Charrette Summary Conceptual Program for Redevelopment of 1982 Fair Site

Harrison Price Company

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Charrette Summary

CONCEPTUAL PROGRAM FOR REDEVELOPMENT
OF THE 1982 WORLD'S FAIR SITE

Prepared For:

Mayor Kyle Testerman
City of Knoxville

February 20, 1984

Prepared by:

Harrison Price Company
876 South Bronson Avenue
Los Angeles, California 90005

(213) 937-3457
INTRODUCTION

In 1982, the City of Knoxville hosted the 1982 World's Fair. In terms of attendance, the Fair was a great success, attracting some 11.1 million recorded visits and demonstrating that by virtue of its location and accessibility, Knoxville could be a major destination. The Fair utilized a 72-acre assemblage of land known as the Lower Second Creek Redevelopment Area. The site abuts Knoxville's Central Business District to the east, the residential Fort Sanders neighborhood to the west and the University of Tennessee to the south. Excellent access is provided by I-75 and I-40 immediately north of the site, with priority plans to improve freeway ramping to the site and downtown Knoxville. The site is, in every respect, a pivotal piece of ground and the nature of its development will have an enormous impact on Knoxville for decades to come.

The City currently has a major financial stake in the site and its improvements, standing behind some $57 million in debt to various entities. Thus, it is crucial that future development be capable of generating sufficient cash flow to relieve some of the pressure of this debt and to become a catalyst for improving the performance of existing operations on the site, such as the L & N Station, the Sunsphere, and the Knoxville Exhibition and Convention Center complex. Early studies concluded that new development on the site should include specialty ("festive") retail, housing (rental apartments and condominiums) and cultural re-use of the United States Pavilion. To this end, the City negotiated a master development agreement with Fairfield Communities, Inc. to redevelop the property accordingly.

A number of the premises underlying the development program, particularly the absorption of the rental and condominium units at above-market rates subsequently have been questioned. The City, therefore, retained Harrison Price Company to revise and
evaluate new concept alternatives for the site, with special consideration for its touristic development potential. It was reasoned that recreational and tourist use of the property could yield opportunities and potentials for generating new money and activity for the City. Further employment of this extraordinary parcel of land in conventional uses seemed quite inappropriate.

In the interest of completing this assignment in the shortest possible time, HPC conducted a charrette, or brainstorming session, in Knoxville on February 7 and 8, 1984. Full-time participants included Mr. Charles Smith of McCarty Bullock Holsaple, Inc. Architects; Mr. Hugh Branson, Washington, D.C., and Mr. Harrison Price, Mr. William Stevenson, and Mr. Nicholas Winslow of Harrison Price Company. Mayor Kyle Testerman met twice with the charrette team and provided substantial guidance and information. The team also benefited from the input of several other persons in Knoxville, who are listed in Appendix Table 1. The following memorandum report summarizes the discussions and findings of the charrette team.

THE SITE

Although the Fair occupied some 72 acres, the amount of land actually available for redevelopment is considerably less—a little more than 30 acres. For the purposes of the charrette, it has been assumed that the University of Tennessee land south of Cumberland Avenue, the Knoxville Convention and Exhibition Center, and the Folk Life Festival site located at the northeast corner of the property, are not available for development. As a creek bed, the site has inherent constraints—its elevation is well below those of the Central Business District and the Fort Sanders area, and a portion of the central area of the property is a designated flood zone, although mitigated by a box culvert. The topography and corridors to the site present access problems for both pedestrians and automobiles which must be solved.
The site is bisected on its north-south axis by a railroad right-of-way which accesses the ALCOA plant and is used twice daily. It has been assumed that the right-of-way will remain, but will not become a major barrier to movement or redevelopment across the site. On its east-west axis, the site is also bisected by the Clinch Avenue Bridge, which was closed to motor vehicles at the time of the Fair and has remained closed since. It has been assumed that the bridge will continue to be a pedestrian corridor.

As mentioned previously, I-40 and I-75 intersect just north of the site, feeding into Henley Avenue in one of the two principal automobile routes into the Central Business District. An improved interchange and a better connecting link to Henley Avenue has been tentatively approved which would make the site more accessible but also would eliminate most of the area of the Folk Life Festival as developable land.

The site has several notable improvements, including:

1. The Station '82 Complex, a private development including:

   • The L & N Station containing 29,600 square feet, of which 10,000 square feet are being used as office space, with 12,000 square feet housing two major theme restaurants--Ruby Tuesday's and the L & N Fishmarket--with combined seating for 600 persons.

   • The L & N Depot, a 15,000-square-foot, two-story building which presently accommodates the Butcher Block restaurant.

   • The Knoxville Iron Foundary Building, a 10,000-square-foot historic structure which housed the
beer hall during the Fair, presently is used on occasion for special functions. The Foundary Building is somewhat separated from the L & N Depot and Station Buildings by the Summit Hill Drive overpass.

It seems evident that the facilities contained in the Station '82 Complex, including three major restaurants, could form the nucleus of a major specialty complex anchoring the northern end of the site. The buildings apparently are structurally sound, the architecture and ornamentation are classic, and the accommodation of ongoing business is a prime asset.

2. The Convention Center Complex, located on Henley Street just north of Clinch Avenue, which includes:

- The Knoxville Convention and Exhibition Center which is a 100,000-square-foot exhibit and meeting facility. The building became available for public use in July 1983 and bookings for 1984 include some 34 events and 138 use-days. The Convention and Visitors Bureau reports increased interest in Knoxville as a convention location, which should be reflected in increased bookings in the future. The development of complementary facilities in the areas adjacent to the convention center unquestionably would increase its bookings potential.

- The Holiday Inn with 299 rooms.

- A 90,000-square-foot office building which currently is vacant. It has been assumed that this building will be sold to the state.
• The Candy Factory, which is a 70,000-square-foot, six-story rehabilitated building that currently is vacant.

• The Sunsphere, a 266-foot-high observation tower and 300-seat restaurant, that is privately owned and operated. Both volume and quality of the Sunsphere's operations could measurably benefit from additional recreation and tourism activity on the site.

• The Tennessee Amphitheater, which is a beautiful 1,500-seat, roofed, but not enclosed, performing arts facility. The amphitheater is suitable for use in all but the coldest months and, according to the architects, has a long useful life. The City is in the process of booking programming for the summer of 1984.

• Seven Victorian houses, located on the western border of the site adjacent to the Fort Sanders neighborhood, were renovated in conjunction with the Fair and are suitable for re-use. Although one house recently sustained some fire damage, they largely are in good repair. The houses currently are vacant, although there has been some discussion about making them available for a retail crafts center.

• The City Park area comprising 8.8 acres between the convention center and the railroad right-of-way, which includes a second small outdoor amphitheater, has been retained as an urban park. In addition to the amphitheater, its principal feature is a 3.8-acre lake.
The United States Pavilion—an 87,000-square-foot cantilevered structure with very substantial volume. By virtue of its mass, location, and reflective skin, the U. S. Pavilion is a dominant factor on the site. Although owned by the Federal Government, the General Services Administration has indicated it has no use for the building, and it thus can be acquired by the City for virtually no cost. At one time, the University of Tennessee was interested in the building, but the high cost of conversion to academic use dulled the University's enthusiasm. Numerous other proposals have come forward which will be discussed later. The costs of conversion, operation, and maintenance will be significant factors in determining the Pavilion's ultimate use. The building has the potential of providing a southern anchor for the site.

AVAILABLE MARKET

Resident Market

Knoxville is a moderately-sized, but rapidly growing, metropolitan area. The current population of the City is approximately 175,000 persons, while the population of Knox County is 320,000 persons, and that of the SMSA, (Knox, Anderson, Blount, and Union Counties), is about 477,000 persons. According to Economics Research Associates, the population within a 50-mile radius of the city (a one hour drive) is approximately 900,000 persons, while the population in the 50 to 100-mile radius (a one-to two-hour drive) is 2.2 million persons. Thus, there is a total population of 3.1 million persons within a two-hour drive from the center of the City.
This population is projected to grow to 3.5 million persons by 1994, with 1.05 million living within a one-hour drive of Knoxville. There is nothing in the demographic profile of the Knoxville SMSA, including income, age, employment characteristics and ethnicity which would limit development options.

Tourist Market

Although not currently a primary destination in its own right, Knoxville benefits substantially from tourism in Eastern Tennessee, and is sufficiently close to existing tourist routes to enjoy a substantial increase in visitor volume. Great Smoky Mountains National Park is the principal draw in the region, attracting some 8.4 million visitors in 1983, of which 3.6 million entered the park via Gatlinburg and much of the traffic entering the Park at Gatlinburg either originates in the Knoxville SMSA, or passes near the Fair Site on I-40. Thus, a substantial portion of Gatlinburg tourism is potentially available to support recreational development in Knoxville. In this context, it is interesting to note that attendance at the Knoxville Zoo is comprised of 80 percent visitation from outside Knox County, 32 percent from out-of-state.

In addition to the pass-through traffic noted above, Knoxville is the destination of an estimated 2.2 million tourist, convention and business travelers. Although the figures for Knoxville- and Gatlinburg-bound visitors are not necessarily additive, since an undetermined amount of overlap is likely, it is safe to say that the potentially available tourist market is in the range of four to five million persons per year, a very substantial market indeed.

ALTERNATIVE CONVENTIONAL USES

Prior studies of site redevelopment alternatives focused on the conventional land uses of commercial office, hotel, retail
(including specialty retail), and residential development. The charrette team reviewed numerous economic studies analyzing these uses, and came to the following conclusions:

Commercial Office

Knoxville has three areas with significant concentrations of commercial office space—the Central Business District, the Northshore, and the West. New growth has occurred primarily in the suburbs (Northshore and West) with approximately 1.2 million square feet occupied and 240,000 square feet available for lease. Downtown Knoxville has approximately 1.0 million square feet of occupied commercial office space, and approximately 700,000 square feet of unoccupied space, including the 90,000 square feet in the convention center complex. Although substantial growth in downtown office space absorption occurred during the 1970s, much of the growth was attributable to the recycling of older buildings—a process which now is largely complete. The market currently is overbuilt, with a resultant downward pressure on lease rates. This situation likely will continue for several years to come, virtually eliminating the prospect of commercial office development on the Fair site.

Hotel

The Knoxville Convention and Visitors Bureau currently shows listings for 6,335 hotel and motel rooms in the Knoxville area, of which 1,395 are located downtown, including the Holiday Inn in the convention center complex. The room inventory was substantially expanded in anticipation of the 1982 World's Fair. Occupancy statistics for the past three years, based on incomplete data, are as follows:

<table>
<thead>
<tr>
<th>Year</th>
<th>Occupancy Rate (%)</th>
</tr>
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<tbody>
<tr>
<td>1981</td>
<td>67.8</td>
</tr>
<tr>
<td>1982</td>
<td>77.3</td>
</tr>
<tr>
<td>1983</td>
<td>51.4</td>
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</table>
As shown, occupancy declined substantially in 1983 as a result of the requirement for a larger room inventory during the fair, and a slump in tourist visitation which typically follows a World's Fair. Occupancies should increase in the next few years as tourism begins to grow again, and as the Convention and Exhibition Center achieves more bookings.

The development of recreational facilities on the Fair site would strengthen both tourist and convention visitation, and positively impact hotel occupancy. The charrette team concluded that ultimate potential did exist for another hotel on the site, most likely along Henley Avenue south of Miller's garage, and that the Convention and Exhibition Center and the volume of convention activity would benefit from the additional inventory. The scope, timing, and location of a new hotel will be somewhat contingent on the program for other development on the site, however, and will require further study.

Retail

The Fairfield Communities, Inc. plan to redevelop the site includes a specialty ("festive") retail center of 104,000 square feet with a gross leasable area of 65,000 square feet. Support would come from residents (particularly downtown workers, University students, and people from Fort Sanders), conventioneers, tourists, and pass-through (i.e. Gatlinburg-bound) visitors. The charrette team concurred that a specialty center could be a feasible project, and—because it can attract a large number of new visitors to Knoxville and to the site—is highly desirable.

The team had reservations, however, about locating the center in conjunction with the Clinch Avenue Bridge. While this location provides perhaps the best pedestrian access from the CBD and the University, development of the center along Clinch Avenue could negatively affect the continued viability of the Station.
'82 Complex, which has the potential to be the nucleus of a specialty center in its own right. Portions of the Candy Factory also may have potential for specialty retailing, and use of these existing structures may be both cost effective and conceptually sound.

Residential

The Fairfield Communities, Inc. program for the site is focused around the development of 625 units of both rental and condominium housing. Full absorption is scheduled to occur over eight years, or at an average rate of 78 units per year. The first phase of the proposed project would include 72 rental units and 46 condominiums, or a total of 188 units. Rental rates in 1983 dollars were shown at $350 per month for a one-bedroom unit, $450 per month for a two-bedroom unit, and $550 per month for a three-bedroom apartment. Condominium prices in 1983 dollars were proposed to range from $68,000 for an 850-square-foot mid-rise unit to $84,000 for a 1,050-square-foot low-rise unit (both equivalent to $80.00 per square foot).

Although detailed analyses of the current state of the residential market were not reviewed, the available data, taken with the comments of knowledgable participants, led the charrette team to conclude that the Fairfield plan had virtually no chance of performing to projection. This conclusion was based on several observations, including:

- Population growth in the City of Knoxville, as opposed to Knox County or the SMSA, has been virtually stagnant for more than a decade.
- Unlike many parts of the country, ownership housing in Knoxville is still largely in single-family units, averaging 85 percent or more of total unit sales. It is estimated that the countrywide demand for new condo-
miniums is 250 to 300 units per year. There is an ample supply of reasonably priced land near the City to assure the continued viability of single-family development in the foreseeable future.

- The proposed sale prices for the condominium units clearly are at the upper end of the Knoxville market. In 1982, 66.8 percent of MLS-listed condominiums sold for less than $60,000, and 92.4 percent sold for less than $80,000, and there are a number of condominium units available in suburban areas at prices ranging from $55.00 to $65.00 per square foot. Although similar data were not available for rental units, it is believed that the rates proposed are $100 to $150 above market.

- Condominium projects developed in the Central Business are reported to have met with limited success at best, with units priced in the $90.00 to $115.00 per square foot range selling slowly. The budget priced ($45.00 per square foot), particularly unfurnished units at Kendrick Place reportedly sold well, but only 14 units were involved. In summary, there presently are no compelling reasons for the citizens of Knoxville to live downtown. Arguments for convenience, economy, lifestyle, and/or amenities do not relate well to the Knoxville market.

The charrette team concluded that the market conditions necessary to meet the Fairfield Communities' projections will not be present in the foreseeable future, and that the residential development proposed represents an inordinately high risk to both the developer and the City.
OTHER USES PROPOSED FOR THE SITE

A number of groups have approached the City with projects for the Fair site, with many incorporating the U. S. Pavilion. The charrette team's consensus concerning several of these proposals is summarized below:

1. **River Cruise.** A private group has proposed to operate a river cruise, as a concession, from the dock developed in conjunction with the Fair. The team views this project with favor because it will be unique to the area, be visually attractive, and potentially increase visitation to the site. The team has not reviewed market or financial analyses of the program, and its implementability is subject to negotiating a use agreement with the University, but it is a use consistent with the goals of expanding the recreation and tourist market potential of the City.

2. **Railroad Attraction.** The railroads have played a significant role in Knoxville's history, and the subject site was a major railroad yard prior to the Fair. A group with a collection of historic railroad cars has proposed the development of a railroad museum/attraction, possibly with a railroad ride to and from Great Smoky Mountain National Park. The possibility of a rail link to the Park is uncertain, but would certainly be a major attraction if feasible, in addition to providing a means of tapping the large visitor base at the Park. With or without the ride, a well-designed railroad attraction on the site would add to the visitor draw and is considered desirable. The charrette team is not aware of a feasibility study for this project, and it is assumed that it would operate as a lease or a concession.

3. **Theme Park.** Although no specific proposals have been made, there has been some discussion of developing a moderately-
sized themed amusement attraction on the site. It was the consensus of the charrette team that an intensely capitalized, pay-one-price park (like a Knott’s Berry Farm or Six Flags) would be difficult to justify because of the relatively small size of the local market and the competition from the huge inventory of attractions at the major tourist destinations of Gatlinburg and Pigeon Forge. On the other hand, the team concluded that if the site is developed as a major recreation complex, a limited number of free-standing themed rides could be profitably operated.

4. **U. S. Pavilion.** As mentioned earlier, several proposals have been set forward for the re-use of the U. S. Pavilion, with varying degrees of backup analysis. In every case, the cost of converting the Pavilion to a new use, and operating it thereafter, has been stipulated as a problem which has yet to be resolved. The charrette team’s consensus concerning several of the proposals are summarized below:

- **Sports Memorabilia Museum.** It has been the team’s experience that sports oriented attractions have a limited draw—particularly to tourists. As a generalization, women and children have an important voice in vacation decisions, and viewing sports collections has been demonstrated to carry a low priority, even in areas where spectator interest in sports is high. It is the team’s consensus that utilization of any significant portion of such a massive and potentially important structure as a sports museum could not be justified in terms of local or tourist attendance.

- **Science Museum.** A group has been organized to pursue the development of a “hands-on” science center in the U. S. Pavilion, although details of the proposal were not made available. The proposed science center would be somewhat competitive with the American Museum of
Science and Energy in nearby Oak Ridge, although differentiated by its emphasis on participatory activities. The charrette team's experience with science centers is that they largely provide an educational service to the resident market, with limited appeal to tourists, and per capita spending generally is quite low. Use of the U. S. Pavilion as a science center would make it one of the largest in the country which would be difficult to justify in terms of capital requirements, attendance, operating revenues, and incremental tourism.

- **East Tennessee Arts Pavilion.** One of the more ambitious proposals for the U. S. Pavilion is for its conversion into a major center for the visual and performing arts. Tenants would include the Dogwood Arts Festival, the Dulin Gallery of Art, Knoxville Symphony Society, Knoxville Arts Council, and other arts organizations. A preliminary 1981 estimate gave the cost of conversion at $3.7 million. Also, there is some concern that the Dulin Gallery may have a problem with its principal financial supporter if it moves from its present location. The charrette team agreed that the concept of a major arts center adjacent to downtown has great appeal and would present a good use of the Pavilion if proper financing can be secured, but would primarily be a civic amenity with a limited propensity to attract new visitation.

- **Botanical Garden/Aviary/Aquarium.** The Knoxville Zoo has submitted an imaginative proposal to convert the U. S. Pavilion into a combined aquarium, arboretum, and aviary. Attendance and revenue estimates have been prepared with which the charrette team largely concurs, but capital and operating budget requirements are unknown at this juncture. It is the concensus of the
team that the proposed aquarium complex would make excellent use of the Pavilion building, creating an extraordinarily unique attraction and environment which could provide a strong draw for residents and tourists alike.

EXISTING RECREATION AND ENTERTAINMENT FACILITIES

For the most part, Knoxville has an abundance of recreation and entertainment facilities. Spectator sports, participant sports, and performing arts are all well covered, although there may be a need for new athletic club facilities in the future, as the existing YMCA is considered outdated. Outdoor recreation opportunities abound. The Knoxville Zoo attracts some 700,000 visitors per year. Approximately 500,000 people participate in the Dogwood Arts Festival over a 17-day period in April, and the Tennessee Valley A & I Fair has an attendance in excess of 200,000 during its nine-day run in September. The water parks and other attractions of Gatlinburg and Pigeon Forge provide a number of diversions. The opinion was expressed that Knoxville was in need of additional entertainment facilities, particularly for students, but the extent and specific nature of the void was not determined.

URBAN PLANNING CONSIDERATIONS

In its briefing of the charrette team, the Metropolitan Planning Commission indicated that it felt the site was best suited for entertainment and residential use. It cautioned against developing a program which would negatively impact the Fort Sanders residential area by making it a gateway or a parking lot. The need for a land use configuration which was compatible with the adjacent residential, academic, and commercial areas was stressed, with particular emphasis on tying the site to the CBD. It was the consensus of the charrette team that the MPC's points were well taken.
PROPOSED CONCEPT

It was the conclusion of the charrette team that development of the subject site should occur around the theme of a recreation mall, anchored on the north by a specialty retail center of the scope previously proposed, and on the south by a strong attraction developed in the U. S. Pavilion—ideally the proposed aquarium/arboretum complex. The mall should be extensively landscaped and have several activity nodes, similar to Tivoli in Copenhagen. Indeed the landscaping and garden environment would be a key element of the overall attraction, and would provide a unified theme for development. In this context, it was suggested that the proposed recreation mall could become the basis for establishing Knoxville as "The Garden City of the South." Revenues would be derived from concessions, ride operations, leases of existing facilities, and ground leases for restaurant and specialty retail sites within the complex. It is recommended that the following specific program elements be pursued:

• The river cruise as described earlier, operated as a concession, should be explored in detail. This project could begin immediately, and would probably require no more than one to two years to implement. It is estimated that capital improvements costing $50,000 to $100,000 would be required.

• The railroad attraction as described earlier, operated as a lease or a concession also should be pursued. This project will require at least two years to implement, an investment of $50,000 to $100,000 by the City, and should begin as soon as possible. The ability to provide a historic railroad ride to the Smokies would be highly desirable, but not essential to achieving a beneficial impact from this project.
• A total of five or six high-quality amusement rides, operated by the City, to optimize profit potential should be planned for. The rides should be installed in conjunction with the overall park development program. Assuming City operation, the rides will require a capital investment of approximately $2.5 million.

• A children's activity park (similar to Camp Snoopy at Knott's Berry Farm) or the McMillan Park at Ontario Place in Toronto should be included. The children's park could be free or gated, and publicly or privately operated. The capital cost could range from $300,000 to $1.0 million, depending on the scope and supplier of the facilities.

• Development of the U. S. Pavilion and surrounding grounds as a major aquarium, aviary, and indoor/outdoor botanical garden. This obviously is a complex undertaking which will require a considerable investment, but could become the star attraction in the redevelopment program. The proponents of the aquarium complex believe it could generate sufficient revenues to cover its operating budget, except perhaps for structural maintenance, but could not service any debt. All market and economic factors need to be verified. Design, fund-raising, and fabrication will require at least two to three years, and thus the project should be pursued immediately if it is to have near-term impact. Development costs are virtually unprojectable in the absence of a recommended program, but for planning purposes it has been assumed that improvements to the U. S. Pavilion, excluding the IMAX theater, will require $7.0 to $9.0 million, renovating and equipping the theater will require $250,000 to $500,000 excluding software, and a 16-acre botanical garden with four to six themed areas for future development will require
$4.0 to $8.0 million. Thus, the total development budget for the complete aquarium complex is preliminary estimated to range from $11.2 to $17.5 million.

- Full development of the proposed specialty retail complex, ideally located at the north end of the site and centered around a linking of the L & N Depot and Station, and using the existing restaurant facilities should be pursued. As with the aquarium, the lead time for the full development of the specialty center will be at least three years, so planning should begin at the earliest possible date, and interim re-landscaping should be supportive of existing business. It has been assumed that the center will be privately financed.

- Development of an urban park in the area east of the railroad right-of-way, and running from the U. S. Pavilion to the L & N Station, including improvements to the Clinch Avenue Bridge should be undertaken. This would be a City-funded project which would serve to refocus attention on the site, and provide a catalyst for the other developments. The estimated costs of this program are as follows:

<table>
<thead>
<tr>
<th>Cost ($)</th>
<th>($000)</th>
</tr>
</thead>
<tbody>
<tr>
<td>Park landscaping and development</td>
<td>$1,600</td>
</tr>
<tr>
<td>Lake lighting and filtering</td>
<td>1,000</td>
</tr>
<tr>
<td>Bridge improvements</td>
<td>200</td>
</tr>
<tr>
<td><strong>Total</strong></td>
<td><strong>$2,800</strong></td>
</tr>
</tbody>
</table>

- Implementation of a program to continue the use of the Tennessee Amphitheater as a performance venture should be accelerated. The City may find it desirable to lease the amphitheater to a firm which specialized in booking and operating such facilities to insure the highest quality programming. The Nederlander Organiza-
tion, which operated the Greek Theater in Los Angeles and the Orange County Amphitheater near Newport Beach, is one such firm, although there are several others.

- Development of the Victorian homes and perhaps a portion of the Candy Factory as a retail crafts center, and expansion of the specialty retail complex should be undertaken. This project should proceed immediately. It is estimated that $500,000 will be required over time to enable this project to proceed.

The development concept outlined above is estimated to cost between $17.5 million and $24.5 million, excluding contingency. Additional projects which the charrette team believes will warrant strong consideration in the future include:

- A family-style restaurant similar to the Knott's Chicken Dinner Restaurant in Buena Park, perhaps located in one of the existing buildings on the site.
- A second hotel with frontage on Henley Avenue.
- A fitness center, perhaps operated by the YMCA.
- Themed restaurants sited on appropriate areas of the botanical garden.
- A beer garden.
- A museum complex, perhaps located in an existing building.

The team also spent some time discussing the relative merits of having a paid gate for at least part of the site, but definitely excluding the specialty center. It has been the experience of many public facilities that a nominal gate charge has minimal
impact on attendance but substantially reduces vandalism. Tivoli has a gate charge of about $1.00. On the other hand, entrance charges to what are perceived as public facilities sometimes result in negative public outcries. The issue warrants further discussion before a policy decision is made.

A proposal to increase Tennessee's amusement tax from 11.5 percent to 17.5 percent also was discussed. It is the charrette team's opinion that the new tax could have a significant negative impact on the attendance, use, and operating income of many of the attractions proposed in the recommended concept plan.

In conclusion, an evaluation of the economics of the conceptual program noted above is beyond the scope of this study. It was the consensus of the charrette team, however, that the City has sufficient leveraging instruments to enable a financially feasible and fiscally sound program to be formulated.
Appendix Table 1

PERSONS CONTACTED DURING THE
KNOXVILLE CHARRETTE
February 7 & 8, 1984

<table>
<thead>
<tr>
<th>Name</th>
<th>Affiliation</th>
</tr>
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<tbody>
<tr>
<td>Mr. Al Treadaway</td>
<td>Knoxville Convention and Visitors Bureau</td>
</tr>
<tr>
<td>Mr. Guy Smith</td>
<td>Knoxville Zoo</td>
</tr>
<tr>
<td>Mr. Larry Dooby</td>
<td>Knoxville Zoo</td>
</tr>
<tr>
<td>Mr. Bruce McCarty</td>
<td>McCarty Bullock Holsaple, Inc. Architects</td>
</tr>
<tr>
<td>Mr. Glenn Bullock</td>
<td>McCarty Bullock Holsaple, Inc. Architects</td>
</tr>
<tr>
<td>Mr. Don Parnell</td>
<td>Metropolitan Planning Commission</td>
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<tr>
<td>Mr. Frank Turner</td>
<td>Metropolitan Planning Commission</td>
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<tr>
<td>Mr. Russ Newman</td>
<td>Metropolitan Planning Commission</td>
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<tr>
<td>Ms. Sue Adams</td>
<td>Metropolitan Planning Commission</td>
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<tr>
<td>Mr. Fred McCallum</td>
<td>Knoxville Coliseum</td>
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<tr>
<td>Mr. Dan Culp</td>
<td>Culp and Associates</td>
</tr>
<tr>
<td>Mr. Don Mauldin</td>
<td>Barge, Waggoner, Sumner &amp; Cannon</td>
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Source: Harrison Price Company