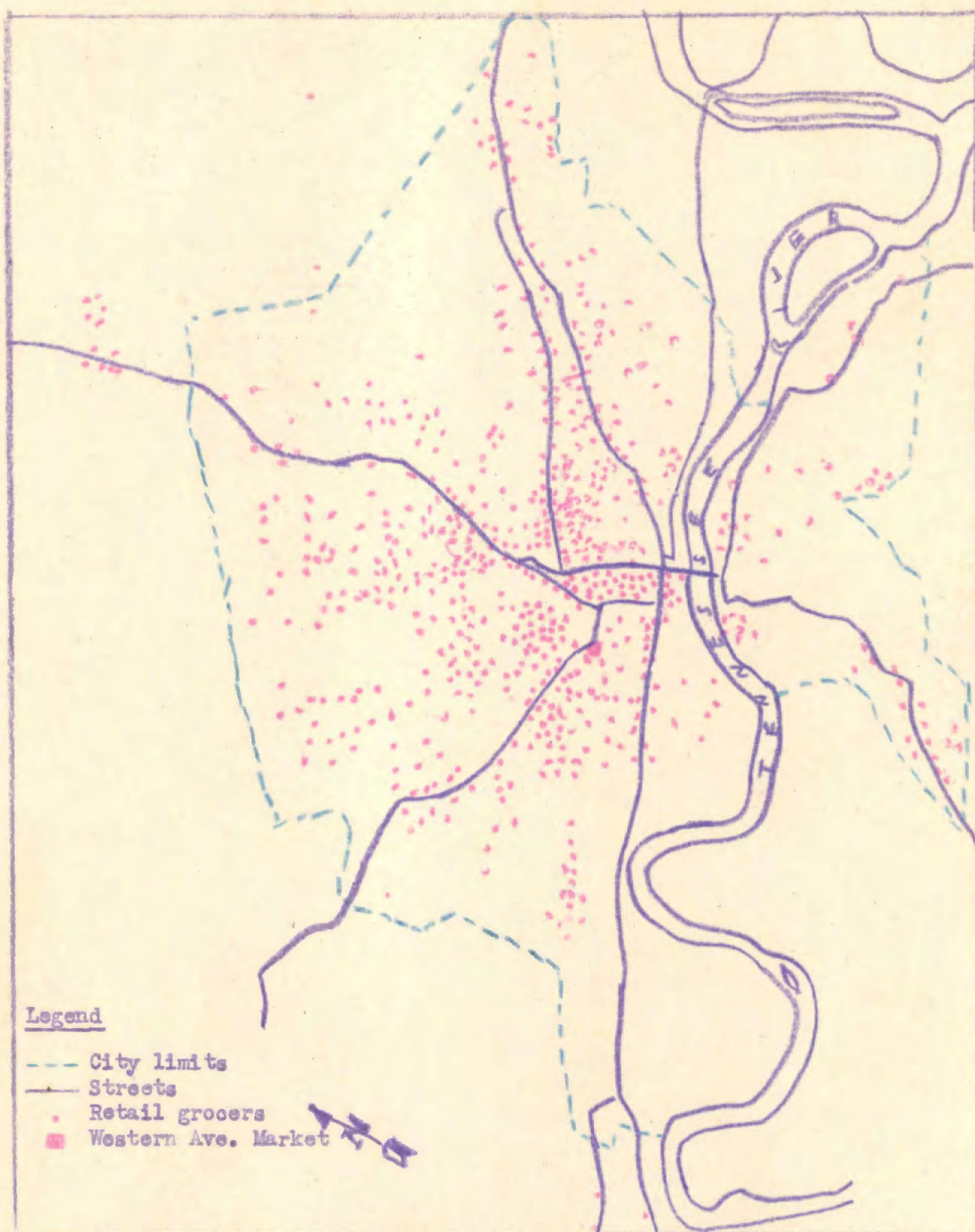


Figure 11. Location of 645 Retail Grocers in Knoxville, Tennessee, and Suburbs, 1939 *

* Taken from 672 listed in telephone and city directories. Location of 27 are not shown.



Figure 12. Location of 168 Retail Food Stores and Other Buyers of Fruit and Vegetables Interviewed in Knoxville Wholesale Market Survey, 1939.

fruit and vegetable business of all such establishments. ⁽²⁾

The sample of retailers was taken at random, all store sizes and all parts of Knoxville being well represented. The sample includes chain and independent merchants, and Negro as well as white operators.

Establishments interviewed were located not only within the corporate limits of Knoxville, but also in Fountain City and Bearden (Figure 11). The location of these buyers may be compared with the location of all retail grocers in Knoxville by comparing Figures 11 and 12.

The total annual purchases of fruits and vegetables by these buyers approximates one million dollars, purchases of individual buyers ranging from \$200 to \$25,000.

Market Agencies Supplying Food Establishments

The leading source of supply for retailers ⁽³⁾ in Knoxville is the Western Avenue Market, over nine-tenths (91.5 percent) of the retailers interviewed buying there. This market supplies 34.9 percent of all their purchases (includes 0.9 percent from Western Avenue haulers). Estimating the total fruit and vegetable purchases of the city and suburbs at \$3,300,000, ⁽⁴⁾ Western Avenue does over one million dollars worth of business with local purchasers. Knoxville wholesale houses

(2) The total number of eating places buying fruits and vegetables at wholesale was not determined, but an estimate of their total business was obtained from wholesale dealers.

(3) Retailers will be used throughout the remainder of this chapter to indicate both store and eating places.

(4) See Table II for basis of estimate.

furnish 28.6 percent of locally used products, out-of-town wholesalers (Hale Bros., Morristown), 14.9 percent, making a total of 43.5 from all wholesalers.

Farmers deliver 9.0 percent of total store purchases to the stores. No cases were found of long-term contracts being made with farmers by merchants, but merchants get acquainted with certain producers from whom they buy regularly.

Grocery stores and eating places made purchases from farmers or farmers' cooperatives in other states to the extent of 5.9 percent of their total business. Most of this type of long-distance buying from farmers is done by chain store warehouses.

Chain store warehouses furnish 2.8 percent of the fruits and vegetables sold in Knoxville. Regular haulers make deliveries of products obtained in Atlanta, other Georgia and Florida points.

Market Square furnishes an insignificant amount, 1.1 percent. Market agencies engaged in distribution of produce are shown in Figure 10, while the percentage purchased by each is shown in Table II.

The source of supply, for a given agency, varies with the commodity. In Figure 13 the 10 commodities first listed are obtained principally from the Western Avenue Market. These products are green corn, peaches, greens, green beans, cabbage, cantaloupes, sweet potatoes, strawberries, watermelons, and tomatoes.

Irish potatoes, dry onions, citrus, and bananas, comprising 37 percent of total fruit and vegetable purchases, are purchased principally from wholesale houses.

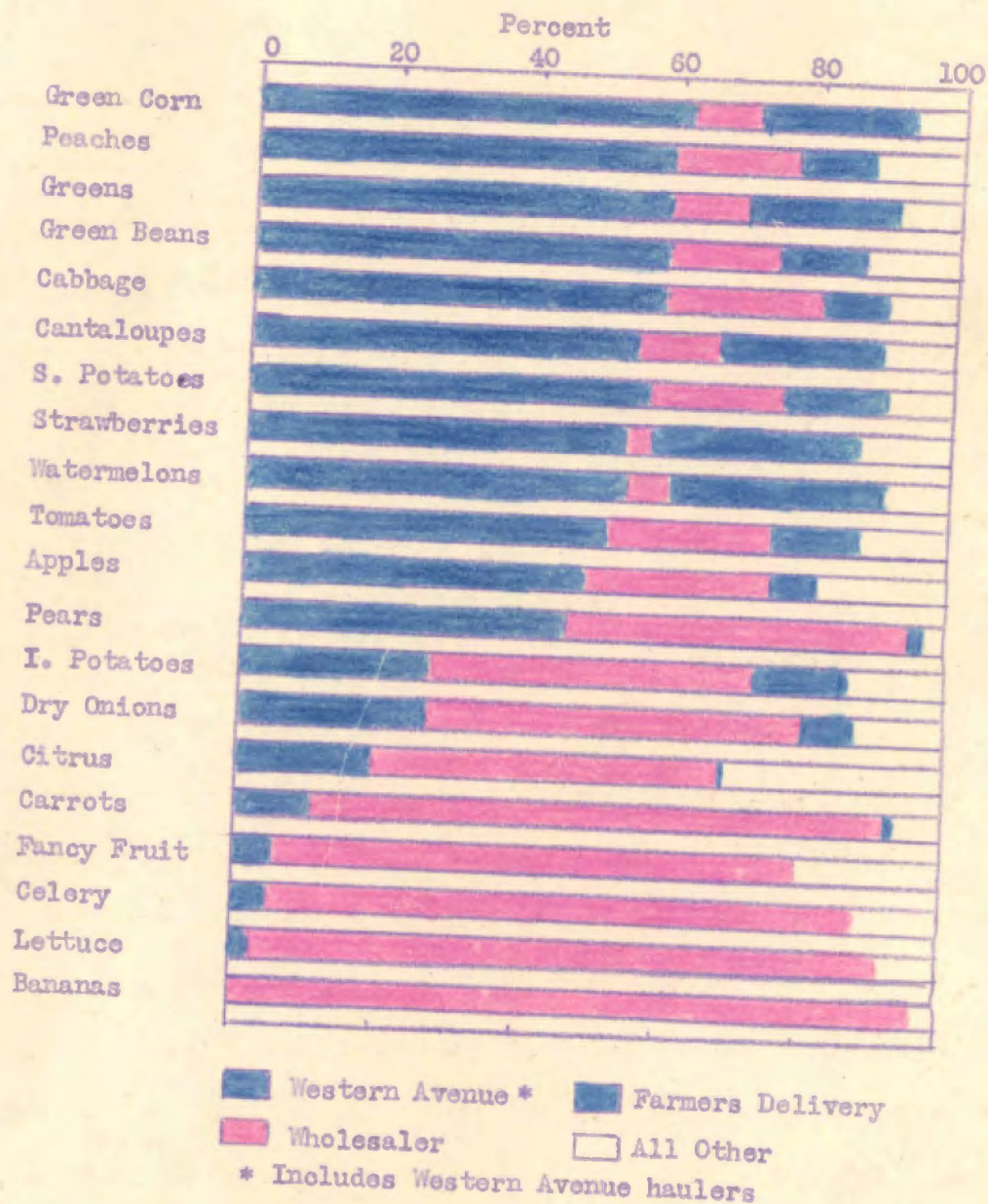


Figure 13. Percent 168 Retailers Purchase of Each Commodity by Principal Sources, Average Annual Estimate, Knoxville, Tennessee

TABLE II. ESTIMATED ANNUAL FRUIT AND VEGETABLE PURCHASES
BY FOOD ESTABLISHMENTS FROM PRINCIPAL MARKET AGENCIES,
KNOXVILLE AND SUBURBS *

Market Agencies **	Amt. Purchased by 168 Establishments	Percent of Total **	Estimated Amount Purchased by All Retail Establishments
	Dollars	Pct.	Dollars
Western Avenue Market	339,700	33.3	1,091,000
Knoxville wholesalers	293,800	28.8	944,000
Out-of-town wholesalers	153,000	15.0	492,000
Farmers' delivery	90,800	8.9	292,000
Farmers' field (other states)	60,200	5.9	193,000
Regular haulers	27,500	2.7	88,000
Chain warehouse	28,500	2.8	92,000
Market Square	11,200	1.1	36,000
Western Avenue haulers	9,200	0.9	30,000
Irregular haulers from out-of-town points	4,100	0.4	13,000
Farmers' field (local)	1,000	0.1	3,000
Out-of-town markets	1,000	0.1	3,000
Total	1,020,000	100.0	3,277,000 ***

* Survey of 168 retail food distributors, 1939.

** For definitions of agencies and for method of weighting percentage see Appendix.

*** The purchases of 506 retail stores handling fruits and vegetables was estimated at \$2,923,000 based on the average business of 166 stores interviewed in the sample. To this was added \$354,000 the estimated business of eating establishments, making a total of \$3,277,000.

Products delivered directly to merchants by farmers, to an important extent, are watermelons, strawberries, green corn, cantaloupes, and greens.

Greens, strawberries, and some other small fruits are the most important crops sold at Market Square to retailers.

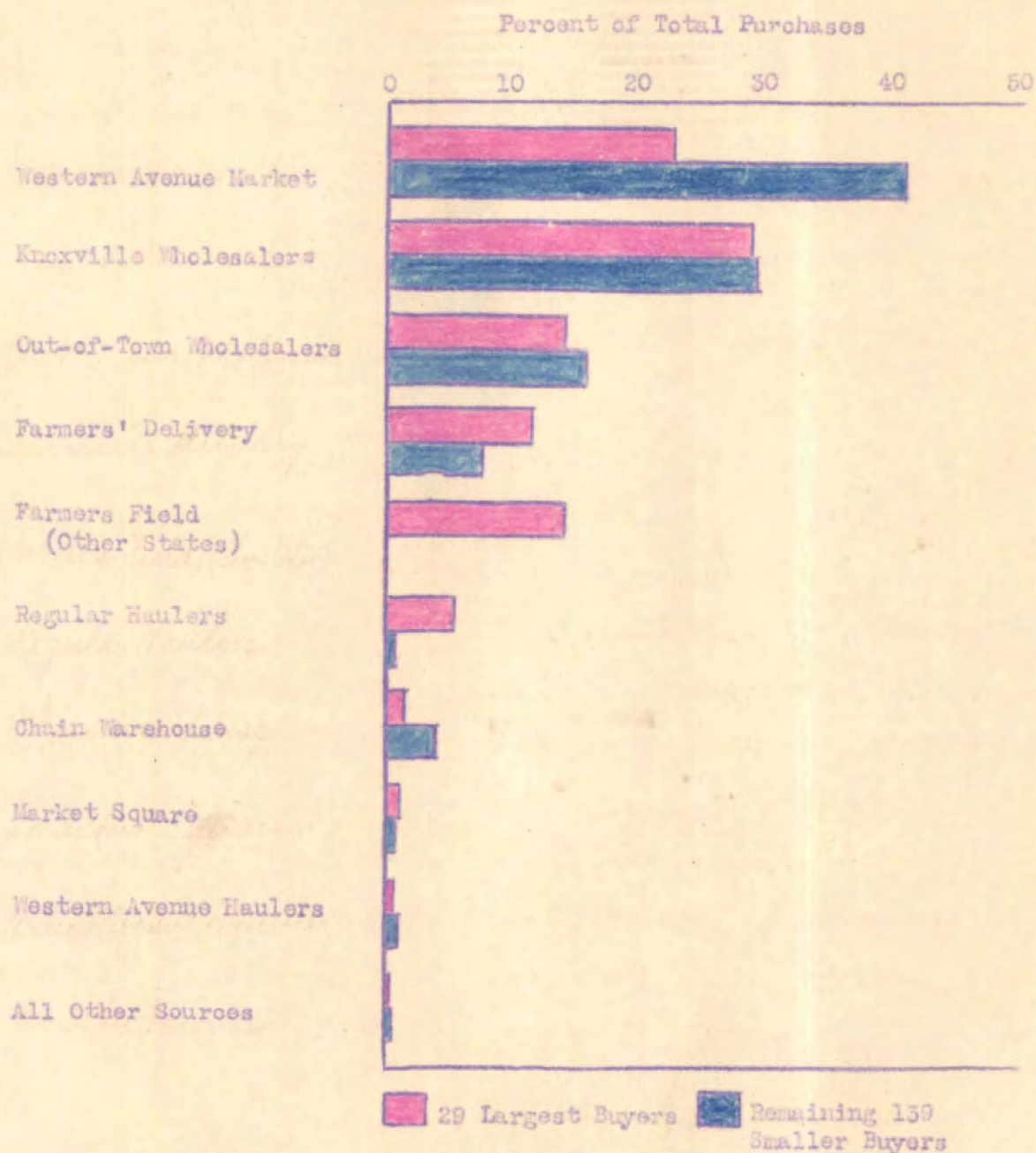
Some Factors Affecting Place At Which Retailers Buy
Products

Retailers in selecting a place to buy fruits and vegetables are influenced by the following factors:

- Size of their own retail establishment
- Quality and variety demanded (type of trade)
- Time available
- Location
- Availability of particular types of products
- Credit policy
- Delivery service
- Established connections

Size of Retail Establishment. It was found that the smaller merchants buy more of their products from Western Avenue than do the larger ones. The 29 largest buyers, doing over one-third of the fruit and vegetable business, bought 22.8 percent of their products there, compared with 40.7 percent by the other buyers (Figure 14 and Table III). Large buyers purchase more from farmers direct, both from local and distant points; and also buy more from regular haulers.

In cases where the business is so small that a car or truck cannot be afforded the merchant may buy more from Western Avenue haulers and from produce houses which deliver.



Source: Table III.

Figure 14. Large Buyers Compared With Small Buyers in Their Purchases of Fruits and Vegetables from Different Wholesale Agencies.

TABLE III. LARGE COMPARED WITH SMALL RETAILERS IN THEIR
PURCHASE OF FRUITS AND VEGETABLES FROM DIFFERENT
WHOLESALE AGENCIES, KNOXVILLE, TENNESSEE

Wholesale Agency	Percent of Total Purchases	
	29 Largest Re- tailers	Remaining 139 Smaller Re- tailers
Western Avenue Market	22.6	40.7
Knoxville wholesalers	28.5	28.9
Out-of-town wholesalers	13.9	15.7
Farmers' delivery	11.2	7.3
Farmers' field (other states)	14.4	0.0
Regular haulers	5.3	0.9
Chain warehouse	1.6	3.8
Market Square	1.1	1.0
Western Avenue haulers	0.7	1.1
Irregular haulers	0.5	0.3
Farmers' field (local)	0.0	0.2
Out-of-town markets	0.0	0.1
Total	100.0	100.0

Source: Survey of 168 retail food distributors, 1939.

Quality and Variety Demand. The type of product demanded by their customers varies greatly among retail establishments. Some specialize in handling smaller quantities at higher prices, other larger quantities at lower prices. Some retail units, or combination of retail units, are large enough to go to original sources, such as to farmers' fields in this or other states. Many small restaurants rely heavily upon wholesale houses which meet their special demands.

Time Available. Buyers of some establishments find it more convenient to get away from their place of business than do others. Certain busy restaurant operators, for instance, find that economies in buying at Western Avenue do not compensate for the time taken from their business.

Location. Nearness to a wholesale source of supply is a factor affecting patronage. Stores and restaurants located in the down-town business area, within a few blocks of Market Square, make more than average use of that source. Merchants located on the outskirts of town buy more products delivered directly to their stores by farmers.

Availability of Particular Types of Products. As the supply of, and business in, different types of produce changes with the seasons, so does the proportion of business with different wholesale agencies. For instance, winter grown tomatoes are principally handled through the wholesale houses, while in summer local tomatoes are handled principally through the Western Avenue market.

Credit Policy. Available credit sometimes influences the source from which a merchant buys. While a buyer may prefer cash transactions in principle, he may not be in financial position to deal with a cash and carry market agency such as the Western Avenue market.

Delivery Service. This factor is closely related to others already discussed; namely, availability of time, location, and ownership of a car or truck for delivery.

Established Connections. Retailers are slow to break established business connections, even when other connections are more economical. Personal likes and dislikes enter in, as well as good will created by sales efforts of various kinds.

Trend in Use of Western Avenue Market

Western Avenue Market is increasing in importance as a source of fresh fruits and vegetables for retailers. In answer to the question as to whether or not their purchases on Western Avenue had increased since

1936, 54.0 percent stated "yes", 5.3 percent "no", and 40.7 percent "the same".

Comments of Retailers on Western Avenue Market

What improvements of Western Avenue Market are needed, and what conditions are now satisfactory? The opinions given by retailers, in response to this question, are classified in Table IV as favorable, unfavorable, neutral, or not replying.

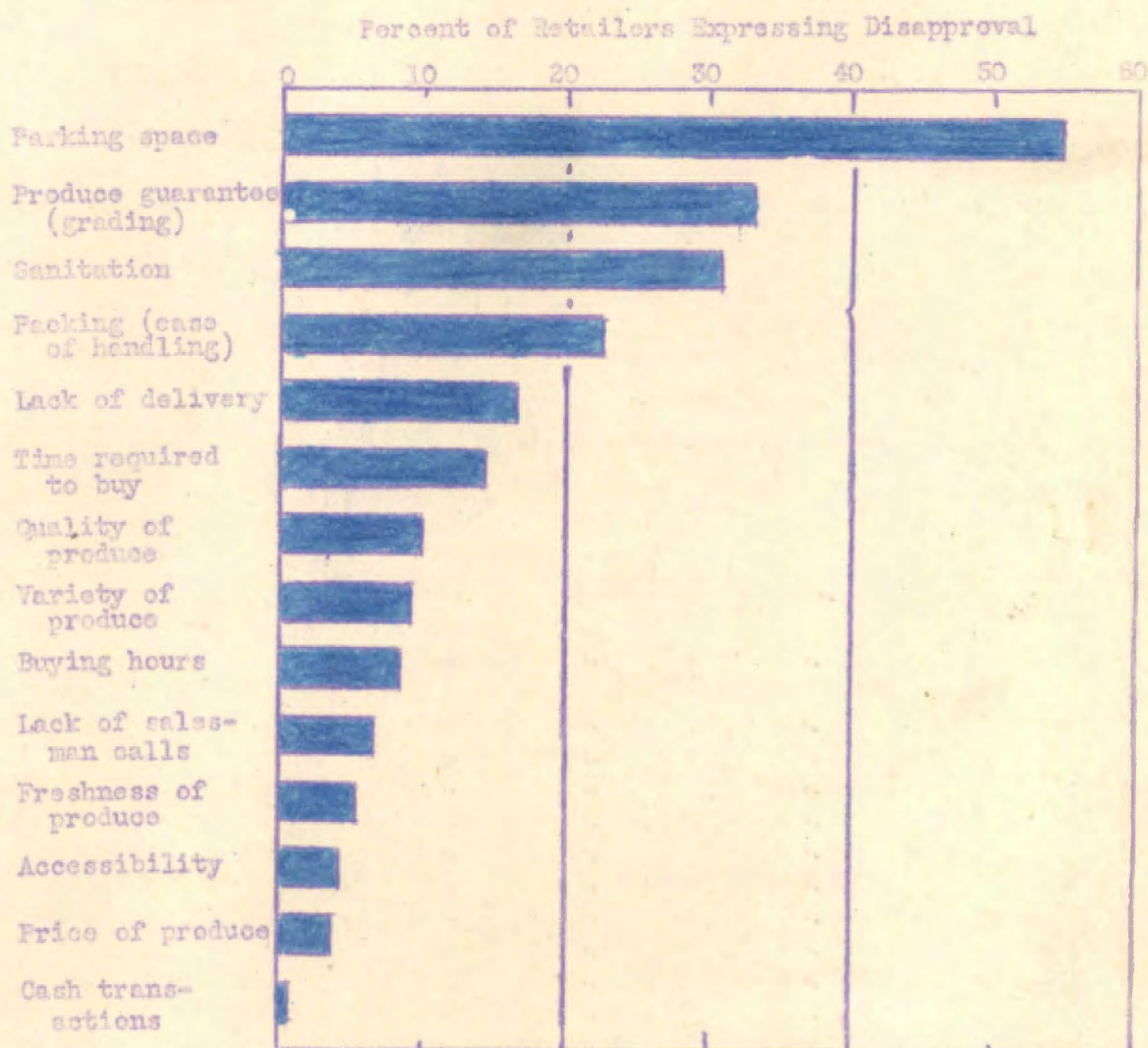
TABLE IV. COMMENTS OF RETAILERS ON WESTERN AVENUE MARKET, KNOXVILLE, TENNESSEE, 1939

Items Ranked According to Degree of Disapproval	Opinion			Total No. Replies on Each Item *
	Dislike	Like	Neutral	
	Pct.	Pct.	Pct.	Number
Parking space	55.0	37.2	7.8	129
Produce guarantee (grading)	33.1	33.1	33.8	130
Sanitation	30.8	41.5	27.7	130
Packing (east of handling)	22.3	50.8	26.9	130
Lack of delivery	16.4	62.5	21.1	129
Time required to buy	14.2	59.1	26.8	127
Quality of produce	9.9	75.6	14.5	131
Variety of produce	9.1	78.0	12.9	132
Buying hours	8.5	77.5	14.0	129
Lack of salesman calls	6.2	72.9	20.9	129
Freshness of produce	5.4	80.0	14.6	130
Accessibility	3.9	69.0	27.1	129
Price of produce	3.8	73.8	22.3	130
Cash transactions	0.8	86.0	13.2	129

Source: Knoxville Wholesale Fruit and Vegetable Market Survey, 1939.

* For various reasons 34 of the 168 buyers interviewed did not reply to all questions. Some did not use Western Avenue Market; in other cases the enumerator failed to get a complete check (as when customers interrupted the interview).

Parking Space. A majority of the retailers (55.0 percent) expressed dissatisfaction with present parking space, 37.2 percent were satisfied



Source: Table IV.

Figure 15. Comments of Retailers on Western Avenue Market, Knoxville, Tennessee, 1939

and 7.8 percent gave no definite reaction.

Produce, Grading, and Guarantee. A guarantee of produce is desired by half of the retailers who expressed an opinion; that is, 33.1 percent expressing approval and the same percent expressing disapproval of the present system. There were comments that the produce was damaged by various methods of examination. Some volunteered that they had been distressed, on returning to their stores, to find that the produce at the bottom of the containers was of inferior quality. Often there was no recourse against irresponsible, incompetent parties. Other retailers prefer to buy on an examination basis and take a chance on their own judgement in selecting. A larger than usual percentage preferred to express no opinion, not being acquainted with a market on which products are graded and guaranteed.

Sanitation, Method of Packaging Produce, Lack of Delivery, Time Required to Buy. More retailers were satisfied with the above items than were dissatisfied. This does not support the idea that these are major problems for local retail buyers.

Is hauling produce delivered to the store as expensive as hauling produce themselves from the market? More than half (58.4 percent) answered "more expensive", 6.2 percent "less", and 35.4 percent "about the same".

Is produce usually ordered and delivered in less time than it should take to go to the market and procure it? None answered "less", 79.6 percent answered "more", and 20.4 stated that there was little difference.

About half (50.3 percent) of the retailers had trucks, 42.1 percent had cars, and 7.6 percent had neither trucks nor cars. Ownership by stores

of a vehicle suitable for hauling produce obviously is a factor affecting use of Western Avenue Market. Some haulers buy on Western Avenue and run delivery routes to stores to meet the needs of those who have no car or truck or who for other reasons do not want to go to the market.

Characteristics of the market definitely meeting with retailers' approval were as follows:

- Quality, freshness, variety, and price of produce
- Unlimited selling hours
- Lack of salesman calls
- Cash transactions
- Accessibility.

In connection with the reaction on quality, freshness and variety of produce it should be kept in mind that small stores, which are the most numerous in this poll, probably emphasize less frequently their fresh fruit and vegetable trade.

Most of the retailers think that the market is as conveniently located as they could expect a market to be. Over two-thirds of the retailers definitely like the present location of the market, only 3.9 percent openly disapprove it, while 27.1 percent are neutral.

Unlimited selling hours is obviously an accommodation which suits most of the retailers. They would rather not be bothered with numerous produce salesmen calling at the place of business, and prefer to go to the market, look over the produce, and purchase it on a cash and carry basis. This method, state most retailers, reduces buying costs to a minimum.

Selling Retail on Western Avenue Market. Practically all buyers were opposed to any retail selling on Western Avenue Market. It was the

general opinion that the housewives "dickered" too much and congested the market. The merchants felt that such purchasing should be restricted to Market Square. There was a general complaint that the prices charged by farmers on Western Avenue were the same, either retail or wholesale, thus competing directly with the retailer. The merchants brand this "unfair competition" due to the fact that the farmers are not required to have a license and do not have the expense of maintaining a place of business.

"Pinhooking" on the Market. Buying and reselling on the market (pinhooking) should be prevented, according to the opinion of some retailers, who volunteered comments on this practice.

Miscellaneous Comments. Many buyers voiced the opinion that the market was very necessary, and that merchants would be lost without it.

According to some, the lighting should be improved. At present they either use flash lights or buy only in the daytime.

Others stated that they would be in favor of a market open all year round. Some were of the opinion that buying would be facilitated if produce were classified according to location, i.e., all tomatoes in one place and potatoes in another. This, however, would be hard to accomplish when farmers bring mixed loads.

CHAPTER VI

SUPPLY OF FRUITS AND VEGETABLES FOR KNOXVILLE

Total rail and truck receipts of fruits and vegetables received annually in Knoxville is estimated at 8000 to 9000 carlot equivalents.⁽¹⁾ Truck receipts are over three-fourths of the total. On an annual basis, Western Avenue market handles nearly half of the volume. This market furnishes a greater share of produce in the trade territory than do all other Knoxville wholesale agencies combined, but in Knoxville itself its percentage is much less, as shown in Table III, Chapter V.

If an average wholesale price is applied to all quantities of each important fruit and vegetables received in Knoxville, and reduced to standard carlot units, the average value per car is near \$500.⁽²⁾ This value applied to the total number of carlot equivalents amounts to a value between \$4,000,000 and \$4,500,000. This is in line with the total value of purchases, as given by retail food distributors in Knoxville plus that given by outside buyers in the Knoxville trade territory. This amount does not include receipts which enter Knoxville and its trade territory through

(1) Includes truck loads reduced to carlots. The estimate is based on sample check of volume during the summer and fall of 1939 adjusted to an annual basis in the light of information obtained from buyers as to their average annual purchases (see Chapters IV and V).

(2) For estimated prices, and standard carlots of each fruit and vegetable see Appendix.

a large wholesale house at Morristown.

Analysis of Fruit and Vegetable Movement Into Knoxville, June 10
Through September 15, 1939

A check was made of the movement of fruits and vegetables into Knoxville, by each type of carrier, during the principal marketing season of 1939. Most attention was given to a check on truck receipts on Western Avenue market.

Importance by Type of Receiver. Of an estimated 2994 carloads of fruits and vegetables received in Knoxville during the summer of 1939 (June 10 through September 15), 1887 or 63.0 percent was received at the Western Avenue market, 10.5 percent was received by wholesalers by truck, 6.9 percent by rail, and 19.6 percent by retail distributors by truck from other sources (Table VI, Figure 16). Amount received by truck was over 14 times that received by rail.

It should be kept in mind that in East Tennessee the production of many truck crops in 1939 was below normal due to dry weather. The rainfall was not well distributed throughout the season, falling mostly in one week early in July.

About 15,000 truck loads of produce were received at Western Avenue market during this period. From midnight to midnight Monday, August 14, 331 truckloads were received. The combined Sunday night and Monday truck loads of August 13 and 14 was 376.

From August 12 to 18, the week of peak movement, over 1400 truck loads brought an equivalent of 185 carloads. From July 1 through September 15

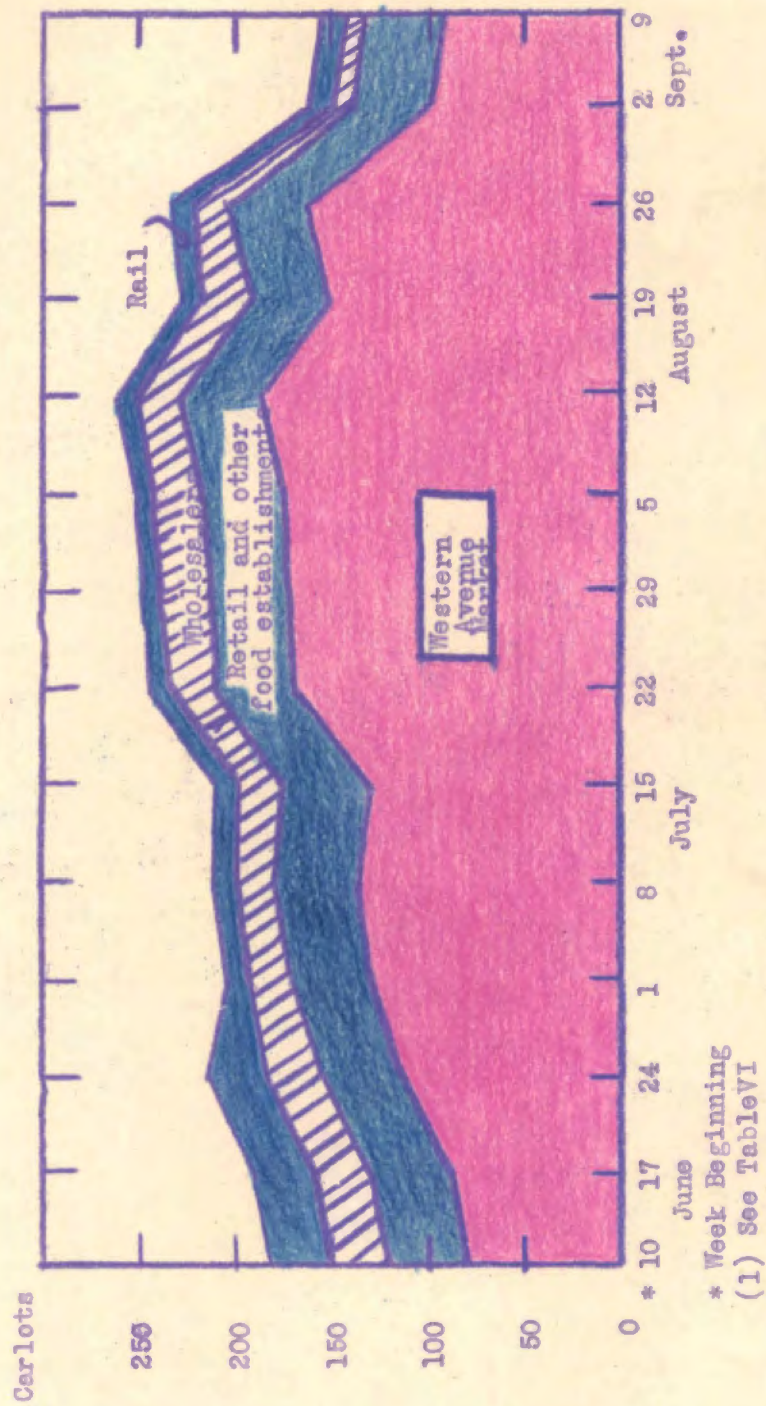


Figure 16--Estimated Weekly Carlota Receipts of Fruits and Vegetables Received in Knoxville By Type of Receiver. June 10 Through September 15, 1939 (1)
(Truck receipts reduced to carlots)

receipts on Western Avenue exceeded those from all other sources. The seasonal trend in these receipts is shown in Table V and Figure 16.

TABLE V. ESTIMATED CARLOT RECEIPTS OF FRUITS AND VEGETABLES
FROM ALL SOURCES AT KNOXVILLE, BY WEEKS, JUNE 10
THROUGH SEPTEMBER 15, 1939

Week Beginning	Number Carlots	Week Beginning	Number Carlots
June 10	180	August 5	249
" 17	189	" 12	261
" 24	215	" 19	225
July 1	203	" 26	227
" 8	210	Sept. 3	172
" 15	208	" 10	164
" 22	244		
" 29	247	Total	2994

See footnotes of Table VI for bases of estimate.

TABLE VI. ESTIMATED CARLOT RECEIPTS OF FRUITS AND VEGETABLES
RECEIVED IN KNOXVILLE BY TYPE OF RECEIVER, JUNE 10
THROUGH SEPTEMBER 15, 1939

Type of Receiver	Total No. Carlots*	Ave. No. Carlots per Week	Percent of Total Received by Each Type
Western Avenue market **	1887	134.8	63.0
Wholesale produce houses, by truck ***	314	22.4	10.5
Rail receipts, freight and express ****	206	14.7	6.9
Received by retailer and other food establishments from other sources *****	588	42.0	19.6
Total	2994	213.5	100.0

* Includes truck receipts reduced to carlot equivalents.

** Based on 70 percent daily check, throughout season.

*** Wholesale produce houses gave truck receipts in percent of rail receipts.

**** Actual rail receipts were obtained from one railroad. Estimates were obtained from another, including express shipments.

***** Figures obtained from retail stores survey, Chapter V.

Principal Fruits and Vegetables Received on Western Avenue Market, June 10 Through September 15, 1939. From the standpoint of volume, watermelons was the most important product received during this period, Watermelon receipts comprised one-third of the total volume while peaches, cantaloupes, and snap beans each comprised a little more than 10 percent (Table VII and Figure 17).

TABLE VII. ESTIMATED TRUCK RECEIPTS OF EACH FRUIT AND VEGETABLE ON WESTERN AVENUE IN CARLOT EQUIVALENTS, JUNE 10 THROUGH SEPTEMBER 15, 1939
(Converted to carlots)

Commodity	Percent of Total (1887 carlots)	Commodity	Percent of Total
Totals	100.0	Tomatoes	6.4
Watermelons	34.0	Potatoes	4.0
Peaches	11.2	Cabbage	2.7
Cantaloupes	10.8	Cucumbers	0.8
Beans	9.4	Sweet potatoes	0.7
Apples	8.4	Squashes	0.6
Corn	7.4	All others	3.6

Origin of Receipts on Western Avenue Market. Fifty-five percent of the fruits and vegetables received at Western Avenue market during this period were from Tennessee (Figure 19 and Table VIII).

Of out-of-state sources, Georgia (including Atlanta) led with 21.1 percent of total receipts. South Carolina was next with 4.6 percent. States to the south and east, namely, Georgia, Florida, the Carolinas, and Alabama, are the chief out-of-state shippers. The Virginias and Pennsylvania are the chief northern shippers, but furnished only 8.5 percent of total receipts.

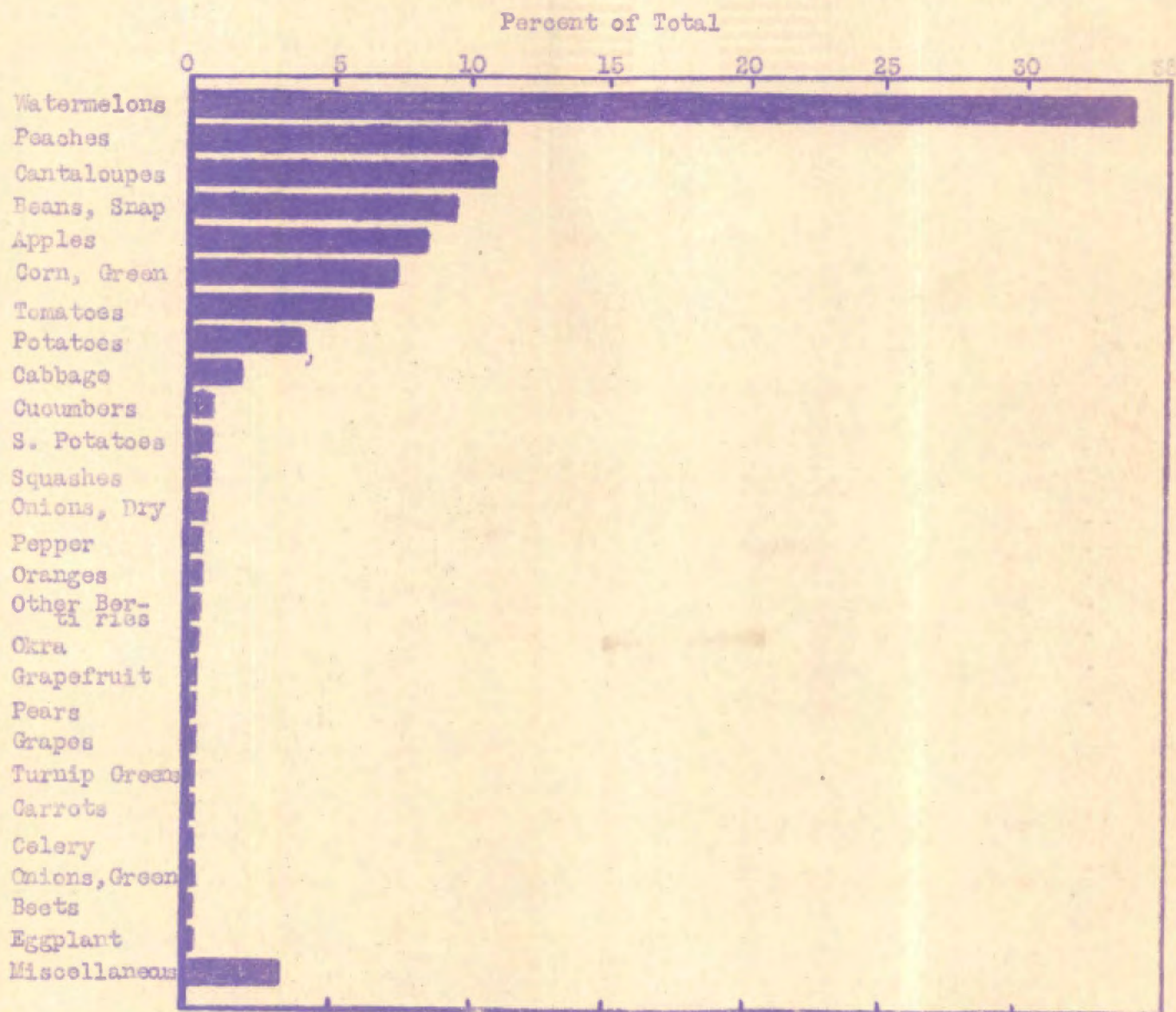
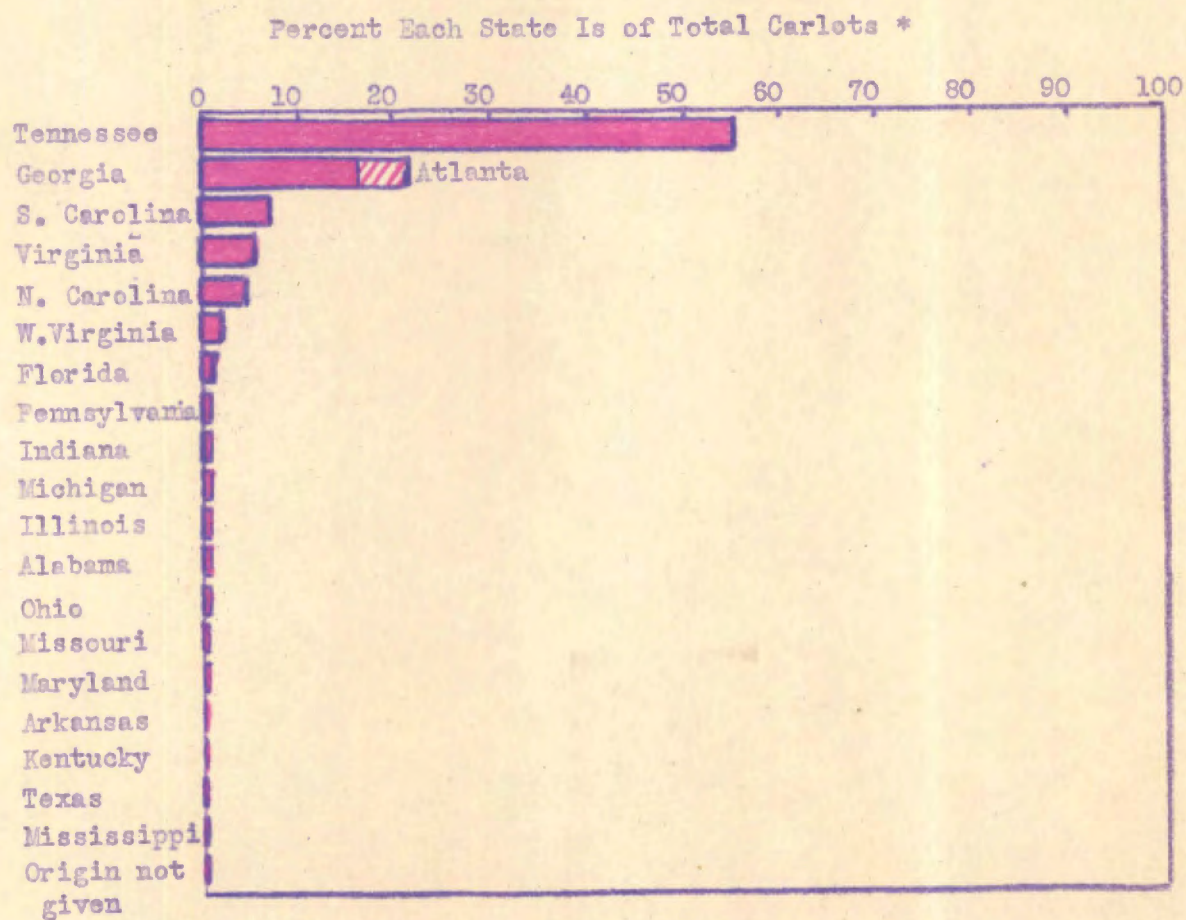


Figure 17. Truck Receipts of Each Fruit and Vegetable on Western Avenue Market
in Percent of Total Carlot Equivalents,
June 10 Through Sept. 15, 1939



Figure 18. Origin, by States, of Fruits and Vegetables Trucked to Western Avenue Market, June 10 Through September 15 1939 Knoxville, Tennessee

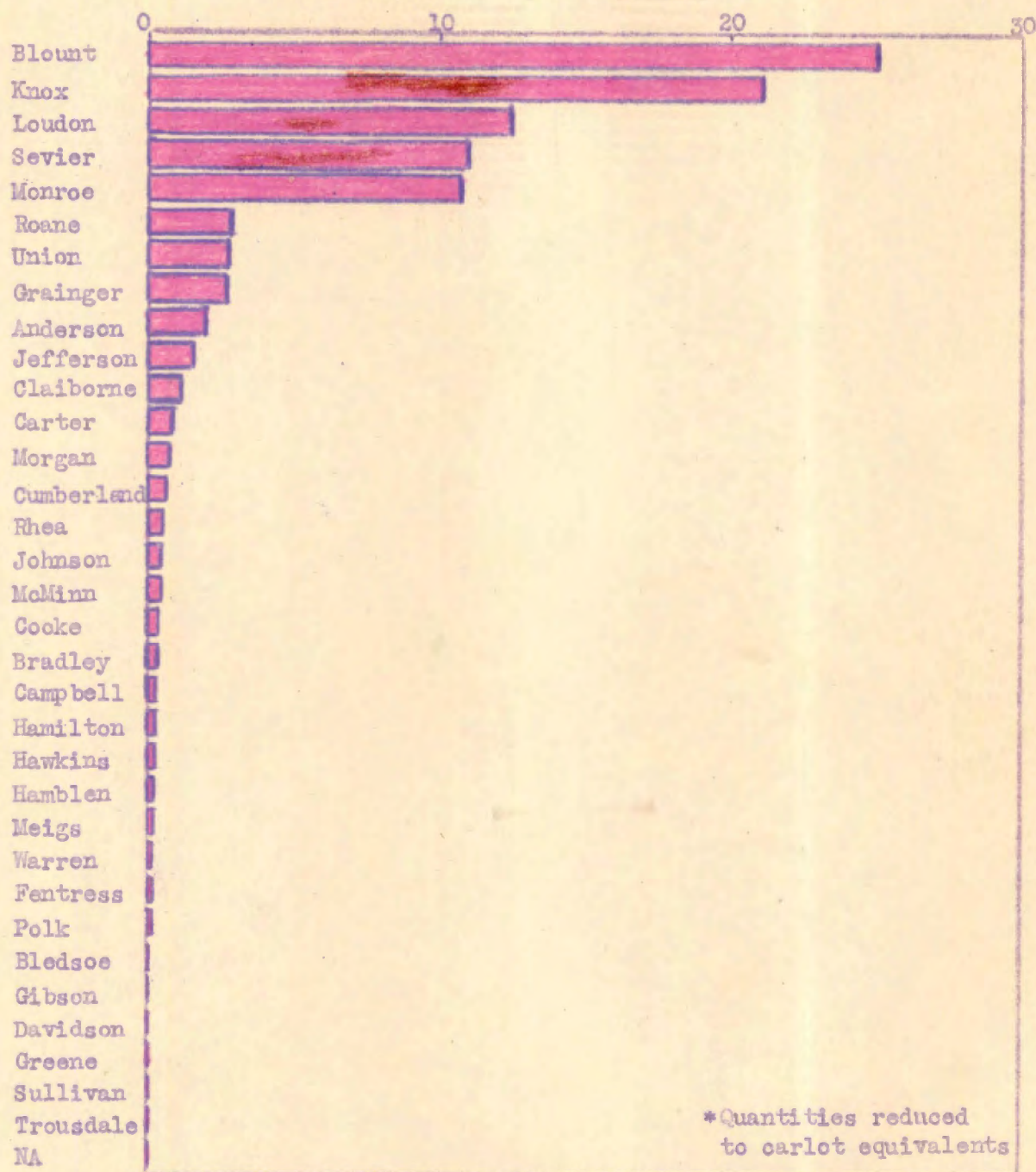


Source: Knoxville Wholesale Fruit and Vegetable Survey, 1939

Figure 19. Origin by States of 13 Principal Fruits and Vegetables
Trucked to Western Avenue Market, June 10 Through September 15,
1939

* Quantities reduced to carlot
equivalents.

Percent Each County Is of State Total Carlots*



Source: Knoxville Wholesale Fruit
and Vegetable Survey, 1939

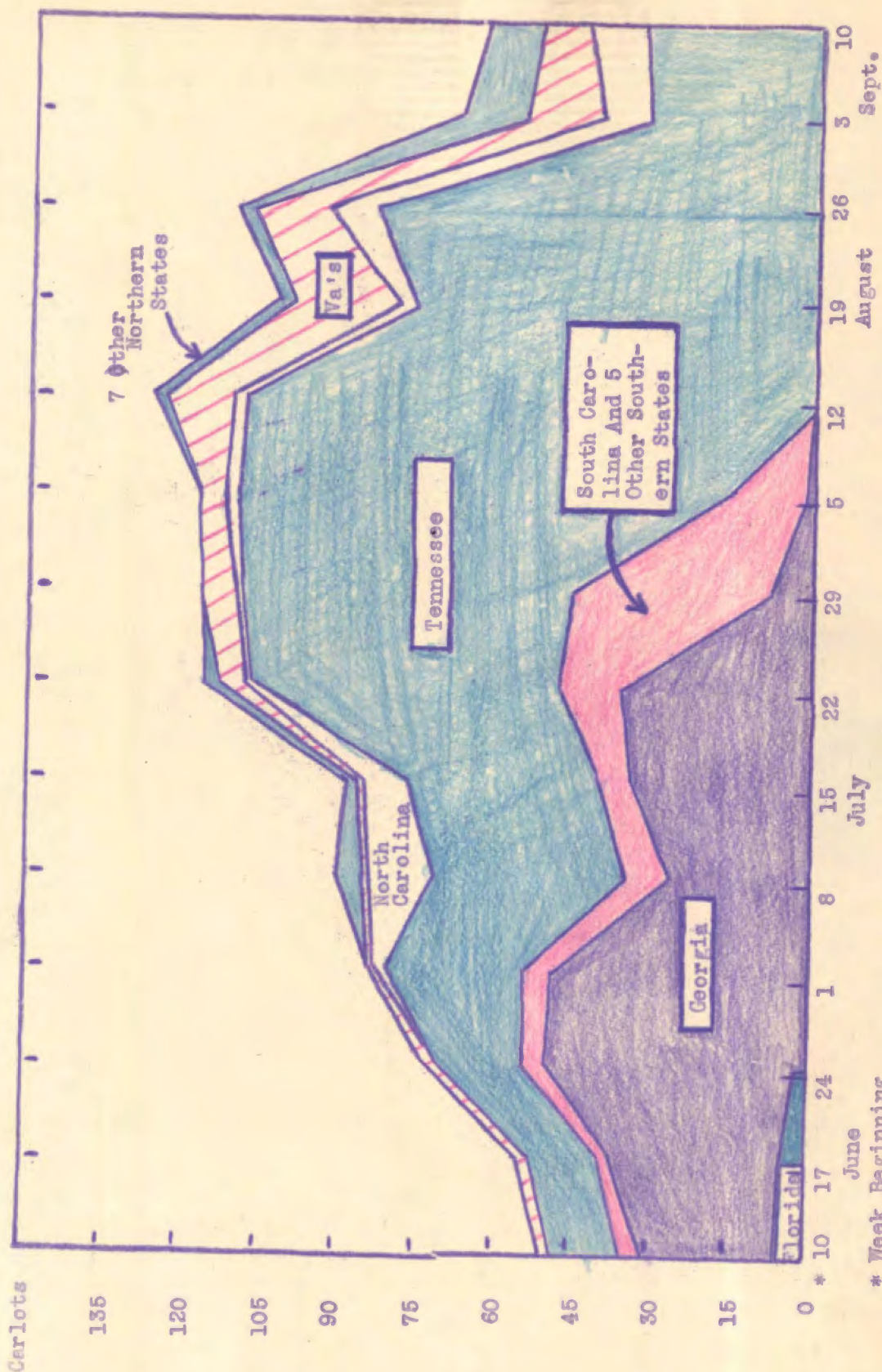
Figure 20. Counties of Origin of 13 Principal Fruits and Vegetables
Trucked to Western Avenue Market, June 10 Through September 15,
1939

About one-fourth (25.3 percent) of Tennessee receipts were from Blount County, 21.5 percent from Knox, 12.9 percent from Loudon, and 10.3 percent from Sevier. These four counties furnished 70.0 percent of the total amount received from all Tennessee sources.

TABLE VIII. ORIGIN OF 13 PRINCIPAL FRUITS AND VEGETABLES
TRUCKED TO WESTERN AVENUE MARKET, JUNE 10 THROUGH
SEPTEMBER 16, 1939

States of Origin	Percent of Total Receipts	Counties of Origin of Tennessee Receipts	Percent of Tennessee Receipts
Tennessee	55.0	Blount	25.3
Georgia (including Atlanta)	21.1	Knox	21.4
South Carolina	7.1	Loudon	13.0
Virginia	5.8	Sevier	10.4
North Carolina	4.6	Monroe	10.3
West Virginia	1.9	Roane	3.1
Florida	1.1	Union	2.9
Pennsylvania	1.0	Grainger	2.4
Indiana	0.6	Anderson	2.2
Michigan	0.4	Jefferson	1.8
All others	1.6	Claiborne	1.3
		All others	5.9
Total	100.0	Total	100.0

Tennessee had an even larger percentage of the number of truck loads checked on the market during this period than of the amount of fruits and vegetables, namely 88.0 percent compared with 55.0 percent. On the basis of number of truck loads, Knox County led other Tennessee counties, bringing in more than one-third of the state total. This is because nearly farmers make more frequent trips, with smaller loads, than do more distant farmers and truckers.



* Week Beginning

Figure 21--Origin of 13 Important Fruits And Vegetables Trucked to Western Avenue Market By Weeks, June 10, To September 15, 1939-- Knoxville, Tennessee.

See Table VIII

Seasonal Trend, and Origin, of Principal Crops Trucked
to Western Avenue Market

Wide fluctuations in the supply of most important crops are indicated by the jagged profile of the trend charts in Figure 22. The effect upon prices and buying is discussed on page 163, under recommendation No. 5 .

Most crops show a definite seasonal trend, even though the movement from week to week may be quite irregular. Since the harvesting season differs in the various regions from which produce comes to this market, a combination of trends is represented in the case of most crops (Figure 22). As the crop season from an area far to the south ends, one farther north begins. This prolongs the season on Western Avenue market, and tends to maintain a more uniform supply throughout the season.

Snap Beans reached a high point in supply early in June and again in September, but volume was maintained at a fairly stable level (Figure 22). The main supply is from local sources during mid-summer. The late supply comes from Carter and Johnson counties, Tennessee, and from North Carolina. The season started in Johnson County about August 25. The relative importance of each source, and the marketing season of each, is shown in Figure 22.

Green Corn receipts were highest about the same time as beans (the last week in June and the first week in July), and the two crops

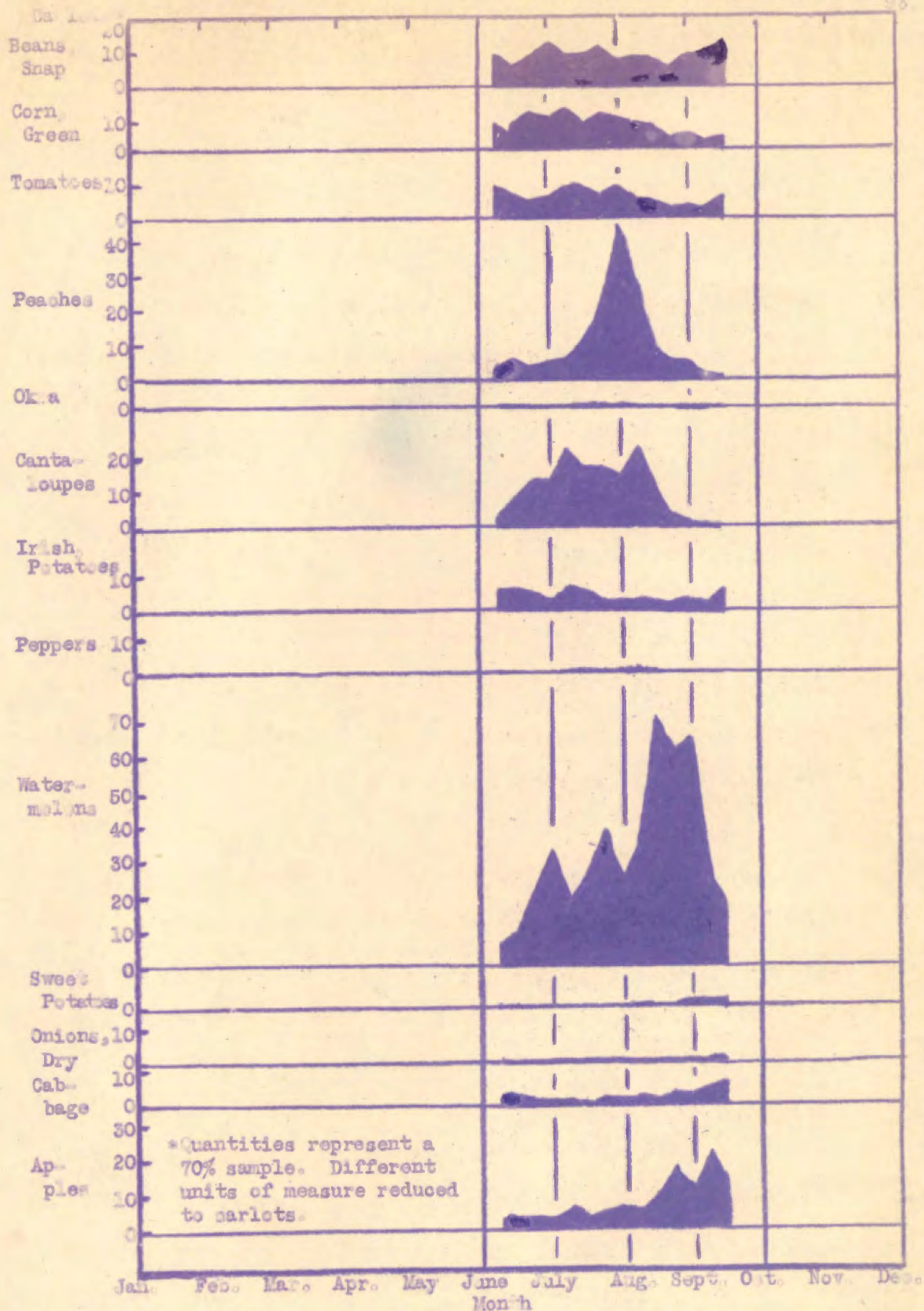


Figure 2. Seasonal Trends in Receipts of 13 Fruits and Vegetables Trucked Each Week to Western Avenue Market, June 10 Through September 15, 1939

declined at about the same rate until late August. Green corn, however, continued to decline the remainder of the season while late bean receipts increased (Figure 22).

Atlanta was the chief source of supply during June, but it declined sharply as Tennessee receipts came on. (3) Knox and Blount counties furnished the bulk of Tennessee supplies. Knox County led Blount County by a slight margin. While corn came from Blount in large volume early in the season, Knox County reached its peak more gradually, and maintained its volume to a greater extent than Blount.

Knox County furnished most of the ~~tomatoes~~ during the mid-summer season. Two peaks are discernible in tomato marketings: an early one in June, composed principally of Georgia tomatoes, and a later one in the middle of July coming from Knox County. Grainger and Claiborne counties led as the season closed. The supply was fairly well distributed over a three and a half months season (Figure 22).

Peaches are marketed in about one month, a relatively short season. South Carolina is the largest outside source. An extremely high peak in movement was reached the first week in August. The earliest peaches come from Georgia. The main South Carolina and Tennessee movement begin the same week, but that of Tennessee continues one week longer.

The cantaloupe marketing season at Knoxville is about two months and a half in length (Figure 22). The Georgia crop comes on first and continues for about 5 weeks; then the Tennessee crop takes its place.

(3) Atlanta, in turn, is supplied by various southern areas.

The Tennessee season is about four weeks in length. The peak marketing period of the two states is about one month apart.

The three high points in Irish potato marketings are accounted for by receipts from areas as follows: first, the states of North and South Carolina; second, local and Cumberland Plateau counties; and third, from northern states.

The watermelon trend line (Figure 22) fluctuates widely from week to week. The movement from Georgia was most erratic. That state was the chief source of watermelons for the first six weeks. Thereafter Tennessee furnished practically all of the melons.

Early cabbage receipts were principally from Knox, Sevier, and Rhea counties which come in heavily during June and the first half of July. For the next month Virginia was the chief source, followed by North Carolina. Carter and Johnson counties, Tennessee, are also very important sources of supply.

Most of the apples received are from Virginia, the trend line in Figure 22 representing largely the seasonal trend of apples from that state. Indiana apples were on the market from July 6 to July 24, Illinois from June 30 to July 13, and Missouri from June 21 to July 11. West Virginia and Pennsylvania came on for the later season movement (Figure 22). Sevier County is the chief source of Tennessee apples. Rhea, Roane, and Jefferson are the earliest shipping counties of importance.

Fruit and Vegetable Movement on Western Avenue Market During
the Fall, September 16 Through December 22,
1939

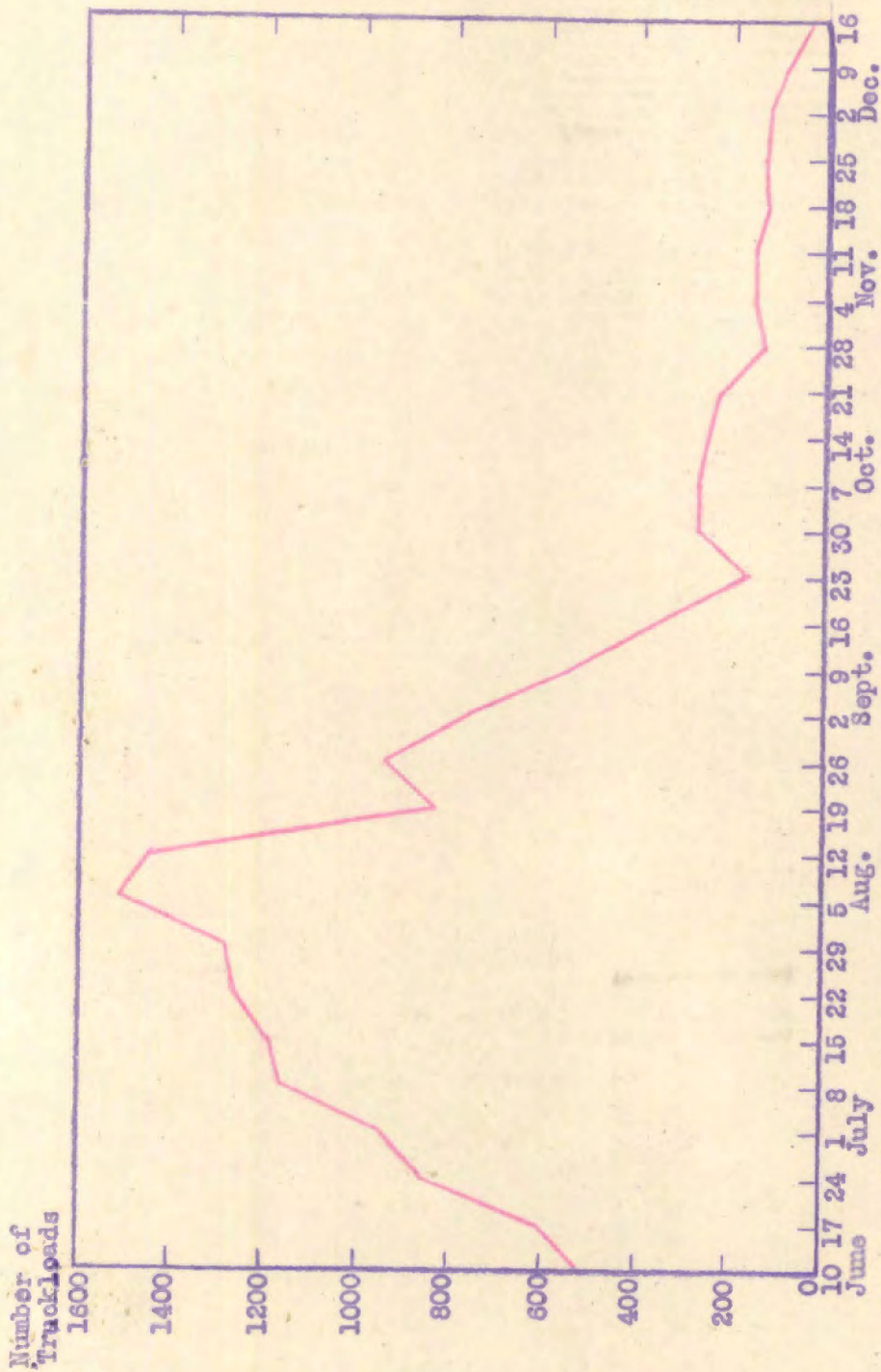
The daily survey made during the main summer marketing season was continued through the fall by taking a sample check on volume and origin one day each week. This is designed to supplement the more detailed analysis presented in the previous section, and shows the size and nature of the movement during the fall season, when local production is small.

The number of truck loads on the market drops abruptly after the middle of September, but the loads are larger, and are from more distant points. Thus the volume of produce received during this time is larger than the number of loads would indicate (Figure 23).

By September 27 no watermelons or cantaloupes were on the market, apples composing the bulk of receipts. Apples made up more than half the total receipts until December 15. Field run apples, by this time of year, are usually off the market and storage apples take their place, but in smaller volume. Oranges and tangerines on December 15 composed the bulk of receipts on the market.

Local green beans, green corn, and tomatoes were still on the market October 19, but that was the last day green corn was observed. By November 17 local green beans were no longer available and on November 24 all tomatoes were coming from out-of-state points.

Next to apples, Irish potatoes, sweet potatoes, onions, and citrus were the most important products on the market during October



Source: Wholesale Fruit and Vegetable Survey, Knoxville, Tennessee,
U. T. Experiment Station, 1939

*June 10 to Sept. 15 period based on
70% sample. Sept. 16 to Dec. 22 per-
iod based on sample of one day per week.

Figure 23. Estimated Number of Truckloads of Fruits and Vegetables Received on Western Avenue Market, by Weeks, June 10 Through December 16, 1939 *

and November. Citrus gained in importance over potatoes and onions during the latter part of the fall.

The principal sources of fruits and vegetables during the fall were out of state, largely apples from the Virginias, Irish potatoes and onions from Michigan, and citrus from Florida. Sweet potatoes came from local Tennessee counties and from Atlanta.

S. C. C. C.

CHAPTER VII

USE OF WESTERN AVENUE MARKET BY FARMERS

Importance. Approximately 500 Tennessee farmers make use of the Western Avenue market in a year,⁽¹⁾ of which 42 have regular stalls. During the survey 138 were interviewed. The Agricultural Census of 1930 records 140 fruit and truck farmers in Knox County, 73 in Blount, 40 in Sevier, 14 in Loudon, with a total of 1062 in 28 East Tennessee counties.

Type of Growers on Western Avenue. The 138 farmers interviewed operate 19,727 acres of farm land, with 2217 acres or 11.2 percent in fruit and vegetables. There are 1807 acres, or 8.1 percent in vegetables; and 610 acres, or 3.1 percent, in small fruits, tree fruits and vineyards.

Forty-two kinds of crops are produced for sale, of which snap beans, tomatoes, Irish potatoes, and green corn are the most commonly grown (Figure 24).

(1) Most of the bona fide farmers on the market are from Tennessee.

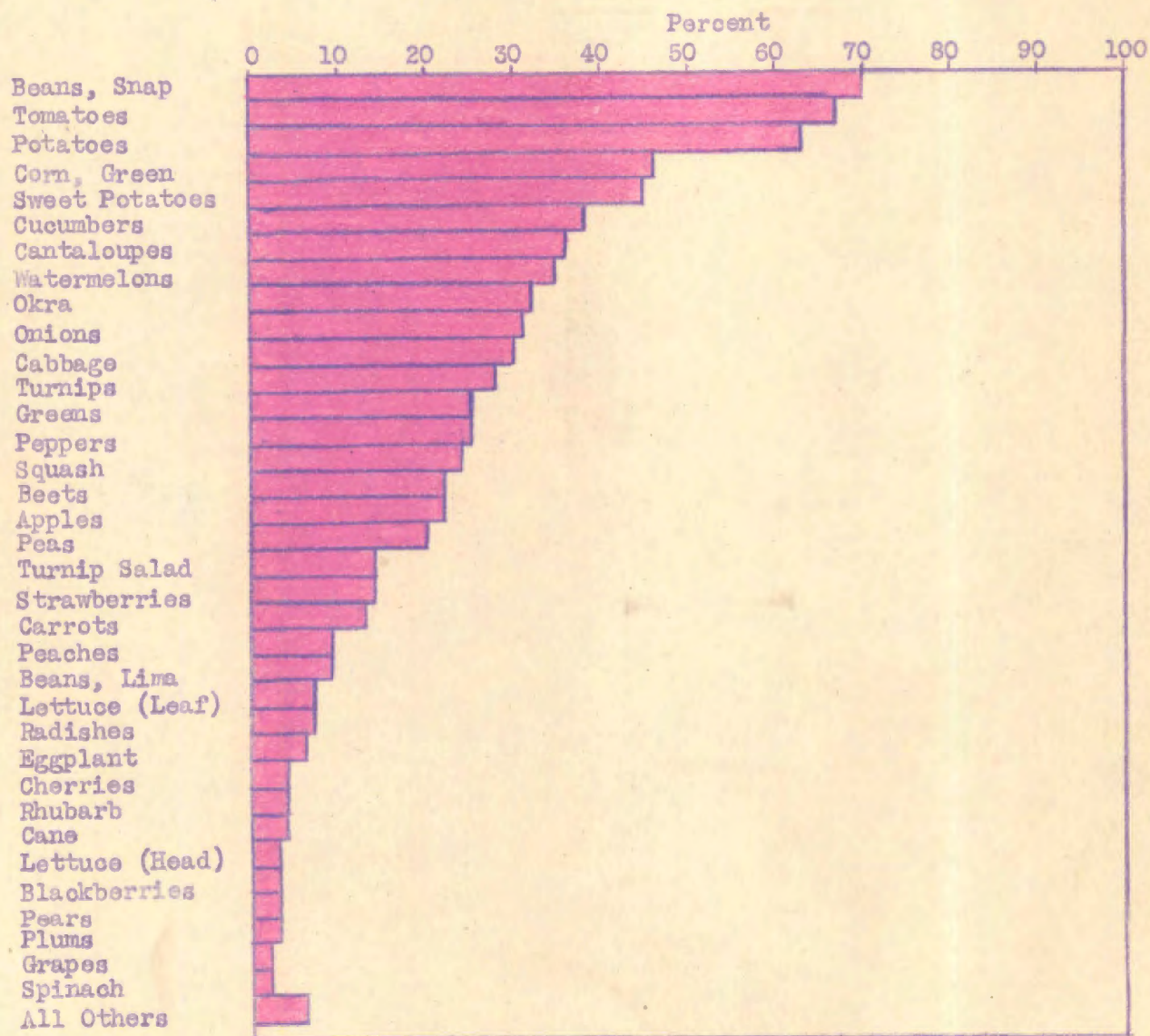


Figure 24. Percent of Farmers Growing Each Crop and Fruit Received on the Western Avenue Market, 1939*

* Based on report of 138 farmers.

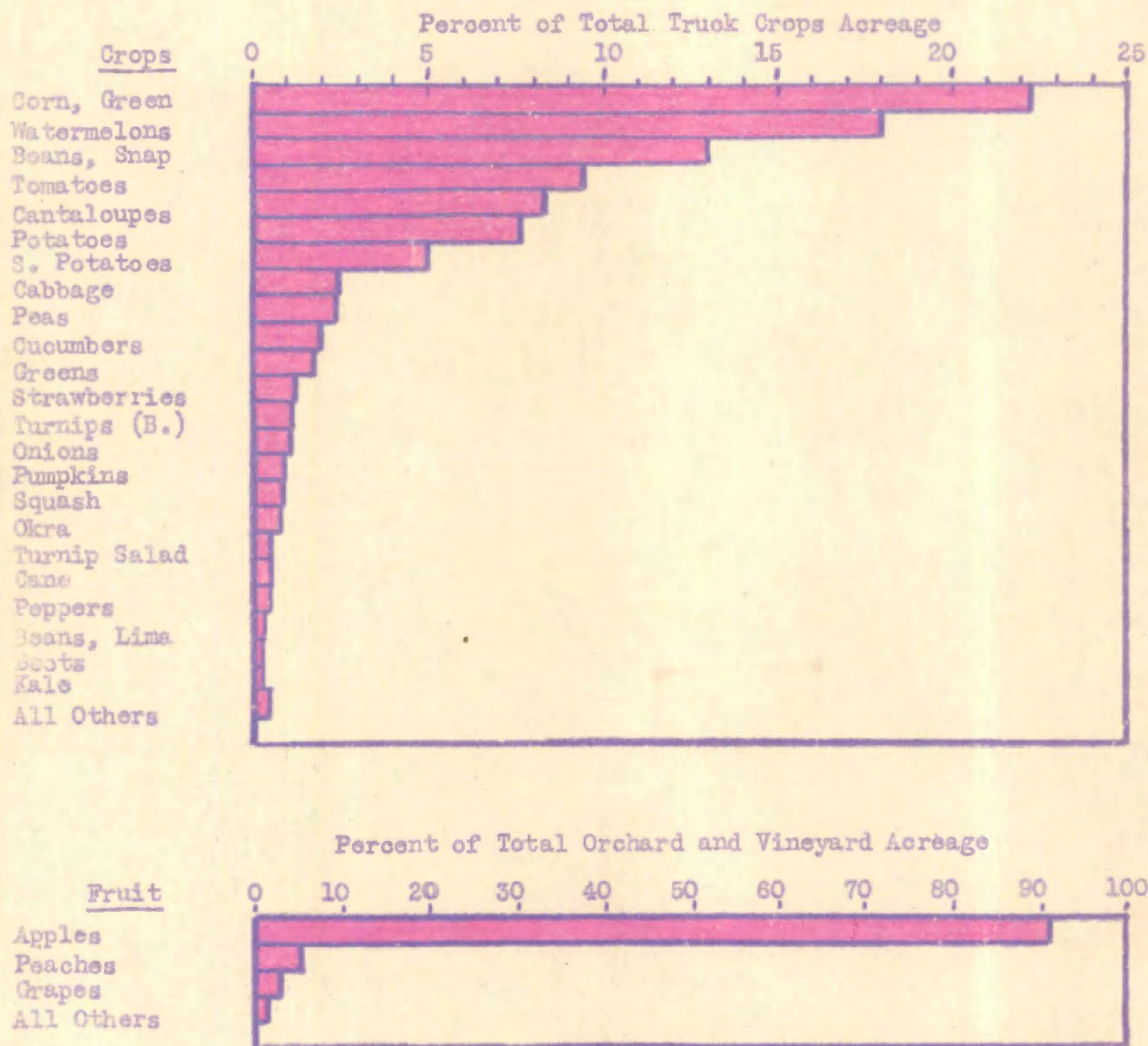


Figure 25. Percent of Total Acreage in Each Crop Reported by 138 Farmers on Western Avenue Market, 1939

From the standpoint of acreage from which the crops are sold, green corn, watermelons, snap beans, and tomatoes are most important.

The average number of acres per farmer growing each commodity was 11.2 in vegetables, 0.8 in small fruits, 16.2 in orchards, and 5.0 in vineyards. Practically all the farmers (98.6 percent) grow vegetables, 16.7 percent small fruit, 23.2 percent tree fruits, and 0.2 percent grapes (Table IX and Figure 26).

TABLE IX. ACRES PER FARM AND PERCENT GROWING EACH TYPE OF FRUITS AND VEGETABLES, 158 FARMERS INTERVIEWED, WESTERN AVENUE MARKET

Type	Acres per Farm*	Percent of Farms Growing Each Commodity
Vegetables	11.2	98.6
Small fruit	0.8	16.7
Tree fruit	16.2	23.2
Grapes	5.0	0.2

* Average is based on the number growing each type.

Trend. The amount of fruit and vegetables sold is increasing in the case of 40 percent of the farmers, remaining about the same for 53 percent, and decreasing for 7 percent.

Thirty-five percent of the farmers expect to increase their fruit and vegetable business, 53 percent expect to do about the same amount as at present, and 10 percent expect to decrease their business.

Method of Disposal of Produce. Eighty-six percent of the fruits and vegetables grown by the farmers surveyed is sold on Western Avenue. Other methods of disposal used by these farmers are as follows: On

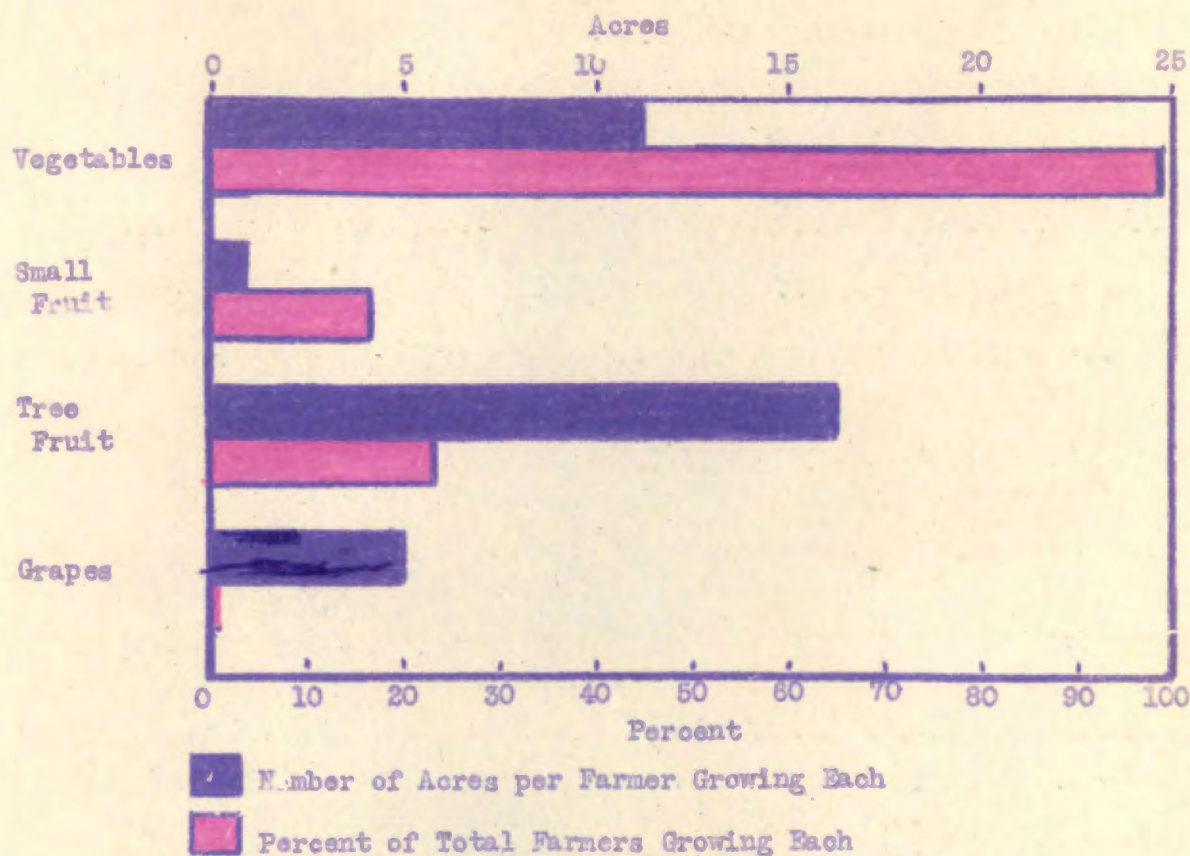


Figure 26. Average Acreage and Percent Growing Each Class of Fruit and Vegetables, 138 Farmers Interviewed on Western Avenue Market, 1939

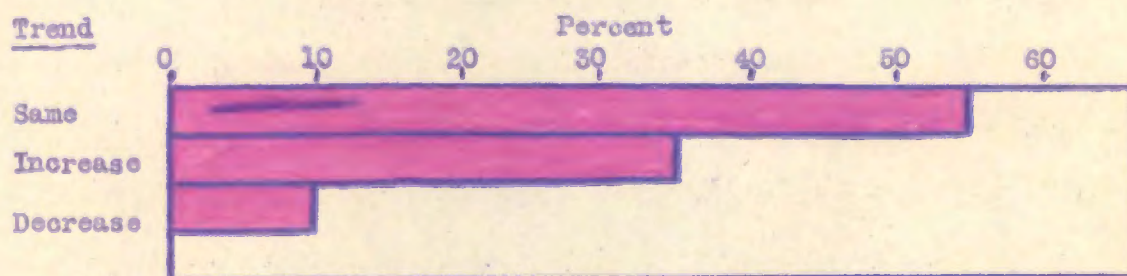


Figure 27. Trend of Fruit and Vegetable Business Expected by 138 Producers Interviewed on Western Avenue Market, 1939

Market Square 6.4 percent; to stores and hotels 2.7 percent; direct sale from field 0.6 percent; and to consumers by peddling 0.6 percent (Table X). Only 4.3 percent of these farmers have grown products on contract (for canneries) in recent years.

TABLE X. METHOD OF DISPOSAL OF FRUITS AND VEGETABLES BY
138 FARMERS INTERVIEWED ON WESTERN AVENUE
MARKET, 1939

Method of Disposal	Percent of Farmers Using Each Method					
	All Tennessee Counties	Knox	Sevier	Blount	Loudon	Other Counties
Western Avenue	86.3	80.2	94.9	92.6	96.1	67.6
Market Square	6.4	12.2	2.5	4.6	0.0	0.1
Stores and hotels	2.7	1.5	0.0	0.6	2.3	8.3
Peddle to consumer	0.6	2.8	0.0	0.0	0.0	2.4
Direct from field	0.6	3.3	0.3	0.0	0.0	4.7
Others	3.4	0.0	2.3	2.2	1.6	16.9
Total	100.0	100.0	100.0	100.0	100.0	100.0

Fruit producers use Market Square more than do vegetable producers; and Knox County producers use that market more than those from other counties (Table X). Farmers selling vegetables and not fruit, make most use of Western Avenue, sales to hotels and restaurants, and peddling to consumers. Greatest use of Market Square is made by farmers with small acreages (1 to 5 acres each in fruits and vegetables).

The total number of trips made to the Western Avenue Market by the 138 producers varied from 140 per month in January to 1300 per month in August; a total of 6512 trips for the year by the group, or an average of 66.3 trips per farmer per year (Figure 28). One producer made 212

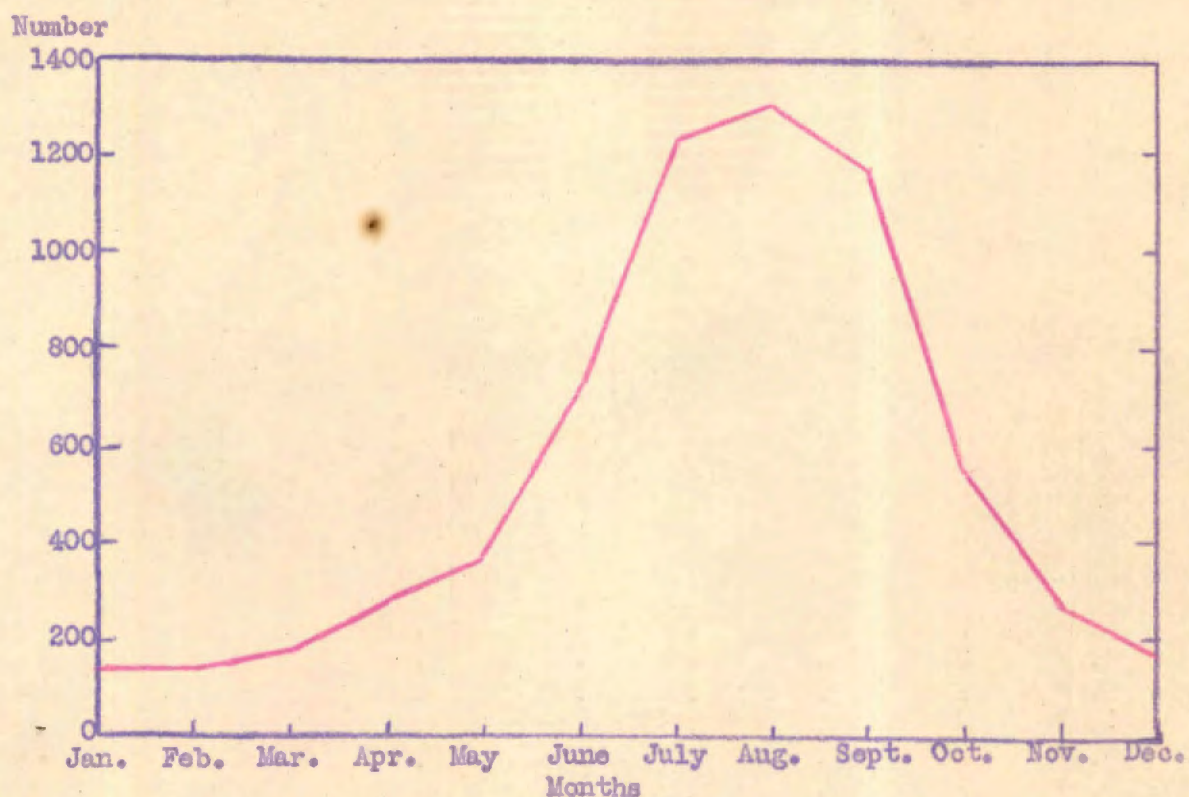


Figure 28. Number Trips to the Western Avenue Market by 138 Farmers, by Months, 1939

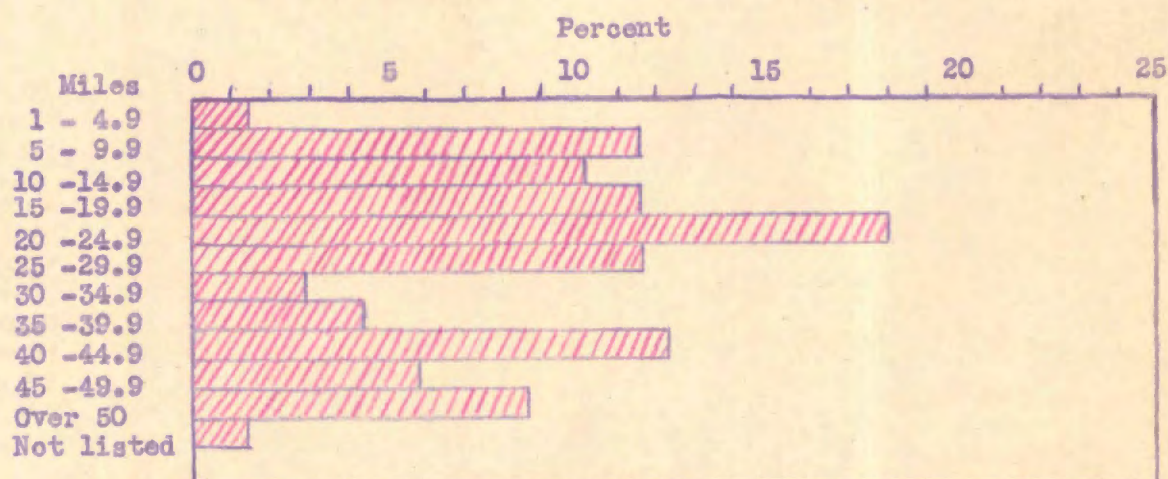


Figure 29. Distance of Producers from Western Avenue Market, Knoxville, 1939

trips during the year. Reasons for the small number of trips to this market in the winter are that but little is produced for sale at that season, and Market Square can accommodate a greater proportion of local farmers during the off season (Figure 28).

The average distance of producers from the market is 31 miles. Most producers are less than 25 miles away, but a significant number come 40 miles and more (Figure 29).

TABLE XI. DISTANCE OF PRODUCERS FROM WESTERN AVENUE MARKET,
1939

Miles from Western Avenue	Number of Producers	Percent
1 - 4.9	2	1.4
5 - 9.9	16	11.6
10 - 14.9	14	10.2
15 - 19.9	16	11.6
20 - 24.9	25	18.1
25 - 29.9	16	11.6
30 - 34.9	4	2.9
35 - 39.9	6	4.4
40 - 44.9	17	12.3
45 - 49.9	8	5.8
Over 50	12	8.7
Not listed	2	1.4
Totals	138	100.0

Over two-thirds (70) percent of the farmers are from Knox, Sevier, Blount, and Loudon counties (Figure 30). Civil District 9 of Knox County has the largest number in Knox County, and 10 percent of all the producers interviewed on the market. Eighteen Tennessee counties are represented, and one from North Carolina (Figure 30).

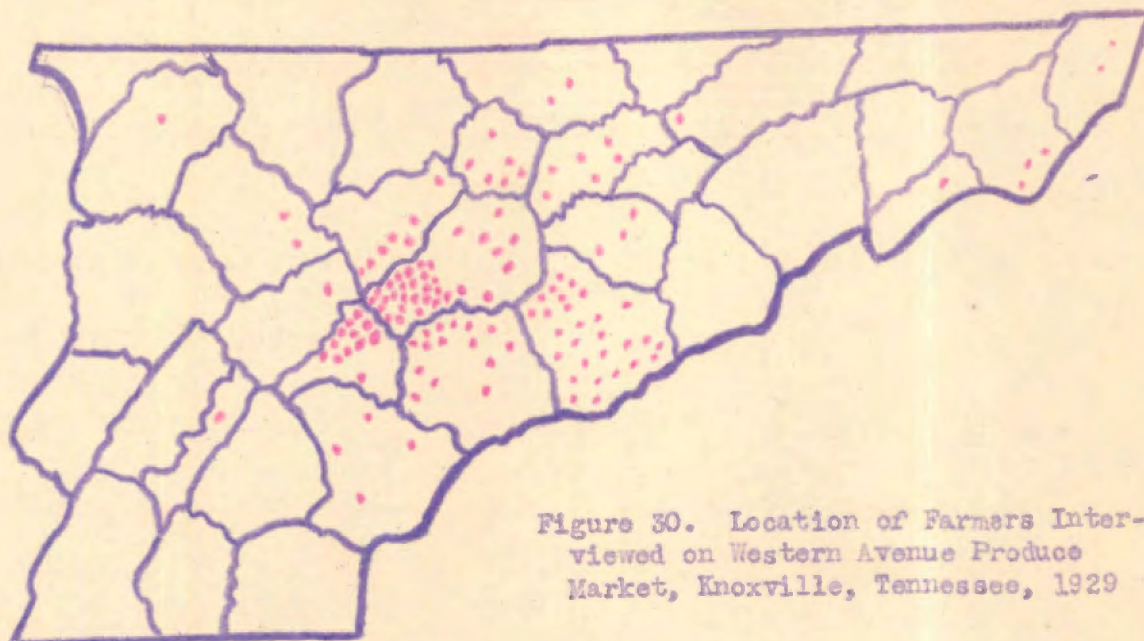


Figure 30. Location of Farmers Interviewed on Western Avenue Produce Market, Knoxville, Tennessee, 1929

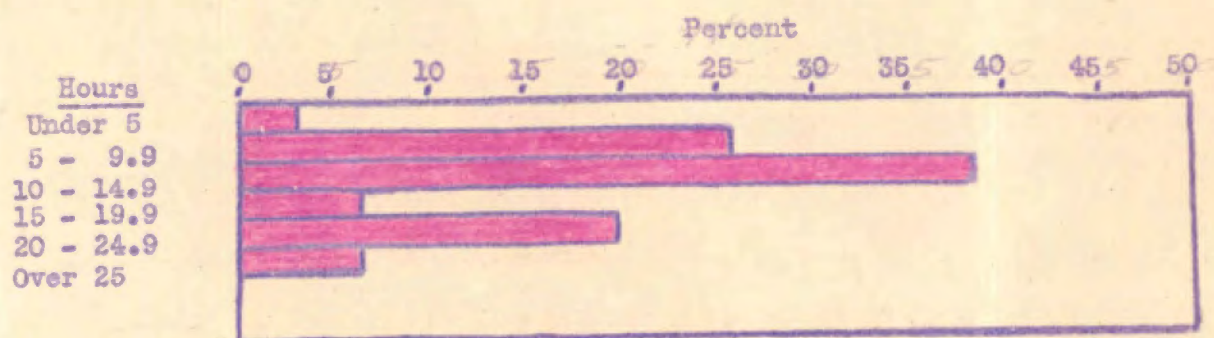


Figure 31. Time Required to Sell a Load of Produce on the Western Avenue Market, 1939

Time Required to Sell a Load. Time for selling a load was reported as averaging 15.2 hours. This is slow compared with the Louisville, Kentucky, market where a similar check was made in 1936 and 1937. (2)
The average there was 7.7 hours per load.

As a rule producers coming from greater distances bring the larger loads. Thirty-eight percent of the farmers required 10 to 15 hours to sell a load. This period is about the average length of a day during summer months, when many farmers come to market early in the morning intending to sell their load and return home late the same day. Producers who require 20 to 24 hours to sell frequently come longer distances, with large loads, arrive late in the evening, spend the night, and sell the next day.

Limited buying hours would undoubtedly speed up sales but limitations may be undesirable in view of the long or varying distances many buyers have to come.

TABLE XII. AVERAGE TIME REQUIRED TO SELL A LOAD OF FRUITS
AND VEGETABLES ON WESTERN AVENUE MARKET, 1939

Time Interval	Number of Growers	Proportion of Growers
Under 5 hours	4	3.3
5 - 9.9 hours	31	25.6
10 - 14.9 hours	46	38.1
15 - 19.9 hours	8	6.6
20 - 24.9 hours	24	19.8
Over 25 hours	8	6.6
Total	121	100.0

(2) Price, H. B., Phillips, C. D., and Wrathner, S. D., Organization of the Louisville Wholesale Fruit and Vegetable Market, p. 20, Kentucky Experiment Station Bulletin No. 368, 1937.

Grading would also speed up sales by eliminating unnecessary inspection of products by prospective buyers.

Period for Which Stall Is Rented. Of 132 farmers who gave the period for which they rented stalls, 87 percent rent by the day, 2 percent by the week, and 11 percent by the year. Five percent have partnership stalls.

Comments by Growers on the Market. Comments were obtained from 138 farmers on facilities, services, methods and regulations of the market, as to whether or not they needed improvement. Satisfaction or dissatisfaction was recorded on 20 items as shown in Table XIII. Ventilation was the most unsatisfactory item. Little need was expressed by the farmers for such services as refrigeration, ripening, icing, and storing.

TABLE XIII. COMMENTS OF 138 GROWERS ON THE WESTERN AVENUE MARKET, 1939

Item	Percent Commenting That Item Is Satisfactory	Item	Percent Commenting That Item Is Satisfactory
Ventilation	26.1	Grading	94.2
Buyers' space	31.9	Packing	94.2
Drinking water	31.9	Telephone	95.0
Selling space	36.2	Heating	95.7
Rest rooms	38.4	Storing	97.8
Display facilities	42.7	Icing	98.6
Weighing	57.3	Selling hours	98.6
Lighting	66.0	Unloading hours	98.6
Washing (produce)	79.0	Ripening	99.3
Garbage disposal	91.3	Refrigeration	99.3

Comments were also requested as to the experience of these farmers in obtaining space on Market Square. Only 21 of 138 questioned had any comments as to the availability of space. The others did not go there and hence did not know. Eighteen stated that space was available except on Friday and Saturday in summer, while 3 included Thursday with Friday and Saturday as unavailable days.

The same 138 farmers were asked if retailing should be permitted on the Western Avenue Market. Seventy-four growers answered "yes", thirty-six "no", and thirty-eight were non-committal.

CHAPTER VIII

POSSIBILITIES FOR FRUIT AND VEGETABLE PRODUCTION IN EAST TENNESSEE VALLEY

From the standpoint of acreage, fruits and vegetables are not important in the East Tennessee Valley, only 6.4 percent of crop land harvested being in these crops in 1934. However production of such crops here, especially in Knox County, is more important than in the state as a whole (Table XIV).

From the standpoint of value, however, these crops are more important than the small acreage would indicate. About one-seventh of the value of all crops grown in the Valley, and one-tenth of the gross value of all farm products, is from annual fruit and vegetable crops. In Knox County the relative value is still higher (Table XIV).

Compared with other Southern States, the importance of fruit and vegetable crops in the East Tennessee Valley is about average (Figure 32).

Tree fruits and grapes occupy almost as many acres as all other fruits and vegetables combined (Figure 34). Irish and sweet potatoes lead in vegetable acreage. Strawberries, tomatoes, beans, green corn, and watermelons come next in the order listed.

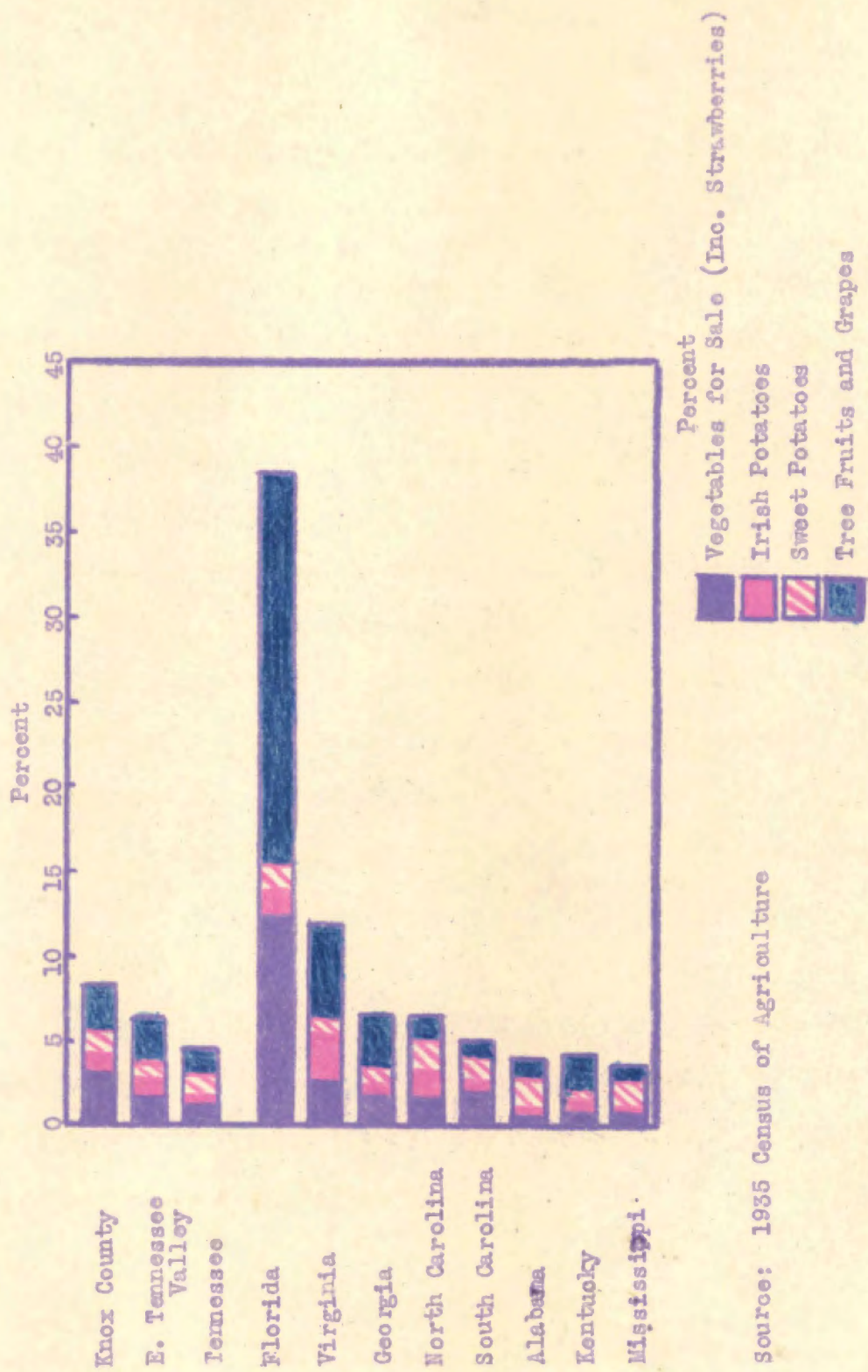
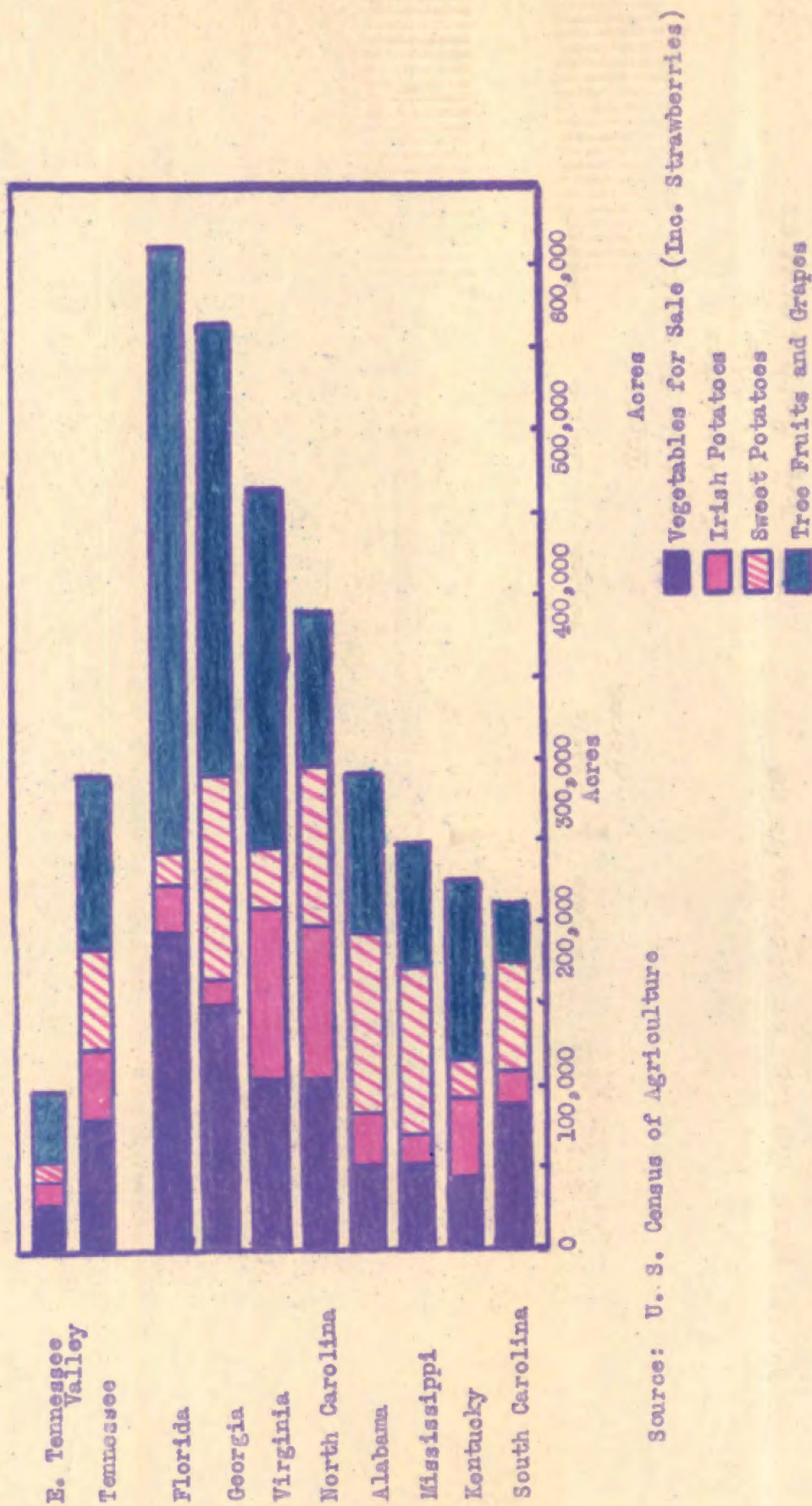
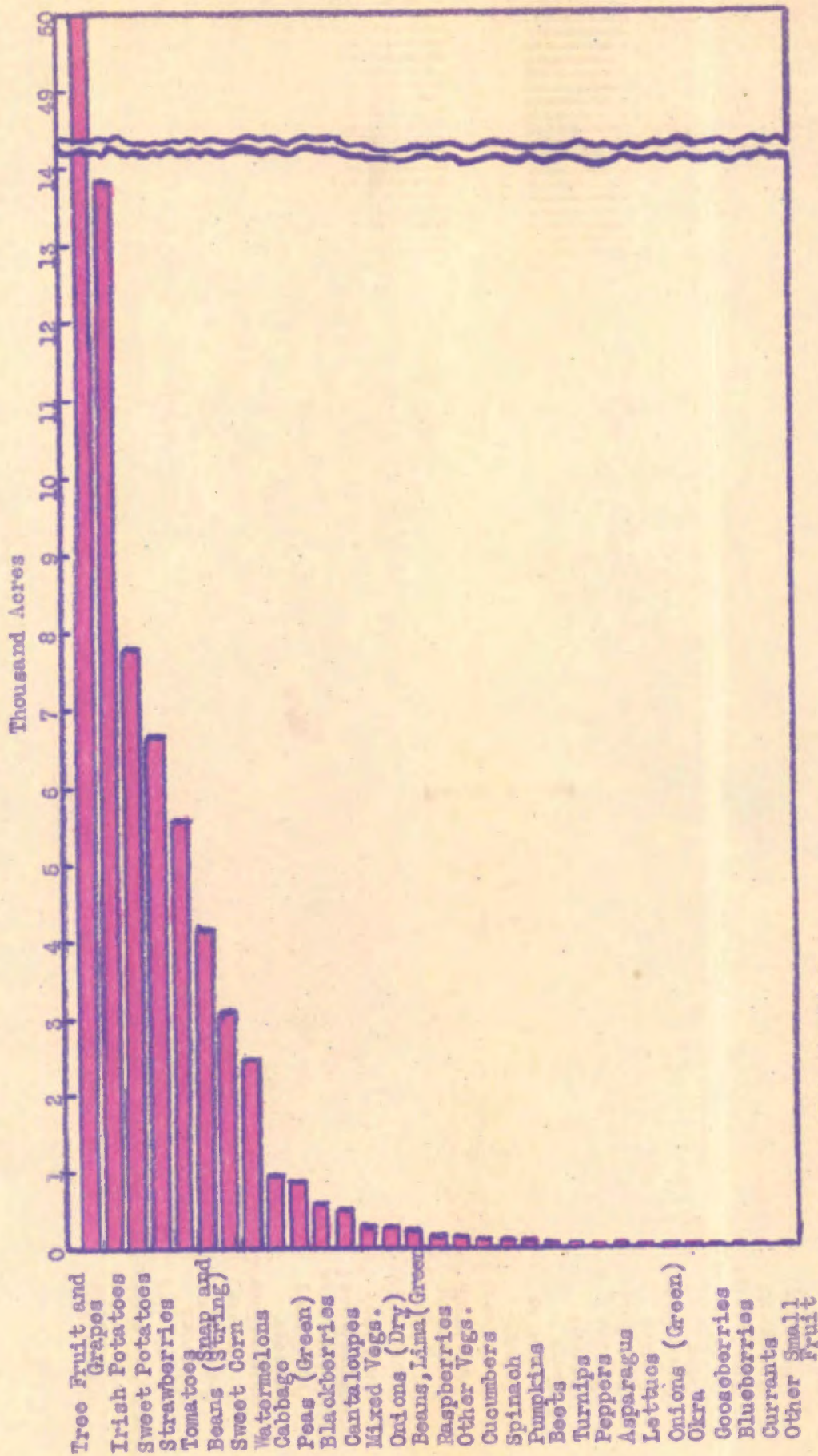


Figure 32. Percent of Crop Land Harvested in Fruits and Vegetables in Knox County, 28 East Tennessee Valley Counties and Tennessee as a Whole Compared With Other Southern States, 1934



Source: U. S. Census of Agriculture

Figure 33. Acres of Fruits and Vegetables for Sale in East Tennessee Valley and Tennessee as a Whole, Compared With Other Southern States, 1934



Source: 1930 Census of Agriculture

Figure 34. Acres of Fruits and Vegetables Harvested for Sale, 28 East Tennessee Valley Counties, 1929

TABLE XIV. IMPORTANCE OF FRUIT AND VEGETABLE PRODUCTION IN
KNOX COUNTY AND THE EAST TENNESSEE VALLEY COMPARED
WITH THE STATE AS A WHOLE, 1929 AND 1934

Item	Knox County	E. Tenn. Valley	Tennessee
Percent of Crop Land Har- vested in All Fruits and Vegetables	8.4	6.4	4.6
Percent of Total Crop Values in Fruits and Vegetables	22.0	14.6	10.1
Percent of Gross Value of All Farm Products in Fruits and Vegetables	12.6	11.0	8.7

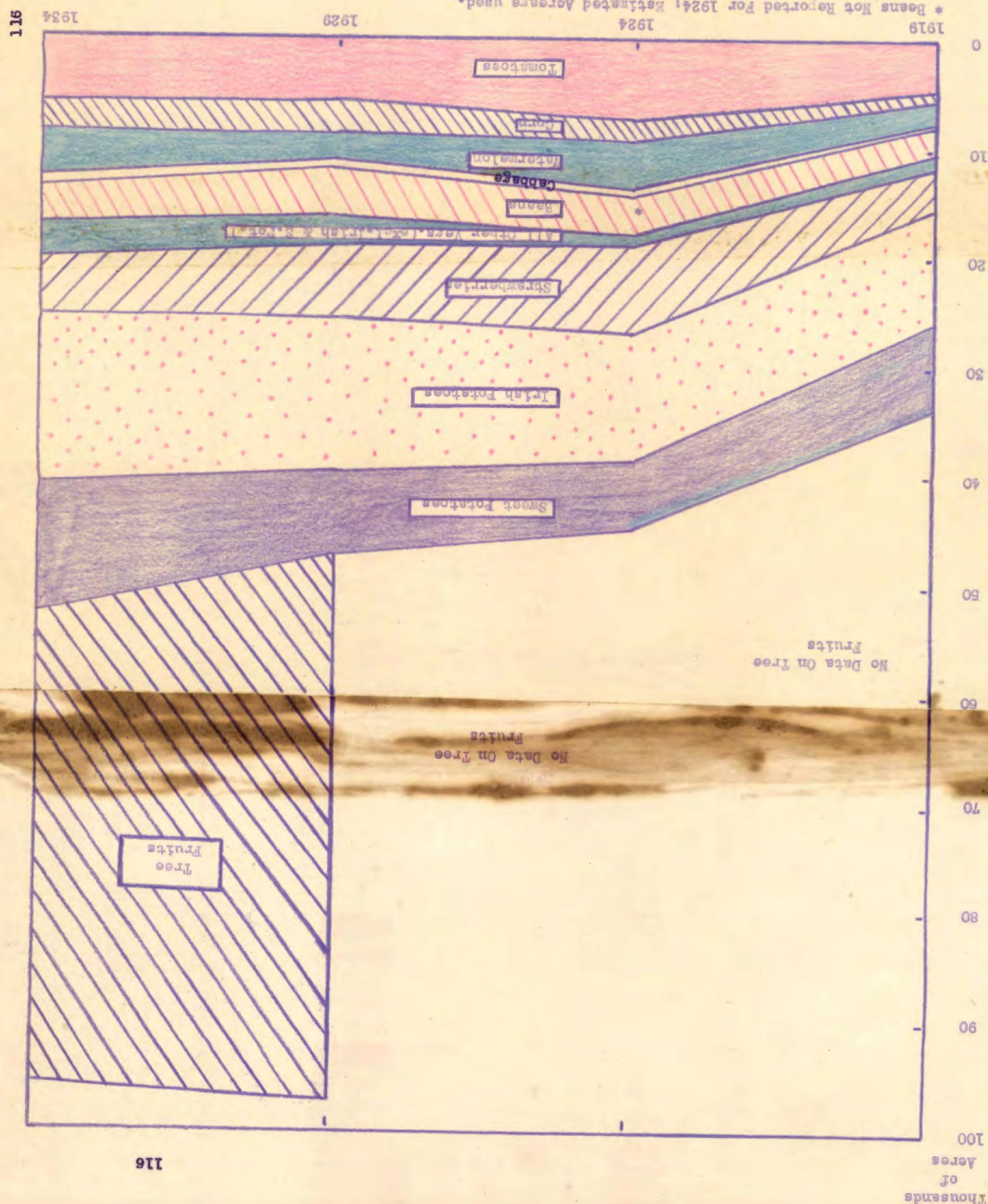
Source: Acreage based on 1935 Census of Agriculture.
Values on 1930 Census of Agriculture.

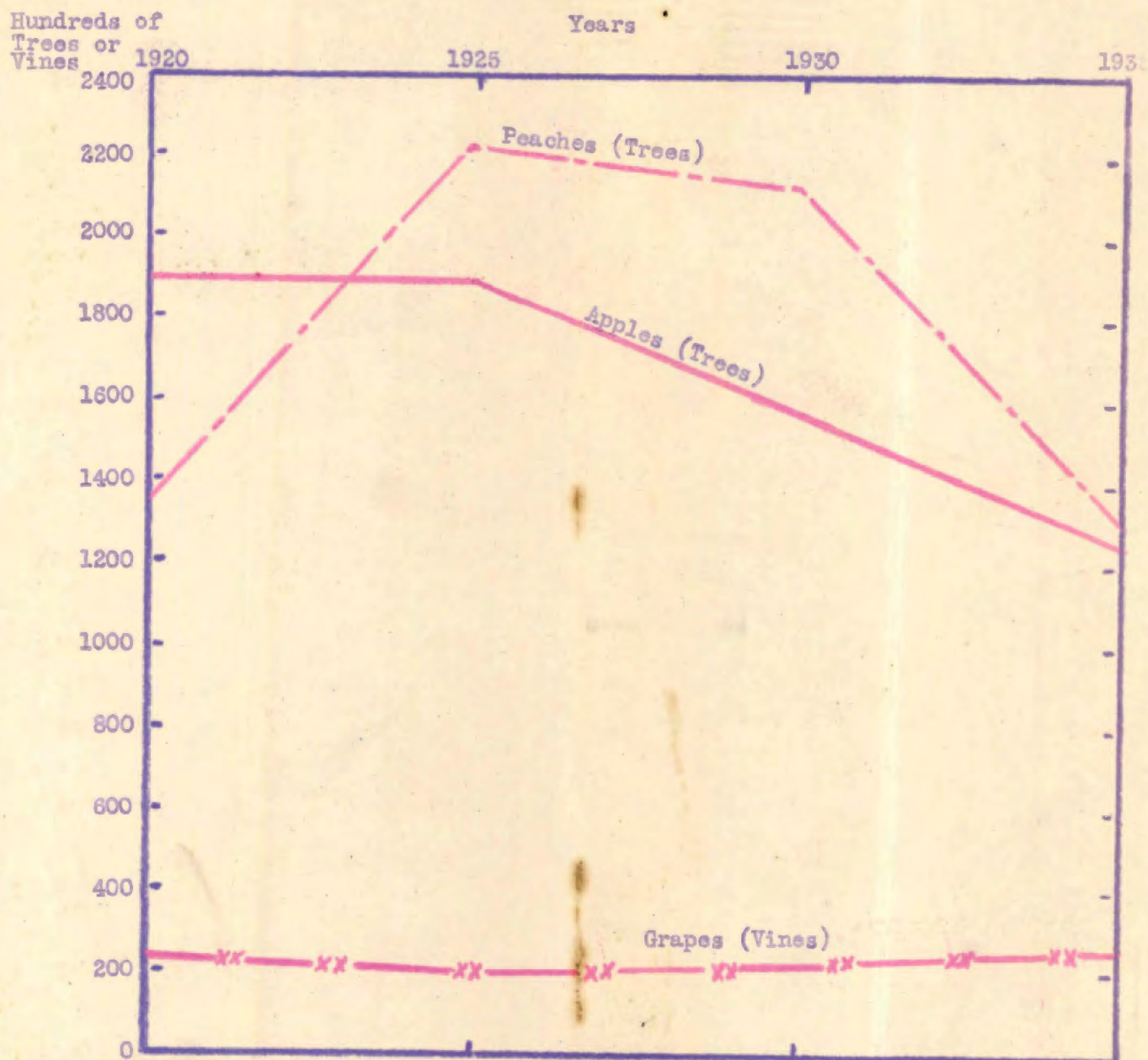
Trends and Possibilities. Trends of production of different fruits and vegetables since 1920 are indications of probability of expansion. The increase in total acreage of small fruits and vegetables in the East Tennessee Valley from 1919 to 1934 was over 50 percent, while population increased about 30 percent. In general it appears that production has not only kept pace with increase in population, but has kept up with a greater per capita consumption, and with a widening trade territory. Though the rate of increase in demand may be expected to slow down, the rate of increase in production of truck crops adapted to the area may be maintained if, through improved facilities for storage, canning and preserving, the year around demands of the Valley population are more completely met by nearby producers.

Figure 35--Trend of Fruit and Vegetable Production in 28 East Tennessee Valley Counties, 1919 to 1934

Sources: Census of Agriculture

* Beans Not Reported for 1924; Estimated Acreage used.





Source: Census of Agriculture

Figure 36. Trend in Number of Trees and Vines: Apples, Peaches, and Grapes, 28 East Tennessee Valley Counties, 1920-1935

The acreage in tree crops, for this area as a whole, has been definitely on the decline; for apples since 1920 and for peaches since 1925 (Figure 36). Indications are that the decline has probably continued since 1934 to the present time.

Apple production is decreasing in nearly all counties of the area except in the northeastern part of the state. This is true of both commercial and family orchards. Local growers have to compete with northern growers, where pests and diseases (root rot especially) are said to be less difficult to control.

Peach acreage has possibly become about stabilized, after 10 to 15 years of rapid decline. The percentage of winter injury is higher here than in Georgia and South Carolina, which places Tennessee growers at somewhat of a disadvantage in competing with those states.

Grapes, raspberries, and dewberries probably have some future in the East Tennessee Valley, according to horticulturists. Grape production since 1925 has been upward (Figure 36).

Strawberry acreage since 1924 has declined (Figure 35). The development of quick-freeze methods is expected to prolong the marketing season, to make possible more complete utilization of the crop, and thus encourage expansion of the strawberry industry.

Irish potato production in the East Tennessee Valley does not nearly meet consumption needs. Large quantities are shipped in annually, in addition to part of the Cumberland Plateau crop. In 1934, 315 carlots of potatoes were received at Knoxville from other states, and 435 carlots were received in 1935. Minnesota, Wisconsin, Alabama, and Maine

were the principal shippers in 1934. Idaho, Alabama, Colorado, and Maine shipped most in 1935.

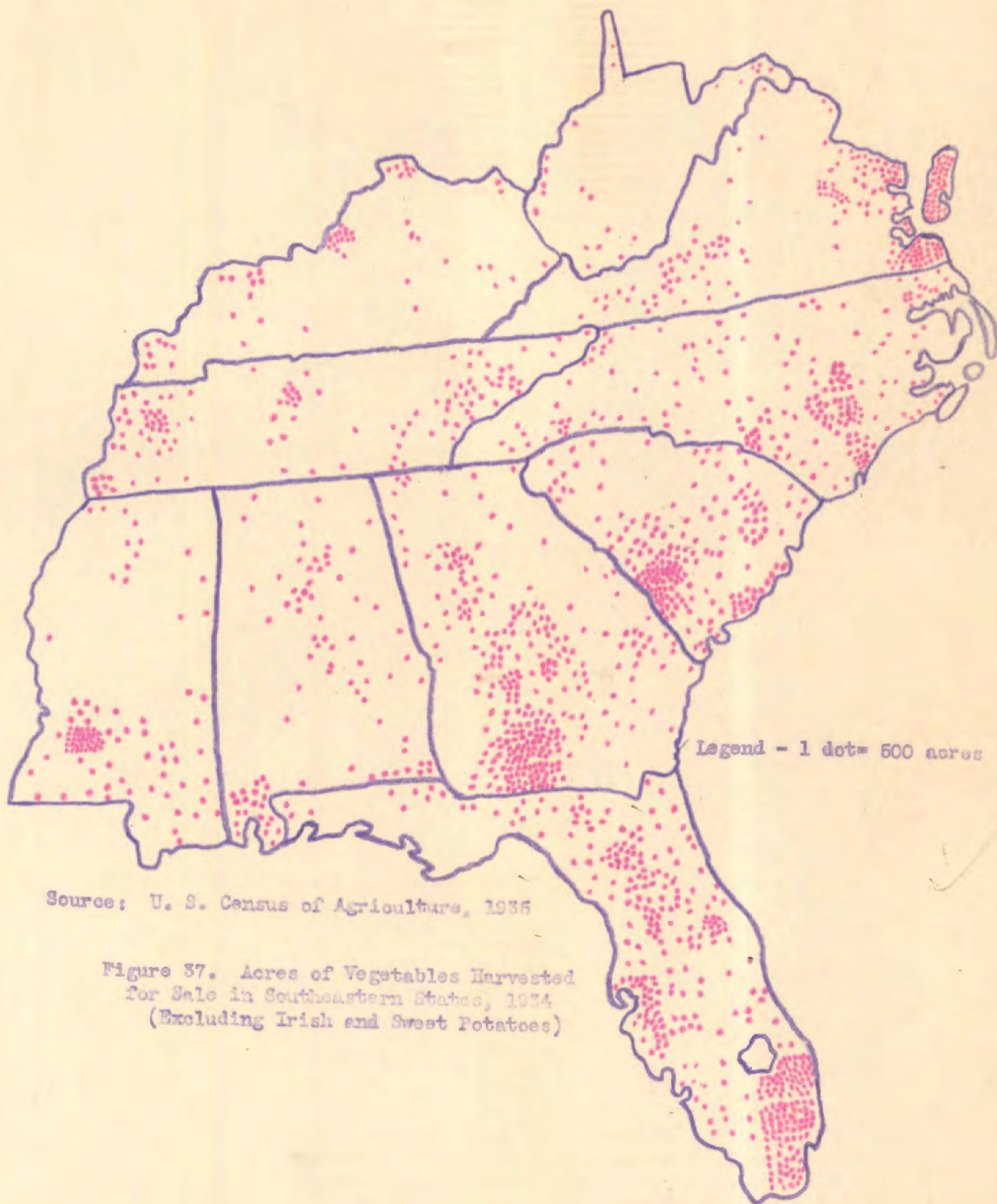
Irish potatoes do fairly well here if fertilized and given proper care. But because of competition from other intensive crops such as tobacco for the better land of the Valley most of the expansion will probably occur on the Cumberland Plateau, which has the advantage of cooler summers, heavier rainfall, sandy soil, and low valued land.

Sweet potatoes are also shipped into this area, principally from West Tennessee points. However, local production more nearly equals consumption than in the case of Irish potatoes, and the trend in production is more rapidly upward (Figure 35). Since sweet potatoes yield well even on the poorer clay soils of the East Tennessee Valley⁽¹⁾ the needs of the area could easily be met. Adequate storage facilities would be necessary.

Total acreage of vegetables in East Tennessee has shown a substantial increase at each census period since 1919 but acreages of some individual crops have fluctuated widely. Tomatoes have led in importance since 1919. Cabbage has shown the most consistent increase.

Production of these vegetables during the season is generally ample for the needs of the area, with a surplus for shipment from the

(1) Knox County ranks 7th among Tennessee counties in the average yield per acre of sweet potatoes (averaged for 6 census periods since 1879). The average yield for Knox and 9 surrounding counties in 1934 was 117 bushels compared with 102 bushels for the state average. In 1929 the average of these counties was 96 bushels compared with the state average of 102 bushels.



State. Further increases in production would follow if a wider market could be assured, especially to take care of peak season surpluses. Nematode infestation will probably prove a limiting factor, however. Relative profitableness of other enterprises; such as dairying and poultry, must also be considered.

East Tennessee lies near states which are heavy producers of fruits and vegetables (Figure 37). Of these states, Georgia comes most directly into competition with local production. Though the peak of its production is about over when local production starts coming in, local producers are nevertheless deprived of premium prices for their earliest marketings.

In producing for shipment to distant markets of the north and east, Tennessee can frequently take advantage of its mid-early position to avoid marketing during the peak periods of states to the south and to the north.

CHAPTER IX

STORAGE FACILITIES AS MEANS OF ENCOURAGING LOCAL PRODUCTION

The need for storage facilities in prolonging the marketing season and in increasing consumption of locally grown sweet potatoes, Irish potatoes, and cold pack strawberries had already been mentioned, in the discussion of each of these crops.

When facilities are lacking, what may be developed in connection with a farmers' wholesale fruit and vegetable market?

Sweet Potato Storage

There are no important commercial sweet potato curing and storage houses in the Knoxville territory, though in the aggregate, considerable quantities are cured and stored on farms and in storage buildings of various kinds.

Possibilities for the profitable development of a sweet potato storage house on or near the farmers' wholesale market are considered here from the standpoint of prospective income, expenses of operation, and prospective risks and losses. A certain percent of the growers may be expected to store, but it would seem unwise to at first risk constructing a building of more than 10,000 bushel capacity, which is the minimum size for economical operation.

Prospective Income. The farmers' gain from storage must be derived from the advance in price of the sweet potatoes stored. Prices usually rise from November to June, as shown in Figure 38 and Table XV. Since 1910 this advance has varied from 5 to 90 cents. In five out of 37 years it has been over 50 cents, for six years the difference was less than 30 cents. For five of the last ten years the rise has been less than 30 cents. On three occasions it was only 5 cents. The average difference during the last ten years is 27.5 cents.

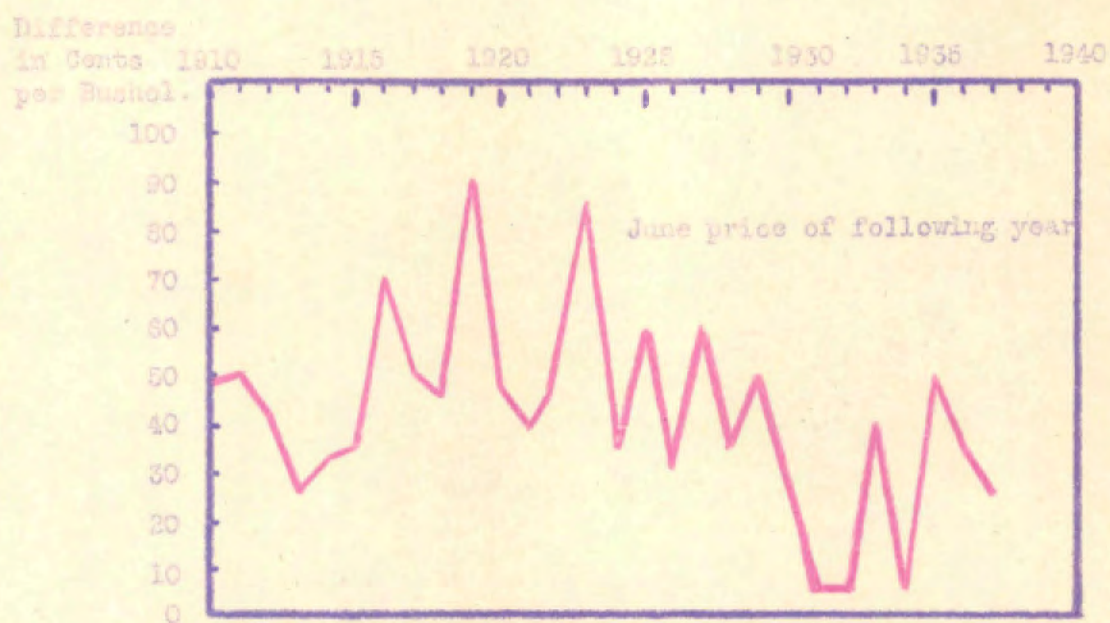
The most rapid rise in price is usually from November to February. Each month after February the rise becomes less each month.

The storage house operator must make his income either from charging the farmer rent, or by speculating on a price advance by buying potatoes when the price is low in the fall. Operators frequently do both in order to fill their houses.

Rent charged farmers usually varies from 6 to 20 cents per bushel, 10 cents being a common charge.

A very important factor in successful storage house operation is sufficient volume to fill the house. It costs practically as much to heat and care for a house half empty as one filled to capacity.

What are the possibilities for obtaining volume for a sweet potato house in Knoxville? There were 97,716 bushels produced in Knox County in 1929 and 117,866 bushels in 1934. Knox County and 9 nearby counties



Zero line = November price

Source: See Table XV

Figure 38. June Prices of Sweet Potatoes Above November Price of Previous Year, 1911 - 1938

including Hamblen raised 5,498,467 bushels in 1929 and 6,157,254 bushels in 1934. A large fraction of these are sold in Knoxville.

TABLE XV. SWEET POTATO PRICES RECEIVED BY TENNESSEE FARMERS IN NOVEMBER COMPARED WITH JUNE OF THE FOLLOWING YEAR, 1910-1938

Date	Nov.	June	Difference	Date	Nov.	June	Difference
1910-1911	65.0	113.0	48.0	1924-1925	131.0	197.0	34.0
1911-1912	74.0	124.0	50.0	1925-1926	140.0	200.0	60.0
1912-1913	71.0	110.0	41.0	1926-1927	65.0	95.0	30.0
1913-1914	85.0	110.0	25.0	1927-1928	85.0	145.0	60.0
1914-1915	73.0	105.0	32.0	1928-1929	95.0	130.0	35.0
1915-1916	60.0	95.0	35.0	1929-1930	85.0	135.0	50.0
1916-1917	80.0	150.0	70.0	1930-1931	90.0	115.0	25.0
1917-1918	100.0	150.0	50.0	1931-1932	55.0	50.0	5.0
1918-1919	135.0	180.0	45.0	1932-1933	30.0	35.0	5.0
1919-1920	120.0	210.0	90.0	1933-1934	55.0	95.0	40.0
1920-1921	118.0	165.0	47.0	1934-1935	55.0	60.0	5.0
1921-1922	86.0	125.0	39.0	1935-1936	55.0	105.0	50.0
1922-1923	80.0	125.0	45.0	1936-1937	85.0	120.0	35.0
1923-1924	104.0	190.0	86.0	1937-1938	50.0	75.0	25.0

Source: Walrath, F. J., Prices Received by Farmers, Spec. Circ. 112, U. T. Agr. Ext. Service.

The next question is, Will farmers store their potatoes every year if a storage house is built? Will they store even if they think storage is profitable? The need for ready cash in the fall sometimes determines the time of sale.

Items of Expense. The following data show income and expense figures of a successful sweet potato storage house in Tennessee for the 1938-1939 season:

Sweet Potato Association

Capacity of house	15,000 bushels
(Built in 1928)	
Bushels stored in 1938	11,000 bushels

(continued)

(continued)

Building (original cost) \$5,400
 less reserve for depreciation, \$5,400

Rent received for 11,000 bushels \$935
 Charge 12¢ per bushel when under 25 bushels
 8¢ per bushel when over 25 bushels
 (20¢ when association was
 first started)

Interest on capital stock (investment) \$ 264

Expenses:

Direct labor	\$270
\$2 of manager per day while filling house, \$1 per day balance time worked.	
Heat, light, water	21
Taxes	42
Insurance	86
Total	\$ 419

Cost per bushel - Interest on capital stock \$264 plus expenses
 \$419 divided by 11,000 bushels equals 6.2¢.

If depreciation were charged on a new building at 5 percent
 another \$270 should be added, making total charges \$890
 or 8.1¢ per bushel.

This association has the advantage of a large volume of business
 which makes possible a low charge per bushel. The building has been
 paid for, and its original value offset by a reserve for depreciation.
 No repair expense was charged for this year, though repairs are some-
 times required.

When the Tennessee Agricultural Experiment Station made a survey
 of 31 active sweet potato storage houses in 1930 and 1931 it found that
 most of them had storage capacity of 10,000 to 15,000 bushels. Land

and buildings cost about \$4,000 to \$6,000 each. The larger capacity buildings cost less per bushel of storage space.

Heating is an important item of expense, since a temperature of 85 to 90 degrees must be maintained for about 10 days to cure the potatoes, while during the remainder of the storage period the temperature should be kept at about 55 degrees.

Most of these houses are located in rural sections where most of the costs, including labor and taxes, are lower than in a city as large as Knoxville.

Prospective Losses and Risks. To storage costs must be added shrinkage, which during the usual storage period amounts to 20 percent by weight, or 20 cents per bushel decrease on one dollar potatoes.

This loss includes loss through curing at 7 percent; loss in storage 6 percent; estimated average disease loss 5 percent; and 2 percent for dirt and other throwouts. If black rot gets out of control disease loss may be 100 percent.

Interest on money invested in potatoes is another charge to be considered. In addition, the farmers are frequently not in a position to wait until spring for their money.

Conclusions. Because of uncertainty in the trend of prices during the storage period, the business of storing will be always rather speculative. Average price gains over a period of years are approximately offset by storage costs and attendant risks and losses.

Individual operators or farmers have a chance to profit by proper diagnosis of the price situation in certain years. They also have a chance to reduce disease losses through taking proper precautions.

The operator of a storage house is often in a better position than farmers to study the price situation and speculate on price changes. The operator who owns part of the potatoes in storage has more personal interest in reducing losses. A desirable type of owner or manager is himself a large sweet potato grower. He thus has more than an ordinary stake in the success of the project, and is in a good position to gain the confidence and good will of the farmers.

A sweet potato storage house would probably not be a good investment in Knoxville, unless the operator can obtain an advantage of some kind whereby some of the important charges listed can be materially reduced. Assured volume, combining sweet potato storage with other types of storage or business, and getting a building at a bargain are examples of how overhead expenses might be reduced.

Irish Potato Storage

Production limitations in the East Tennessee Valley and production possibilities on the Cumberland Plateau are referred to in Chapter VIII. Experimentation and research in the South has not been sufficient to test the feasibility of either community or terminal market storage houses for Irish potatoes. At present little storage is done in this area except for home use.

It appears that Cumberland Plateau potatoes, if graded and packaged for a select market, should bear the cost of proper storage.

Cheaper space could be provided on the Plateau, but the advantage of accessibility of a house in Knoxville to dealers might offset higher storage costs.

Strawberry Storage

There is little storage space for cold pack strawberries at low temperatures at present in Knoxville, but existing establishments are in a position to provide this space when cold-packing on a larger scale is begun.

CHAPTER X

PROSPECTS FOR INCREASED USE OF WHOLESALE FRUIT AND VEGETABLE MARKET IN KNOXVILLE

Space should always be made available in advance for future expansion, with provision for constructing buildings and facilities as needed. The amount of space required will depend on probable demands of the region for the next twenty or thirty years. Plans for the future should be made in the light of careful analysis of all important factors affecting probable demands in the region.

Expansion of business will depend upon such factors as these:

1. Increased population
2. Increased per capita consumption of fruits and vegetables due to (a) changes in dietary habits and (b) increase in purchasing power
3. Improved roads
4. Development of redistribution or interchange function
5. Increase in supply of better quality and a wider variety of produce
6. Establishment of more wholesale produce dealers' stores in market area
7. Sales efforts of the market.

Increased Population. According to an estimate by Alvord, Burdock and Howsen in "A Plan for Knoxville"⁽¹⁾ submitted to the Knoxville City

(1) Bartholomew and Associates, A Comprehensive City Plan for Knoxville, Knoxville, Tennessee, City Planning Commission, 1929, p. 23.

Council in 1929 by Bartholomew and Associates, Knoxville will have a population increase of 63 percent or 210,000 population by 1960. This estimate was based upon the rate of growth of nine American cities of approximately the same size of Knoxville from 1900 to 1920. For East Tennessee as a whole, the rate of total increases of both urban and rural population between 1920 and 1930 was 20 percent or 2 percent per year. At this rate 50 years would be required for the area to double its population. It is not probable, however, that the rate of increase between 1920 and 1930 will be repeated and 2 percent annual increase would be a maximum figure for the Knoxville Trade Area. The rate of increase for Tennessee as a whole from 1920 to 1930 was 1.2 percent per year.

Increased Consumption. Due to changes in dietary habits there was an increase in the United States of approximately 11 percent in the per capita consumption of fruits and vegetables from 1920 to 1937.⁽²⁾ This increase was due principally to increases in consumption of citrus fruits, grapes, canned tomato juice, canned peaches, pears, pineapples, grapefruit, fruits for salad, carrots, celery, and lettuce. There was a marked downward trend in the per capita consumption of apples and potatoes. Tomatoes is the principal truck crop grown in this area in which there has been an increase in per capita consumption.

A material upward trend in purchasing power per capita for the region as a whole is not now in sight.

(2) J. P. Cavin, The Agricultural Situation, U. S. Bureau of Agricultural Economics, January 1939.

Improved Roads. Improved roads to Kentucky and Virginia will widen Knoxville's trade territory and bring in more business. Middleboro looks forward to closer trade relations with Knoxville, as the road is widened and straightened. Kingsport haulers complain of the poor condition of the road via Rogersville. If roads to the mining areas of Kentucky and Virginia were improved it would probably aid Knoxville's trading position.

Development of Knoxville As a Redistribution or Interchange Market.

There has been considerable speculation regarding the development of Knoxville as an interchange market - a meeting place where northern and southern grown produce may be exchanged. Such an exchange takes place when Virginia apples are brought here and traded to Florida truckers who have brought citrus for Virginia truckers.

There has been some of this exchange type of business but it has been small, the bulk of the purchases being made by retailers and by wholesale truckers who come to the market with empty trucks. Only 7 of 102 out-of-town buyers interviewed reported that they ever brought in produce to sell. Since present heavy selling dealers' license fees have been required, practically none of such business has been carried on. Of several thousand trucks checked, which came in with produce during June, July, and August, none took a load of produce in return.

Interchange requires an adequate supply of produce, and a wide variety from which buyers may select for return loads. Restriction of supply directly affects buying for return loads (see page 166 for a more complete discussion of two-way load possibilities).

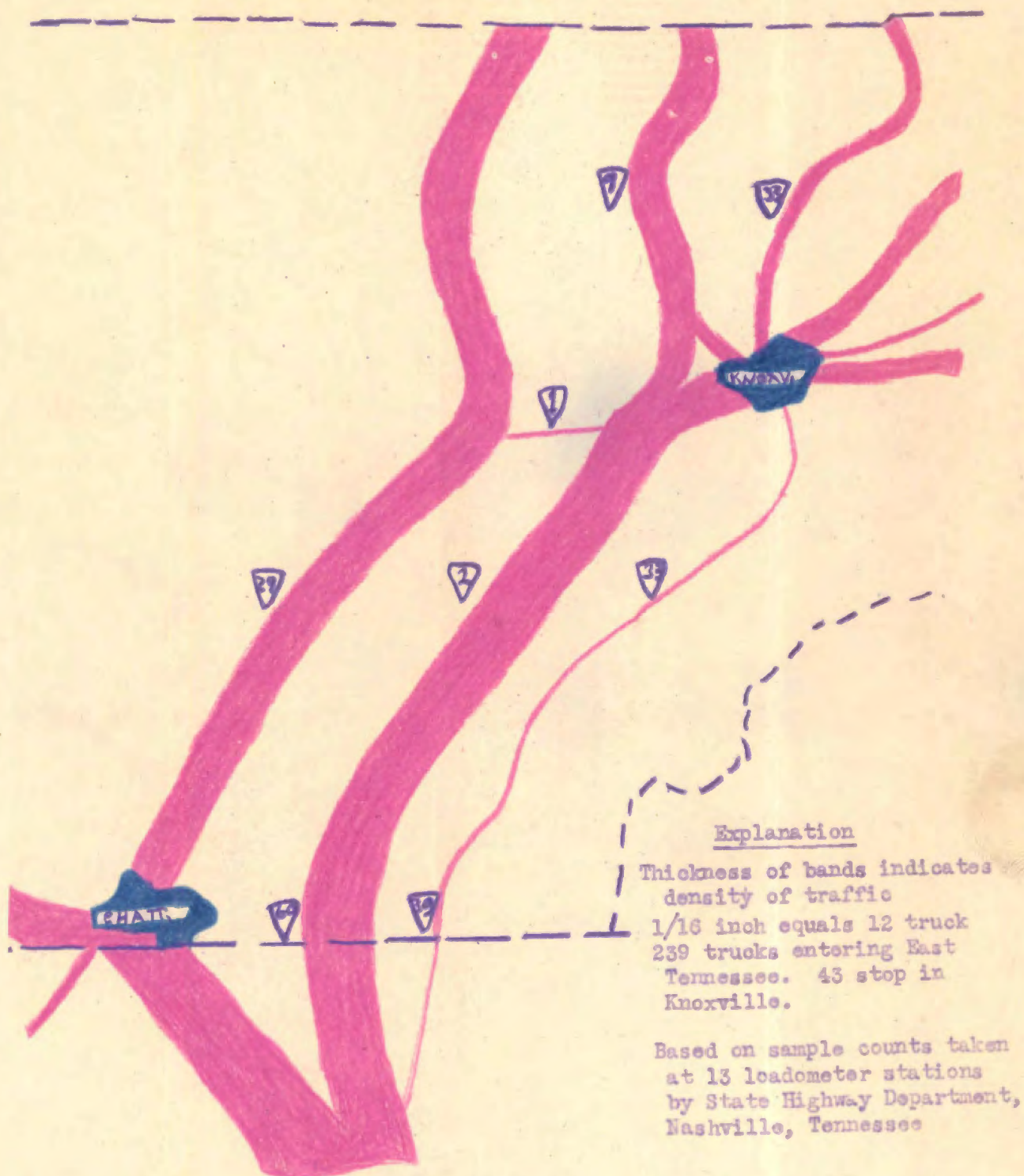


Figure 39. North and South Bound Interstate Truck Traffic Flow of Fruits and Vegetables Through East Tennessee, 1938

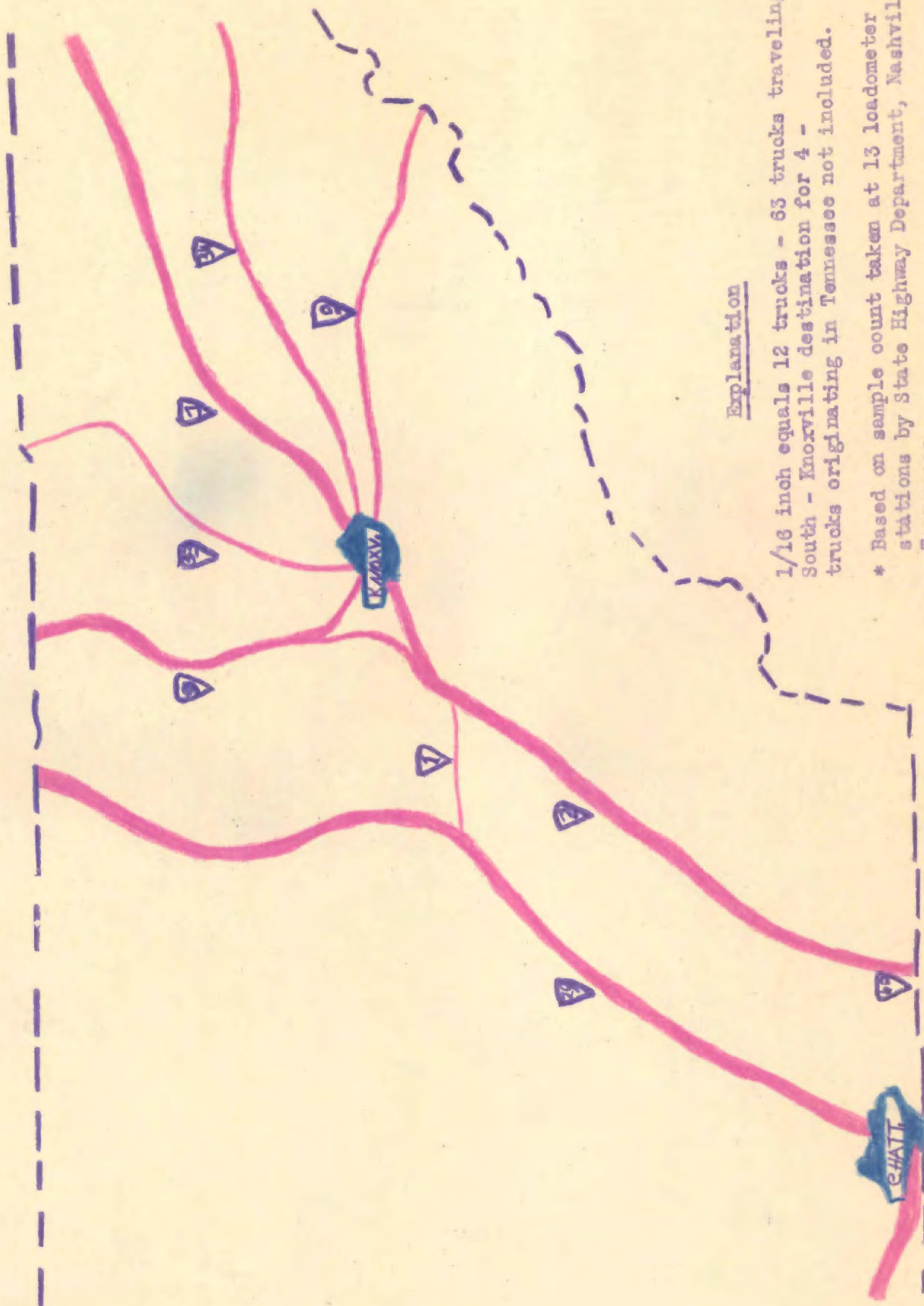
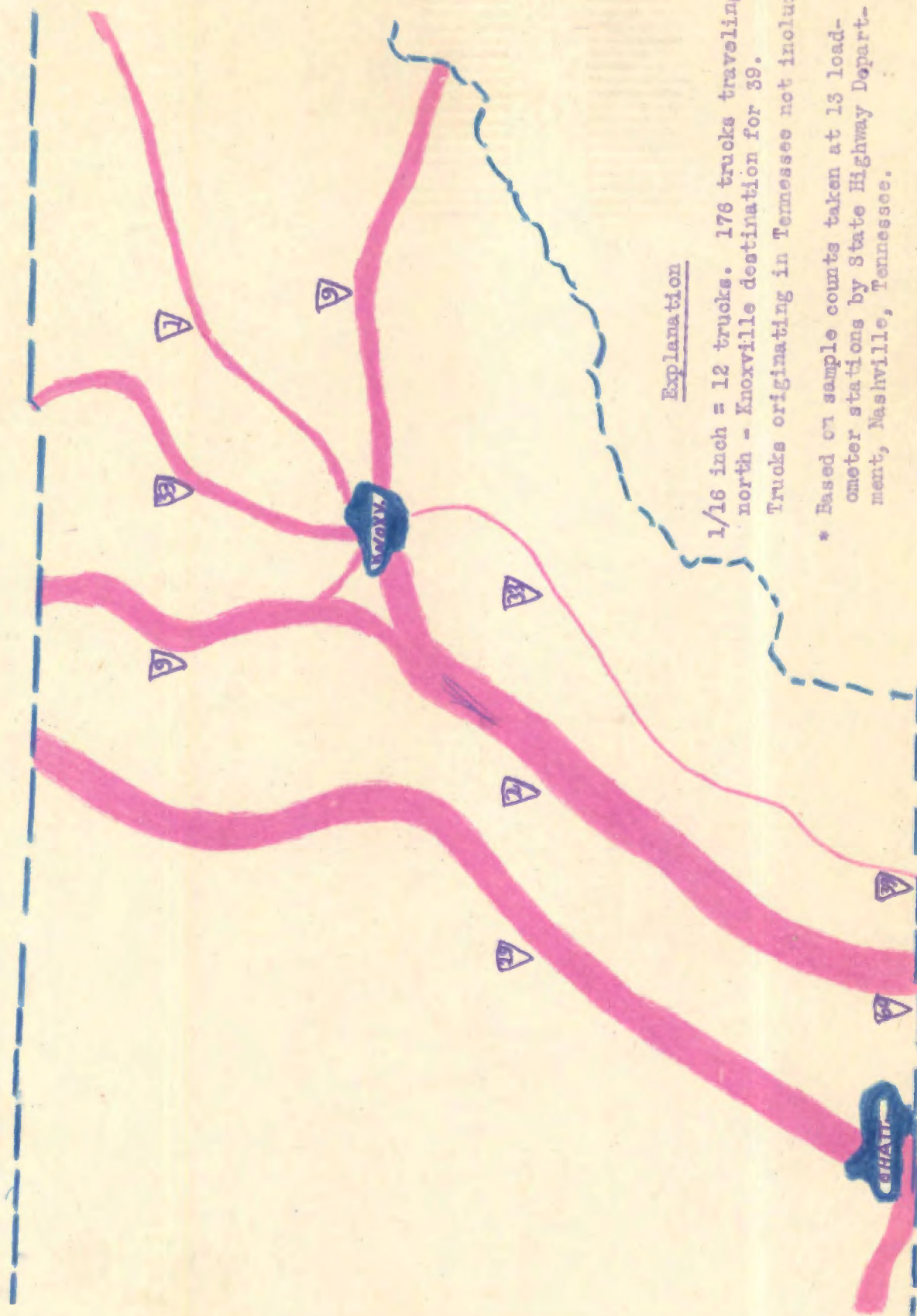


Figure 40. South Bound Interstate Truck Traffic Flow of Fruits and Vegetables Through East Tennessee, 1938*



Knoxville is either on or near the routes which carry more than half of the fruit and vegetable interstate traffic which crosses East Tennessee (Figures 39, 40, and 41). The state highway department's survey, in 1938, showed that interstate northbound traffic across East Tennessee was nearly three times that of similar traffic southbound. About 18.0 percent of the interstate traffic stops at Knoxville, while another 35.6 percent passes through or near the city, making a total of 53.6 percent.

The balance of the interstate traffic moves through Harriman or Nashville by way of Chattanooga. However, Knoxville is on an alternative route for traffic that now moves through Harriman, which improves its position as a strategic location with reference to movement of produce between Atlanta and Cincinnati.

TABLE XVI. SAMPLE TRAFFIC COUNT AT 13 LOADOMETER STATIONS,
SURVEY OF STATE HIGHWAY DEPARTMENT, 1938 *

	North Bound		South Bound		Total	
	No.	Per-cent	No.	Per-cent	No.	Per-cent
Total	176	100.0	63	100.0	239	100.0
Stops at Knoxville	39	22.2	4	6.3	43	18.0
Passes through Knoxville**	57	32.4	28	44.5	85	35.6
Passes through Harriman or Nashville via Chattanooga	80	45.4	31	49.2	111	46.4

Note: These figures are preliminary, subject to revision and should not be used as a basis for estimating total interstate movement of fruit and vegetables across East Tennessee.

* Compiled from records of State Highway Department, Nashville, Tennessee.

** One stream of traffic, included with Knoxville, is that which leaves State Highway No. 1, northeast of Farragut and joins State Highway No. 9 or US 25 between Knoxville and Clinton.

Location near this north-south movement offers some possibilities for increased business, if Knoxville is willing to offer inducements for through truckers to make this their terminal. However, Knoxville can expect to share only in a limited way the obvious advantages of Atlanta, which is located at the gateway to the various trade routes farther South (Figure 42). Atlanta is situated at the junction of routes leading to the north, east, and west from the winter fruit and vegetable producing area. Main routes to such cities as Memphis, Nashville, Chicago, Louisville, Cincinnati, and New York, diverge from Atlanta, whereas Knoxville is on only one of the three alternative truck routes to only one of these cities, namely Cincinnati.

There appears to be little likelihood that Knoxville will widen its territory to the south, at the expense of Atlanta and Chattanooga. Expansion to the west into the Cumberland Plateau or east into the Great Smoky Mountains would not add very much to the volume of business done. Perhaps the greatest opportunities are in the direction of Kentucky and Virginia.

Increased Supply, Better Quality, and a Wider Variety of Products will bring more business to the market. Buyers are attracted by a complete line of quality produce. To maintain prices, however, the marketing of each product should be spread more uniformly over the season, with avoidance of extreme peak periods.

Marketings from year to year, as well as harvesting from week to week, should be kept as uniform as weather limitations permit. Sustained production encourages sustained buying. Large out-of-town buyers are

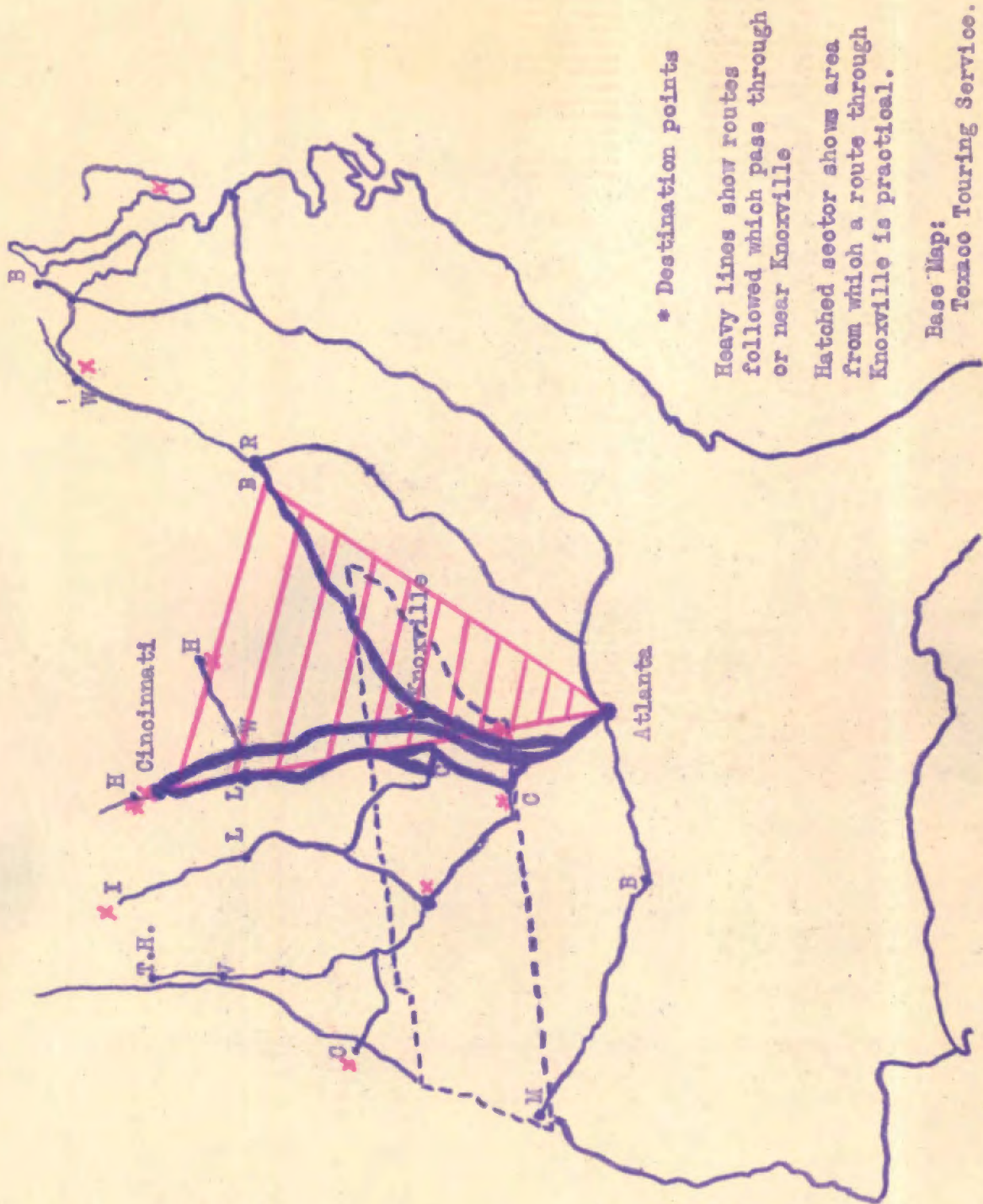


Figure 42. Destination of North Bound Truckers Interviewed on Atlanta Market, August 3 and 4, 1939

attracted by an assured supply from season to season, and from year to year. They cannot afford to make a long trip only to find a shortage of the commodities desired. If this occurs they will probably not be there the next time the market is overstocked. Out-of-town buyers complain that on the Knoxville market there is usually a "feast" or a "famine". Such conditions react to the detriment of both buyer and seller. Farmers on several occasions this summer were not able to meet the demand for shelly beans. Instances were noted when Kentucky buyers waited for some time to get a load, and finally returned empty.

Farmers will probably have little difficulty in increasing production of the various products. Their chief problem is that of maintaining uniform marketing over a long period. This would probably entail the organization of a truck growers' association of some kind.

Increased production and specialization in fruits and vegetables in this area might result in larger long distance shipment of graded produce from local shipping points, with consequent decreased use of the central market. At present only a small proportion of the Irish potatoes, peaches and strawberries for sale in East Tennessee pass through the Western Avenue market. Heavy dealers' license fees discourage the use of Western Avenue as an assembly point by country buyers.

Establishment of Wholesale Produce Dealer Stores in or Near the Market.

This will tend to stabilize the business of the market throughout the year, and increase its total volume and drawing power. If and when all the produce houses move in, the annual business of the market might well be doubled. Such a consolidated market is desirable from the standpoint of all concerned.

Sales Effort of the Market. While this report does not recommend a specific form of sales effort, it appears that something could be done along this line to meet competition from similar markets at Atlanta, Georgia, Columbia, South Carolina, Winston Salem, North Carolina, Lexington, Kentucky, and Huntington, West Virginia. Mining company stores, for instance, would welcome contacts with the market or with farmers of the area, that would inform them of a dependable supply of good quality fruits and vegetables in season.

CHAPTER XI

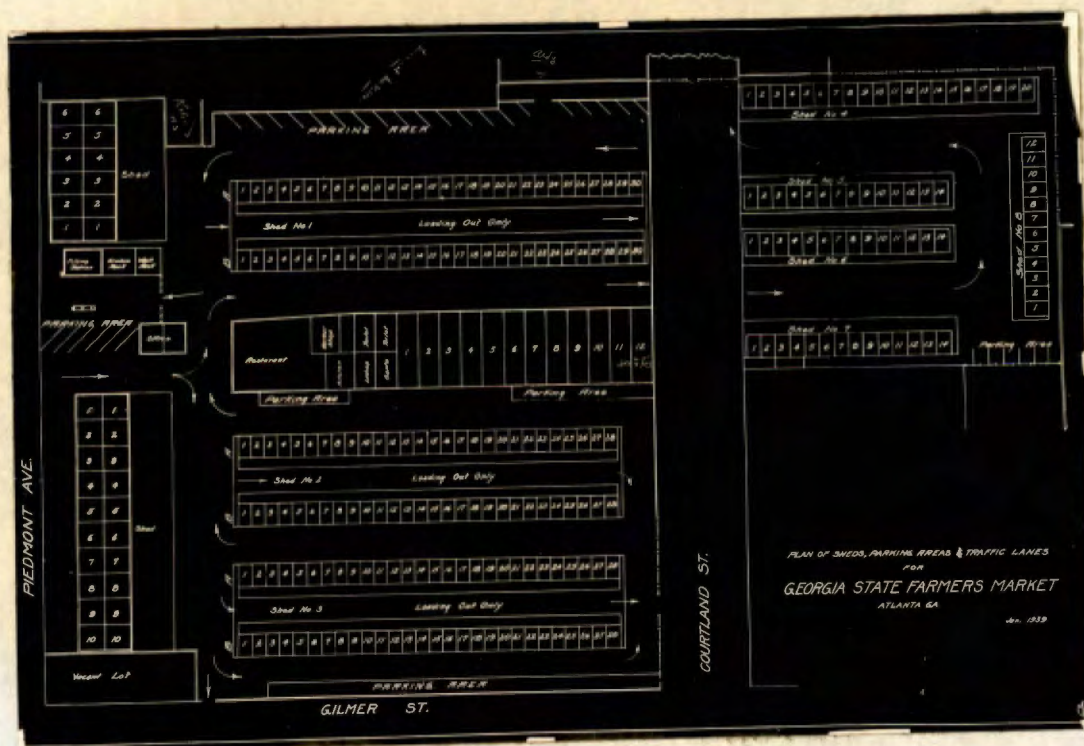
LESSONS LEARNED FROM OTHER WHOLESALE MARKETS, WITH APPLICATIONS TO KNOXVILLE

Atlanta

Importance. Atlanta has the largest farmers' wholesale fruit and vegetable market south of the Ohio River. Only about 40 percent of the products unloaded is consumed in Atlanta itself. The remaining 60 percent is distributed to other cities and towns, with 35 percent of it going outside the state.

Its importance as a redistributing point has grown out of its location at the gateway to the trade routes from north to south. It is a great assembly point for winter fruits and vegetables, produced in the southeast, and enroute to northern cities. In summer it is a distributing point for northern grown produce destined for southeastern points.

Established February 3, 1936, it has outgrown its 6 1/2 acre space (see diagram of market, Figure 43). Part of this increase has been at the expense of the old established wholesale houses on the railroad, and part has been due to the great increase in volume of winter grown fruits and vegetables in the South. Atlanta has been a free market, in that no discriminating city dealers' license has been required. This has encouraged the redistribution function of the market.



Scale, 1 inch equals 123 feet

Figure 45. Plan of Farmers' Wholesale Market, Atlanta, Georgia.

Shed No. 1 is for Georgia growers, Sheds Nos. 2 and 3 are for permanent dealers, Sheds Nos. 4, 5, 6, 7, and 8 are for out-of-state truckers. Buildings facing Piedmont Avenue are produce dealer stores.



Figure 44. Map of Atlanta Showing Location of Wholesale Fruit and Vegetable Market, 1936

Relation Between the Knoxville and Atlanta Markets. Little buying is done on the Knoxville market by Atlanta haulers. Atlanta purchases from East Tennessee points are principally direct from the field or at assembly points near producing areas. Strawberries, tomatoes, and beans are shipped to Atlanta from Rhea County, potatoes from Franklin and Cumberland counties, and green corn from river bottoms of East Tennessee.

Truckers interviewed in the Atlanta market, hauling produce from northern states through Tennessee, had little knowledge of the existence of a wholesale market in Knoxville. Apple haulers from north of Roanoke,



Georgia State Farmers' Market, Atlanta, Ga. One of the more successful markets of the "regional" type which have been developing within the last few years. Such markets are primarily for handling fruits and vegetables moving by motor truck. In the picture above (1) indicates sheds for truckers, (2) indicates stores for dealers, and (3) indicates the office of the market.

Source: U.S.D.A. Circular 463.



Truckers Shed No. 1, reserved for Georgia producers. Trucks are backed up to platform on both sides. Narrow driveway 20 feet wide between platforms which scarcely permits two trucks to pass. Buyers prefer to park elsewhere and have produce carried to their vehicles. Negroes can be hired at reasonable rates for this purpose.

Figure 45. Views of the Atlanta Wholesale Fruit and Vegetable Market, 1936



View of "green shed" section of Truckers Shed No. 1 on right. Trucks are not permitted to remain after unloaded. No permanent stalls allowed on this side. Dealer stores on left. Picture taken from Washington Street viaduct.

Trucker sheds Nos. 2 and 3 facing Courtland Street. Width from eaves to eaves 60 ft., center driveway 20 ft. Occupied by permanent stallmen. Citrus is piled up on front platforms.



Permanent stall in Trucker Shed No. 2. Space is partially enclosed by canvas. Notice wooden platform 18" off floor, sufficiently high to permit cleaning underneath.

Figure 45. Views of the Atlanta Wholesale Fruit and Vegetable Market, 1936 (continued)



Trucker Shed No. 4 on extreme right, Nos. 5 and 6 on right, and No. 8 in rear center. 40-foot driveway. These sheds are known as "Chinatown", used by out-of-state truckers.

Dealers' stores in brick building on left. Taken from corner of Piedmont and Gilmer.



Figure 45. Views of the Atlanta Wholesale Fruit and Vegetable Market, 1936 (continued)

Virginia, miss Tennessee, altogether by going through the Carolinas. They complained of toll bridges, weighing stations, and various molestations by highway officers in Tennessee, and avoid passing through the state when possible.

Truckers hauling to Atlanta from the triangular area (Figure 42, page 138) formed between Cincinnati on the west, Roanoke, Virginia, on

the east and Knoxville on the south could, and often do, pass through Knoxville but have not been stopping on the Knoxville market, and state that they see no reason for doing so.

Atlanta's regular trade territory extends into the southeast corner of Tennessee, and prevents further extension of Knoxville's business in that direction.

Lessons from Atlanta's Experience. (1) Adequate space was not provided for future expansion when the market was first established. The present market is obviously too crowded and congested. Being in the downtown section there is not room for expansion except at a cost which is prohibitive. The monthly rent on the present property is \$2250.

Six and one-half acres are now used by a market, which handles approximately 5 times the quantity handled by the Knoxville market during the peak summer months on one acre (Figure 43). Plans are being made in Atlanta to purchase 16 acres for a new market.

(2) Railroad facilities should have been provided. It is practically impossible to provide railroad connections at the present location.

(3) State inspection has kept the market from getting the reputation of being a "junk" market. The state food inspector makes the rounds of the market two to three times a day, and condemns produce that shows signs of spoiling. A check is made on dishonest packing. Persistent violators of regulations are barred from the market.

(4) One truckers' shed is reserved for local growers. Another

section of the market, for out-of-state truckers, is separated by Courtland Street from the main market (Figure 43). There is an advantage in keeping these two elements on the market separate. Friction is less likely to develop.

(5) Stores for produce dealers have been built in the area, but more dealers want to move in than can be accommodated in the present location. Nevertheless, a large share of the wholesale business is transacted by these dealers, who provide a steady outlet throughout the year (Figure 43). However, they are handicapped by lack of rail connections.

(6) Products are displayed on inexpensive low wooden platforms, 18 inches off the concrete. They are thus high enough to permit cleaning the floor underneath, and low enough to step on without the use of a ladder (Figure 45, page 145). Further information regarding plans and layout of buildings was obtained, which might be helpful in improving the Knoxville market.

(7) The Atlanta market has been maintained as an open or free market, in spite of strong opposition from old-line wholesale houses located on the railroad.

(8) State control has subjected the management to the uncertainties of changes in state administrations.

Chattanooga

The truckers' shed at the Chattanooga Farmers' Market was built August 1937 on property acquired by the city for market purposes several

years previous. The management has a long term ground lease from the city on 3 1/2 acres, about 1/2 mile from the downtown business district. There are four wholesale houses on the lot, and plans are being made to accommodate others. The market is within a few hundred feet of a railroad spur, which may be easily extended to the market should railroad connections be desired.

The wholesale trade area of Chattanooga is small compared with that of Knoxville. It extends only about 60 miles in each direction, and lacks the equivalent of Knoxville business extension into Kentucky and Virginia mining territory, and to the industrial cities of the northeastern corner of Tennessee (see map delimiting the trade area, Figure 9, page 58).

Business done at the Chattanooga market is probably not much more than one-half that of the Western Avenue Market in Knoxville; and it would be even smaller were it not for the presence of wholesale houses on the market.

Lessons Learned from Chattanooga's Experience. (1) Do not over-build. An expensive outlay is not necessary to meet the needs of farmers with small loads of ungraded produce for sale directly from their vehicles. Farmers on the Chattanooga market, during the summer, seem to prefer the open space outside the big produce shed even though the rental for space on the grounds is the same as stall space under the shed (see Figure 47, page 151). Farmers protect their produce from the sun and rain with canvas coverings. The big shed is practically empty until

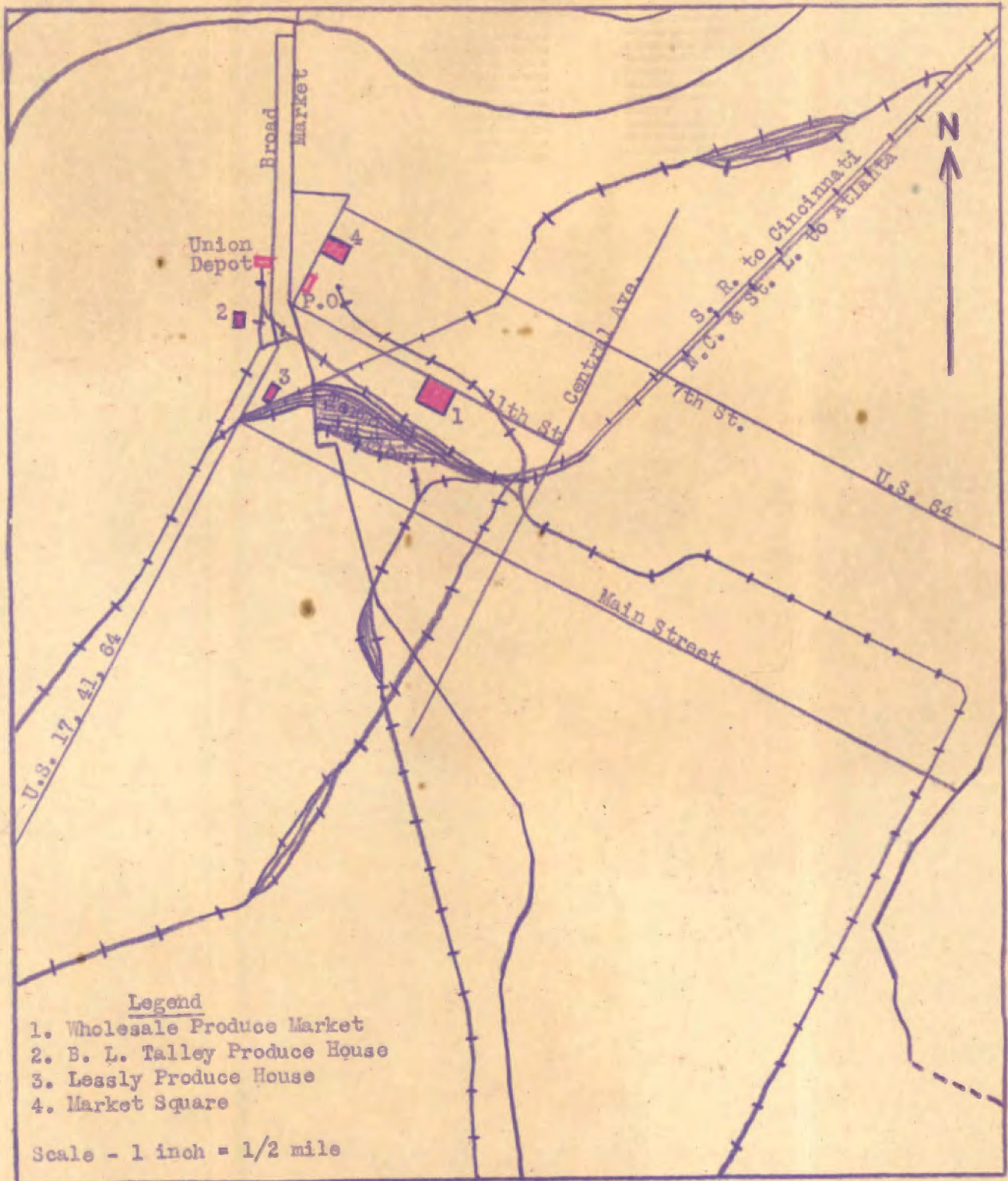


Figure 46. Location of Farmers' Wholesale Market, Chattanooga, in Relation to Other Produce Establishments and Lines of Transportation



Chattanooga Wholesale Truckers Shed, 200 feet in length. Rear space in foreground for future expansion (3 1/2 acres total market area). Restaurant and office on right.

End view of shed, 50 feet wide. Canvas shelter on center right stall.



Farmers and truckers take open space rather than covered shed in summer. Platform under shed in foreground.

Figure 47. Views of Chattanooga Farmers' Wholesale Market



Wholesale dealers store to right of open market space. Movable scales in center operated by a penny in the slot. Picture taken from under shed.

Interior of Truckers' Shed, East End. Platform 2 feet high. Steps are required. Stall units may be walled in with sheet iron as shown on right. Notice arrangement of lights directly over edge of platform.



Close-up of wholesale dealers' store which appears in center of picture at top of this page. Manager plans other similar units.

Figure 47. Views of Chattanooga Farmers' Wholesale Market (continued)

cold and wet weather begins.

(2) Modern and sanitary toilets, showers, and washing facilities for truckers, unless constantly policed, may be wrecked and fixtures stolen.

(3) Education toward better packing and preparation of produce for market, and developing of grading, is a slow process. The management has worked with the farmers to improve their marketing methods, and is discouraged with the results.

A grader was employed in 1938, without charge to farmers, to help them improve their method of packing tomatoes for out-of-state haulers. The farmers suspected the management of imposing something on them and the experiment was dropped.

(4) Attempts have been made to advise out-of-state buyers by telegram of the prospective marketing of certain local crops, such as tomatoes and beans. In view of the practice of considerable direct buying from the field, it is difficult to determine the extent to which these sales efforts were effective in bringing business to the market, even though it may have been good advertising for the local industry. For instance, sales efforts on the behalf of the local tomato market may have brought buyers to the producing area in Rhea County rather than to the market in Chattanooga.

Bristol

The Bristol Truckers' Wholesale Market has certain relations and applications to the Knoxville situation. One is that it represents a type

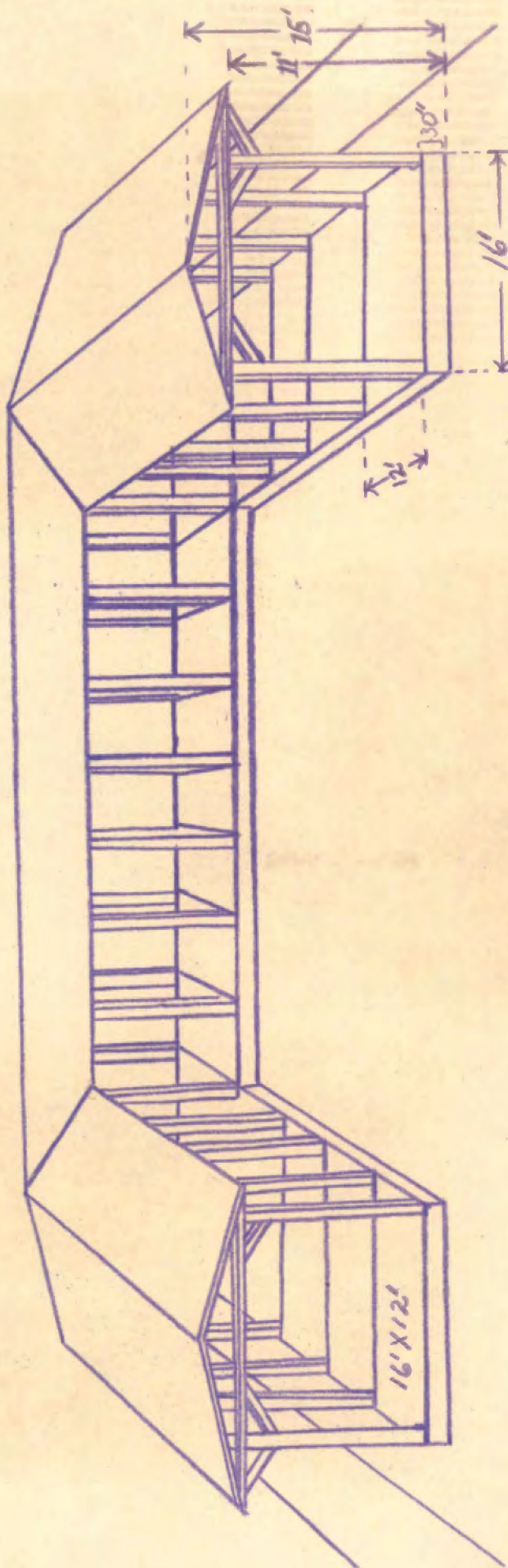


Figure 48. Bristol Truckers' Wholesale Produce Market, 1939

of development that may spring up in other cities of the Knoxville trade territory in competition with Knoxville.

Merchant truckers, operating small retail produce stores as a sideline, and delivering produce to retailers on a wholesale basis as their main business, cooperated to form a central market. They constructed one large shed in the summer of 1939, dividing the space into stalls for each member of the group.

At present this group purchases about one-fifth of its produce from Knoxville. But if their business continues to expand it is expected that more of their purchases will come from direct sources independent of Knoxville.

The method of organization and construction of this market is suggestive of how trucker dealers may be accommodated on the Knoxville market, by ground space that is available.

Each trucker (there were about 10 in all) shared in the cost of the shed and became owner of his unit. The cost of a 12-by 16-foot unit approximated \$50. A monthly payment of \$10 was required, to pay for the ground lease, lights, telephone, water, night watchman, and a city license. One license was purchased by the incorporated group. The shed and display platform is constructed of wood, with a galvanized tin metal roof.

Memphis

The Farmers' Wholesale Market at Memphis is owned and managed by the Shelby County Growers Association. It was incorporated in 1935. There are 135 members, and 30 non-members, who sell regularly on the market. Business done is probably less than that of the Western Avenue market.

There are two sheds, each 252 feet long, costing around \$8,000 each, and providing room under cover for about 100 sellers. There are 3 acres in the area owned by the market. Sheds and other buildings occupy about half the area at present. The remainder is open space for parking and for future expansion (Figure 49).

The outstanding characteristics of this market are grower control and provision for disposal of surplus. The management takes upon itself the responsibility for making the products "move".

The method followed is to buy outright, from farmer members, such products as beets, greens, potatoes, or tomatoes when there is a surplus. The products are then graded, in a grading room on the grounds, and shipped to distant cities such as Nashville, St. Louis, Indianapolis, or Chicago.

The management keeps in close contact with both its purchasers in large cities and with its farmer members. The organization has two trucks of its own for hauling, though most of the hauling is done by buyers who send their own trucks.

Non-members, including outside truckers, are given the same treatment as members except that outside truckers have a higher stall rent. When a surplus exists products of non-members are also bought by the management. The reason for this is that if the products of non-members are allowed to be dumped on the market, the prices of products of members will be forced down.

Limitation on the quantity any individual (members or non-members)



Three acres space;
2 sheds; restaurant,
office, seed store,
packing rooms and
garage on left.

Market area fenced,
market closed to
local retailers by
8 A.M.



Trucks face the center
aisle, buyers pass along
outside of posts. Res-
taurant, office, seed
store, and packing rooms
on right.

Figure 49. Farmers' Wholesale Fruit and Vegetable Market,
Shelby County Growers' Association

may bring to the market is sometimes temporarily resorted to as a price-maintaining measure.

If supply control, and organized selling, are successful in Shelby County would they be successful in Knox County? The members of the Shelby County Growers' Association are specialized truck growers, not scattered over a wide area, and they are principally of one nationality, Italian. A greater diversity of interests is represented by the fruit and vegetable growers selling on the Knoxville market. They are scattered over a wider area, and cooperation would probably be difficult to secure. Nevertheless, material improvement in price conditions here might come through greater cooperation among the local farmers.

Market hours at Memphis are from 5 to 8 A.M. in the summer. Local retailers must do their buying at these hours. The entrance gates of the market are closed soon after 8 o'clock, and the farmers go home. Wholesale buyers from out of town are permitted to come in at any hour. They generally buy the pooled produce, bought and assembled by the management; and at certain seasons they buy from farmers and from other truckers, who may sell to them throughout the day.

The cooperative also sells baskets and other containers to the farmers.

It leases one store room to a seed company, and the use of good seed is encouraged by the management. Through grading the cooperative encourages quality production of fruits and vegetables.

Portland, Oregon

Construction of the building for the Portland, Oregon, Farmers' Wholesale Market is very similar to that of the Western Avenue Market, except that it is about twice as large and serves for about twice the amount of business. The building is 200 x 350 feet. Two features of this market make for efficiency in the use of space. First, there are four entrance doorways on one side, four exit doorways on the other, and traffic is one-way. Second, only sellers' trucks are permitted to enter during principal business hours in the morning. Buyers may park outside, on both sides of the street. Since the market occupies an entire city block, the street is immediately accessible on all sides. Thus there is no traffic congestion, and maximum use is made of space inside for display of produce. Sellers do not crowd for space at any particular entrance or exit. Outside buyers, obtaining large loads, are given special permission to drive inside the market.

The doors of the market are opened at 3:30 A.M. By 9 A.M. practically all of the day's business is done, and the farmers have gone home.

The Portland, Oregon, Farmers' Retail Market situation is described here because of its possible application to Knoxville's Market Square problem.

For many years the farmers' curb market tied up traffic in the center of a downtown shopping area. There was constant complaint from

merchants, so the city constructed a large modern market house, several blocks away in the wholesale business area along the river, and leased the market to a private company.

The venture apparently has not been successful and the private concern now wishes to give up its lease, and has requested the city to take over the management. The reason is rather obvious. Downtown shoppers did not wish to walk the extra city blocks when the curb was cleared and the public market built. Private concerns took advantage of the situation and built large attractive markets indoors, in the old area where shoppers were accustomed to buy their produce.

Other Markets Visited

Other farmers' public markets were visited, but they are not described because a description of them would not have particular application to the Knoxville situation. Markets visited were as follows:

Nashville Municipal and Curb Market;
 "Kirk Market" (temporary farmers' market), Atlanta;
 Atlanta Municipal Market;
 Asheville Farmers' Market;
 Memphis Farmers' Retail Market;
 Kansas City Food Terminal (under construction).



Figure 50. Kansas City Food Terminal (under construction, Sept. 4, 1939).

Farmers' produce sheds in foreground. Wholesale stores in background have rail connections from rear.

CHAPTER XII

SUMMARY OF SUGGESTIONS

(1) It is believed that a good market could be developed at the present site, on the property already acquired by the present owners, sufficient to meet the needs of the region. Private management, subject to municipal regulations, is usually efficient, and present market plans might well be developed in cooperation with the present management if they are willing to cooperate. It would be unfortunate if two markets were set up in competition with one another. A consolidated market attracts buyers to the mutual advantage of all who sell on it. This recommendation is promised upon the condition that the management give produce interests adequate consideration.

A special public utility charter, granted to a private concern by the state, would probably give sufficient public control to prevent abuse of the monopoly position enjoyed by an operator of a consolidated market.

(2) The ideal arrangement is a consolidated market, under whose management all interests in the produce business will have opportunity to operate. Undue advantage given one class of interests, at the expense of another, usually results in a competing market at another location. A split-market in the long run works to the detriment of both buyers and sellers.

(3) The management of the market should keep in close touch with out-of-town buyers and with local crop production and supply conditions. County agents in producing areas could assist by giving information regarding supply conditions. It would benefit local fruit and vegetable growers if the management took more responsibility for moving surplus produce. The pooling and grading of many small loads into large loads for distant shipment might be attempted on an experimental basis, particularly if the farmers are willing to share in the risks.

The present management has already brought additional business to the market through circulars, letters, telegraph, telephone and personal visits to the trade territory. Advertising in produce trade publications, and local radio broadcasts are being contemplated. Sales efforts along these lines should be encouraged even though it is difficult to measure the results.

(4) The setting up of barriers or partial barriers, against produce from neighboring states, should be undertaken with extreme caution. Such action might react with disastrous results to Knoxville's sales to those states, should retaliatory measures be taken. Approximately half a million dollars worth of produce is now hauled annually to Kentucky and Virginia from Western Avenue Market, not to mention sales from Knoxville wholesale houses and field sales by farmers.

If restrictions on outside truckers are to be imposed, the restrictions should consist of certain minimum standards as to grade and quality of produce sold on the market. Price control through price agreements

can be instituted successfully only with improvement in quality. This might involve grower organization and government inspection. Such inspection, if administered with discretion, might widen the demand for products offered on this market, and at the same time prevent the sale of low quality products in competition with high grade local produce.

Three practical questions arise concerning the feasibility of imposing grade restrictions. One is, will the growers support inspection? Another is, can non-cooperators be prevented from selling elsewhere, or opening up a competing market in another location? Will those who have been buying No. 2 and 3 products buy No. 1 should the supply of No. 2 and 3 be cut off?

Surplus disposal of off-grade fruits and vegetables should be approached from the standpoint of conversion into by-products, and use for stock feed. Canneries now operating in the area are a price-supporting factor on the market.

(5) Wide and rapid fluctuations in price and supply are a characteristic of the Knoxville market. This discourages outside buyers, who have to make regular deliveries to their territory, to customers who expect rather steady prices and supplies. Producers also suffer when they happen to have products on the market at the wrong time. (Erratic movement of supplies is indicated by Figure 22 showing weekly receipts of principal crops.)

This presents a price problem peculiar to a market of this size, but it is also a situation which might be prevented if farmers could

regulate the time of their marketing. Such control would have to be exercised with discretion in connection with a sales promotion program, and not be permitted to degenerate into merely a scarcity program.

In Memphis the market management limits the quantity that any seller may bring, should it appear that a glut is imminent. This arrangement is made possible by a growers' organization. (See section on the Memphis Farmers' Wholesale Market.)

Adequate information regarding harvesting and crop movement would tend to regularize supplies and prices and discourage excessive emphasis in speculative gains. The U. S. Department of Agriculture may assist in clearing this information should produce interests demand it.

(6) Education in grading and in value of quality production might well be carried on among truck farmers. This type of extension has been successful with tobacco growers in this area. Efforts to attract buyers, and to secure wider outlets, will not be very successful unless the market becomes known for quality produce.

Some of the better farmers on the Knoxville market have already learned to grade, and are profiting from it. A number of out-of-town buyers stated in interviews that they shop for two things, namely, the product and the farmer. These buyers, having contacted a farmer who is known to have good produce, are willing to pay him a fair price without higgling and delay.

Grading and proper packing have advantages as follows:

1. Enable the farmer to get a higher average price for his produce.
2. Serve as a guarantee to the buyer.

3. Increase the number of buyers on the market who want high quality produce.
4. Eliminate necessity for handling of produce by prospective buyers. Handling
 - (a) is time consuming,
 - (b) disarranges the display,
 - (c) damages the produce, and
 - (d) makes it unsanitary.
5. Decrease the price-depressing effect of culls on the market.
6. Facilitate long distance buying.
- (7) Effective measures should be taken to protect the public from decayed or spoiled produce.

It is not uncommon to see fruits and vegetables offered for sale on the Western Avenue Market that are no longer fresh. The stage of freshness cannot always be determined by the buyer, particularly if stale produce is placed on the bottom of containers as is the common practice.

(8) Minimum space and facilities:

(a) Three acres of space for a market will meet the needs of this area for many years. While 3 acres would not be required immediately, it should be available for future expansion. (Five acres have been purchased by present owners.)

(b) Permanent, all year around wholesale stores should be provided for dealers. Sheds are now being provided outside the warehouse.

(c) Rail connections should always be available to dealers' stores. (Rail connections are good in present location.)

(d) A shed for farmers. The present structure will suffice for the time being, provided certain changes are made, as mentioned in miscellaneous recommendations, and

provided the building is utilized in connection with plenty of space outside the building for parking and provision is made for free movement of vehicles. Openings for doors at frequent intervals around the building will facilitate loading onto buyers' trucks, which could drive around the building on the outside, instead of inside. Only trucks of farmers and large out-of-town buyers need be permitted inside during the summer in rush hours.

(9) Development of the market's off-season business. Buyers who are forced to go elsewhere in winter may not be here when summer comes. Year around use of market space is essential to a reduction of the overhead expense charged to produce marketing, and to holding out-of-town buyers. This will be achieved when all wholesale produce houses can be induced to move to the consolidated market.

Use of the market for tobacco during the winter, as is done now, lowers the overhead cost chargeable to produce marketing and is desirable if it does not displace regular produce dealers. When tobacco and produce compete for the same space, produce should be given adequate accommodations.

(10) Two-way trucking, if it could be developed, would reduce transportation costs. The possible development of two-way traffic was discussed in connection with the redistribution function of the market and also in connection with out-of-town buyers. Buyers of produce sometimes bring in miscellaneous items such as cattle or coal, while sellers of produce make purchases from local business firms. Heavy dealer's license fees have practically eliminated two-way traffic in produce, except by truckers who can operate on growers' permits.

A competent selling agency is required by truckers at each market where selling is to be successfully undertaken. The expense of such an agency usually offsets the savings in transportation costs. Of approximately 200 truckers interviewed on the Knoxville, Atlanta, and Chattanooga markets none have selling agencies at both ends. Large regular wholesale buyers from consuming territory usually come to the market with empty trucks. It is the small itinerant merchant trucker who takes time to sell his load at either end, for whatever price he can get.

(11) A sales ticket should be required, to accompany each large sale. This would tend to eliminate irregularities which hurt the reputation of the market.

(12) If retailing is permitted certain minimum quantities, and possibly certain hours of the day or week, should be specified. Selling of small quantities slows down the movement of produce and the presence of many small buyers and their vehicles discourages wholesale buying.

(13) No change in rental charges is suggested. Charges for space do not appear to be excessive in comparison with other markets studied.

On the Atlanta market 25¢ per day is charged a pick-up truck, 50¢ per day for $1\frac{1}{2}$ ton trucks, and 75¢ per day for truckers of more than $1\frac{1}{2}$ tons.

On the Chattanooga market the same schedule of charges is made for local farm trucks, but \$1 per day is charged local trucks of more than $1\frac{1}{2}$ tons, and all out-of-state haulers.

These charges are practically the same as those made on the Knoxville market.

(14) Pooling of incoming loads might well be encouraged among farmers as a means of effecting economies in marketing. This would reduce the space required on the market, the time spent there by farmers, and transportation costs.

(15) Limited selling hours might help farmers by reducing opportunity of buyers to beat down prices. It would also save time for farmers and perhaps reduce spoilage of produce. It should first be determined what would be the most desirable hours.

(16) Items suggested most frequently by users of the market as needing improvement are as follows:

(a) By farmers

1. ventilation
2. space for buyers and sellers
3. drinking water
4. rest rooms
5. display of produce
6. weighing
7. lighting

(b) By out-of-town buyers

1. parking space
2. lighting
3. display of produce
4. variety
5. grading
6. packing and packaging, i.e., keeping beans out of burlap bags
7. weighing

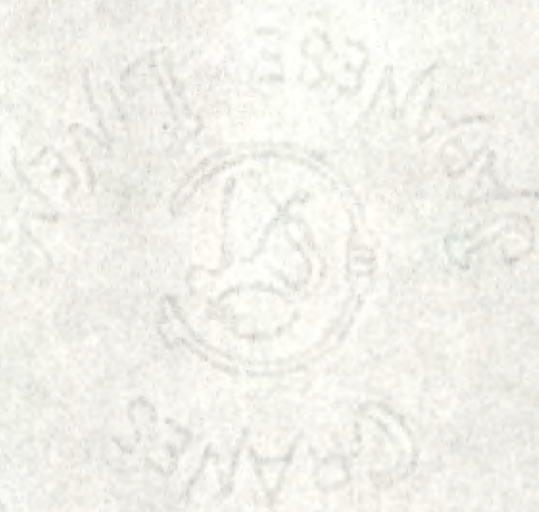
(c) By wholesale dealers on the market

1. rest room
2. drinking water
3. ventilation
4. displaying
5. space for buyers and sellers
6. lighting
7. access to telephone

(d) By retailers

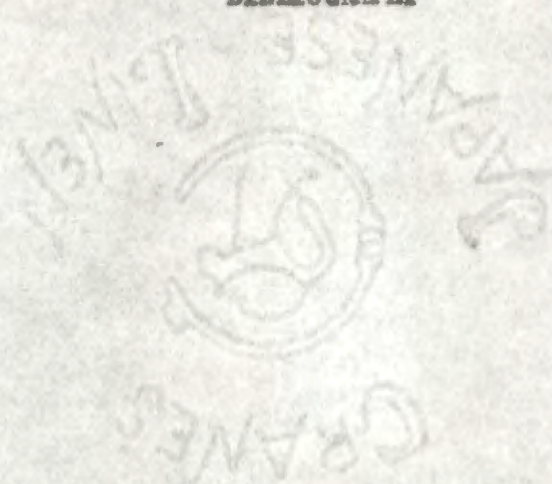
1. parking space
2. guarantee of produce (grading)
3. sanitation.

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APPENDIX



APPENDIX A

TABLE I

RELATIVE VALUE OF SELECTED FRUITS AND VEGETABLES IN KNOXVILLE

Commodity	Knoxville Wholesalers' Estimate of		Knoxville Carload Value (1)	Quantity X Carload Value	Knoxville Calculated % of Value	Knoxville Adjusted Est. of % of Value (2)
	% of Value	% of Quantity				
			Dollars	Dollars		
Apples	8	15	341	5115	10.1	9.0
Beans, green	5	3	540	1620	3.2	4.0
Cabbage	7	7	275	1925	3.8	5.0
Cantaloupes	2½	4	375	1500	3.0	3.0
Carrots	5	2	600	1200	2.4	3.5
Celery	2½	1½	630	945	1.9	2.0
Citrus	15	10	881	8810	17.4	16.0
Corn, green	3	5	312	1560	3.1	3.0
Greens	3	2½	357	892	1.8	2.5
Lettuce	6	5	1125	5625	11.1	8.5
Other local fresh vega.	6½	4	748	2984	5.9	6.0
Peaches	1½	3½	300	1050	2.1	2.0
Pears *	1	1½				1.0
Potatoes	11	10	550	5500	10.8	11.0
Onions	4	4	575	2300	4.5	4.0
Sweet potatoes	2½	4	625	2500	4.9	3.5
Strawberries* and other berries	1½	1				1.0
Tomatoes	6	4	500	2000	3.9	5.0
Watermelons	2½	7	125	875	1.7	2.0
Misc. small fruits *	1½	1				1.5
Fancy fruit						.5
Bananas	6	5				6.0
Total	100.0	100.0				100.0

* Carload value unavailable.

(1) Knoxville carload value from Knoxville wholesalers' estimate of value and BAE carlot equivalent.

(2) Adjusted estimate of value is the approximate average of the calculated and estimated percent of value.

TABLE II

AVERAGE WHOLESALE PRICES OF FRUITS AND VEGETABLES OFFERED FOR SALE
ON ATLANTA MARKET COMPARED WITH KNOXVILLE, JUNE, JULY, AND
AUGUST, 1939

Commodity	Atlanta Prices, Av. June, July, August	Estimated Price Knoxville, Av. June, July, Aug.	Carlot Equivalent
Apples, bu.	\$.62	\$.65	525 bu.
Beans, Lima, bu.	1.04	1.75	600 bu.
Beans, green, bu.	1.08	.90	600 bu.
Beets, bunch, doz.	.35	.40	900 doz.
Cabbage, bu.	.63	.55	500 bu.
Cantaloupes, bu.	.64	.75	500 bu.
Carrots, bunch, doz.	.43	.40	1500 doz. bunches
Celery, doz.	.68	.70	900 doz.
Collards, bunch, doz.	.39	.40	900 doz. bunches
Cucumbers, bu.	.90	.80	450 bu.
Corn, green, doz.	.13	.12	2500 doz.
Eggplant, bu.	.99	1.00	600 bu.
Grapefruit, bags	.55	.60	800 bags
Grapes, bu.		2.00	450 bu.
Honeydews, 8-12	2.05	2.25	500
Lemons, boxes	4.71	5.25	400 boxes
Lettuce, 5 doz. crates	3.44	3.75	300 crates
Limes, bu.	2.17	2.75	640 bu.
Okra, bu.	1.10	1.50	600 bu.
Onions, bags	1.02	1.15	500 bags
Onions, bunch, doz.	.30	.35	2500 doz. bunches
Oranges, sacks	.91	1.00	800 sacks
Peaches, bu.	.62	.75	400 bu.
Peas, field, bu.	.61	1.50	600 bu.
Peas, green, bu.		2.00	600 bu.
Peppers, bu.	1.40	1.15	600 bu.
Potatoes, bu.	1.12	1.00	550 bu.
Rutabagas, 50# bags	.66	-	500 bags
Spinach, bu.	.74	.75	700 bu.
Squash, bu.	1.13	.65	500 bu.
Sweet potatoes, bu.	1.13	1.25	500 bu.
Tomatoes, bu.	1.50	1.25	400 bu.
Turnips and greens, bu	.65	.45	700 bu.
Watermelons, each	.12	.12½	1000 melons

Source: Atlanta prices obtained from Daily Produce Market Bulletins,
D. E. Surry, Representative, U.S.D.A., Agricultural Marketing Service.
Knoxville prices were estimates obtained from local wholesalers.

APPENDIX A

TABLE III

PER CENT 168 RETAIL DISTRIBUTORS PURCHASE OF EACH COMMODITY BY SOURCE, AVERAGE
ANNUAL ESTIMATE, KNOXVILLE, TENNESSEE (1)

Commodity	Western Avenue Market	Market Square	Out-of-Town Markets	Knoxville Wholesale	Out-of-Town Wholesale	Farmers' Dealers	Farmers' Field Local	Farmers' Field Other States	Regular Haulers	Irregular Haulers	Western Avenue Haulers	Chain Warehouse	Total
Wtd. Average All Commodities	33.3	1.1	15.0	28.8	15.0	8.9	6.1	5.9	2.7	0.4	0.9	2.8	100.0
Citrus	16.6	0.2	0.0	34.7	21.0	0.6	0.0	13.2	5.8	0.0	2.2	5.7	100.0
Strawberries	52.8	6.2	0.0	3.4	0.4	28.7	0.0	0.0	8.6	1.0	0.9	0.0	100.0
Other Small Fruit	50.0	7.1	0.0	8.8	2.2	27.4	0.0	0.0	4.4	0.0	0.1	0.0	100.0
Fancy Fruit	4.9	0.3	0.0	43.0	31.7	0.0	0.0	8.6	4.3	4.3	0.0	2.9	100.0
Apples	46.6	1.0	0.0	17.4	10.6	5.9	0.0	7.2	4.0	1.2	1.1	5.0	100.0
Pears	45.0	1.6	0.0	28.4	20.0	2.5	0.7	0.0	0.0	0.1	0.7	1.0	100.0
Peaches	58.7	0.8	0.0	10.9	8.8	9.8	0.0	5.7	5.2	0.8	1.1	0.2	100.0
Celery	4.6	0.0	0.0	49.9	33.4	0.0	0.0	6.3	4.9	0.0	0.0	0.9	100.0
Carrots	10.1	0.0	0.3	53.7	28.7	1.0	0.0	5.1	0.0	0.0	0.0	1.1	100.0
Lettuce	1.8	0.0	0.5	53.3	37.1	0.0	0.0	5.6	0.0	0.0	0.7	1.0	100.0
Greens	58.3	5.2	0.0	7.3	3.7	21.3	0.0	3.2	0.0	0.1	0.9	0.0	100.0
Irish Potatoes	26.2	1.2	0.0	34.2	11.4	13.8	0.1	7.8	0.6	0.1	0.3	4.3	100.0
Sweet Potatoes	55.6	2.6	0.0	15.4	4.1	15.0	0.0	4.6	1.5	0.2	0.8	0.2	100.0
Onions, Dry	25.5	0.9	0.0	59.4	16.1	5.4	0.0	7.8	1.6	0.1	0.4	2.8	100.0
Watermelons	52.7	0.5	0.0	4.6	0.9	32.1	0.4	1.6	5.0	1.3	0.9	0.0	100.0
Cantaloupes	56.4	0.2	0.0	8.3	2.2	21.5	2.3	1.6	5.4	1.3	0.8	0.0	100.0
Corn, Green	60.3	1.5	0.0	7.6	2.0	21.7	0.1	3.1	1.5	1.0	1.2	0.0	100.0
Tomatoes	50.2	2.3	0.0	16.2	7.2	13.2	0.0	2.3	3.9	0.6	0.9	3.2	100.0
Beans, Green	58.1	1.7	0.0	10.8	5.2	12.0	0.1	2.4	6.7	0.6	0.8	1.6	100.0
Cabbage	57.3	0.1	0.0	18.5	4.9	8.2	0.0	6.2	2.1	0.0	0.9	1.8	100.0
Other Local	59.7	2.0	0.0	12.7	3.7	19.0	0.0	1.7	0.0	0.0	1.2	0.0	100.0
Fresh Veggies.	0.0	0.0	0.0	66.0	27.0	0.0	0.0	0.0	0.0	0.0	0.0	7.0	100.0
Bananas													

179.

(1) Knoxville Fruit and Vegetable Survey, 1939.

APPENDIX B

CHAPTER NO. 105, PUBLIC
HOUSE BILL NO. 862

By
Ragon
and
O'Dell of Sullivan

AN ACT TO REGULATE THE OPERATION OF FREIGHT
MOTOR VEHICLES IN THIS STATE AND TO PROVIDE
FOR THE ADMINISTRATION OF THIS ACT

SECTION 1. BE IT ENACTED BY THE GENERAL ASSEMBLY OF THE STATE OF TENNESSEE, That for the purposes of this Act, the term "freight motor vehicle" shall be defined to mean any automobile truck, automobile trailer, automobile tractor, electrically operated truck or tractor, or any other vehicle of like character regardless of the enumerated descriptions above, which vehicle shall be propelled over the highways, roads, streets and other public thoroughfares of this State, by either steam, distillate, gasoline, electricity or other mechanical power and constructed for the purpose of transporting tangible personal property or other property.

SECTION 2. BE IT FURTHER ENACTED, That as a condition precedent to the operation of and freight motor vehicle as herein defined upon any highway, road, street or other public thoroughfare in the State of Tennessee, the owner thereof shall first register such vehicle with the Department of Finance and Taxation and shall pay the following registration fees:

- Class 1. Freight motor vehicles with declared maximum gross weight, including vehicle and load, of not more than 8,000 lbs., registration fee \$15.00
- Class 2. Freight motor vehicles with declared maximum gross weight, including the weight of vehicle and load, of more than 8,000 lbs., and not exceeding 14,000 lbs., registration fee \$25.00
- Class 3. Freight motor vehicles with declared maximum gross weight, including vehicle and load of more than 14,000 lbs. and not in excess of 18,000 lbs. registration fee \$30.00
- Class 4. Freight motor vehicles with declared maximum gross weight, including vehicle and load, of more than 18,000 lbs., and not in excess of 24,000 lbs., registration fee \$150.00

Class 5. Tractors used for purposes other than transporting freight, registration fee \$15.00

Provided that such registration fee shall not apply to farm tractors used for agricultural purposes. The combined weight of tractors and trailers of trailers, and semi-trailers or semi-trailers attached, shall be used in determining declared maximum gross weight for purposes of classification.

The foregoing schedule of registration fees shall apply to all freight motor vehicles except contract carriers, common carriers, or other persons holding certificates of convenience and necessity, permits, or other like permission from either the Interstate Commerce Commission or the Railroad and Public Utilities Commission of this State. Inasmuch as it is considered that such vehicles and carriers use the roads to a greater extent than private carriers, it is deemed equitable to charge a larger rate and the legislative intent is to provide a different schedule of fees for carriers for hire.

Contract or common carriers as used in this Act shall not include the seasonal hauling of farm products.

SECTION 3. BE IT FURTHER ENACTED, That every person, firm or corporation operating a freight motor vehicle for hire and who is required by law to obtain a permit, a certificate of convenience and necessity or other form of permission from the Interstate Commerce Commission of the Railroad and Public Utilities Commission, who shall operate a freight motor vehicle as herein defined over the roads of this State, shall first register such vehicle with the Department of Finance and Taxation and shall pay therefor a fee as follows:

Class 1.	As defined in Section 2 hereof -----	\$25.00
Class 2.	As defined in Section 2 hereof -----	\$50.00
Class 3.	As defined in Section 2 hereof -----	\$140.00
Class 4.	As defined in Section 2 hereof -----	\$225.00

SECTION 4. BE IT FURTHER ENACTED, That upon payment of the registration fees herein provided, the owner or operator of the vehicle so registered shall not thereafter be liable for the mileage tax levied by Ch. 114, Public Acts of 1933, upon freight carrying vehicles so long as such vehicle shall remain so registered as provided in this section.

Whenever any freight carrying vehicle as herein defined has been registered as herein provided and said freight carrying vehicle be destroyed as the result of casualty or exchanged for another vehicle to be registered in this State, its registration may be transferred upon application to the Commissioner of Taxation to another unregistered unit.

SECTION 5. BE IT FURTHER ENACTED, That the registration above provided for shall be made in the manner provided by Ch. 55, Public Acts of 1935, but the fees herein provided shall be in lieu of those provided in said Act, provided, however, that the provisions of Section 3 of said Ch. 55, Public Acts of 1935, permitting the registration of trucks used by the owner exclusively for farm purposes at a rate of fifty per cent of the fees set out in Section 2 hereof shall be and remain in full force and effect, anything in this Act to the contrary notwithstanding. All provisions of said Act not inconsistent with this Act with reference to the administration and procedure of such registration shall be and remain in full force and effect and shall apply to the registrations under this Act as completely as though embodied verbatim herein.

From the funds derived from the registration fees above mentioned, the Commissioner of Taxation is authorized to pay the expenses of administering this Act, not to exceed Five (5%) per centum in any registration year.

SECTION 6. BE IT FURTHER ENACTED, That no freight motor vehicle as herein defined shall operate upon the highways, roads, streets, or other public thoroughfares of this State while carrying gross weight, consisting of the vehicle plus the weight of the load, in excess of 24,000 lbs. upon any such freight motor vehicle, and provided that not more than 16,000 lbs. of said 24,000 lbs. shall be upon any one axle.

Freight motor vehicle, as used in this Section, includes both the tractor or truck and the trailer, semi-trailer or trailers, if any, and the weight of any such combination shall not exceed the maximum fixed herein. It is further provided that all the provisions of Chapter 35 of the Public Acts of 1933, as amended, not in conflict with the provisions of this Act, shall be and remain in full force and effect, provided, however, that persons whose operations of such vehicles in the State of Tennessee are exclusively within the zones defined by Chapter 35, Public Acts of 1933, shall pay the license fees as set out in Section 2 hereof.

SECTION 7. BE IT FURTHER ENACTED, That the Department of Safety shall have the authority to grant special permits for the occasional movements of freight motor vehicles carrying loads in excess of 24,000 lbs. gross weight. The Commissioner of Highways and Public Works shall have authority to reduce the maximum gross weight of freight motor vehicles operating over lateral highways and secondary roads where through weakness of structures in either the surface of or the bridges over such lateral highways or secondary roads, the maximum loads provided by law, in the opinion of the Commissioners injure or damage such roads or bridges.

The Commissioner of Highways and Public Works shall at each bridge and on each lateral highway or secondary road post signs indicating the maximum gross weight permitted thereon; and it shall be unlawful to operate any freight motor vehicle thereon with a gross weight in excess of such posted weight limit and any person violating said rules and regulations of the Commissioner of Highways upon such secondary or lateral roads shall be punished as in case of the commission of a misdemeanor.

The Director of Safety shall, with the approval of the Governor provide means and prescribe rules and regulations governing the weighing of freight motor vehicles as herein defined, which rules and regulations may make allowances for differentials in weight due to weather conditions.

SECTION 8. BE IT FURTHER ENACTED, That any freight motor vehicle as herein defined desiring to make only casual or temporary operations upon the roads, streets, highways and other thoroughfares of this State may make application to the Commissioner of Taxation for a temporary license to so operate. Such temporary license shall authorize the operation of such freight motor vehicle upon the highways and other public thoroughfares of this state for a period of not more than seven days from the date of its issuance and shall be issued by the Commissioner of Taxation to such applicant upon the payment of an amount equal to five (5%) per centum of the annual registration fee for a freight motor vehicle of the type and character as that for which application for temporary license shall be made. Such temporary permit or license shall be in such form as may be prescribed by the Commissioner of Taxation, but shall plainly contain its expiration date and shall not authorize the operation of such motor vehicle upon the highways or other public thoroughfares of this state after the expiration date contained upon said temporary registration license.

The temporary permits herein provided shall be printed in triplicate, and may be issued or sold by the Commissioner of Taxation upon demand, either singly or in blocks. An owner or operator, contemplating a trip into or through the State of Tennessee, and having acquired as a prerequisite a temporary license or permit, shall validate the same by noting upon the permit or license, at the place thereon provided, the date and hour at which it is contemplated that the vehicle will enter this state and shall, prior to the entry of the vehicle into this state, mail to the Commissioner of Taxation the original of the permit or license issued, and a copy thereof shall be delivered to the driver of the vehicle and the third copy be retained by the owner or operator of the vehicle.

The copy of the permit delivered to the driver shall be retained in his possession during the entire time that the vehicle is in the State of Tennessee, and he shall be required to exhibit the same upon demand to any law enforcement offices of the State.

Any person, firm or corporation operating a freight motor vehicle as hereinabove defined on any of the highways of this state without first having registered the same with the Commissioner of Taxation shall be guilty of a misdemeanor and upon conviction shall be fined not less than \$25.00 for each offense and in addition shall be required to register such vehicle with the Commissioner of Taxation and the arresting officer shall not permit said vehicle to leave his charge and custody until such fine has been paid and proper registration hereunder effected.

Upon a third conviction, the Commissioner of Taxation shall be authorized to thereafter refuse to issue the permits or licenses provided hereunder.

The fines collected hereunder shall go to the State to be, when collected, transmitted to the Comptroller through the Department of Finance and Taxation. The fees provided hereunder will be in lieu of all other compensation for registration of motor vehicles or for the use of the highways of the State of Tennessee by such motor vehicles.

SECTION 9. BE IT FURTHER ENACTED, That any person, firm or corporation operating any freight motor vehicle over the roads of this State in excess of the maximum limits herein provided or with a greater gross weight than that authorized by the registration thereof shall be guilty of a misdemeanor and upon conviction, shall be liable for a fine of not less than \$25.00 or more than \$300.00, and also shall be compelled to register such freight motor vehicle in the class within which its then weight shall fall, which registration shall not be taken for a less period of time than one year, but in computing the amount of registration fee due in such case, persons so registering said vehicle shall be credited with the amount of registration fee paid for the class in which he has registered such truck.

No vehicle found to be loaded in excess of the maximum weight provided under the class in which the same has been registered shall be taken from the charge and custody of the arresting officer until the fine imposed by this Act upon conviction shall have been paid or secured, nor until the registration fees provided by this Act shall have been paid and the proper identification tags affixed to such vehicle; provided further that no such vehicle found to have gross weight in excess of the maximum prescribed by law shall be permitted to continue on its way until the weight thereof is reduced to the lawful limit.

In case of a sale by any county court clerk under this Section of registration plates for any freight motor vehicle, wherein credit shall be claimed for the registration fees previously paid, the county court clerk shall as a condition precedent before allowing such credit, require the surrender of the registration plates previously purchased and upon turning them in to the Commissioner of Taxation shall have credit for the amount thereof upon the purchase of registration plates for vehicles of a higher classification.

SECTION 10. BE IT FURTHER ENACTED, That the Legislature hereby declared each and every Section of this Act to be severable and independent of each and every other Section and the Legislature declares that it would have enacted this legislation with any Section thereof or part of Section omitted therefrom and expressly declares each and every Section, or part thereof to be severable.

SECTION 11. BE IT FURTHER ENACTED, That this Act shall take effect from and after April 1, 1939, the public welfare requiring it.

PASSED: March 6, 1939

John Ed O'Dell

SPEAKER OF THE HOUSE OF REPRESENTATIVES

Blair R. Maxwell

SPEAKER OF THE SENATE

APPROVED:

March , 1939

Prentice Cooper

GOVERNOR

APPENDIX B
(continued)

TENNESSEE MOTOR VEHICLE TAX ACT

EFFECTIVE FEBRUARY 21, 1935

DEPARTMENT OF FINANCE AND TAXATION

Page 5 -

"The official effecting registration shall receive as compensation therefor the sum of thirty five (35¢) cents, and said amount shall be his full compensation, and in lieu of all other compensation for registration of motor vehicles. Provided, that fees on trucks used by the owner exclusively for farm purposes, and/or for the purpose of transporting farm and/or dairy products, produced by the owner of the trucks, shall be at the rate of fifty (50%) per cent of the fees above set out."

APPENDIX B
(continued)

OFFICIAL TRAFFIC CODE FOR THE CITY OF KNOXVILLE - 1935

ARTICLE II, SECTION 2, P. 9

"Operators must Register automobiles:

(1) Every person a resident of the City of Knoxville, who owns or operates an automobile or other motor vehicle in the City of Knoxville and every person a resident of Tennessee but a non-resident of the City of Knoxville, who comes regularly within said city in pursuit of some business or occupation and who operates regularly an automobile or other motor vehicle in said city, shall within five (5) days after receiving a State license and number for operating an automobile or other motor vehicle under the laws of the State of Tennessee, or within five (5) days after he shall begin such operation, annually register his automobile or other motor vehicle with the Department of public safety, -----, and for such registration shall pay an annual fee of One (\$1.00) Dollar".

APPENDIX B
(continued)

1937 - REVENUE BILL - AS AMENDED - STATE OF
TENNESSEE

Published by The Department of Finance and Taxation, Nashville,
Tennessee, April 1, 1939

Item 76A. Public or Private
Produce Market
(Paragraph 97-400)

Each person, partnership, corporation, association, or joint stock company, who shall conduct, maintain, operate, or supervise a public or private produce market, as hereinafter defined, for gain, as hereinafter defined, shall pay an annual privilege tax (for not more nor less than one year) for each market place as follows:

In counties having 275,000 or more population	\$500.00
In counties having 100,000 and not more than 275,000 population	100.00
In counties having less than 100,000 population and not more than 30,000	50.00
In counties having less than 30,000	25.00

(Paragraph 97-401)

Public or private produce market, as used in this item, shall mean and include any place, lot, whether improved or not, building, or space wherein sellers, vendors, peddlars, huckster, and hawkers, merchants, itinerants or other persons, or their agents or brokers, and buyers, combination or associations or buyers the public, or consumers, or their agents or brokers, shall at fixed or customary times come together, gather or congregate for the purpose of selling and buying, trading or trafficking in, produce, such as eggs, poultry, nuts or fresh fruits, vegetables, and flowers at wholesale, at retail, or both, or otherwise.

(For gain shall mean and include any charge, compensation or other things of value which the operator, supervisor or person conducting or maintaining such public or private produce market may directly or indirectly demand or require to be paid by any such seller, vendor, merchant, huckster, itinerant, buyer or other person, their agents or brokers, as rental of a stall, booth, space, or place at which to sell, expose, offer for sale produce such as eggs, poultry, nuts and fresh fruits and vegetables, flowers, as a parking, storage, or entrance fee, as a commission, as dues, or as a fee or charge in any manner for the right of privilege

of using, occupying, selling, exposing or offering for sale at, or buying, fruits and vegetables of such public or private produce market.

Exemptions. This tax shall not apply to public market owned, operated or maintained by any municipality, taxing district, incorporated town, village or city, by any county, by the State of Tennessee, or by any department or division thereof.

(Paragraph 97-402)

Any non-profit cooperative marketing association or corporation, organized, operated and carried on, not for the purpose of making profit for itself, as such, or for its members as such, but solely and exclusively for the purpose of making profits for its bonafide members as actual growers and producers of fruits and vegetables, and operated for the purpose of marketing the agricultural products of its members (and of non-members to an amount not greater in value than such as are handled by it for members) and turning back to members and non-members the proceeds of sales, less the necessary marketing expenses, on the basis of either the quantity or the value of the products furnished by them, shall not be construed to be operating a public or private market, and shall be exempt from this privilege tax; provided, that any such cooperative marketing association to be entitled to this exemption:

"(1) Shall by its by-laws, and in practice, allow no members of the association more than one vote because of the amount of stock or membership capital he may own therein; and

"(2) Shall not pay dividends on stock or membership capital in excess of eight per centum per annum, and shall demonstrate its entitlement to exemption from federal income tax; and

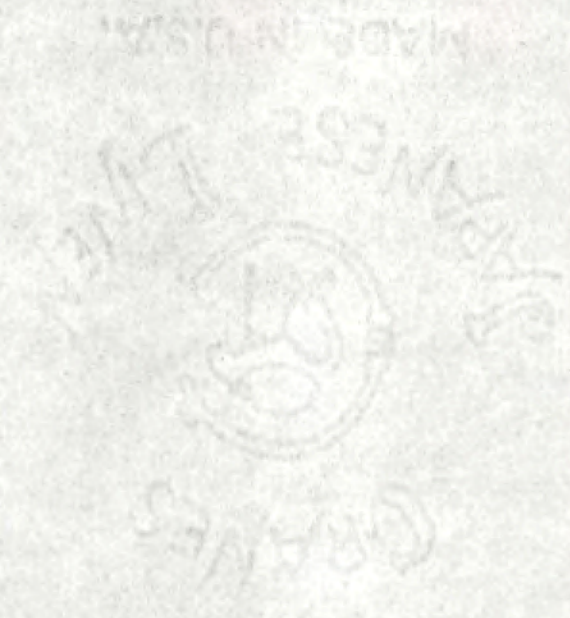
"(3) Shall not sell or market, or permit to be sold or marketed, at the market place produce of non-members in an amount greater in value than such as is handled by it for members; and

"(4) Shall keep and maintain, and furnish or submit the same for examination, when called upon by City, State, or County officials, in which the market place is located, full and accurate information, books and records to demonstrate the foregoing, and in regard to the name, residence, age and occupation of, location of farms together with the number of acres in cultivation in fruits and vegetables owned by, and the kind, quantity and quality of fresh fruits and vegetables sold on any day at the market place of, and the nature and amounts of any and all membership dues or capital contributions, fees, marketing charges, or other payments required from, each and every member or non-member, whose produce may be sold, exposed or offered for sale, at the market place."

(Paragraph 97-403)

The above taxes shall not apply to farmers, feeders or producers of livestock who rent space on such public or private markets, or who sell from places other than Public or Private Markets, as herein defined.

(Item 76A above is added by Chapter 21, Laws 1939.)



APPENDIX B
(continued)

1937 - REVENUE BILL - AS AMENDED -
STATE OF TENNESSEE

Published by The Department of Finance and Taxation, Nashville Tennessee,
April 1, 1939

Page 52

Item 101-B, "Wholesale Fresh Fruit and Vegetable Distributors"

"Each person, firm, partnership, corporation, joint stock company, or association, engaging in the sale or distribution of, or exposing or offering for sale, distributing, or otherwise marketing or dealing in, any fresh fruits and vegetables, or either, at wholesale, for resale, or other than at retail for consumption, as a merchant, broker, commission merchant, distributor, dealer, through employees, or as the owner or operator of an establishment or establishments as hereinafter defined, or otherwise, shall pay an annual privilege tax as follows:

"In counties having 250,000 or more population	\$200.00
In counties having 160,000 and not more than 250,000 population	100.00
In counties having 100,000 and not more than 160,000 population	50.00
In counties having 50,000 and not more than 100,000 population	25.00
In counties having 25,000 and not more than 50,000 population	15.00
In all counties of less than 25,000 population	10.00

"Exemptions. There shall be exempted from the privilege tax imposed herein:

"(a) Every farmer, gardner, and horticulturist who sells, exposes or offers for sale, fresh fruits and vegetables, actually produced or grown upon his farm by such farmer, gardner or horticulturist, as an incident to the growing and production thereof but not otherwise.

"(b) Every person who sells, exposes or offers for sale, distributes, deals in or otherwise markets fresh fruits and vegetables solely and exclusively in inter-state commerce within the meaning of Article 1, Section 8, of the constitution of the United States; provided, that to be entitled to the exemptions herein above set forth, it shall be incumbent upon the claimant to establish by satisfactory evidence his entitlement thereto.

"'Establishment', as used in this item, shall mean and include any building, room, structure, storeroom, freight car, office, stall, stand, car booth, vacant lot, truck, trailer, wagon, or other vehicle, or other place, where any fruits, vegetables, or either, are kept, stored, packed, exposed or offered for sale.

"This tax shall be paid for not more nor less than one year, and the privilege shall not be transferable".

Amendment. The 1939 amendment added
entire new item.



APPENDIX B
(continued)

GENERAL REVENUE BILL - CHAPTER 108, ACTS OF 1937, AS AMENDED BY
CHAPTER 186, ACTS OF 1939, REGULAR SESSION - ARTICLE I,
SECTION I, PARAGRAPH "1"

"Each county and incorporated city is hereby authorized and empowered to levy a privilege tax upon merchants and other such vocations, occupations or businesses declared to be privileges in this act, to be levied in the same manner and not to exceed in amount the tax levied by the state, except as otherwise stated in this or any other act."

APPENDIX B
(continued)

June 20, 1939

TO THE COUNCIL OF THE CITY OF KNOXVILLE

Gentlemen:

For a number of years the space on Market Square has been inadequate to take care of farmers and producers who desire to sell their products direct to the public, during the summer months. The Council has heretofore designated other locations for an over-flow market, the first one being on the Hughes property on Broadway and Bearden Place for a period of two years. In 1935 the Western Avenue Market was designated as an over-flow market for a period of two years.

The parties operating the Western Avenue Market desire to have that market designated as an over-flow market from Market Square, with the distinct understanding that only bona fide farmers, truck growers or producers or their bona fide employees will sell at retail in this designated over-flow market.

It is my recommendation that the Council designate the Western Avenue Market as an over-flow market with the understanding that it be used as an over-flow place from Market Square, and that it meets all requirements of the City, including the sanitary and health departments and that the license for operating same is not exempt - such designation to be for a period of two years.

Respectfully submitted,

(W. W. Mynatt, Mayor)

APPENDIX B
(continued)

ORDINANCE NO. 317 - PASSED JULY 22, 1930

(Including amending ordinances No. 362 - Passed December 30,
1930, No. 434, passed February 9, 1932 and No. 475, passed
September 20, 1932)

—

AN EMERGENCY ORDINANCE TO REVISE AND AMEND ORDINANCE NO. 279 OF THE CITY OF KNOXVILLE ENTITLED "AN ORDINANCE REGULATING THE PUBLIC MARKETS OF THE CITY OF KNOXVILLE AND PROVIDING A PENALTY FOR THE VIOLATION OF SAID ORDINANCE, AND TO REPEAL ALL ORDINANCES OR PARTS OF ORDINANCES IN CONFLICT WITH THIS ORDINANCE."

—

WHEREAS, it is deemed proper and advisable to revise and/or amend said ordinance as hereinafter provided, and

WHEREAS, an emergency exists in that conditions existing on said public markets should be corrected immediately in the interest of the public peace, health and safety,

NOW, THEREFORE, BE IT ORDAINED BY THE COUNCIL OF THE CITY OF KNOXVILLE: That Ordinance No. 279, the caption of which is quoted in the caption of this ordinance, be revised and amended to read as follows:

SECTION 1: That the term "public market of the City of Knoxville" shall include the market house, market square and any and all streets of the City of Knoxville which shall be used for market purposes.

The Director of Public Safety shall have the right to designate streets other than those set out herein for the over-flow of the market for market purposes, which streets shall only be used temporarily for that purpose.

REGULATIONS COVERING USE OF OUTSIDE MARKETS

SECTION 2: BE IT FURTHER ORDAINED, That the space on the east and west sides of the market house between Wall Avenue and Union Avenue (except such portions of the same that are to be used for street and traffic purposes, or loading and unloading into and out of the market house) is hereby designated as a public market.

(a) The south side of Wall Avenue from Market Street west to Walnut Street is hereby designated as a part of the market, and shall be used for overflow sales wagons, which shall be allowed at this point only when there is no space available on the above market place.

(b) No person, firm or corporation, truck grower or farmer shall have more than one vehicle, either horse-drawn or motorized, for the sale of produce on any market place at any one time.

(c) Only bona fide farmers and truck growers, or their bona fide employees, shall be allowed to have a vehicle on the market for the sale of commodities produced and grown by himself.

(d) Sellers from outside the State of Tennessee shall file with the Director of Public Safety a certificate from the County Court Clerk, or other official having a seal of the County where his products are grown, showing he is a bona fide grower or farmer before he shall be authorized to sell products or occupy space on the market.

(e) No salesman shall sell from more than one truck or wagon.

(f) No transfer shall be made from one wagon or truck to another for purposes of sale from said other wagon or truck on any public market place.

(g) No parking shall be permitted near the curb space except for sales purposes.

RULES FOR PLACING, REMOVING, AND PARKING WAGONS AND TRUCKS

SECTION 3: BE IT FURTHER ORDAINED, That a seven foot space shall be marked off at angles of approximately thirty degrees through the entire length of the market on the east and west side of the market house.

(a) All vehicles of every kind or character used for sales purposes shall be backed up to an angle to the curb and so placed that no part of the vehicle shall extend over the curb and sidewalk. Salesmen shall not stand on the sidewalk so as to block or interfere with pedestrian traffic.

(b) No parking shall be allowed against the market house except by delivery trucks, coal, garbage or ice wagons, or trucks when loading and unloading into or out of the market house, and then only for a period not to exceed thirty minutes. A line of travel shall at all times be kept open on both sides of the market house.

(c) No baskets, sacks or other articles of any kind or character shall be placed on the sidewalk or overhanging the sidewalk or curb line.

(d) The tongues of all wagons or other vehicles or parts of vehicles which protrude in front of such vehicles, shall be removed or raised and

secured vertically.

(e) That no empty vehicles or vehicle, which is substantially empty of produce, shall remain standing on any free public market place of the City, but shall be removed immediately upon becoming empty, or substantially empty. In the event any such vehicle is found empty or substantially empty on any free public market place of the City, and the owner or user has failed, or refuses to remove the same, the Market Master, or Director of Public Safety may remove such vehicle, charging all expenses incident thereto to the owner.

(f) All vehicles occupying market square, or any other public market place in the City shall be removed therefrom every Saturday not later than 10:00 o'clock P.M. and shall not return earlier than 3:00 o'clock A.M. the following Monday.

SECTION 4: BE IT FURTHER ORDAINED, That the sanitary condition of every wagon shall meet the requirements of the State Pure Food Law. Any person who sells or offers for sale unsound or decayed vegetables or other produce shall be subject to a fine and also prosecution under the State Pure Food Law, and on second offense may be removed from the market.

(a) It is hereby declared to be unlawful for any person to throw, place, or cause to be placed or thrown upon the streets or sidewalks of any public market place in the City, any debris, trash, or other refuse, or allow the same to be placed in, around or under any vehicles upon any public market place, and it is expressly made the duty of the owner or occupant of any vehicle using a place on any public market of the City to keep such place thoroughly clean at all times, and to place the cleanings in the garbage cans provided by the City.

(b) No trash cans of any kind shall be allowed on any free public market place, except those placed by the City or those kept within the vehicles of the users or owners.

SECTION 5: BE IT FURTHER ORDAINED, That no produce or any other substance or material shall be placed on the surface of the street or sidewalk around the outside of the market house, or any other designated market place, except that lessees of stalls within the market house shall have the right to use a space not in excess of three feet immediately adjoining the market house and set apart for such purposes by the Director of Public Service.

(a) All persons desiring to sell any vegetables, fruits, nuts, produce or other item on any free public market place of the City, either inside or outside of the city market house, shall, on request of the Market Master or other official having control or supervision of the market, make an affidavit as to ownership of such vegetables, fruits, nuts, produce or other item in a form substantially as follows:

STATE OF TENNESSEE)
KNOX COUNTY) AFFIDAVIT

I _____ do solemnly swear that I have not purchased nor agreed to purchase any vegetables, fruits, nuts, produce or other item which I now have for sale on the public market of the City of Knoxville.

I raised the things I am offering for sale.

I am selling the things which I have for sale on the market for _____ who raised them on his farm at _____.

I will not at any time offer for sale on any free public market of the City of Knoxville any vegetables, fruits, nuts, produce or other item in violation of the ordinance of the City of Knoxville.

WITNESS my hand this _____ day of _____, 19 _____.

(Address) _____

Sworn to and subscribed before me
this _____ day of _____, 19 _____.

Notary Public

*NOTE: Strike out words not applicable.

Any person, firm or corporation who shall fail or refuse to make affidavit when requested by the Market Master or other proper official, shall not be permitted to sell on any free public market, provided, however, that there shall not be required more than one affidavit for each load or lot of produce or other item offered for sale on any public market place.

REGULATIONS COVERING THE INSIDE OF THE MARKET HOUSE

SECTION 6: BE IT FURTHER ORDAINED, That a stall is hereby defined to be not more than fifteen feet fronting on the main passage way running north and south of the building.

SECTION 7: No person, firm or corporation shall own, use, control or occupy more than four stalls.

SECTION 8: BE IT FURTHER ORDAINED, That all occupants and users of stalls shall be permitted to occupy the same from month to month during such period as they conform with the rules and regulations governing said market, and no transfer thereof shall be made except and unless the approval

of such transfer by the Director of Public Service shall first be given. In that portion of the market house in which the City has installed a refrigerator system, a charge of \$2.00 per front foot per month shall be paid by occupants or users of stalls for the privilege of using the same, and to reimburse the City for necessary expense in upkeep of the market. Where the refrigeration system has not been installed, a charge of \$1.50 per front foot per month shall be made.

SECTION 9: All balconies, counters, and other equipment shall be built, installed and used in accordance with the direction and subject to the approval of the Director of Public Service.

(a) All signs hung or placed in and around stalls shall be uniform, and must be approved by the Director of Public Service.

(b) All stalls including windows inside and out, balconies, counters, and fixtures shall be kept in a clean and sanitary condition at all times by the owner, occupant or user.

(c) No trash, garbage or litter shall at any time be placed in the aisles or passageways, and all garbage, trash or litter arising from the use of said stalls, shall be placed in garbage cans furnished by the user which cans shall be approved by the Director of Public Service, and shall be placed for removal by the user of the stall at such times, and places and in such manner as the Director of Public Service shall designate.

(d) No vegetables or other articles shall be washed or cleaned in or adjacent to the City Market, except inside of the stalls and no meat, oysters, or fowl shall in any event be cleaned, shelled or dressed in or near the market house.

SECTION 10: BE IT FURTHER ORDAINED, That if any section, sub-section, sentence, clause or phrase of this ordinance for any reason be held unlawful, such shall not affect the validity of the remaining portion of this ordinance. The Council hereby declares that it would have passed this ordinance and each section, sub-section, sentence, clause and phrase thereof, irrespective of the fact that any one or more other sections, sub-sections, sentences, clauses and phrases be declared unlawful.

SECTION 11: BE IT FURTHER ORDAINED, That any violation of this ordinance, upon conviction thereof before the Judge of the Municipal Court of the City of Knoxville, shall be punished by a fine of not less than \$3.00 nor more than \$50.00 and on any second offense such violator may be denied the privilege of using any stall or space in the public market or on any public market place and shall forfeit any and all rights or privileges which they may have to use any such places or stalls.

SECTION 12: BE IT FURTHER ORDAINED, That all ordinances or parts of ordinances in conflict with this revised and amended ordinance shall be and the same are hereby repealed, and this ordinance shall take effect from and after its passage, the public welfare requiring it.

Presiding Officer of the Council

Recorder



APPENDIX B
(continued)

ORDINANCE #569 AS AMENDED TO DATE, MARCH 12, 1936

"AN ORDINANCE TO PROVIDE FOR THE SANITARY CONTROL OF FOOD WITHIN THE CORPORATE LIMITS OF THE CITY OF KNOXVILLE,"

BEING ORDINANCE NO. 569 ORIGINALLY PASSED ON FEBRUARY 6, 1934 AND AMENDED JUNE 11, 1935, SO AS TO PROVIDE FOR THE CONTROL AND REGULATION OF THE PREMISES AND/OR THE USE THEREOF WHERE FOOD IS PREPARED, STORED, SOLD OR OFFERED FOR SALE, GIVEN IN EXCHANGE OR GIVEN AWAY FOR USE AS FOOD OR FURNISHED FOR HUMAN CONSUMPTION;

THE ESTABLISHMENT OF STANDARDS OF PURITY FOR FOODS USED FOR HUMAN CONSUMPTION;

THE ENFORCEMENT OF SANITARY SAFEGUARDS AND PRECAUTIONS IMPOSED UPON FOOD HANDLERS;

THE GRADING OF PUBLIC ESTABLISHMENTS WHERE FOOD IS HANDLED;

THE IMPOSITION AND COLLECTION OF SERVICE CHARGES AND THE EXPENDITURE OF THE SAME; AND THE PROCUREMENT OF PERMITS AND/OR LICENSES.

BEING NECESSARY, THIS ORDINANCE SHALL BE DEEMED AN EXERCISE OF THE POLICE POWERS OF THE CITY FOR THE PROTECTION OF THE HEALTH AND WELFARE OF THE PEOPLE OF THE CITY OF KNOXVILLE

BE IT ORDAINED BY THE COUNCIL OF THE CITY OF KNOXVILLE:

SECTION 1. Definitions. The following definitions and terms shall apply in the interpretation and enforcement of this ordinance:

A. Food. All articles commonly used by human being for food, drink, confectionery or condiments, either simple, mixed or compound, and all substances or ingredients used in the preparation thereof.

B. Food Establishments. Any place or places where food is manufactured, stored, sold or offered for sale, given in exchange or given away for use as food or furnished for human consumption.

C. Restaurant. Any public eating place, including boarding houses which feed ten persons or more a day.

D. Food Store. Any retail establishment where staple groceries, vegetables, fruits, meat, fish or other foods in bulk, package or liquid form, are sold or offered for sale for human consumption.

E. Food Vender. Any person who sells, offers for sale, or gives away from any wagon, truck, push cart, or other vehicle, any article of food to be used for human consumption.

SECTION 2. A. Location and Construction of Food Establishments. Food establishments shall be so constructed that the walls and ceilings shall be dust proof, that the floors shall be water tight and well drained, and that all walls, ceilings and floors shall be constructed of such material that they can be easily cleaned and kept clean. All rooms in which food is prepared shall be well lighted and ventilated and shall be equipped with a sink and hot and cold running water.

B. No food establishment shall be located on premises which are poorly drained or which are exposed to nearby sources of contamination and no food establishment shall be maintained within sixty (60) feet of any insanitary toilet, stable, hog pen or any unwholesome or insanitary condition.

C. All rooms in which food is prepared, sold or offered for sale, shall have all openings to the outer air completely screened with wire screens not coarser than 14 mesh, or a suitable method as may be approved by the health officer, and used for the exclusion of flies, insects, dust, dirt and other contamination. Such protection shall be in effect during such times as the health officer may designate.

D. Every wagon, truck, push cart or other vehicle operated on the streets or at any market or other place within the corporate limits of the City of Knoxville, for the transportation, storage or sale of food for human consumption therefrom, shall be so maintained in a clean, sanitary manner at all times. Such vehicles must be provided with facilities for the protection of food from flies, dust or other contamination.

SECTION 3. Toilets. Every food establishment shall be provided with a sanitary and conveniently located water flush closet for excreta disposal and lavatory facilities for all employees. All flush closets, lavatories and sinks shall be connected with the sanitary sewer of the city, if such sewer is accessible. If the sewer system is not accessible, such toilets, lavatories and sinks shall be connected with a septic tank, constructed in accordance with the requirements of the City of Knoxville with reference thereto. Toilet and lavatory rooms shall be properly ventilated and so constructed as to prevent access thereto by flies.

SECTION 4. Insects and Animals. Food establishments shall be equipped and operated in such manner as to be kept free from flies, insects and rodents at all times.

SECTION 5. Maintenance and Operation. Every food establishment shall be maintained and operated with strict regard to the health of the operatives, employees, clerks or other persons therein employed, and the purity and wholesomeness of the food therein handled.

SECTION 6. Separation of Living Quarters and Toilets from Food Establishments. No sleeping or living quarters shall be located in food establishments and no wearing apparel shall be stored within such establishments. Toilets shall be located so as not to open directly into any food establishment, unless such toilet room shall have a separate door equipped with an effective self-closing device.

SECTION 7. A. Protection from Dust, Dirt, Flies or Other Contamination. Food shall at all times be handled in such manner as to afford protection from dust, dirt, flies and other contamination. All frozen food products, candy, bread, rolls, biscuits, sandwiches, doughnuts, cakes and pies, and all other baked products kept, sold, or offered for sale upon any stand or push cart, or other vehicle or by persons in any street or public place shall be wrapped at the original place of manufacture and contained in a dust-proof wrapper or container.

B. Foods, unless enclosed in a dust proof and water proof receptacle, shall not be kept directly on the floor of any food handling establishment. All foods kept or displayed outside of any building shall at all times be adequately protected from flies, dust, dirt and other sources of contamination. All foods so displayed must be kept at an elevation of at least 18 inches above the ground or floor. All prepared foods, or foods usually consumed in the raw state, except such foods that are habitually peeled or natural covering removed before consumption, shall not be transported, displayed or offered for sale by any food store or food vender unless adequately protected from flies, dust, dirt and other sources of contamination by clean, sanitary covers, or other approved methods and all conveyances, baskets, crates, boxes, or other receptacles in which food products are transported or kept shall at all times be kept in a clean and sanitary condition.

C. It shall be unlawful to keep in stock or offer for sale for human consumption, any unclean, unwholesome, spoiled or contaminated foods. Such foods shall be destroyed or rendered unfit for human consumption by its owner in a manner prescribed by the health officer or his authorized agent, provided, however, that the condemned foods, if they can be held without creating an immediate nuisance or insanitary condition which would effect the public health or become obnoxious to the community, may be held on official seizure tag or seal for a period of 60 days so as to give the owner a reasonable length of time to file claim for any interest he may have in said condemned food.

SECTION 9. Physical Examination of Food Handlers. Every person who handles or comes in direct contact with food in any way shall have in his possession at all times a certificate issued by the health officer stating that said person has been examined for the detection of communicable diseases. Such certificates shall be renewed annually.

It shall be unlawful for any person who operates a food establishment to employ or permit any person to work in such establishment who does not have in his or her possession the certificate above mentioned. It shall be unlawful for any person to continue working in a food establishment after contracting a disease capable of being spread through food supplies until said person is free of the disease as indicated by an examination by the health officer, and it shall be the duty of the owner to see that this requirement is complied with. The health officer shall notify the manager of any food establishment if any food handler in his employment fails to cooperate with the Bureau of Health in the enforcement of this section.

APPENDIX C

EXPLANATION OF ITEMS ON RETAILERS' SCHEDULE

Commodity Classification

The retailers' schedule includes all those commodities usually found on the Western Avenue Market. Other commodities not specifically enumerated were included under the general terms "Other Small Fruit", "Fancy Fruit", and "Other Local Fresh Vegetables". The commodities included in these classes were listed and read to the merchant at the time of the interview. Bananas were omitted because, as a rule, they cannot be purchased from the Western Avenue Market. The term "pears" includes only bulk pears; fancy packed pears are included with "fancy fruit". The commodities included in each group are as follows:

Citrus includes oranges, lemons, limes, grapefruit, and tangerines.

Fancy fruits refers to imported grapes, bartlett pears, nectarines, apricots, avacadoes, etc.

Other small fruits includes local grapes, raspberries, dewberries, blackberries, huckleberries, gooseberries, cherries, etc.

Greens refers to turnip greens, kale, spinach, mustard, rape, etc.

Other local fruits and vegetables includes cauliflower, collards, cucumbers, eggplant, okra, fresh onions, radishes, squash, beets, etc.

Explanation of Market Agencies

Western Avenue Market is the wholesale fruit and vegetable market located at 820 Western Avenue.

Market Square is the farmers' retail market including the market house and Market Square.

Out-of-Town Markets refers to wholesale fruit and vegetable markets outside of Knoxville such as the Cincinnati and Atlanta markets.

Knoxville Wholesalers refers to wholesale fruit and vegetable distributors who operate an establishment or establishments within the city of Knoxville.

Out-of-Town Wholesalers refers to wholesale fruit and vegetable distributors who operate an establishment or establishments outside the City of Knoxville.

Farmers' Delivery means that the farmer brings the produce to the retailer.

Farmers' Field Local means that the retailer goes to the farmers field in the Knoxville area to purchase fresh fruit and vegetables.

Farmers' Field Other States means that the retailer goes to the farmers' field in other states to purchase fresh fruit and vegetables.

Regular Haulers refers to merchant truckers who operate on a definite schedule to make regular deliveries of fresh fruit and vegetables to Knoxville retailers from out-of-town points.

Irregular Haulers refers to merchant truckers who make occasional and uncertain deliveries of fresh fruit and vegetables to Knoxville retailers from out-of-town points.

Western Avenue Haulers refers to truckers who purchase fresh fruit and vegetables at the Western Avenue Market and distribute them to the retailers.

Chain Warehouse refers to warehouses, maintained by chain store systems, from which members of the chain receive fresh fruit and vegetables.

RETAILERS' SCHEDULE

UNIVERSITY OF TENNESSEE — DEPARTMENT OF AGRICULTURAL ECONOMICS

Name _____ Address _____ Respondent _____ Date _____ Num. _____

Commodity	Source											Total
	Western Avenue Market	Market Square	Out-of-Town Markets	Knoxville Wholesale	Out-of-Town Wholesale	Farmers Delivery	Farmers Field Local	Farmers Field Other States	Regular Haulers	Irregular Haulers	Western Avenue Haulers	
Citrus												
Strawberries												
Oth.Small Fruit												
Fancy Fruit												
Apples												
Pears												
Peaches												
Celery												
Carrots												
Lettuce												
Greens												
I. Potatoes												
S. Potatoes												
Onions, Dry												
Watermelons												
Cantaloupes												
Corn, Green												
Tomatoes												
Beans, Green												
Cabbage												
Other Local Fresh Vegg.												

ESTIMATED ANNUAL PURCHASES OF FRUIT AND VEGETABLES

1. Percent 1939 purchases on Western Avenue Market are of 1936 _____
Reasons for change _____

2. Do you have a truck or car for transporting produce (specify)? _____
3. a. How does the cost of delivery from the market compare with that of other sources? _____
b. Time required for delivery _____
4. Should retailing be permitted on the market? _____
Why? _____

5. Comparison of Western Avenue Market with other sources:
Plus () = Like Minus (-) = Dislike Zero (0) = Neutral

Price ----- ☐	Time required to buy ----- ☐
Quality of produce ----- ☐	Lack of salesman's calls ----- ☐
Variety of produce ----- ☐	Lack of delivery ----- ☐
Freshness ----- ☐	Sanitation ----- ☐
Cash transactions ----- ☐	Accessibility ----- ☐
Packing (cost of handling) ----- ☐	Buying hours ----- ☐
Guarantee ----- ☐	Parking space ----- ☐
6. Do you contract for produce? _____ With whom? _____
Type of contract _____
Method of payment _____

7. Comments of respondent _____

8. Comments of enumerator _____

OUT-OF-TOWN BUYERS

Name _____ Location of Business _____ Date _____

1. What sources supply you fruit and vegetables? _____

2. What per cent do you buy at this market? Summer _____ Fall _____
Winter _____ Spring _____
3. From what other sources do you buy in Knoxville? Wholesalers _____
Market Square _____ Others _____
4. What supplies do you buy in Knoxville in addition to fruit and vegetables? _____

5. Did you have an incoming load? _____ What did it consist of? _____

6. What hours do you prefer to buy fruit and vegetables? _____
7. Average time required to buy a load? _____
8. On the average is the amount of buying you do on the Knoxville Market tending to
(1) increase _____, (2) decrease _____ (3) remain the same? _____
If there is a change, state reasons _____

9. Average annual purchases on Knoxville Market \$ _____
10. Comments: (Check indicates items mentioned as needing improvement)

Grading
Packing

Variety
Weighing

Lighting
Display

Selling hours
Parking

INTER-CITY TRUCKER

Date _____ Name _____ Headquarters _____

No. Trucks - Size	Years operated here	Years on other markets
1 - 1/2 ton	1	1
2 - 1/2 ton	1	1
3 - 1/2 ton	1	1
4 - 1/2 ton	1	1
5 - 1/2 ton	1	1
6 - 1/2 ton	1	1
7 - 1/2 ton	1	1
8 - 1/2 ton	1	1
9 - 1/2 ton	1	1
10 - 1/2 ton	1	1
11 - 1/2 ton	1	1
12 - 1/2 ton	1	1
13 - 1/2 ton	1	1
14 - 1/2 ton	1	1
15 - 1/2 ton	1	1
16 - 1/2 ton	1	1
17 - 1/2 ton	1	1
18 - 1/2 ton	1	1
19 - 1/2 ton	1	1
20 - 1/2 ton	1	1
21 - 1/2 ton	1	1
22 - 1/2 ton	1	1
23 - 1/2 ton	1	1
24 - 1/2 ton	1	1
25 - 1/2 ton	1	1
26 - 1/2 ton	1	1
27 - 1/2 ton	1	1
28 - 1/2 ton	1	1
29 - 1/2 ton	1	1
30 - 1/2 ton	1	1
31 - 1/2 ton	1	1
32 - 1/2 ton	1	1
33 - 1/2 ton	1	1
34 - 1/2 ton	1	1
35 - 1/2 ton	1	1
36 - 1/2 ton	1	1
37 - 1/2 ton	1	1
38 - 1/2 ton	1	1
39 - 1/2 ton	1	1
40 - 1/2 ton	1	1
41 - 1/2 ton	1	1
42 - 1/2 ton	1	1
43 - 1/2 ton	1	1
44 - 1/2 ton	1	1
45 - 1/2 ton	1	1
46 - 1/2 ton	1	1
47 - 1/2 ton	1	1
48 - 1/2 ton	1	1
49 - 1/2 ton	1	1
50 - 1/2 ton	1	1
51 - 1/2 ton	1	1
52 - 1/2 ton	1	1
53 - 1/2 ton	1	1
54 - 1/2 ton	1	1
55 - 1/2 ton	1	1
56 - 1/2 ton	1	1
57 - 1/2 ton	1	1
58 - 1/2 ton	1	1
59 - 1/2 ton	1	1
60 - 1/2 ton	1	1
61 - 1/2 ton	1	1
62 - 1/2 ton	1	1
63 - 1/2 ton	1	1
64 - 1/2 ton	1	1
65 - 1/2 ton	1	1
66 - 1/2 ton	1	1
67 - 1/2 ton	1	1
68 - 1/2 ton	1	1
69 - 1/2 ton	1	1
70 - 1/2 ton	1	1
71 - 1/2 ton	1	1
72 - 1/2 ton	1	1
73 - 1/2 ton	1	1
74 - 1/2 ton	1	1
75 - 1/2 ton	1	1
76 - 1/2 ton	1	1
77 - 1/2 ton	1	1
78 - 1/2 ton	1	1
79 - 1/2 ton	1	1
80 - 1/2 ton	1	1
81 - 1/2 ton	1	1
82 - 1/2 ton	1	1
83 - 1/2 ton	1	1
84 - 1/2 ton	1	1
85 - 1/2 ton	1	1
86 - 1/2 ton	1	1
87 - 1/2 ton	1	1
88 - 1/2 ton	1	1
89 - 1/2 ton	1	1
90 - 1/2 ton	1	1
91 - 1/2 ton	1	1
92 - 1/2 ton	1	1
93 - 1/2 ton	1	1
94 - 1/2 ton	1	1
95 - 1/2 ton	1	1
96 - 1/2 ton	1	1
97 - 1/2 ton	1	1
98 - 1/2 ton	1	1
99 - 1/2 ton	1	1
100 - 1/2 ton	1	1

Frequency of visits here per week:

Spring	Winter	Summer	Fall
1	2	3	4
5	6	7	8
9	10	11	12
13	14	15	16
17	18	19	20
21	22	23	24
25	26	27	28
29	30	31	32
33	34	35	36
37	38	39	40
41	42	43	44
45	46	47	48
49	50	51	52
53	54	55	56
57	58	59	60
61	62	63	64
65	66	67	68
69	70	71	72
73	74	75	76
77	78	79	80
81	82	83	84
85	86	87	88
89	90	91	92
93	94	95	96
97	98	99	100

On the average is the amount of your business here tending to increase? _____
decrease? _____ remain same? _____ If there has been a change, list
reasons _____

Fruits and Vegetables Trucked Into Knoxville

Commodity	Source	Commodity	Source	Commodity	Source
Apples		Figs		Plums	
Asparagus		Grapefruit		Potatoes	
Bananas		Grapes		Prunes	
Beans, Lima		Honeydews		Radishes	
Beans, Snap		Kale		Rhubarb	
Beets		Lemons		Rutabagas	
Cabbage		Lettuce		Spinach	
Cantaloupes		Limes		Squash	
Cauliflower		Okra		Strawberries	
Carrots		Onions, Dry		Sweet Potatoes	
Celery		Oranges		Tangerines	
Cherries		Peaches		Tomatoes	
Coconuts		Pears		Turnips, Bunched	
Collards		Peas, Field		Turnip, Salad	
Corn, Green		Peas, Green		Watermelons	
Cranberries		Pecans		Other _____	
Cucumbers		Peppers		_____	
Eggplant		Pineapple		_____	

Fruits and Vegetables Trucked from Knoxville

[illegible]

211.

Inter-City Truckor

2.

Do you have difficulty in getting outgoing loads of produce? _____ Other? _____

Time of day preferred for buying _____ Why? _____

Do you sell at places along the way? _____ At wholesale markets? _____

What places? _____

Time required to sell a load here? _____

Is the market here easily accessible? _____

Total annual business \$ _____

Effect of truck license _____

Effect of selling license _____

Other regulations _____

How does the Knoxville Market fit into your schedule of trucking? _____

Comments (Check indicates items mentioned as needing improvement):

Grading	Iceing	Unloading hours	Buyers space
Packing	Washing	Ventilation	Garbage disposal
Storing	Weighing	Lighting	Access to telephone
Ripening	Displaying	Heating	Rest room facilities
Freezing	Selling hours	Sellers space	Drinking water "

MADE IN U.S.A.

PRODUCER

C. D. _____

1. Date _____ Name _____ County _____
2. Distance from market _____ Road _____
3. Acres owned _____ rented _____ in truck crops _____ in small
fruits _____ in tree fruits _____ in vineyards _____

Truck Crop Acreage

Crop	A	Crop	A	Crop	A	Crop	A
Beans, Lima		Corn (Green)		Onions		S. Potatoes	
Beans, Snap		Cucumbers		Peas		Tomatoes	
Beets		Eggplant		Peppers		Turnips (B)	
Cabbage		Greens		Potatoes		Turnip Salad	
Cantaloupes		Lettuce (Head)		Radish		Watermelons	
Carrots		Lettuce (Leaf)		Rhubarb			
Collards		Okra		Squash			

Small Fruit Acreage

Crop	A	Crop	A	Crop	A	Crop	A
Strawberries		Dewberries					

Tree Fruit Acreage

Crop	A	Crop	A	Crop	A	Crop	A
Apples		Pears		Plums			
Cherries		Peaches					

4. Do you sell only your own produce? _____

5. Method of disposal of Produce:

Outlet	Per Cent	Comments
Western Avenue		
Market Square		
Wholesalers		
Stores, Hotels, etc.		
Peddle to consumers		
Direct from field		
Other		

(continued)

6. Are you always able to find space on market square? _____
 Days space is available _____ Not available _____
7. Total normal annual business \$ _____ On the average is the
 size of your business tending to (1) increase _____ (2) decrease _____
 (3) remain the same? _____
8. Why? _____
9. In the future do you expect it to (1) increase _____ (2) decrease _____
 (3) remain the same? _____
10. Why? _____
11. How long have you patronized this market? _____
12. Do you rent a stall daily? _____ weekly? _____ monthly? _____ yearly? _____
 Cost _____
13. Do you have a partnership stall? _____
14. Average time required to sell a load? _____
15. Vehicle used _____ Size _____ Yearly mileage _____
16. Times you go to market per week: Jan. _____, Feb. _____, Mar. _____, Apr. _____,
 May _____, June _____, July _____, Aug. _____, Sept. _____, Oct. _____,
 Nov. _____, Dec. _____. Total _____
17. Do you grow on contract? _____
18. Should retail selling be permitted on the market? _____
19. Comments (check indicates items mentioned as needing improvement)

Grading	Iceing	Unloading hours	Buyers space
Packing	Washing	Ventilation	Garbage disposal
Storing	Weighing	Lighting	Access to telephone
Ripening	Displaying	Heating	Rest room facilities
Freezing	Selling hours	Selling space	Drinking water "