

# Downtown Hopkinsville Strategy

Hopkinsville,  
Kentucky

REVISED: MAY 8, 2021

# Acknowledgements

## MAYOR & CITY COUNCIL

Wendell A. Lynch, Mayor  
Ward 1 - Natasha Francis  
Ward 2 - Kimberly McCarley  
Ward 3 - Alethea West  
Ward 4 - Chuck Crabtree  
Ward 5 - Amy Craig  
Ward 6 - Travis Martin  
Ward 7 - Terry Parker  
Ward 8 - Tom Johnson  
Ward 9 - Patricia Bell  
Ward 10 - Steve Keel  
Ward 11 - Jason Bell  
Ward 12 - Phillip Brooks

## *Previous Mayor & Council Members Engaged in the Project:*

Carter M. Hendricks, Mayor  
Ward 1 - Dr. Darvin A. Adams  
Ward 3 - Don Ahart  
Ward 4 - Paul Henson  
Ward 10 - Jimmy Dossett

## *Hopkinsville / Christian County Community & Development Services - Commissioners*

Ben Bolinger - Chair - (Represents the City of Pembroke)  
John Mahre - Vice Chair - (Represents Christian County)  
David Brame - (Represents the City of Lafayette)  
Bruce Smiley - (Represents the City of Hopkinsville)  
Jim Fleming - (Represents Christian County)  
Michael Cansler - (Represents the City of Hopkinsville)  
Ray Cobb - (Represents the City of Hopkinsville)  
Rachel Smith - (Represents the City of Hopkinsville)  
Jack Elliott - (Represents the City of Oak Grove)  
Ron Adams - (Represents the City of Crofton)  
Gwenda Motley - (Represents the City of Hopkinsville)  
Dan Thomas - (Represents Christian County)  
Steve Underwood - (Attorney)

## *Previous Commissioners Engaged in the Project:*

Mark Henderson  
Casey Brown  
Steve Keel

## *Hopkinsville / Christian County Community & Development Services - Key Staff*

Steven R. Bourne, AICP - Director  
Holly Boggess, AICP - Assistant Director  
& Downtown Renaissance Director  
Laura Faulkner - Management Services Coordinator & Inner-City  
Residential Enterprise Zone Coordinator  
Linda Wood - Neighborhood Network Coordinator

## CONSULTANT TEAM

The Walker Collaborative - Nashville, Tennessee  
Philip L. Walker, FAICP - Project Manager

Common Ground Urban Design + Planning - Franklin, Tennessee  
Keith Covington, AIA, AICP, CNU  
Lee Jones, PLA, AICP  
Ramon Fischer

KCI Technologies, Inc. - Nashville, Tennessee  
Jonathan Cleghon, PE

Randall Gross / Development Economics - Nashville, Tennessee  
Randall Gross

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Appendix 3: Ten Benefits of Establishing a Local Historic District

Appendix 4: Model Approach to Rehabilitation

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## ORIGINS OF HOPKINSVILLE'S NAME

*Hopkinsville was given its name by the Kentucky Assembly in 1804. The community was named after Samuel Hopkins. Born in Albemarle County, Virginia, Hopkins served in the Revolutionary War. He was initially on the staff of General Washington, and later served as a Lieutenant Colonel and Colonel of the Tenth Virginia Regiment. He was an original member of the Virginia Society of the Cincinnati.*

*In 1796, Hopkins moved to Kentucky and settled on the Ohio River in 1797 at a point then called Red Banks, now called Henderson. He studied law and was admitted to the bar. Hopkins was appointed Chief Justice of the first court of criminal common law and chancery jurisdiction in 1799, and served until his resignation in 1801. Hopkins served as a member of the State house of representatives in 1800, 1801, and 1803–1806. He later served in the State senate from 1809 to 1813.*

*In 1812, Hopkins was appointed Commander in Chief of the western frontier (Illinois and Indiana Territory), with the rank of Major General. He participated in the Peoria War and was commander at the Battle of Wild Cat Creek, but he resigned from active duty after a series of defeats. He died in 1819 at his estate near Henderson, Kentucky.*



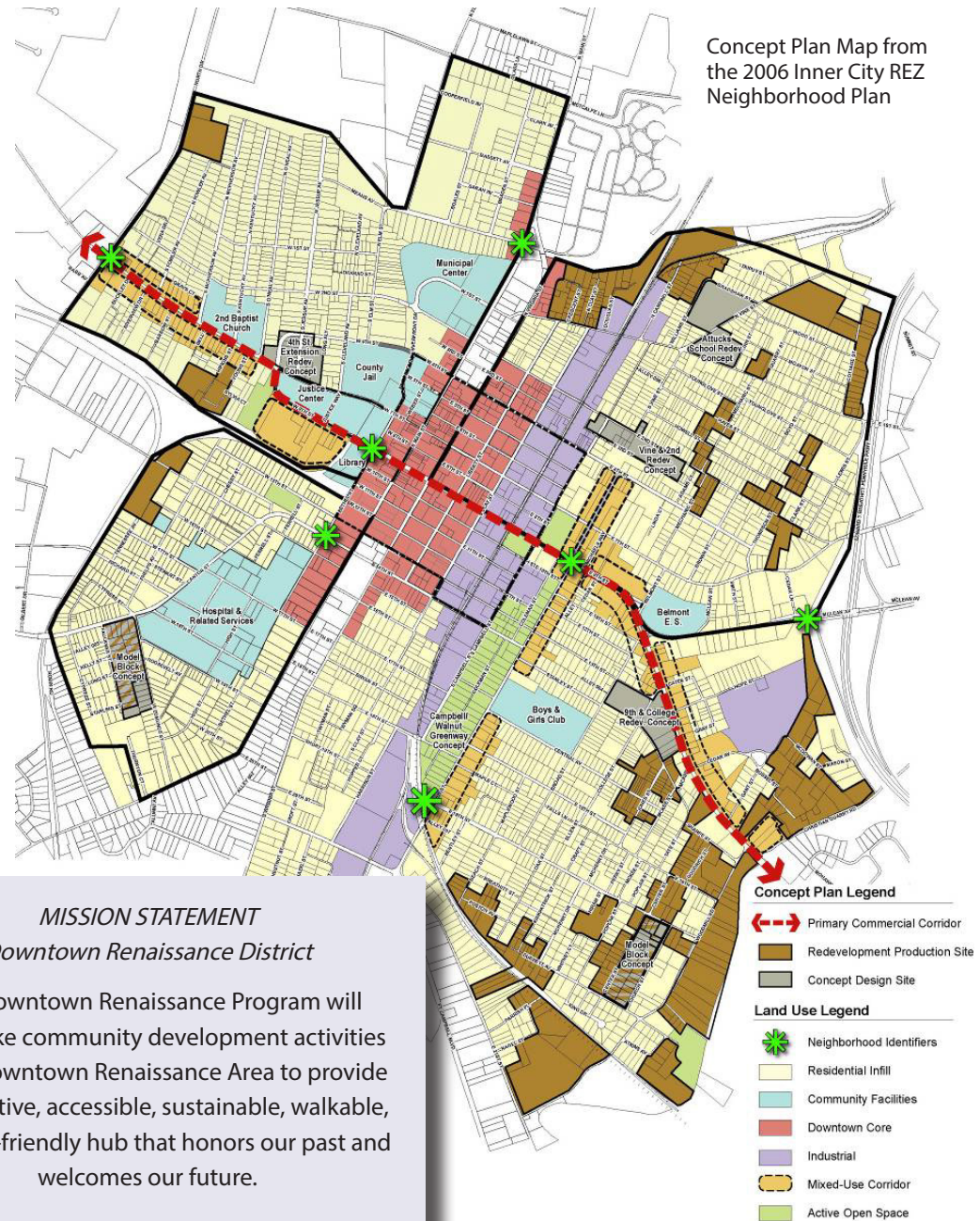
# A. BACKGROUND

# A) BACKGROUND

## A-1) PROJECT INTENT

Located in Western Kentucky, Hopkinsville is the county seat of Christian County and it has a population of 32,000. Prior to the 1960s and 1970s, Downtown Hopkinsville was the economic and cultural hub of the community. However, as with so many downtowns across the country, suburban growth weakened the downtown and it has struggled ever since. A partnership of entities has worked hard in recent years to improve the downtown, including the City, the County, the Local Development Corporation (LDC), Community and Development Services (CDS), and the Downtown Renaissance program. The latter functions as the downtown's Main Street program and follows the National Main Street Center's "four point approach" - organization, design, economic restructuring, and promotion.

*The intent of this downtown strategy is to lay out a game plan for the continued revitalization of Downtown Hopkinsville for the next five to ten years. While it will not constitute a full-blown master plan as was prepared in 2006, it will consider that plan's recommendations and what has transpired since. Based upon current conditions and the most recent objectives of citizens and key downtown stakeholders, this strategy will be grounded in the realities of "real world" implementation.*



# A) BACKGROUND

## A-2) ACHIEVEMENTS TO DATE

Over the last fifteen or so years, Downtown Hopkinsville has made great strides toward revitalization. A list of some of the key achievements are provided below by year.

### *2002 Achievements*

- 9th Street Streetscape Redevelopment
- Purchase of Old First City Bank Building

### *2003 Achievements*

- Little River Park Renovation - Phase I
- 7th Street Bridge Renovation
- Old First City Bank Building - Phase I
- Downtown Master Plan

### *2004 Achievements*

- Main Street Streetscape Redevelopment
- Old Fire Station - Transportation Museum
- Old First City Bank Building - Upper Story Housing
- Little River Park Splash Fountain
- 9th Street Bridge Renovation

### *2005 Achievements*

- Landscaping at 9th & Liberty Streets
- Establishment of Inner-City Residential Enterprise Zone (ICREZ) Program
- Odd Fellows Building - Upper Story Housing

### *2006 Achievements*

- Camiros Downtown Renaissance Plan

### *2007 Achievements*

- Downtown Farmers Market

### *2008 Achievements*

- Ash Receptacles throughout Downtown
- Old First City Bank Building Upper Story Housing
- Farmers Market Grants:
  - EBT/Debit Card Program
  - Senior Farmers Market Nutrition Program
- Creation of Downtown Incentive Programs

### *2009 Achievements*

- Farmers Market Grant Programs:
  - Promotional Grant
  - EBT/Debit Card
  - Senior Farmers Market Nutrition Program
  - Women with Infant Children (WIC)(Programs have been ongoing since 2009)

- Establishment of Downtown Renaissance District Advisory Board

### *2010 Achievements*

- Historic Preservation Workshop
- Section 108 Grant Program Award
- 6th Street Streetscape Project (sidewalks, planters, trash receptacles & decorative lighting)
- Construction of Soyars' Plaza at Court House

### *2011 Achievements*

- Acquisition & Demolition of 600 South Main Street Property
- Clay Street Greenspace
- Founders Square Signage (signat. & parking)



*Located at the corner of Main and Ninth Streets, the Downtown Farmers Market pavilion was completed in 2007 with grants from the Kentucky Agricultural Development Fund and the Kentucky Community Economic Opportunity Grant Fund, along with local funds from the City of Hopkinsville. Area farmers come from Hopkinsville, Pembroke, Gracey, Crofton, Bluff Springs, Elkton, Cadiz, Bardwell, and Metropolis, Illinois to make available to area residents the highest quality products available within the region.*

# A) BACKGROUND

## A-2) ACHIEVEMENTS TO DATE (CONTINUED)

### 2012 Achievements

- Downtown Renaissance District E-Newsletter
- Marketing Brochures

### 2013 Achievements

- Acquisition & Demolition of 906 South Main Street Property
- 600 South Main Street Parking Lot Development

### 2014 Achievements

- Hopkinsville Municipal Center Relocation
- 600 South Main Street Landscaping
- Peace Park Renovation
- Virginia Park Renovation
- Sudden Service Station Gateway Signage
- Development of Fred Atkins Park
- West 7th Street Mural
- Founders Square Mural Updates
- Partnerships with Garden Clubs and Recognition Signage
- Social Media Marketing – Farmers Market & Downtown Renaissance District
- Additional Public Space Programming

### 2015 Achievements

- Hopkinsville Greenway System – Phase 1
- Little River Park Amphitheatre Renovation
- Walnut Street Center Park Addition
- Westside Park Renovation

- 9th & Campbell Streetscape Project (sidewalks, planters, trash receptacles & decorative lighting)
- Gateway Academy Project Based Learning Program (Open Spaces, New Faces)
- Downtown Wayfinding Signage Strategy

### 2016 Achievements

- Ed Holmes, Inc. (EHI) ICREZ Assessment & Update
- Downtown Banners
- Small Business Resource Guide (partnered with Chamber of Commerce)

### 2017 Achievements

- Local Foods, Local Places Initiative

- Walnut Street Center Teen Center Addition
- Downtown Stroll, Sip & Shop Events (quarterly)
- Creation of Downtown Merchant's Association

### 2018 Achievements

- Acquisition of Postell Lot
- Planned Relocation of Probation & Parole
- Sudden Service Station Restoration – Phase I
- Downtown Strategy Project
- Downtown Renaissance District Calendar
- Downtown Renaissance District Survey
- Hoptown Harvest Festival & Cultural Community Council to be established as result of Local Foods, Local Places Funding



Source: William T. Turner - Christian County Historian



*The Sudden Service Station was originally built in 1919 at the northeast corner of 12th and Main Streets (see photo at left) and then moved in 1935 to its current site on 9th Street (see photo at right). The City acquired the property in 2008 and considered demolishing it in 2016, but ultimately decided to preserve it. Since then, later additions have been removed and the building's rehabilitation has begun. It will be used for public restrooms, which will become a useful asset to the two nearby City parks, and is intended to serve as a trailhead for the Hopkinsville Greenway System.*

# A) BACKGROUND

## A-2) ACHIEVEMENTS TO DATE (CONTINUED)

Below is a list of Downtown Hopkinsville 50/50 Matching Grant Incentive Program recipients since 2009 funded through the Inner-City Residential Enterprise Zone (ICREZ) Program.

### *2009 Project Funding*

- ATS Tactical Gear/World Executive Services - 709-713 South Main Street

### *2010 Project Funding*

- Hicks & Demps, LLC - 500 South Main Street
- Hogshead & Brighton Hall - 801-803 South Main Street
- Trifecta Solutions - 112 West 7th Street
- D's Delights Bakery - 106 East 6th Street
- Pennyrile Collection, Inc. - 123 West 7th Street
- Pennyroyal Area Museum - 314 East 9th Street

### *2011 Project Funding*

- Solomon Sacks, LLC - 300 & 304 East 9th Street
- Cornerstone Information Systems - 800 South Main Street
- The Bus Stop / First Presbyterian Church - 319 East 9th Street
- The Place: A Local Eatery - 104 East 6th Street
- Books on Main / J Schrecker Jewelry - 909-911 South Main Street

### *2012 Project Funding*

- HWEA Freight Depot - 500 East 9th Street
- Fletcher Law Firm - 700 South Main Street
- Bridge of Hope Fellowship - 1005 South Main Street
- Blackpatch Restoration - 608 South Main Street
- Harper House - 914 South Main Street
- Klein Building - 100 East 6th Street

### *2013 Project Funding*

- Sanctuary House, Inc. - 210 East 9th Street
- Jason E. Holland, Attorney At Law - 905 South Main Street
- 1ST Presbyterian Church: Let's Paint Downtown Hoptown
- Blackpatch Restoration (LPDH) - 608 South Main Street
- Moayon Building - 201-205 East 9th Street
- Bridge of Hope Fellowship Church - 121 West 10th Street

### *2014 Project Funding*

- Pennyroyal Arts Council: Alhambra Theatre - 507 South Main Street

### *2015 Project Funding*

- Ivy Glass & Metal - 129 East 7th Street
- Cherokee Rentals - 117 West 9th Street
- Esquire Four, LLC - 612 South Main Street
- Phoenix Property Group of WKY - 1002 South Virginia Street (Forbes Bldg.)
- Water Street, LLC - 123 West 9th Street
- Todd Christian, LLC - 912 South Main Street

### *2016 Project Funding*

- 1st Presbyterian Church - 303 East 9th Street
- Bridge of Hope - 121 West 10th Street
- Troy Suite - 707 South Virginia Street
- 4th & Main Auto Sales - 401 South Main Street
- Hopkinsville Brewing Company - 102 East 5th Street
- YMCA - 913 South Main Street

### *2017 Project Funding*

- Infinite Ink Tattoo & Piercing Studio - 207 East 9th Street
- Sanctuary, Inc. - 210 East 9th Street
- Bella Marie Boutique - 601 South Virginia
- The Miller's Son - 110 East 6th Street



*This facade on East 6th Street was renovated for The Place: A Local Downtown Eatery through a 50/50 matching grant.*

# A) BACKGROUND

## A-3) PROJECT APPROACH

The approach taken for this project to create a strategy for Downtown Hopkinsville included the following four key steps:

Task 1.0: Project Kick-Off & Research

Task 2.0: Charrette & Strategy Concepts

Task 3.0: Draft Strategy Preparation

Task 4.0: Strategy Presentation & Revisions

Details regarding each task is provided below:

### Task 1.0: Project Kick-Off & Research

This initial task served as the research and diagnostic phase on which the balance of the work relied. The Consultant Team performed the following sub-tasks prior to, during, and after the one (1) day Trip #1 to Hopkinsville:

Task 1.1: Kick-Off Meeting & Study Area Tour

Task 1.2: Physical Review

Task 1.3: Existing Economic and Market Conditions Review

Task 1.4: Public Policy & Programs Review

Task 1.5: Stakeholder Focus Group Meetings

### Task 2.0: Charrette & Strategy Concepts

A “charrette” is an intensive process in which people work together over a limited period of time to develop creative ideas for solving problems. Task 2.0 offered the single greatest opportunity for meaningful “hands-on” involvement of public officials, key downtown stakeholders and citizens in general. The most tangible outcome of the char-

rette was the creation of Strategy Concepts for the downtown. This two (2) day task comprising the team’s Trip #2 to Hopkinsville included the following:

Task 2.1: Follow-Up Field Work

Task 2.2: Stakeholders Workshop

- Workshop Orientation
- Planning Session
- Plan Presentations & Wrap-Up

Task 2.3: Draft Strategy Concepts Preparation

Task 2.4: Draft Strategy Concepts Presentation

### Task 3.0: Draft Strategy Preparation

Based upon the background research and stakeholder input process conducted during the first two tasks of the project, as well as the

CDS’s (client) response to the draft Strategy Concepts, the draft Strategy was prepared for Downtown Hopkinsville. The three primary components of this document include:

Task 3.1: Physical Improvement Strategies

Task 3.2: Economic & Market-Based Strategies

Task 3.3: Public Policy Strategies

### Task 4.0: Strategy Presentation & Revisions

Following the CDS’s review of the Draft Strategy document, the Consultant Team presented it to stakeholders as part of the team’s Trip #3 to Hopkinsville. Based on the CDS’s detailed feedback and that of the stakeholders, the draft was revised as a final document.



The consultant team’s Task 1.0 trip to Hopkinsville included a walking tour of the study area (left) led by City representatives and a series of stakeholder meetings with various groups having a strong interest in Downtown Hopkinsville (right).

# A) BACKGROUND

## A-3) PROJECT APPROACH (CONTINUED)

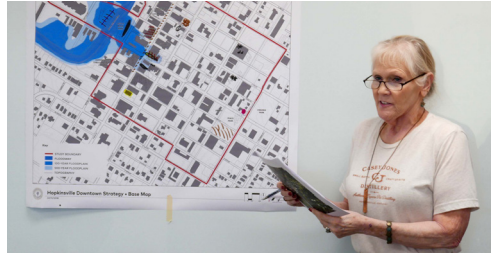
CHARRETTE: JULY 11-12, 2018

As noted previously, a “charrette” is an intensive process in which people work together over a limited period of time to develop ideas for solving problems. The charrette process has deep roots in the planning and design professions. A multi-day charrette was held to assist with the preparation of this downtown strategy for Hopkinsville and a key event was the charrette workshop. It was held on July 11th at the Carnegie Library building on Liberty Street. Following a presentation by the Consultant Team of their initial findings, the workshop participants were split up into multiple Stakeholder Teams. Each team located at a large table and provided with an aerial photo map of the study area for informational purposes, a large base map for drawing, and colored markers. The Consultant Team then guided the Stakeholder Teams through a step-by-step process to create their own conceptual strategies. The end product for each team was a colored-up base map that illustrates their planning and design concepts, as well as side notes that list the key ideas of their strategies. Following the completion of the Planning Session, the Stakeholder Teams reassembled into a single group and team members briefly presented their ideas and answered questions. The Consultant Team then concluded the workshop by identifying common elements between the various ideas and suggesting how they might be combined to form the basis for the ultimate downtown strategy.

Workshop Planning Session



Workshop Presentations



Sample Stakeholder Team Plan



*Team #5's plan included a greenway along 9th Street, a greenway trailhead at the Sudden Service Station and closing a block of 8th Street.*

# A) BACKGROUND

## A-4) EXISTING CONDITIONS & POLICIES MAPS

### Aerial Photograph Map

This map at right illustrates the actual real world conditions of Downtown Hopkinsville as viewed from the air. The overall study area is delineated in yellow and individual lots are shown with an off-white boundary. As with such maps for most downtowns, the core of Downtown Hopkinsville is dominated by buildings and parking lots. The more peripheral areas feature more green space, especially along the river.





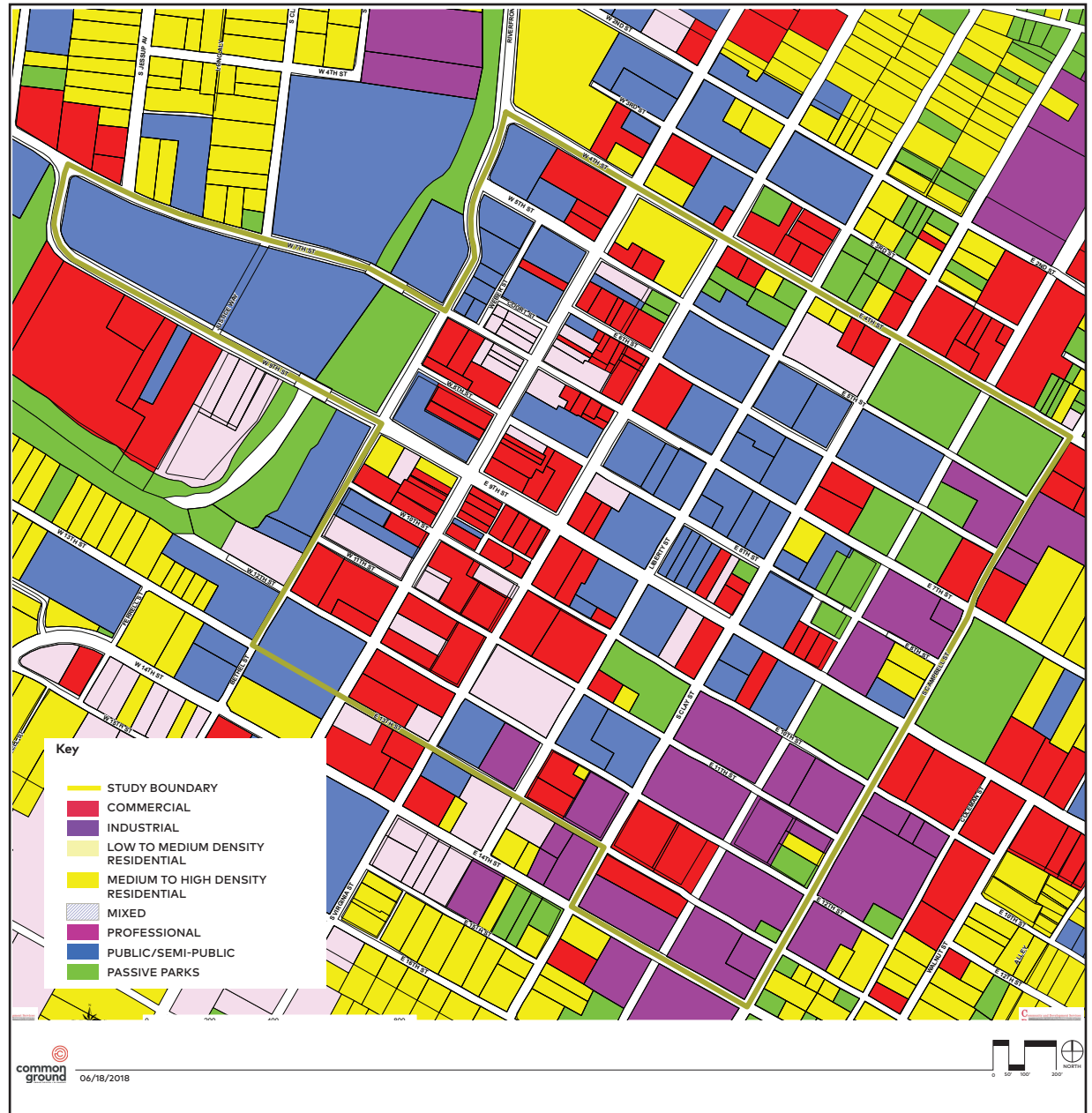
# A) BACKGROUND

## A-4) EXISTING CONDITIONS & POLICIES MAPS (CONTINUED)

### Existing Land Uses Map

The map at right illustrates existing land uses. It is assumed that this map is focused primarily on ground floor uses since “mixed use” is not a category. Also, because all building footprints are shown in light gray, the use is not conveyed for buildings that occupy their entire lot. With those caveats, the existing land use patterns are as follow:

- *Commercial* uses, including shops and dining, are concentrated along the Main and Virginia Street corridors.
- *Public/Semi-Public* uses tend to be peripheral around the commercial uses. They are particularly concentrated in the areas between Fifth and Tenth Streets and Virginia and Clay Streets.
- *Industrial* uses are clustered in the south-east corner of the Downtown study area.

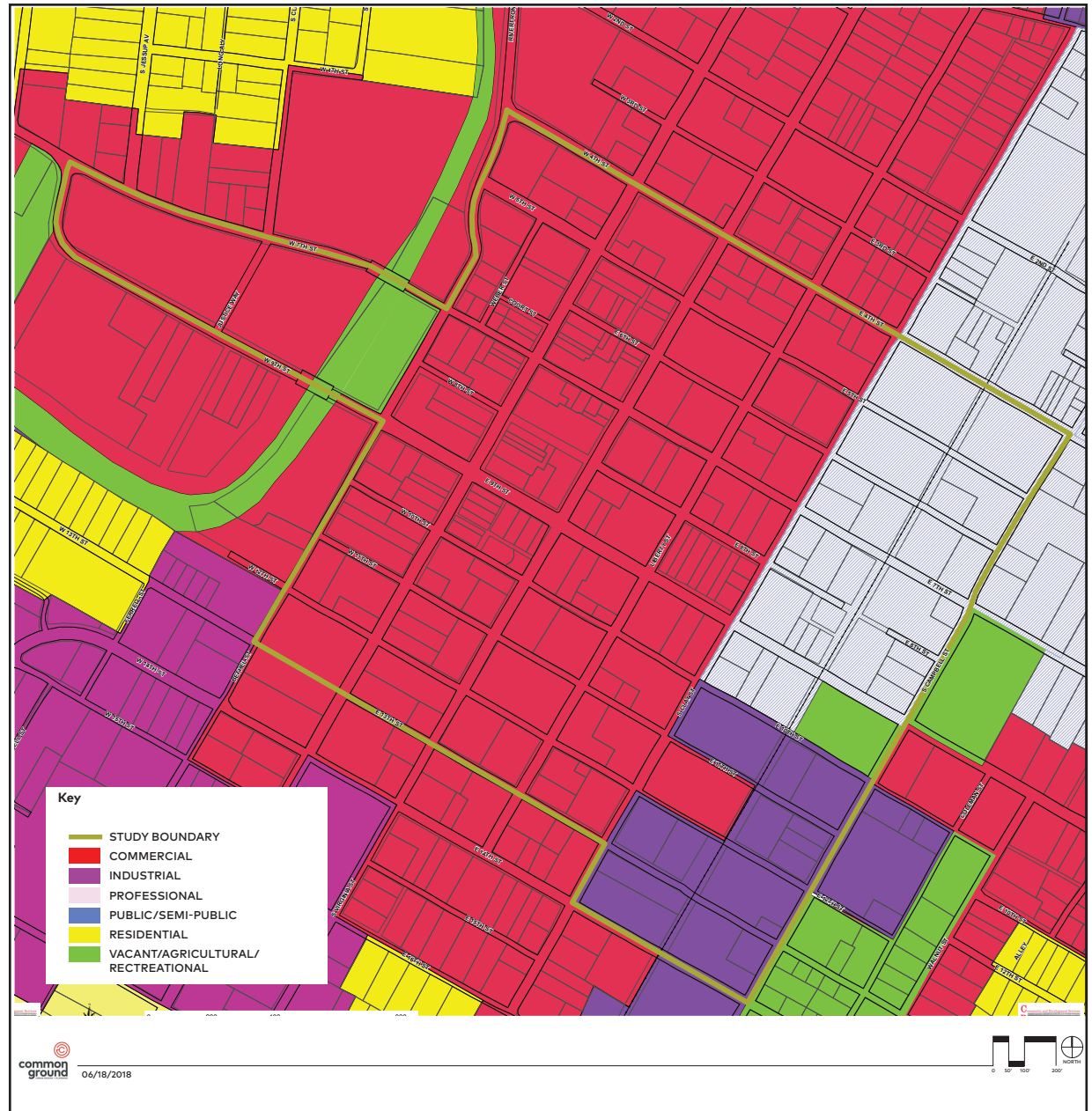


# A) BACKGROUND

## A-4) EXISTING CONDITIONS & POLICIES MAPS (CONTINUED)

### Proposed Land Uses Map

The map at right illustrates proposed future land uses and is based upon the City's 2015 Land Use Plan Element of the Comprehensive Plan. When compared to the existing land uses map (which appears to be limited to ground floor uses), it reflects a very different land use pattern. The predominant land use for the core of most successful downtowns is mixed use, but that category is limited to the north-east corner of the study area. Another key difference is that no public or semi-public uses are proposed here for Downtown, yet it is a dominant land use as reflected by the existing land use map. This strategy document's proposed land uses per the "place types" map will be very different from this map.



# A) BACKGROUND

## A-4) EXISTING CONDITIONS & POLICIES MAPS (CONTINUED)

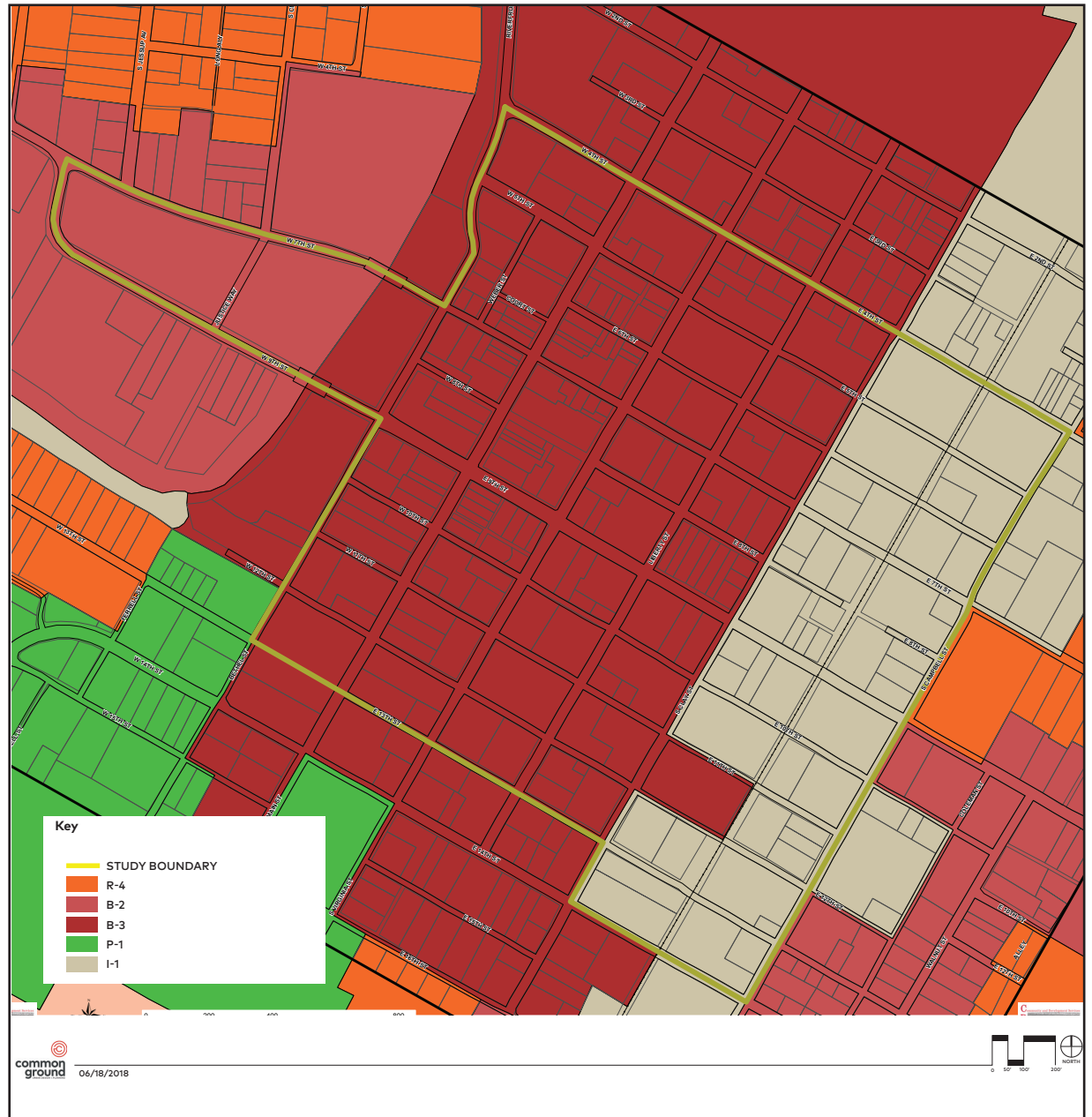
### Existing Zoning Map

Downtown is currently zoned as follows:

*Central Business District (B-3):* The most expansive district in Downtown, it is bound roughly by Clay Street on the east, the river on the north and west, and Sixteenth Street on the south. It permits typical downtown uses.

*General Business District (B-2):* The only portion of the study area zoned B-2 is the linear area immediately west of the river and bound by Seventh Street on the north and Ninth Street on the south. It permits a wide range of suburban-style commercial uses.

*Light Industrial District (I-1):* Extending roughly one block on either side of the rail line, parts of this area are actually more commercial than industrial in nature.



# A) BACKGROUND

## A-5) EXISTING ECONOMIC & MARKET CONDITIONS

### Economic Trends & Downtown Observations

See Appendix 1 for a full report on Downtown Hopkinsville's existing economic and market conditions.

#### Economic Overview

Below is a concise economic overview for Downtown Hopkinsville:

- The population and households have been relatively stagnant economically.
- Incomes have been increasing in Christian County (CC).
- The CC local economy has bounced back since the Recession:
  1. Added 5,000 jobs since 2010 (including 1,750 in manufacturing)
  2. Long-term growth in professional and administrative services
  3. Growth in accommodation and foodservice (tourism-related)
- Data suggests some growth in consumer expenditures.

#### Downtown Observations

Below are concise observations of Downtown Hopkinsville:

- Downtown has strong historic character and particularly beautiful buildings.
- There are unique businesses, including Ferrell's, Milkweed, and Alhambra Theater.

- There is a good street grid, including Main and the 9th and 6th Street Corridors.

### Existing Mix of Uses

- Government and Planters Bank are major Downtown employment drivers.
- Retail accounts for only roughly one-fifth of Downtown's building space.
- Several museums and civic spaces exist Downtown.
- There is still a significant industrial presence in the Downtown area.

Category	Number	Sq. Feet	Share
Retail	63	175,800	21%
Office	74	366,973	43%
Industrial	33	176,695	21%
Auto Service	2	6,000	1%
Civic/Religious/Lodge	7	83,000	10%
Accommodation	-	-	0%
Event Venue	1	2,498	0%
Educ/Museum/Library	5	27,700	3%
Residential (Bldgs)	32	-	NA
<b>TOTAL</b>	<b>221</b>	<b>857,390</b>	<b>100%</b>
Storage/Unfinished	4	18,740	2%
Source:	Randall Gross / Dev. Economics.		

### Retail Business Mix

- Downtown has roughly 176,000 square feet of retail/commercial space, which is equivalent to a community shopping center.
- Downtown has a 24% vacancy rate, but that figure includes spaces not actively marketed.
- The Downtown retail mix features 44% in shopper's goods, including furniture, apparel, hardware, and specialty foods.
- Key components include the historic theater and several restaurants.
- Commercial use gaps for Downtown exist in grocery, health, toys, and sporting goods.

Category	Number	Sq. Feet	Percent
Convenience	5	8,779	5.0%
Shoppers Goods	21	76,242	43.4%
Eating & Drinking	8	16,436	9.3%
Entertainment	2	11,800	6.7%
Personal Services	10	20,119	11.4%
Vacant	17	42,409	24.1%
<b>TOTAL</b>	<b>63</b>	<b>175,785</b>	<b>100.0%</b>
Sources:	Businesses, real estate brokers & Randall Gross / Dev. Economics.		

## A) BACKGROUND

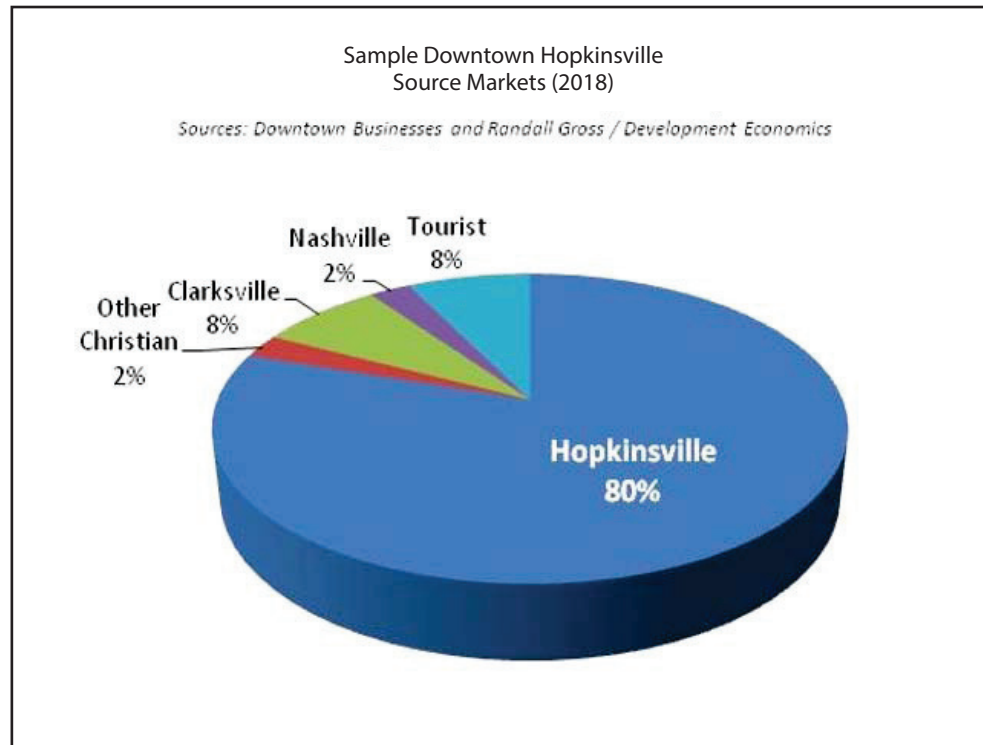
### A-5) EXISTING ECONOMIC & MARKET CONDITIONS (CONTINUED)

#### Existing Downtown Business Base

In general, Downtown Hopkinsville is heavily dependent on local trade. Below are key observations regarding the Downtown business base:

- There is a need to diversify the market base to include more destination visits.
- Access to the growing Nashville/Clarksville markets should be leveraged.
- The military is an untapped market (currently 12% of the market base).
- Sales currently are generally flat (average among sample retailers), but should be growing.
- Very little joint marketing occurs among retailers.
- There is a need for destination marketing.

As noted on the previous page, Appendix 1 features the full existing economic and market conditions report.



# A) BACKGROUND

## A-6) OPINION SURVEY RESULTS

As a supplement to this planning project, Community and Development Services (CDS) administered a survey of local residents to better understand their habits, perceptions and preferences as they relate to Downtown Hopkinsville. Presented by the CDS during the charrette, samples of some of the key findings are shown here.

What is the one image you would like downtown to portray?

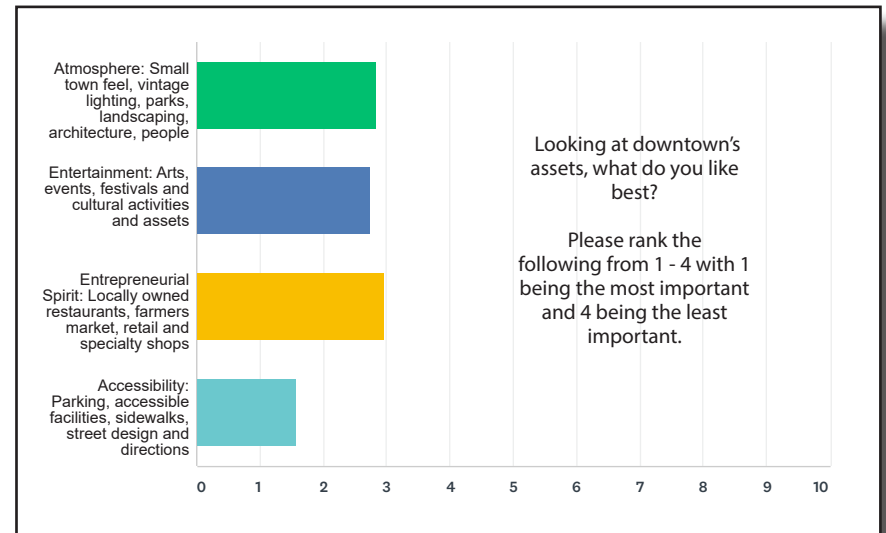
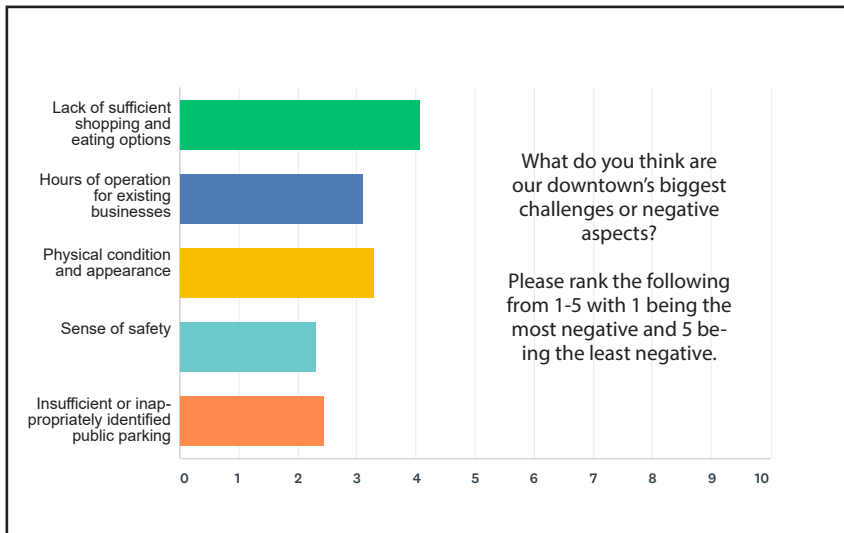
Inviting Variety Food Growing Culture Heritage Historic  
 Lights Place Pride Welcoming Street  
 Shopping Thriving Friendly Look  
 Small Town Music Clean Image Activities  
 Vitality Community Safety History Night Life Hometown

What could be done in downtown to get you to spend more time and money there?

Entertainment Community Family Alhambra Retail  
 Farmers Market Downtown Longer Hours Places Public  
 Events Clean Shopping Music  
 Restaurants Outdoor Parking Festivals  
 Food Dining Stores Old Buildings Bars Drinking  
 Activities Nice Businesses  
 Bar Police Activities Outdoor Dining Places Later Hours  
 Friendly Concerts Businesses Community  
 Downtown Walking Shops Festivals  
 Parking Music Entertainment Center  
 Events Safety Stores Longer Hours Restaurants  
 Staying Open Vacant Buildings Security Food  
 Later  
 Vacant Buildings Streets Concerts Family Food Traffic  
 Variety Outdoor Seating Parking Music  
 Businesses Safety Shops Places to Eat  
 Restaurants Boutiques Stores Kids  
 Events Building Owners Retail Bars Options Restaurants  
 Activities Better Restaurants Dining Open Later

Survey Respondents

Respondents	.	.	297
<b>Gender</b>			
Male	.	.	25%
Female	.	.	75%
<b>Age Ranges</b>			
Under 18	.	.	0%
18-24	.	.	6%
25-34	.	.	19%
35-44	.	.	19%
45-54	.	.	16%
55-64	.	.	25%
65+	.	.	15%



# A) BACKGROUND

## A-7) PLANNING PRINCIPLES

To conduct a valid and logical planning process, it is important to bridge the research and public input phase with the plan development phase through the creation of a set of planning principles. The principles should be broad objectives that a consensus can be generated behind to help guide the planning process. When complex issues need to be resolved during detailed planning, it is helpful to step back and revisit the agreed-upon planning principles. Below are the principles for this downtown strategy. They were created prior to the charrette, confirmed/refined by the workshop participants, and then used by those participants in crafting their team plans.

- 1) Preserve and enhance natural and historic resources.
- 2) Land uses should be diverse and physically integrated.
- 3) New buildings should be compatible with downtown's character.
- 4) Downtown's architectural past should be preserved and reinforced.
- 5) Maintain inter-connected streets that are pedestrian-friendly.
- 6) Streetscapes should be attractive, safe and interesting.
- 7) Accommodate parking without degrading downtown's appearance.
- 8) Provide a wide range of transportation options in downtown.
- 9) Provide a generous amount of public space in a variety of forms.
- 10) Offer a range of downtown housing alternatives.
- 11) Provide a rich mixture of shopping, dining, entertainment, etc.
- 12) Offer a variety of civic, cultural, educational and recreational opportunities.
- 13) Create an environment allowing businesses to succeed.

*"Ninth Street is a pass-through for many people, so it's critical to the image of Downtown. It needs attention."*

Stakeholder Meeting Participant  
May 2, 2018

*"We have to get people to think differently about parking Downtown. They're willing to walk the length of a football field from their car to Walmart, but they won't walk the same distance Downtown if they can't see their destination right in front of them."*

Stakeholder Meeting Participant  
May 2, 2018

*"Some people won't walk far Downtown because of the homeless people."*

Stakeholder Meeting Participant  
May 2, 2018

## B. PHYSICAL IMPROVEMENTS STRATEGIES



# B) PHYSICAL IMPROVEMENTS STRATEGIES

## B-1) CONCEPT OVERVIEW

The Concept Plan map at right illustrates many of the key ideas detailed in the balance of this strategy document. In particular, sub-areas and anchor nodes are highlighted. Below is a summary of these topics:

### SUB-AREAS

The following sub-areas, which are depicted via color coding on the map at right, are created for planning purposes and do not necessarily translate into zoning recommendations. Zoning recommendations are provided elsewhere later in this strategy document.

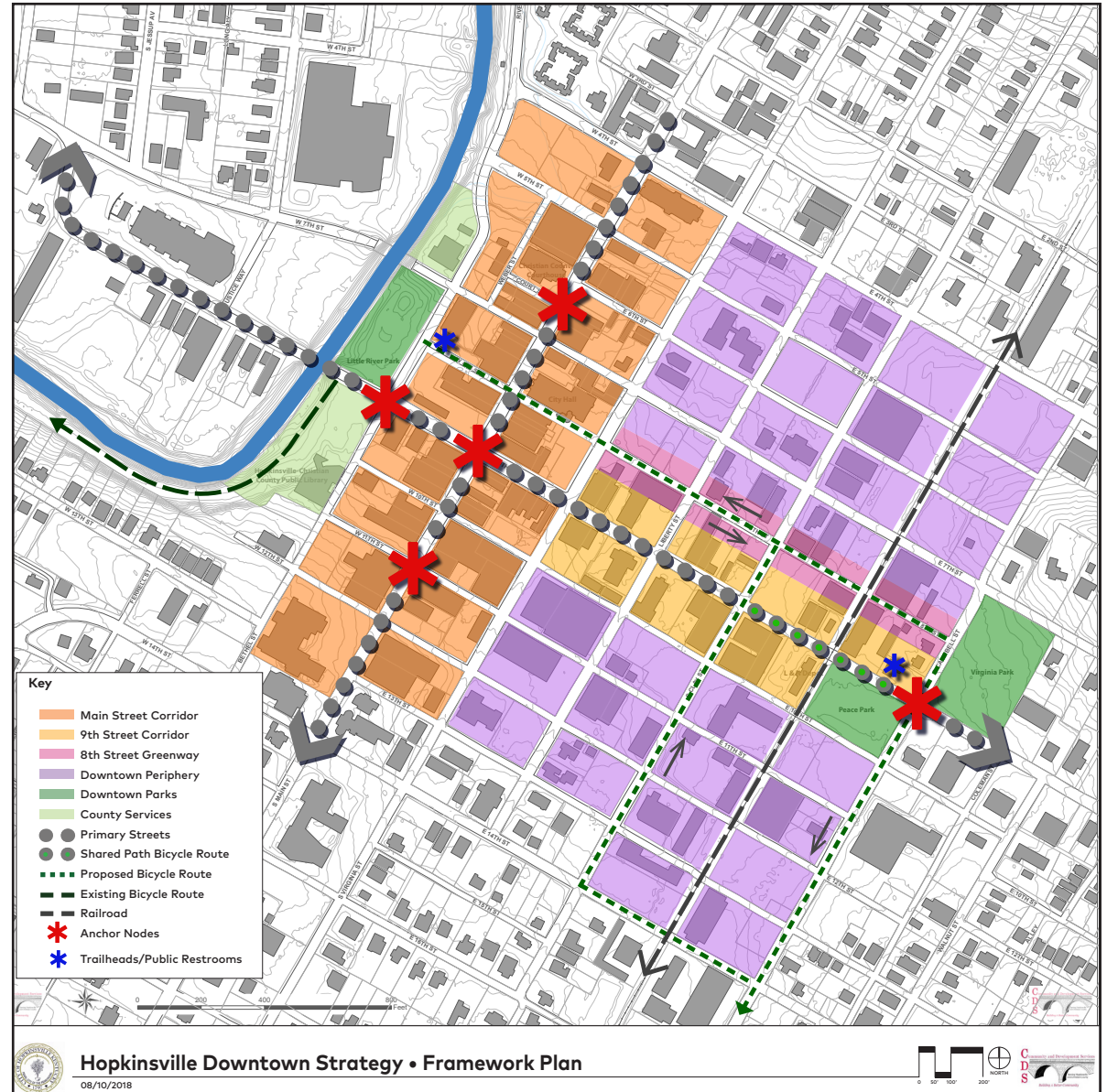
#### Main Street Corridor

This corridor features Downtown's primary commercial street for shopping, dining and services that is rivaled in that regard only by 9th Street. It also has the strongest concentration of historic commercial buildings, and it features important civic buildings such as City Hall and the historic County Courthouse.

#### 9th Street Corridor

This corridor is similar to Main Street given the relative concentration of commercial uses, but it is fronted by less building mass. It also serves as a major transportation corridor. It is a gateway to Downtown for those traveling from the south and east, and it is anchored on that end by a pair of parks. Much of the motorized traffic is "through traffic" destined for locations beyond the Downtown.

DOWNTOWN CONCEPTS MAP



## B) PHYSICAL IMPROVEMENTS STRATEGIES

### B-1) CONCEPT OVERVIEW

(CONTINUED)

#### 8th Street Greenway

Although this is a relatively minor Downtown street and much of it is fronted by parking lots, it has been identified as having strong potential for adaptation into a multi-modal transportation corridor. In addition to motorized vehicles, it can serve as a main corridor for pedestrians and cyclists. Destinations anchoring either end include Virginia Park (east end) and Little River Park (west end).

#### Downtown Periphery

This expansive area consists of the balance of Downtown not included within one of the three corridors described thus far. It includes a wide range of tenant and building types, although most of it is historic. There are also many parking lots here, and the easterly edge is light industrial in nature because of its adjacency to the railroad line.

#### Downtown Parks

Although Downtown Hopkinsville features smaller hardscaped plazas such as Fred Atkins Park and the small Courthouse plaza (both on Main Street), there are three relatively large parks. Virginia and Peace parks are diagonally located from each other and anchor the east side of Downtown, while Little River Park anchors the riverfront and west end of Downtown.

#### ANCHOR NODES

For the purposes of this strategy for Downtown, anchor nodes are areas that already have a concentration of features (buildings, uses, parks, etc.) that give them strong potential for near-term revitalization. They often anchor corridors, they are often located at or near street intersections, and they should receive high priority for implementation of this strategy. Located along Main and 9th Streets and indicated on the map on the previous page with red asterisks, the five anchor nodes include the following:

#### 5th/6th Street & Main

Anchoring the north end of the Main Street Corridor, key features include the newly-rehabilitated Alhambra Theatre, the streetscaped segment of 6th Street and its concentration of shopping and dining, the historic Courthouse and small plaza, and the micro-brewery.

#### 9th Street & Main

This area has been identified as an anchor node because of its location at the intersection of Downtown's two primary spines. It is also adjacent to the Phoenix Building, and its future rehabilitation would further increase the vitality of this area.

#### 10th/11th Street & Main

Serving as an anchor for the southern end of the Main Street Corridor, this area has an existing concentration of shops and restaurants. An example of an existing strength is Fred At-

kins Park. However, that public space experiences very limited use because of the major weakness of the area - the adjacent coffee house that serves as a hang-out for the homeless community.

#### 9th Street & Campbell

Serving as a gateway on the east end of Downtown, Peace and Virginia Parks are the primary landmarks here. This area is also complimented by the historic train station now used by the Arts Council, and it will soon benefit from the rehabilitated Sudden Service Station, which will be adapted for public restrooms. The L&N Freight Building also has great potential for rehabilitation and new uses.

#### 9th Street & Bethel

This anchor node is located at an important spot along 9th Street where it traverses Little River Park and the public library located to the immediate south. The farmers market is also part of this sub-area. It actually extends up to 7th Street to take in the full park frontage. The park has been physically enhanced over the years and can be a venue for many future special events.

## B) PHYSICAL IMPROVEMENTS STRATEGIES

### B-2) EXISTING & NEW BUILDINGS

One of the most important features of any downtown is its buildings. The following pages address both existing and potential new buildings.

#### EXISTING BUILDINGS

Downtown Hopkinsville has an impressive, yet dwindling, stock of historic architecture. The two most significant aspects of any downtown that allow it to compete with other commercial and mixed use areas are its historic character and its walkability. Historic buildings are responsible for the bulk of a downtown's historic character. They are even important to the pedestrian-friendliness of a downtown. Walkability is not just about the provision of sufficient sidewalks. It is also strongly driven by the adjacent context - the experience - of getting from Point A to Point B. People are willing to walk much further when they are passing interesting buildings and their storefronts relative to parking lots and similar "dead spaces." In short, historic buildings are critical to any downtown, including Downtown Hopkinsville.

Nevertheless, Downtown Hopkinsville currently has no protections for its historic buildings. While there is a historic preservation ordinance, designated historic districts, a Renaissance Design Review Board (RDRB), and a set of adopted Design Standards, the program

is not mandatory. The design review program only applies to historic property owners seeking financial incentives. Consequently, many buildings in Downtown Hopkinsville have either been demolished or negatively altered, thereby diluting both the historic character and the walkability of the downtown. This situation may preclude the historic downtown from ever achieving National Register Historic District designation, which would greatly facilitate the ability of individual property owners to benefit from the state and federal investment tax credits for historic rehabilitations. Likewise, although Hopkinsville is currently a Certified Local Government (CLG) that qualifies for grants and other incentives for

*"I cannot identify a single example of a sustained success story in downtown revitalization where historic preservation wasn't a key component of that strategy. Not a one. Conversely the examples of very expensive failures in downtown revitalization... have nearly all had the destruction of historic buildings as a major element. That doesn't mean, I suppose, that it's not theoretically possible to have downtown revitalization and no historic preservation, but I haven't seen it, I haven't read of it, I haven't heard of it."*

Donovan D. Rypkema - Place Economics  
Chattanooga, TN - April 8, 2005



*These two buildings are examples of why mandatory design standards are needed for Downtown Hopkinsville. The upper floors of both buildings have been well preserved, with the exception of the heavily-tinted windows on the building on the right. However, the original historic storefronts have been replaced by incompatible facades using materials and design features lacking historic precedents.*

## B) PHYSICAL IMPROVEMENTS STRATEGIES

### B-2) EXISTING & NEW BUILDINGS (CONTINUED)



*These adjoining Main Street buildings have had their historic storefronts replaced by incompatible groundfloor facades.*

having a comprehensive historic preservation program, the program's lack of mandatory historic preservation regulations falls a bit short of CLG program requirements.

#### Historic Building Recommendations

It is important that a preservation ethic be nurtured in Hopkinsville to achieve the following:

- *Pursue a National Register (NR) Historic District designation for Downtown.* While there are currently individual properties and nearby small districts with NR status, Downtown in general lacks NR designation. While

NR designation would not protect historic buildings from demolition or alterations, it would: 1) validate Downtown's architectural significance; and 2) make it easier and more cost-effective for property owners rehabilitating their buildings to benefit from state and federal investment tax credits.

- *Revise or rewrite the City's existing Renaissance Design Standards.* There are numerous opportunities to make the standards better, as detailed on pages 39-41 of this document's section on Public Policies.
- *Build support among property owners to make the existing Design Standards and design review process mandatory.* It is not re-

commended that the City make preservation standards mandatory if a substantial majority of property owners are unsupportive, but making them mandatory is the only way to protect Downtown's rich architecture.

- *Provide ongoing design review training to staff and Renaissance Design Review Board (RDRB) members* via resources of the Kentucky Heritage Council (KHC).
- *Make the Phoenix Building a top priority for rehabilitation.* Some stakeholders believe the building should be replaced with parking, but additional parking lots are not the best solution for Downtown's parking situation (see page 26 for more on that topic).



*The Phoenix Building, located on one of Downtown's most significant corners - the intersection of Ninth and Main - should be a top priority for preservation and rehabilitation.*

## B) PHYSICAL IMPROVEMENTS STRATEGIES

### B-2) EXISTING & NEW BUILDINGS (CONTINUED)

The first two steps for the building include:

1. Recruit one or more people with a positive relationship with the current owner to approach him and gain his cooperation.
2. Hire an architect or structural engineer with strong experience with historic buildings to confirm that preservation is feasible.

See Appendix 4 for a model approach to a historic building, and see page 22 for a map of key historic buildings deserving rehabilitation.

#### Building Rehabilitation Models

One approach that might be utilized to generate momentum to rehab the Phoenix Building and other historic buildings is to have one or more computer-generated visual simulations prepared to help stakeholders vividly envision the possibilities. The two samples at right were prepared by members of this same consultant team. The two examples are the Douglas Block in Rocky Mount, North Carolina (left column) and the Old Bank Building in Russellville, Arkansas (right column). For both buildings a visual simulation was created for the “after” scenario, and the bottom photos illustrate the actual end results. In both instances, the visual simulations stimulated enough interest that a developer rehabilitated them, both leveraging investment tax credits, and both are now key anchors dramatically revitalizing their areas.

DOUGLAS BLOCK - ROCKY MOUNT, NC



*Pre-rehab condition*



*Visual simulation from plan*



*Post-rehab condition*

OLD BANK BUILDING - RUSSELLVILLE, AR



*Pre-rehab condition*



*Visual simulation from plan*



*Post-rehab condition*

## B) PHYSICAL IMPROVEMENTS STRATEGIES

### B-2) EXISTING & NEW BUILDINGS (CONTINUED)

#### NINE PRACTICAL REASONS TO SAVE OLD BUILDINGS

This list is summarized from an article by Jack Neely on January 16, 2013, for Knoxville, Tennessee's, *Metropulse.com*. See Appendix 2 for the full version explaining each reason listed below.

1. Old buildings often have more intrinsic value.
2. When you tear down an old building, you never know what you're doing.
3. New Businesses need old buildings.
4. Old Buildings are more versatile than new buildings.
5. Old buildings attract. Maybe not you, but many others.
6. Old buildings are reminders of a city's substance and complexity.
7. You can't trust [some]\* developers.
8. We can never know what will be valued in the future.
9. Regrets go only one way.

\* Edited for the purposes of this document.

#### NEW BUILDINGS

For the foreseeable future, saving and rehabilitating historic buildings should be given a higher priority than new infill development on vacant lots. However, once the issue of threatened and deteriorated buildings becomes less significant, new development should be a goal.

#### New Building Recommendations

Recommendations for infill development include the following:

- *Revise the existing Renaissance Design Standards with respect to infill design standards.* As with the standards addressing existing buildings, those for infill can also be im-

proved. See page 39 in the Public Policies section for ideas to improve the standards.

- *Prioritize vacant lots on Main and Ninth Streets* because of their high visibility and their overall importance to the broader Downtown. See page 22 for a map of key infill opportunities. It is recognized that most vacant lots are developed for parking and some of these may need to continue such use. However, there may also be opportunities to provide shallow "liner buildings" that have enough depth to house tenants, yet that can also accommodate some rear parking. It is important to get buildings fronting onto streets to achieve cohesive streetscapes and promote more pedestrian activity.



*Although the business in the building on the left is understandably cherished in Hopkinsville, the building itself is incompatible with the historic Downtown. In particular, the front parking, pitched asphalt-shingled roof, and large sign are out of character with Downtown. A more compatible example is the new building at right from another community. It fronts onto the street and features a parapet facade screening a flat roof. It also has modest signage. Source of photo at right - Kronberg Wall.*

## B) PHYSICAL IMPROVEMENTS STRATEGIES

### B-2) EXISTING & NEW BUILDINGS (CONTINUED)

#### EXISTING BUILDING REHAB PRIORITIES

The buildings prioritized below are based on the following considerations:

- Located on Main or 9th Streets
- Appear to have physical deterioration
- Do not need rehabilitation simply because of past inappropriate alterations

They are generally ranked in order of priority, although the ordering is more subjective and debatable for numbers 3-6.

1. Phoenix Building
2. L&N Freight Station
3. Block face on west side of 9th from Virginia to Main (include Princess Theatre)
4. Ellis Building
5. 808 S. Main (next to Phoenix Bldg.)
6. SW corner of Main & 8th

#### NEW INFILL BUILDING PRIORITIES

The undeveloped sites prioritized below are based on the following considerations:

- Located on Main or 9th Streets
- Located where gaps in the streetscape have the greatest negative visual impact
- Would not result in the loss of critical parking

1. Parking lot on NW corner of Virginia & 9th
2. Parking lot on NE corner of Clay & 9th
3. Parking lot on NW corner of Clay & 9th
4. Whistle Stop Donuts site

KEY BUILDING REHAB & INFILL MAP



Note: Proposed buildings for sites #1 and 2 should be shallow to retain most of the existing parking.

## B) PHYSICAL IMPROVEMENTS STRATEGIES

### B-3) TRANSPORTATION NETWORK STRATEGY

#### KEY ISSUES

Transportation is often an issue that attracts a great deal of discussion and opinions relative to downtowns. It is an important aspect of this downtown strategy, which addresses the following transportation issues:

#### One-Way Streets

Two of Downtown's primary streets - Main and Virginia - are one-way, and there are many negative consequences of one-way streets. The pros and cons are compared on the following page.

#### Pedestrian Safety

Walkability is a key advantage for downtowns relative to competing commercial and mixed use districts, so it is an important issue here.

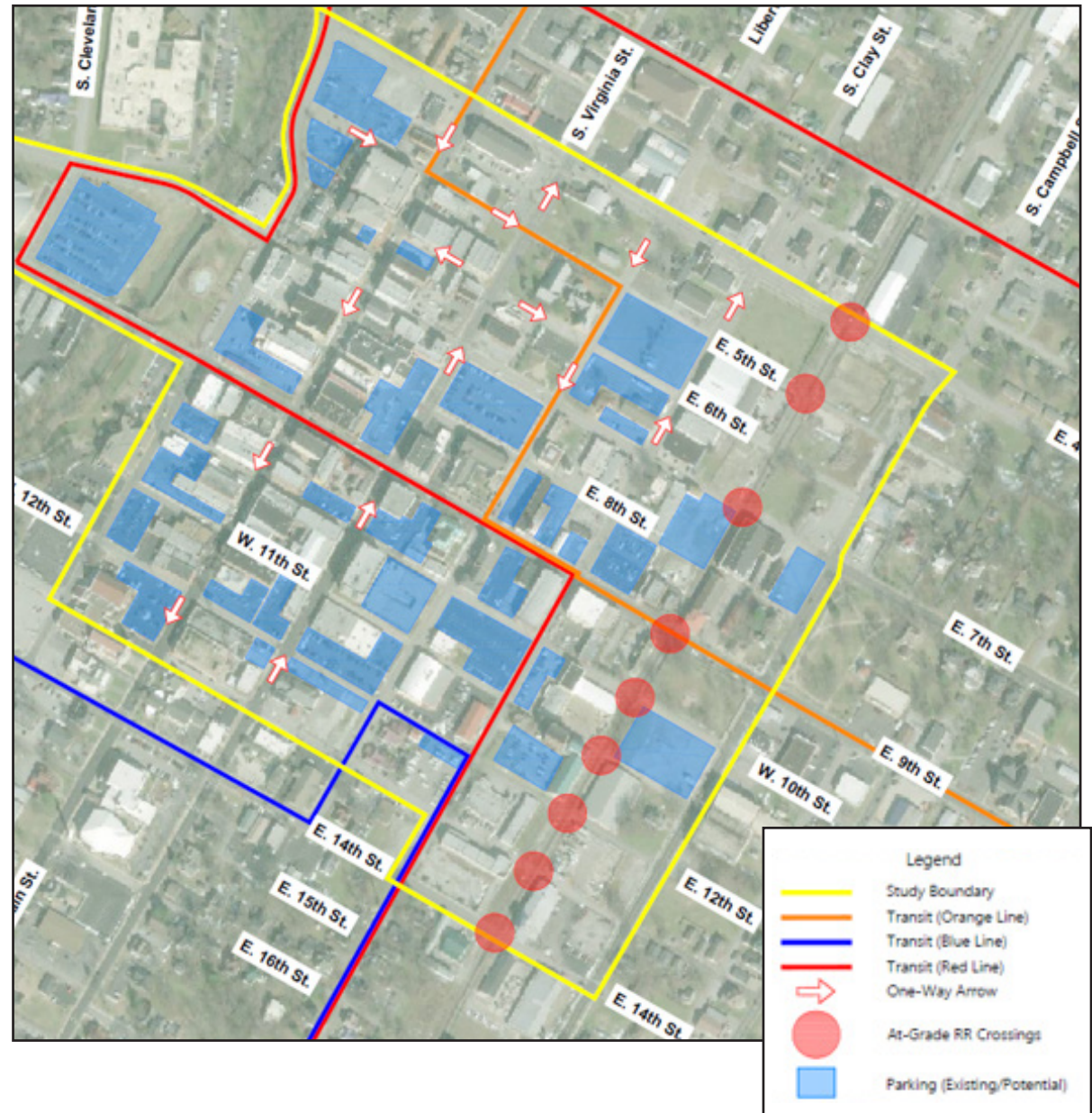
#### Mobility Options

Mobility options for Downtown Hopkinsville include walking, cycling and ride-sharing. These alternatives are addressed on the following page.

#### Railroad Impacts

Since a very active rail line runs through Downtown between Clay and Campbell Streets, this is a very significant issue. There are nine at-grade railroad crossings within the Downtown study area alone. Negative impacts include noise and automobile traffic disruptions.

MOBILITY STRATEGY MAP



## B) PHYSICAL IMPROVEMENTS STRATEGIES

### B-3) TRANSPORTATION NETWORK STRATEGY (CONTINUED)

#### ONE-WAY STREETS

One-way streets were created in countless downtowns across the country during the 1950s through the 1970s when traffic engineers and allied professionals sought to move motorized traffic through downtowns as quickly and efficiently as possible. However, as noted on the previous page, there are several negative aspects to one-way streets. At the same time, conversions back to the original two-way flow can come with its own set of drawbacks. At right is a list of pros and cons for either scenario.



*One-way streets, such as Hopkinsville's Main Street, have many negative aspects, including encouraging drivers to speed. However, once converted to one-way flow, conversions back to two-way can also have some drawbacks.*

#### PROS & CONS OF CONVERTING DOWNTOWN'S ONE-WAY STREETS TO TWO-WAY FLOW

##### Pros:

- *Two-way traffic flow typically slows driving speeds* regardless of the posted speed limits, as it is human nature to drive slightly slower with on-coming traffic. However, it must be acknowledged that other factors such as lane width, parking, pedestrians, transit and other factors also have an impact upon speed.
- *No "out-of-trip driving" occurs with two-way traffic*, as drivers can make either a left or right to take the most direct route to their destination - saving time, fuel and air pollution.
- *Two-way traffic provides greater visibility for retail.* Studies have shown increased retail sales following two-way conversions.
- *Two-way flow results in much less confusion for visitors.* Frustrated visitors may not return for repeat visits.

##### Cons:

- *A slight reduction of traffic capacity may occur for converted streets* because drivers making left hand turns can slow traffic.
- *There are costs associated with two-way conversions*, even though they are primarily limited to paint-stripping, signage and traffic signal changes.
- *Two-way streets introduce a greater number of potential conflicts* between vehicles and vehicles and vehicles and pedestrians.
- *KYTC approvals are required for two-way conversions* on State-designated streets such as Main, which can be time-consuming.
- *Push-back from the public can occur* with two-way conversions simply because many people resist change.
- *Blockages can occur in driving lanes from trucks* loading at adjacent businesses because of the lack of loading lanes and alleys.
- *One-way flow allows drivers to park on either side of the street*, while two-way flow may require out-of-trip driving to get to a space on the other side of the street.

#### Conclusions on Traffic Flow Changes

As the lists above demonstrate, there are both advantages and disadvantages with converting existing one-way streets such as Main and Virginia back to their original two-way flows. Given the benefits many downtowns have

found, a consideration of this idea was clearly warranted. However, since the advantages do not appear to significantly outweigh the disadvantages for Downtown Hopkinsville, *it is recommended that the current directional flow be maintained.*

## B) PHYSICAL IMPROVEMENTS STRATEGIES

### B-3) TRANSPORTATION NETWORK STRATEGY (CONTINUED)

#### PEDESTRIAN SAFETY

Although changing one-way streets to two-way flow may help some with reducing speeding, it was recommended that the current flows be maintained for the reasons explained on the previous page. However, streetscape improvements recommended on page 27 will also go a long way toward improving pedestrian safety. A summary of those recommendations includes:

- *Providing pedestrian bulbs at intersections* where on-street parking exists to lessen the distance for pedestrians to cross the street.
- *Installing crosswalks with specialty paving* at intersections to emphasize the pedestrian nature of the area and so that drivers feel the texture change under their tires.

#### MOBILITY OPTIONS

Key mobility options to consider for Downtown Hopkinsville include enhancing bicycling infrastructure and establishing ridesharing.

#### Accommodating Cyclists

The two primary ways to make Downtown Hopkinsville more bike-friendly are explained below:

- *Bike lanes* are not an option for most Downtown streets, but 8th Street has been iden-



*The only viable options for designated bike lanes for Downtown Hopkinsville appear to be peripheral roads leading into and out of Downtown, as well as 8th Street within the Downtown core.*



*To attract more cyclists Downtown, more bike racks should be available. They should be installed at all major public buildings, and they might even be required for large new private developments.*

tified as one key exception. It can be both a greenway and feature a bike lane. See pages 16-17 for more on this overall concept.

- *Bike racks* should be installed where now missing at all major public properties, and the City should require them for new development exceeding a certain minimum scale in square feet.

#### Establishing Ridesharing Services

Ridesharing can be an important mobility option for both visitors staying at interstate hotels and local residents.

- Research and contact Uber, Lyft, and other ridesharing services to explore them getting established in Hopkinsville.



*Ridesharing services can greatly increase the number of area visitors who will travel to Downtown for dining and entertainment.*

#### RAILROAD IMPACTS

The Federal Railroad Administration (FRA) has a "quiet zone" program whereby warning horns from trains can be avoided. However, with nine at-grade crossings in the Downtown, the FRA's required crossing improvements would be cost prohibitive for the City.

## B) PHYSICAL IMPROVEMENTS STRATEGIES

### B-4) PARKING STRATEGY

On-street and off-street parking are very different with respect to their locations, design, regulations and intended users. Both are addressed here.

#### ON-STREET PARKING

##### Design & Designation

In general, additional on-street parking should be added to any locations where it is now missing, but can be accommodated. Opportunities for replacing parallel parking with angled parking were sought to increase the number of spaces and to calm traffic by narrowing the driving lanes. However, sufficient width does not exist on key streets such as Main Street. In general, Main Street has very little signage to indicate parking availability and post time limits. Likewise, the segment of Main north of 9th lacks paint-striping of parking stalls.

- *Signage and paint striping* should be added everywhere it is missing for parking.
- *Time limits* should be increased from two to three hours to give shoppers and diners sufficient time to spend their money Downtown.

##### On-Street Parking Enforcement

It is not enough to post time limitations, but they must also be vigorously enforced to preclude employees from taking up the most convenient parking that should be left available

for shoppers, diners and other visitors.

- *Enforce* on-street parking regulations.
- *Initially issue warning tickets* for the first month or so to ease in the new enforcement.
- *Publicize the new parking enforcement* in a positive tone so that Downtown stakeholders understand the intent.

#### OFF-STREET PARKING

##### Location of Parking Lots

Parking lots should be located convenient to where demand is the greatest, however:

- *Parking lots should not front onto key commercial streets* such as Main and 9th Streets. Corners should particularly be avoided.
- *Parking lots should not replace historic buildings* unless their preservation is not viable (see pages 18-21 for more on that issue).

##### Parking Lot Access & Design

- *Minimize negative impacts of driveways* accessing parking lots. Lots should be accessed via alleys and secondary streets when possible, and driveway widths should be minimal.
- *Parking lots fronting streets should be visually screened* using landscaping, fences and/or low walls. However, for security, visibility should be retained above a 3.5 foot level.
- *Parking lots should be well designed*, including internal grass islands/projections, shade trees, paint striping on asphalt to delineate parking stalls, and adequate lighting.

##### Parking Lot Promotion

Parking lot locations should be promoted via:

- *Signs* located throughout Downtown at key locations on the primary streets.
- *Promotional materials* for Downtown, including websites and brochures.



*This parking lot should be screened at the street frontage with shrubs, fencing and/or a low wall, as well as street trees to provide screening, shade and aesthetics.*



*These signs should be installed along key streets.*

## B) PHYSICAL IMPROVEMENTS STRATEGIES

### B-5) STREETSCAPE STRATEGY

#### STREETSCAPES

In general, Downtown's existing streetscapes are functional. Sidewalks are structurally sound, but the pedestrian experience is less positive where adjacent buildings are vacant or missing altogether and replaced by parking lots. Recommendations include:

#### Streetscape Design

The actual design of sidewalks and related horizontal infrastructure for pedestrians comes with the following recommendations:

- *Use 6th Street's recent redevelopment as a model, including:*
  - wide sidewalks;
  - pedestrian bulbs to protect the end parked vehicles and decrease the street crossing width; and
  - crosswalks with specialty paving and a slightly increased elevation to slow drivers.
- *Future streetscape enhancements should focus on important intersections, such as those along Main and 9th Streets:*

#### Streetscape Furnishings

The following recommendations are for vertical elements intended to make streetscapes more user-friendly and attractive:

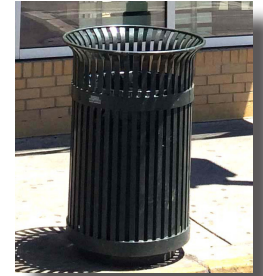
- *Avoid more planters and shrubs, and consider eliminating them where they already exist. They take up pedestrian space, require ongoing maintenance, and add little to the*

aesthetics of Downtown.

- *Add many more benches along key streets, and utilize a historically-based design such as Savannah benches (cast metal with wood slats).*
- *Add trash receptacles designed to be consistent with the recommended benches.*
- *Increase the number of historically-based human-scaled street lights.*

Regarding benches, some downtowns with a significant homeless population avoid benches because they do not want the homeless to occupy them all day and/or sleep on them. However, making a downtown less comfortable for everyone else is not the answer. For example, benches can include a central arm rest to prohibit people from laying on them.

*The "Savannah bench" below features a middle arm to avoid laying on it. Wood slats are preferred over metal slats because of extreme temperatures. The trash receptacle at right has a character compatible with the bench.*



*The segment of 6th Street between Main and Virginia Streets should be a model for any future streetscape designs. Streetscape reconstruction should not be a high priority for Downtown Hopkinsville, but when pursued, the focus should be on key street intersections.*

## B) PHYSICAL IMPROVEMENTS STRATEGIES

### B-5) STREETScape STRATEGY

(CONTINUED)

#### OUTDOOR DINING

The popularity of outdoor dining has grown nationwide over the past few decades, and it has become a key feature that gives a downtown a vibrant and festive feel.

#### Optimal Locations

For Downtown Hopkinsville, the streets having the greatest potential for outdoor dining as part of the adjacent streetscape are the following:

- East 5th Street
- West 8th Street
- East 10th Street
- East 11th Street

#### Design Principles

When setting up outdoor dining adjacent to Downtown's restaurants, the following design principles should be followed:

- Typically, dining should be located along the associated building's facade, but locating it along the outside of the sidewalk (along the curb) can work in some circumstances.

- The designated dining area must maintain, at a minimum, a 5 ft. wide clear area for comfortable pedestrian traffic flow.
- Ideally, the dining area will be delineated by some type of non-permanent barrier ranging between 36 and 42 inches in height.
- Peripheral non-permanent barriers can include a temporary wall, fence, planters, removable bollards with chains, and similar features.



*This photograph of outdoor dining in Downtown Austin, Texas, exhibits many of the features that make outdoor dining work as part of an urban streetscape. Characteristics include: retaining sufficient space for pedestrian traffic flow, delineation of the dining space with planters, and an awning to provide shade from the weather.*

## B) PHYSICAL IMPROVEMENTS STRATEGIES

### B-6) PUBLIC SPACE STRATEGY

#### GENERAL PRINCIPLES

The Downtown core's five primary existing public spaces are illustrated on the map below. General principles applying to all of them are:

- *Continue maintenance* at a high level.
- *Activate the edges* with outdoor dining and family-friendly interactive uses.
- *Program spaces more* with special events, and revise codes to allow alcohol at events.

#### PUBLIC ART

One idea that came out of the charrette trip for this project was the installation of public art honoring famous Hopkinsville citizens. Recommendations for this idea include the following:

#### Potential Locations

The initial concept discussed was to locate art at intersection corners throughout Downtown. Rather than disrupting pedestrian traffic, especially during events, it is recommended that they instead be concentrated at a single existing public space to create

more of a draw, such as either Fred Atkins Park or Little River Park.

#### Potential Design

Design competitions are frequently used for public art, particularly given the subjective nature of art. If Hopkinsville goes the competition route, there are many excellent model Request for Proposals (RFPs) to use as a template, particularly those from municipal arts commissions that oversee public art programs. If sufficient funding is available, consider using a consultant and offering cash prizes to the winners.



#### FRED ATKINS PARK

At present, this hardscaped plaza on Main Street is used very little, with the exception of the homeless population. From a design perspective, it is too barren looking and has only limited seating. Until the adjacent coffee house focused on the homeless can be relocated, design interventions will fail to result in broader use. However, eventual potential enhancements include:

- Create a green wall along one or more sides via a trellis with vegetation.
- Add murals to one or more walls.
- Provide landscaping along the rear (south) wall, perhaps including small trees.
- Provide more seating along the plaza's perimeter.



## B) PHYSICAL IMPROVEMENTS STRATEGIES

### B-6) PUBLIC SPACE STRATEGY (CONTINUED)

#### MURALS

In an effort to increase public art installations, create a pictorial history of the community, and to increase Downtown's role as a tourism destination, a Mural Program should be undertaken. This program would be best-served as a partnership between the Hopkinsville-Christian County Convention and Visitor's Bureau, the Hopkinsville Art Guild, and the Christian County/Hopkinsville Development Corporation (Local Development Corporation).

#### Design Competition

A competition should be undertaken in which artists, both local and nation-wide, are sought to create original works of art surrounding specific local subjects such as: Agriculture, Military, Famous Persons, Cultural Assets, Architecture, History and Unique Treasures. The winning artist's works would be purchased and subsequently printed on vinyl or another appropriate material (at a scale suitable for each specific building location) to create a large-scale visual enhancement. Signage regarding the artist, their approach to their work of art, and their inspiration behind their work of art would be mounted adjacent to the mural.

#### Mural Locations

It is recommended that mural locations be limited to the side or rear buildings, and the more

visibility, the better. Also, exterior walls that include several key architectural features, such as windows, should generally be avoided. See the map in this Strategy's companion "Strategy Implementation" document for some proposed mural locations.

#### Program Goals & Costs

A goal of ten (10) mural installations should be established over the next five (5) years, with two (2) installations occurring each year. The cost is estimated at \$6,000 per mural. Therefore, \$12,000

would be considered an appropriate amount to launch this program in its first year.



*This existing mural in Downtown Hopkinsville that faces the market is consistent with the design principles proposed here for murals. Most importantly, it is located on a blank side wall that is highly visible.*



## C. ECONOMIC & MARKET-BASED STRATEGIES

## C) ECONOMIC & MARKET-BASED STRATEGIES

### C-1) MARKETING & MERCHANDISING

There is a need to provide some technical assistance in merchandising and marketing for existing and potential new businesses. At present, some businesses lack exposure or a clear product merchandising strategy and marketing plan. Among the specific key issues identified as part of the field reconnaissance for this project are the following:

- *Exterior signage* - In many cases the design needs improvement and, in some cases, simply provided.
- *Building maintenance* - Maintenance needs to be improved for some buildings to provide a more positive and inviting image.
- *Storefront window displays* - Professional consultation would improve displays and they should be changed periodically.
- *Clear and welcoming exposure* - Exposure is needed for store and restaurant product lines and brands.
- *Store layout and product development* - Interior space flows need to draw people in.
- *Identification of the target market* - Such identification is needed for more focused store merchandising.
- *Contemporary products and merchandise* - They need to appeal to the targeted Downtown markets.

- *Co-branding and synergies* - Cross marketing can occur between Downtown stores through advertising and storefront displays. For displays, for example, a clothing store might incorporate furniture into the display that is sold at a Downtown business. A note can be added to the display advertising the source of the furniture. This is just one example of a wide range of products that can be displayed and cross-marketed between various Downtown businesses.

Technical assistance to address these issues could be provided on a contract basis, for example, at no cost to business owners and operators. The City could provide this technical assistance through a one-time (or once per five-year) intensive training outreach effort made available to Downtown's businesses.

#### MAKING BUSINESSES MORE INVITING

The Main Street Tavern features an attractive interior, a diverse menu, great food and excellent service. However, a visitor to Hopkinsville would never know any of that from the business's exterior. Not only is there much potential to enhance the upper floor appearance of the building, the storefront is particularly promising. It currently looks as if covert activities may occur inside. By simply eliminating the curtains and window tinting, the storefront would be much more inviting to customers.



## C) ECONOMIC & MARKET-BASED STRATEGIES

### C-2) GAPS IN THE EXISTING BUSINESS MIX

#### BACKGROUND

There are existing gaps in the business mix in Downtown Hopkinsville, based on the inventory of uses conducted for this project. Preferences and opportunities for new businesses have been identified by members of the community (see page 14 on the City's public opinion survey), and recruitment of some of these businesses could help fill the gaps. In the absence of a market analysis forecasting potential for these uses, it is not possible to state whether such opportunities are economically feasible or to identify other opportunities that have not been considered. Regardless, the gaps and opportunities are identified below as a basis for further discussion and analysis.

#### RECOMMENDATIONS

##### Restaurants & Drinking Establishments

A gap and a need for more restaurants and drinking venues has been identified through the surveys and based on the existing mix of businesses in the Downtown area. Restaurants, along with cultural and entertainment activities, are critical components of destination marketing for downtowns and provide a basis for further investment. As noted elsewhere in this strategy (page 29), restrictions on alcohol in parks and public spaces should be waived for special events and in certain exterior spaces associated with eating and drinking establish-

ments (e.g., outdoor cafes).

##### Food Stores

The Downtown core lacks groceries and other food stores that would be an essential element to serve residents and visitors in Downtown Hopkinsville.

##### Health & Personal Care Stores

Similarly, there is a lack of pharmacies and personal care stores that serve the immediate convenience needs of residents.

##### Specialty Stores

Through the City's public opinion survey and stakeholder meetings, residents have identified a desire for more "specialty" stores in the Downtown area. Such stores might include the following (or others):

- *Apparel and Accessory Stores*

Often, there is an interest in more "boutiques" and other specialty clothing and accessory stores. Downtown does have several of these stores already, but perhaps there

is interest in more of these.

- *Toys, Games and Hobby Stores*

Downtown Hopkinsville lacks specialty stores providing destination goods like toys or hobby supplies.

- *Sporting Goods Stores*

Sporting goods stores often retain a presence in downtowns even after other specialty businesses have long ago relocated.

##### Hardware

Downtown Hopkinsville had a local hardware store as recently as June of 2018. While there are large-scale competitors, a network of independent hardware stores survives nationwide, including in many downtown areas. Such stores provide the personalized service and convenience that cannot be offered by "big box" competitors.

See Appendix 5 of this document for ideas related to business recruitment strategies.



*Outdoor dining would add an important new dimension to Downtown Hopkinsville that would create a more lively atmosphere. That would, in turn, attract more people to the area. To achieve this idea, a City code would need revising to be able to serve alcohol outdoors within the City's right-of-way.*

## C) ECONOMIC & MARKET-BASED STRATEGIES

### C-3) DESTINATION MARKETING

#### BACKGROUND

It is likely that Downtown Hopkinsville will need to attract consumers from outside of Christian County in order to supplement the local market and enhance the economic viability and sustainability of new and existing businesses. To attract shoppers from Clarksville/Montgomery County and other parts of the region, there will need to be a destination marketing strategy. Such strategies build not only on traditional advertising campaigns, but also on building the brand and enhancing the local offering, in terms of businesses, programs, visitor attractions, and physical spaces. Several possible elements of this strategy are discussed below.

#### RECOMMENDATIONS

##### Small Town Main Street

Hopkinsville has, in many ways, the feel of the quintessential American Main Street. As discussed elsewhere in this strategy document, there is a need to prioritize and focus attention on physical improvements and leveraging of private investment at specific locations. Certainly a priority would be the Main Street corridor, which not only offers opportunities for further clustering of both civic and business activity, but also for marketing the Main Street brand.

The Main Street corridor (extending east to 6th Street) offers civic institutions such as the County Courthouse and City Hall (with the public library nearby), cultural institutions including the Alhambra Theatre, as well as several restaurants, wonderful historic architecture, and viable storefront businesses. The corridor backs up to the Little River Park, Farmer's Market, and other outdoor public space. The intersection of Main and 9th Streets hold potential as Downtown's "100% corner" in terms of pedestrian traffic and consumer activity. Main Street presents a prime opportunity for projecting the small-town ambiance and for creating synergies among uses, activities and events.

##### Parks & 8th Street Corridor

There are three downtown parks that can be linked together as described elsewhere in this strategy to form a pedestrian and cyclist corridor along 8th Street. The two parks at 9th

and South Campbell (Virginia Park and Peace Park) are well-situated as gateways into Downtown. While there have been a few game sets integrated into Peace Park, there is the opportunity for implementing much more robust programming for both of these parks to help establish them as more active destinations. Similarly, Little River Park could be more actively programmed and existing elements improved to establish it as year-round destination.

8th Street, as a proposed green connector between these parks, could be activated not only through streetscaping and other physical improvements, but also by allowing and encouraging businesses to open up sidewalk cafes or other activities onto the street. Bicycle racks, banners, murals and other elements can also help activate the space and provide amenities for pedestrians and bicyclists. Finally, events and festivals can utilize the corridor and the parks as inviting public spaces.



*Virginia Park is a two-acre historic park bequeathed to the City by John C. Latham in 1909 in honor of his mother - Virginia. The park was reportedly designed by the landscape architecture firm of Frederick Law Olmstead, who also designed New York City's Central Park. Virginia Park still includes the original band stand, pictured in the photo at left. See pages 29-30 for more recommendations on Downtown's public spaces.*

## C) ECONOMIC & MARKET-BASED STRATEGIES

### C-3) DESTINATION MARKETING

(CONTINUED)

#### Hoptown Arts District & Artist Housing

There has been some interest expressed in creating an arts district in Downtown Hopkinsville, partly to create some synergies with the arts community, and partly to establish a destination Downtown for visitors and residents alike. There is also the concept of rehabilitating upper floor building spaces for artist housing or studio space.

Establishing an arts district is not solely about the physical presence of arts activities and related signage. Typically, such districts include a comprehensive approach to strengthening the arts and incentivizing arts and cultural activities to locate within the district. Some of the components of an arts district and a few funding opportunities are identified below. Ideally, an arts district strategy would be developed to focus on determining local arts needs and opportunities, appropriate incentives, destination potential, and funding strategies.

- *Artist Housing*

Some cities in the region, such as Nashville, have funded development and subsidization of artist housing. In Nashville, such housing was funded through the City's housing authority, in combination with other public funding sources. Another well-known example of a publicly-subsidized artist housing program in the region is that of Paducah,

Kentucky. However, artist housing is more often developed by private, non-profit developers who have experience working directly with artists and have an understanding of their needs. Such companies include ArtSpace, which is a Minneapolis-based non-profit housing developer that has successfully built or rehabilitated artist housing, studio space and related facilities.

- *Programming*

Other components of an arts district may include arts and cultural festivals and events, arts-related businesses, arts and cultural venues and facilities, public art, cultural agencies

and institutions' offices, cultural exchanges, competitions, educational institutions and arts-related activities, and various others. In some states or cities, incentives are packaged to help recruit, assist, and grow artists and arts-related businesses, such as galleries, theaters and other venues, promoters, booking agents, talent agents, and others. Ideally, a strategic plan for an arts district will identify the potential for leveraging the development of arts facilities and activities, recruiting or growing artists, and attracting tourists and participants who will generate economic spin-off and fiscal benefits to the City.



*Paducah, Kentucky's Artist Relocation Program began in March of 2000 and has become a national model for using the arts for economic development. At a time when funding for the arts was being cut nation-wide, Paducah fostered an environment where artists and the arts could flourish. The goal of the program was to revitalize one of Paducah's most historic neighborhoods - Lower Town - through the arts. Properties were offered by the City at extremely low prices, often as low as \$1. To date, Lower Town's resident artists have invested over \$30 million in restoring this model community to its previous glory. Funding has been primarily through a generous and innovative financing arrangement offered by community partner Paducah Bank.*

# C) ECONOMIC & MARKET-BASED STRATEGIES

## C-3) DESTINATION MARKETING

(CONTINUED)

### • *Funding Sources*

As noted previously, some cities or states enact incentive packages to help strengthen or attract arts-related activities and entrepreneurs. It has been shown that there is often a correlation between arts and culture-related activity and the growth of entrepreneurship and emerging technology companies. As a result, many communities try to harness their "creative class" to spur economic development. Sample funding sources to assist in this effort are listed below.

- Arts Education: No Child Left Behind Program
- Facilities, Housing, and Physical Enhancements: Community Development Block Grants (CDBG, US Department of Housing and Urban Development)
- Physical Enhancements: Transportation Enhancement Program (TEP, US Department of Transportation)
- International Cultural Exchanges: Sister Cities Programs, U.S. State Department
- Cultural Agencies and Institutions: National Endowment for the Humanities
- Community Facilities Grants: U.S. Dept of Agriculture
- National and Community Service: AmeriCorps, Learn & Serve America, Senior Corps
- Business Financial and Technical Assis-

tance: U.S. Small Business Administration (SBA)

- Various Arts-Related Grants & Sponsorships: Private and Community Foundations, Local Companies and Major Corporations
- Sponsorship and Facilitation: Pennyroyal Arts Council, Hopkinsville Arts Guild

### Events & Programming

Hopkinsville has several successful annual Downtown events, but there are opportunities to expand the event calendar and increase the visitor base for Downtown. There are also opportunities to establish a space for meetings and conferences in the Downtown area, which would increase the visitor flow and expenditure spin-off, so long as there are lodging facilities located Downtown.



NATIONAL  
ENDOWMENT  
FOR THE ARTS

*Potential funding sources for arts and art-related events exist at the local, regional and national levels. Two relevant federal level entities include the NEA and NEH.*



NATIONAL  
ENDOWMENT  
FOR THE  
HUMANITIES

## C) ECONOMIC & MARKET-BASED STRATEGIES

### C-4) HOMELESSNESS

#### BACKGROUND

Like so many communities, Hopkinsville has a population of homeless people. Downtowns typically attract the homeless because of the various resources they often provide. Examples of such resources include homeless shelters and soup kitchens. Also, because some homeless people engage in panhandling, downtowns offer the greatest density of pedestrian traffic. This issue is always a sensitive one to address. On the one hand, homeless people can scare off potential downtown patrons and give the downtown a negative image. On the other hand, the homeless deserve support to turn their lives around rather than being viewed merely as an issue that is "bad for business."

#### Existing Resources

The following are key resources currently used by Downtown's homeless population:

- *Salvation Army*  
The Salvation Army provides two services that help the homeless. Their Emergency Shelter, located at 301 East 7th Street, provides thousands of nights of shelter each year to those in need. In 2017, they provided over 5,000 nights of shelter to 279 individuals. Their soup kitchen, located at located at 313 East 7th Street, provides hundreds of individuals with a hot meal and a place of refuge each day. In 2017, they served nearly 55,000

meals. They serve hot meals are every Monday through Saturday at 11:30 AM and sack lunches on Sundays at 12:15 PM.

- *Micah Mission Center*  
Located at 209 South Main Street, the Center is a ministry of the United Methodist Church. It serves as a gathering place for those who have no where else to go. Visitors are often given food and shelter, in addition to the opportunity to participate in any activities. Regular hours are 9 AM to 4 PM on Monday through Friday, although they are reportedly more sporadic than that. However, when the temperature drops below 32 degrees, they are open from 7 PM until roughly 8 AM the next day.
- *Coffee Connection*  
Located at 910 South Main Street, the Coffee Connection is a Christian-based business that opened in 2012 to give away free coffee and snacks to those in need. They receive donated loaves of bread and doughnuts, as well as monetary donations. Relative to the Salvation Army and the Micah Mission Center, the Coffee Connection is located in a much higher visibility place. While it is providing a very commendable service, its presence negatively impacts Downtown's businesses and overall image.

#### RECOMMENDATIONS

First, it must be emphasized that the homeless issue is very complex and this strategy for

Downtown Hopkinsville does not attempt to somehow solve homelessness. Instead, it focuses on ways to mitigate the negative impacts of homelessness on Downtown Hopkinsville. With that in mind, the following recommendations are offered:

*As noted in the Conclusions section, the high visibility of the homeless is negatively impacting Downtown's businesses and overall image.*

- *Work with the operator of the Coffee Connection to relocate to a less visible location in Downtown's periphery.* The location on Main Street near Downtown's "100 percent corner" at 9th Street is highly visible. Potential alternatives to explore include: 1) combining efforts with the Micah Mission Center, or 2) combining efforts with the Salvation Army. Yet another potential option might be to concentrate all of the services at the Salvation Army, with the other two operations lending their support.
- *Explore the potential to initiate job training beyond the level of what the Salvation Army might be currently be providing, if any.* Study model programs that include life skills and employment training. Training might include money-making ventures (wood working, etc.).
- *Coordinate with local addiction rehab and social service providers so that help can be provided to the homeless in a comprehensive manner.*



**D. PUBLIC POLICY STRATEGIES**



## D) PUBLIC POLICY STRATEGIES

### D-1) ZONING

As illustrated on the map excerpt at right, there are three zoning districts applied to various areas of Downtown's core. Each is summarized below, along with any key suggested revisions. For downtowns with mandatory historic zoning, the historic overlay district guidelines typically supersede the underlying base zoning's bulk requirements (building heights, setbacks, etc.). However, since Downtown Hopkinsville does not have such an overlay, the bulk standards are important.

#### CENTRAL BUSINESS DISTRICT (B-3)

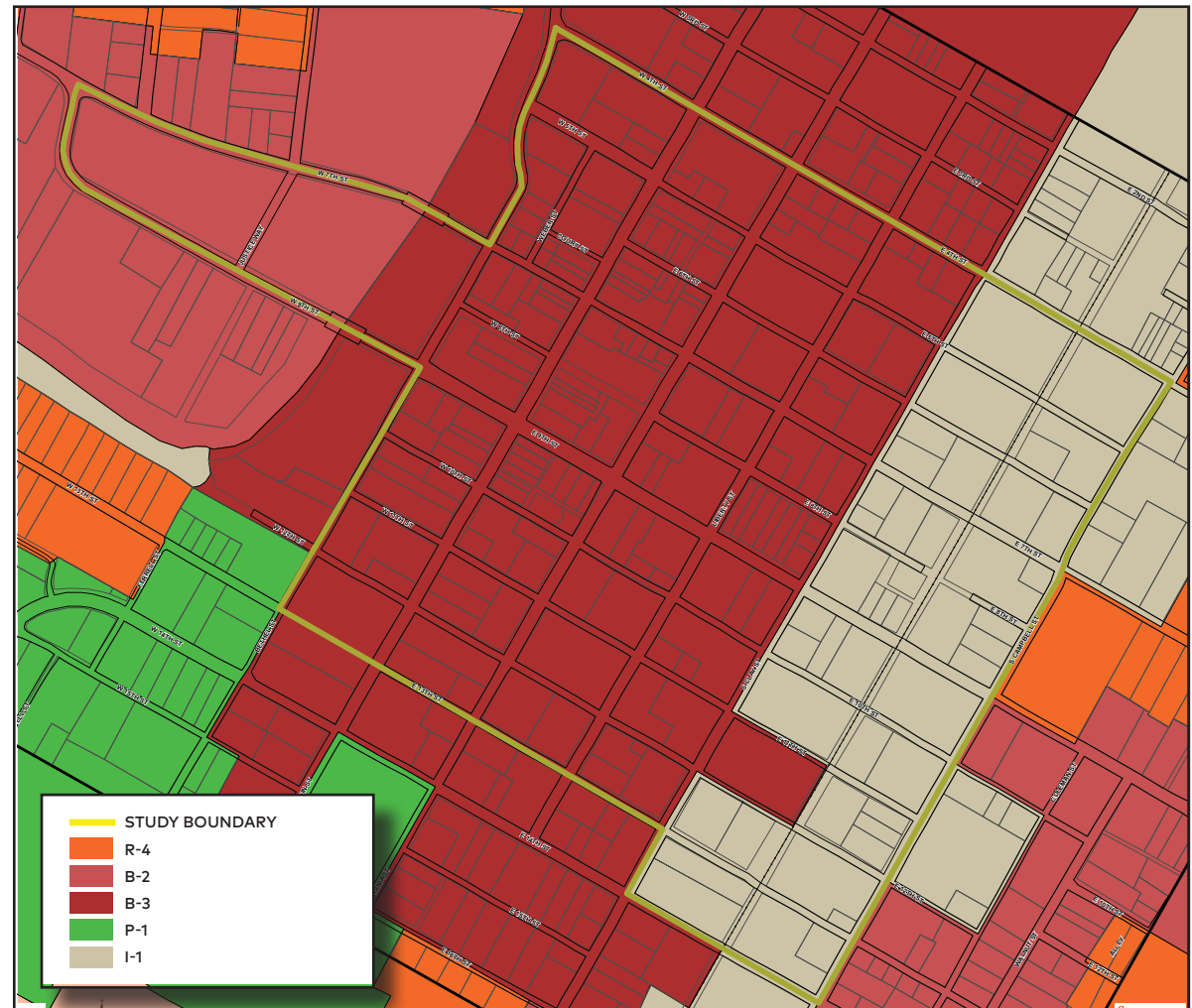
This is the most geographically expansive district in Downtown, and it is bound roughly by Clay Street on the east, the river on the north and west, and Sixteenth Street on the south. Permitted uses are typical for downtowns, and the intent statement notes that "Pedestrian oriented uses are encouraged." Provisions for B-3 zoning worth reconsideration include:

#### Permitted Uses:

*Permitted and conditional uses that should be prohibited:* agricultural (crops); amusement parks (outdoor); automobile and truck repair garages; automobile sales agencies; automobile service stations; automobile washing stations; aviaries and zoos; camping areas; cemeteries, mausoleums, and crematories; commercial lakes; country clubs; dwellings,

two family; extraction and development of all gas and other hydrocarbon substances; golf courses and driving ranges (not including miniature golf); sewage disposal plants; single-

family dwelling; used car sales areas; warehouse, mini or self-storage; warehouse, storage.



## D) PUBLIC POLICY STRATEGIES

### D-1) ZONING (CONTINUED)

With respect to some existing uses that seem to work well where they are currently located, yet they are recommended for prohibition within the B-3 zone, the area in question may be better served with a different zoning designation. An example would be a light industrial use that is now located in a B-3 zone, but should instead be zoned for Light Industrial.

*Uses that should be permitted as-of-right or conditionally (in addition to those already permitted):* apartment hotels and office buildings; automobile parts; boarding and lodging houses; carpenter, cabinet making and pattern shops; clay products of handicraft nature; distilleries, breweries, and non-industrial alcoholic spirits; exposition building or center; furniture (craft-based light production); row houses; statuary and art goods manufacturing, other than stone and concrete, including church art, figurines, mannequins, religious art; pet grooming and related services.

Some of these uses recommended to be permitted should only be conditionally permitted based upon criteria to limit their magnitude and to mitigate their impacts, such as furniture manufacturing and distilleries/breweries (“micro breweries” are already permitted conditionally). Also, condominiums are prohibited in the B-3 zone. Not only should they be allowed, but condominiums are a form of property ownership and not a land use. Thus, they should not even be addressed within the context of per-

mitted land uses in a zoning code.

Building Heights: A maximum height of 70 feet is allowed. Given that existing buildings range from one to three stories, a maximum height of 50 feet would be more consistent with existing development patterns.

Building Setbacks: Although this district allows buildings to be located on the front lot line, as it should, a “build to line” or maximum setback should be included to prohibit excessive front setbacks. They should typically not be set back more than approximately 10 feet unless to accommodate outdoor dining and a theoretical “wall edge” meeting the sidewalk is achieved through a low wall or fencing.

District Boundaries: In examining the B-3 district’s current land uses and development forms with respect to what constitutes a traditional downtown, the following should be considered:

- *North & West Boundaries:* Defined by the river, this boundary appears to be appropriate, as it delineates the Downtown.
- *South Boundary:* While the river is not a border here, the existing boundary is very fine-grained and separates the traditional Downtown from residential areas.
- *East Boundary:* Most of the east side of the B-3 district is separated from the railroad line by a one-block deep strip of Light Industrial (I-1) lands. This approach was originally taken

because uses adjacent to the rail line utilized rail transportation. It may have also provided a transitional area for the B-3 zone to be buffered from the impacts of train traffic. The same pattern of zoning is mirrored on the east side of the rail line. While the I-1 zoning makes sense to remain in place for most of this strip between Clay Street and the rail line, the blocks flanking either side of Ninth Street are predominantly downtown-type commercial uses, so that area’s zoning warrants revisiting.

#### GENERAL BUSINESS DISTRICT (B-2)

This district is intended for a wide range of commercial uses in a suburban form. The only portion of the Downtown study area that is zoned B-2 is the linear area immediately west of the river and bound by Seventh Street on the north and Ninth Street on the south. Given that this area consists of relatively new County facilities, parking and green space, this designation would appear to fit, so no recommendations are offered here.

#### LIGHT INDUSTRIAL DISTRICT (I-1)

This area along the rail line was already addressed regarding B-3 zoning. Given the relatively small portion of Downtown with this zoning, changing I-1 merely for Downtown is not viable in light of its citywide application.

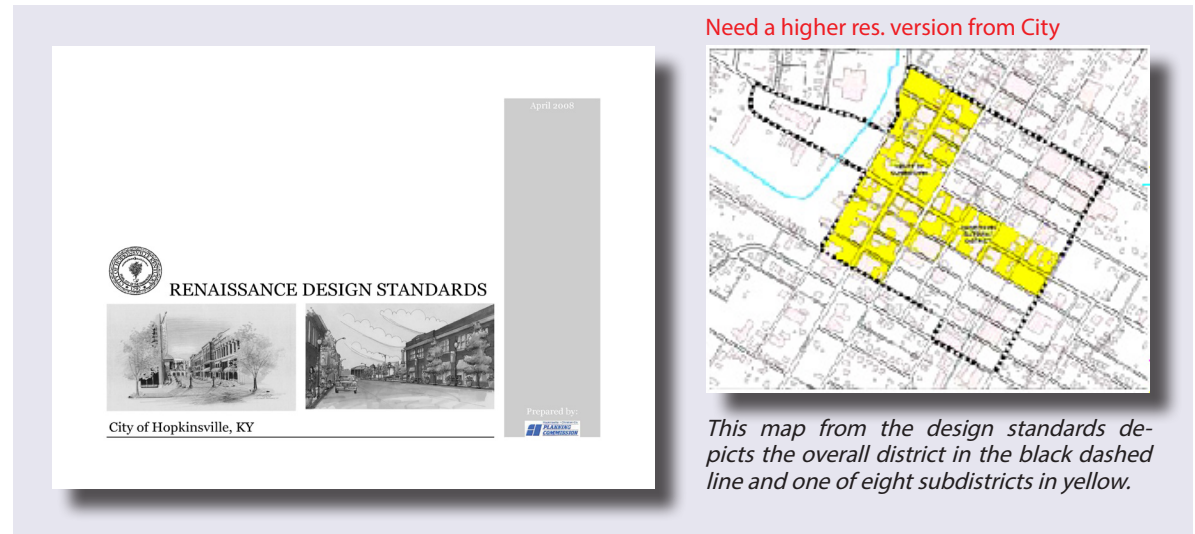
## D) PUBLIC POLICY STRATEGIES

### D-2) DESIGN STANDARDS

The City's Renaissance Design Standards were prepared in 2008. As explained on page 4 of the standards, they were initially intended to be voluntary and tied to financial incentives for the first two years. Although the City reserved the right to make them mandatory after the initial two year period, they never did because of a lack of stakeholder support. See pages 18-20 for details regarding recommendations to make the design standards mandatory. Whether they are made mandatory or not, it is recommended that the design standards either be edited or rewritten based on the following recommended revisions:

#### GENERAL COMMENTS

- *Table of Contents*: The page numbering for the Appendix section is off by one number for each appendix section.
- *Plan Review Process (pg. 4)*: It should be noted either here or in the beginning of the standards section that only changes to a property that are visible from a public street are reviewable. Whether that was the City's original intent or not, this important provision can go a long way towards making the design review program more palatable to affected property owners.
- *Penalty (pg. 6)*: Violations of the City's design review program are a maximum of \$1,000.



This map from the design standards depicts the overall district in the black dashed line and one of eight subdistricts in yellow.

Unlike many similar penalties in other communities, this appears to be a one-time fine, as opposed to the more common practice of the fining applying for each day that the violation goes uncorrected. Thus, as written, it is not much of a deterrent. The City's hand may be tied by State laws, but if not, more severe penalties should be pursued.

#### RENAISSANCE DESIGN STANDARDS (SEC. III)

- *South Residential District (pg. 8)*: The standards that apply to this district (beginning on pg. 19) are for residential building types, but the north portion of this district historically has a non-residential character. The boundaries need to be revised accordingly.

- *Organization of the Design Standards (pg. 9)*: These standards would be more user-friendly if separate sections existed for existing building and new infill development, since they come with very different issues.
- *Use of Key Words (pg. 9)*: This introductory section states: "The use of the words should and recommended shall be interpreted to mean strongly encouraged and will be required by the RDRB unless documentation of an undue hardship is provided." If a reader fails to see this one sentence, they will think the standards are looser than they are or should be. It is recommended that words such as "shall" be used so there is no confusion.

## D) PUBLIC POLICY STRATEGIES

### D-2) DESIGN STANDARDS

(CONTINUED)

- *Building Massing and Scale (pg. 11)*: This section currently states: "Break up long expanses of blank wall with pilasters to suggest structural bays, or vary massing and/or roofline to provide visual interest." It is recommended that a maximum width of an uninterrupted facade plane be quantified, such as 25 or 30 feet.
- *Building Materials Section (pg. 11)*: This section features nine standards, but only two of them are related to the topic of building materials. The other seven should be relocated to appropriate sections.
- *Paint Colors (pg. 11)*: The Building Materials section includes standards for paint colors, and Appendix D confirms that both a Certificate of Appropriateness (COA) and a Building Permit are required for painting. It is recommended that paint colors not be regulated, as it is often a subjective issue, paint colors are reversible, and it sometimes creates stakeholder opposition. Those three drawbacks usually outweigh any potential benefits to be gained.
- *Windows and Doors (pg. 12)*: While this section wisely discourages "Mirrored or reflective glazing," it should also prohibit heavily-tinted glass.
- *Signage (pg. 13)*: "Exposed neon signs" are

only permitted on the interior of storefront windows. While it is understandable that stakeholders may not want too many neon signs throughout Downtown Hopkinsville, some existing ones have achieved an iconic status. This standard should be revisited to accommodate such existing signs and to allow new ones when done with artistry.

- *Site Improvement and Landscaping (pg. 14)*: This section requires that "A landscape buffer should be provided between parking areas and building walls." This standard fails to achieve anything useful and, as described, is more of a decorative treatment than a functioning buffer. It should be eliminated.
- *Parking (pg. 15)*: The structured parking standards require that any structured parking should "be screened from view from the street, architecturally and/or with landscaping." Rather than screening it, any portion of a parking garage adjacent to a street should be required to be designed in a manner that makes it compatible with a historic downtown. There are plenty of model standards for parking structures within downtowns that can be adapted from other guidelines.

#### ADDITIONAL DESIGN STANDARDS FOR THE HEART OF DOWNTOWN AND DOWNTOWN GATEWAY DISTRICT

- *Building Massing and Scale (pg. 16)*: The standards for first floor design should include a minimum floor



*These types of neon signs are currently prohibited in the existing design standards. Revisions should be made to accommodate them, as well as some new neon signs.*



height (likely in the 12 - 14 foot range). Infill buildings are sometimes built in downtowns that feature a ground floor that is too short to be compatible with the balance of the downtown.

- *Roofs for New Buildings (pg. 16)*: This section requires new buildings to have flat roofs

## D) PUBLIC POLICY STRATEGIES

### D-2) DESIGN STANDARDS

(CONTINUED)

and disallows “Pitched roofs, mansard roofs, dormer windows and gable profiles.” While flat roofs and parapet walls should indeed be the dominant design for future infill buildings, exceptions should be noted for significant sites (high profile corners or street terminations) and important uses (institutional) to create new landmarks. Such designs should be based upon historic precedents.

- *Windows and Doors (pg. 16):* Standards for upper floor windows should require that they be vertically oriented, even though multiple vertically-oriented “ganged” windows creating an overall horizontal shape might be permitted if appropriate to the building’s overall design.

#### ADDITIONAL DESIGN STANDARDS FOR THE COMMUNITY SERVICES DISTRICT AND REPAIR, SERVICE AND DISTRIBUTION DISTRICT (SEC. V)

- *General:* The standards in this section for these two sub-districts are too suburban in light of the more urban historic development patterns.
- *Site and Building Layout (pg. 18):* This section states that “No main entrance should occur further than 25’-0” back from the front property line, or it should meet the standard zoning requirements, whichever is less.” These buildings should all be required

to have front setbacks of 0 feet to a maximum of 5 to 10 feet. Not only are shallow setbacks more consistent with these areas, but such setback requirements will preclude front on-site parking, as they should.

- *Signage (pg. 18):* Free-standing signs are permitted, but such signage only works where generous front setbacks occur. Based upon the previous comments, free-standing signs should be prohibited in these sub-districts.
- *Site Improvements and Landscaping (pg. 18):* This section states that: “A landscape buffer should be provided at entire lot perimeter.” This standard is much too suburban for these sub-districts, as is the requirement for foundation plantings around the entire perimeter of all buildings.

#### ADDITIONAL DESIGN STANDARDS FOR THE NORTH AND SOUTH RESIDENTIAL DISTRICTS (SEC. VI)

- *General - South Residential District (pg. 19):* As noted previously on page 39, the standards that apply to this district are for residential building types, but the north portion of this district historically has a non-residential character. The boundaries need to be revised accordingly.

See Appendix 3: “10 Benefits of Establishing a Local Historic District” for more information on the importance of making Hopkinsville’s existing design review program mandatory.



*The new infill building on the left in Downtown Pleasant Grove, Utah, illustrates the need for minimum ground floor height requirements for any downtown. There are many incompatible design features of the new building, including the lack of a traditional storefront and the shed roof, but the short ground floor height is particularly problematic.*

## D) PUBLIC POLICY STRATEGIES

### D-3) INCENTIVE PROGRAMS

As noted earlier in this strategy for Downtown, the Renaissance program and its partners already offer an array of grants and other incentives oriented to the revitalization of Downtown Hopkinsville. Nevertheless, there is a need to refine and amend this package of incentives to ensure that they leverage more reinvestment and business development in the Downtown area. Several recommendations are provided below that aim to enhance the current incentive programs or target other types of beneficiaries.

#### BUSINESS INCENTIVES

Most of the existing incentives are geared toward assisting property owners and investors. However, there has been a need identified to provide some assistance to business owners and entrepreneurs who wish to locate (or are otherwise located) in Downtown Hopkinsville. Several examples of possible business incentives are provided below.

#### Capital Equipment Loans or Grants

Many businesses face hurdles accessing capital for investment in equipment, stock, and other start-up needs. Hopkinsville (Renaissance and/or its various partners, including the Southwest Kentucky Economic Development Council) should work with area banks to develop a low-interest loan program or establish a direct grant

program to fund business start-up capital.

#### Technical Assistance

There are various opportunities for Hopkinsville to provide technical assistance such as through contract training or through business networking and preferred contractor programs. See page 31 for ideas on providing technical assistance marketing and merchandising.

#### Joint Marketing

The City, Renaissance, and the CVB should collaborate on joint local and destination marketing efforts targeted to Downtown on behalf of Downtown businesses. It is rarely cost-effective for individual businesses to embark on regional media advertising campaigns, but the CVB and Renaissance can help promote the Downtown area as a whole.

#### Loan Guarantee Program

In lieu of direct grants or loans, some cities initiate loan guarantee programs to provide working capital or funds for purchasing stock or equipment, or for the purchase of real estate. Loan guarantees help a business obtain financing, often at lower-cost, where they may not have been able to access such financing due to the higher risk of operating in a less proven downtown market. The caveat is that the City would need to ensure that it has sufficient cash on hand in the event of default. Also, it must be confirmed that a city's role in loan guarantees is permitted in Kentucky.

#### Shared Entrepreneur Space

The City, Southwest Kentucky Economic Development Council, Renaissance or other partners might consider acquisition of building space (through purchase, in partnership, or through donation) for use as shared office space for entrepreneurs and small businesses.

#### BUILDING REHABILITATION INCENTIVES

There are already a number of incentives oriented to assisting property owners and investors. Some of these incentives, such as those offering cash grants, might be refined to increase the amount, while reducing the number of grant allocations. Having more capital available would help those investors to at least start to address significant rehabilitation challenges, especially if combined with other incentives, such as tax abatements. Certain existing and new incentives might also be targeted to the rehabilitation of upper-floor spaces for residential and office space. Increasing the number of residential units would help enhance sales potential for Downtown businesses, as well as giving Downtown a more lived-in atmosphere that, in turn, will attract more visitors. Other potential incentives (beyond a loan guarantee as noted above) might include the following:

#### Technical Assistance: Market Analysis & Financial Pro Forma

Establish a program for providing contracted market and financial feasibility work on behalf

## D) PUBLIC POLICY STRATEGIES

### D-3) INCENTIVE PROGRAMS (CONTINUED)

of property owners or investors with the objective of encouraging them to pursue viable projects, sell properties, or enter into partnerships with interested investors.

#### Facilitation

A primary role for municipal governments is to facilitate rehabilitation and development projects by:

- *Working with existing property owners to elicit interest* in rehabilitation, reinvestment and development; sale; or partnering (such as through equity) with adjacent property owners and/or developers/investors.

- *Providing technical assistance*, including contracted market and financial pro forma necessary to help determine market potential and viability (see Appendix 4 for more).
- *Providing technical assistance*, including master planning, design, or illustration services where appropriate to help convey the potential for rehabilitation, redevelopment, or new development.
- *Developing a request for proposal (RFP)* for developers or otherwise assisting in the recruitment of an appropriate development partner.
- *Reducing “red tape” and accelerating regulatory approval* for key elements of proposed rehab or development projects.

#### Historic Rehabilitation Tax Credits

Federal and State (Kentucky Historic Preservation) investment tax credits for historic building rehabilitation (20% each) are important incentives widely used often to leverage rehabilitation of historic structures. In fact, Kentucky ranked 13th out of the 50 states in the use of federal tax credits in 2017. A key recommendation is to promote the use of these credits and to provide information and technical assistance (if not direct application writing services) for potential applicants. Also, as noted on page 19, pursuing National Register Historic District designation for Downtown Hopkville would make securing the tax credits easier for individual property owners.

See this Strategy’s companion document “Strategy Implementation” for more on incentives.



#### EXAMPLE OF INCENTIVES POTENTIAL: PHOENIX BUILDING

This building anchoring Downtown’s “100% corner” has been identified as a top priority for preservation and rehabilitation. Below are examples of the various potential incentives that might be targeted to this property:

- *Technical Assistance:* market analysis, financial pro forma, architectural design, and illustrations
- *Facilitation:* attracting developer interest, preparing an RFP, reducing regulatory “red tape,” and accelerating approvals
- *Historic Rehabilitation Tax Credits:* 20% federal and state investment tax credits for historic building rehabilitations
- *Loan Guarantee Program:* land acquisition, development, and capital equipment for businesses in the building
- *Shared Entrepreneur Space:* incubator type use of building

## D) PUBLIC POLICY STRATEGIES

### D-4) MANAGEMENT

#### CURRENT MANAGEMENT STRUCTURE

Downtown Hopkinsville is currently managed by the Downtown Renaissance Program. Below is an overview of that program.

#### Downtown Renaissance Program

Hopkinsville's Renaissance District covers a 52-block area bound by 4th Street on the north, 14th Street on the south, Campbell Street on the east, and the intersections of West 7th & 9th Streets on the west. It technically operates under the City of Hopkinsville and the Local Development Corporation (LDC). The program functions as the City's Main Street Program and is staffed by the Hopkinsville / Christian County Community and Development Services (CDS).



#### Main Street "Four Point" Approach

The Main Street program is based upon the national program of the National Trust for Historic Preservation and utilizes a four point approach, as follows:

- Organization
- Design
- Economic Restructuring
- Promotion

Most local Main Street programs function through a series of committees aligned with the four points. Because of the labor-intensive nature of staffing so many committees, the CDS has understandably elected to not create such a system of committees.

#### RECOMMENDATIONS

This planning project has determined that *there is a need for enhanced staffing* resources to provide more pro-active outreach, education, and implementation services relating to

the various Downtown programs and projects. For example, in some cases, Downtown stakeholders have indicated a lack of awareness of existing financial incentives, despite the best efforts of City staff. There is a need for staff who can assist with application writing, training, information, and implementation of incentives, along with marketing and other assistance in support of existing staff. See pages 42-43 for more on incentive programs for Downtown Hopkinsville.

#### CURRENT PROGRAM DUTIES & ACTIVITIES

Pages 2-4 are a list of the many past achievements. Current duties and activities include:

- Overseeing physical improvement projects.
- Planning and managing special events hosted by the Downtown Renaissance District.
- Assisting with planning and managing special events hosted by the Division of Parks & Recreation and/or other organizations.
- Promoting and marketing Downtown – including special events held by various organizations, availability of vacant properties, incentive programs, and overall revitalization efforts.
- Administering locally funded incentive programs for businesses and property improvements.
- Drafting and administering various grants for physical improvement projects, public programming and cultural activities.
- Management of the Farmers Market, Founders Square, Odd Fellows Building, Old First City
- Bank Building, former Children's Advocacy Building, Fred Atkins Park and Arthur Plaza.
- Providing guidance and appropriate contacts for businesses and activities in the District.
- Leading public meetings related to Downtown issues.
- Overseeing special projects (such as this Downtown Strategy's preparation).
- Drafting public policy documents and programs.
- Coordinating with volunteer groups and community organizations for public purpose beautification projects.



# E) CONCLUSIONS

This Downtown Strategy contains a wide range of recommendations intended to help Hopkinsville continue its progress with revitalization of its historic Downtown. The key “take aways” are summarized below and organized by the three primary topic categories of this document.

## PHYSICAL IMPROVEMENTS STRATEGIES

- The rehabilitation of existing historic buildings should take priority over new infill development. Future storefront rehabs should follow preservation standards much more closely than in the past.
- Replacement of historic buildings with parking lots is not the solution to parking challenges. Instead, the answer lies in managing on-street parking and enhancing parking lots, including directional signage.
- Streetscape enhancements should not be a high priority, with the exception of adding furnishings such as benches and trash receptacles. However, when they might occur in the future, the focus should be on street intersections to include pedestrian bulbs and crosswalks with specialty paving. Streetscape upgrades can also be used as an incentive to leverage adjacent private investments.

## ECONOMIC & MARKET-BASED STRATEGIES

- Gaps in the existing business mix for Downtown exist in a range of categories, includ-

ing restaurants and drinking establishments, food stores, health and personal care stores, specialty stores, and hardware.

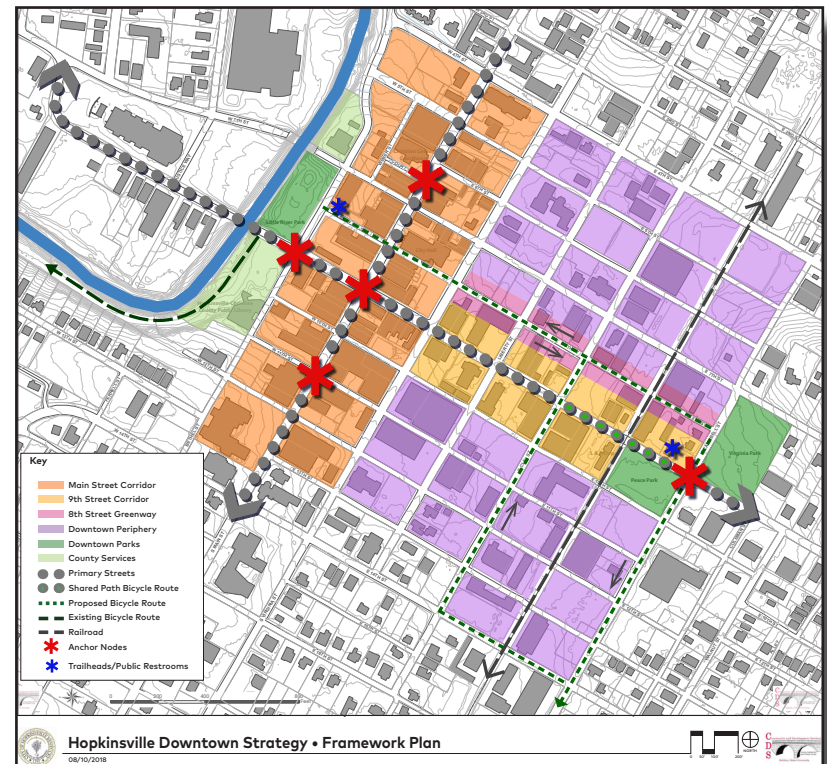
- A key component of destination marketing for Downtown Hopkinsville should include establishing an arts district and artist housing. Numerous model programs exist.
- The high visibility of the homeless is negatively impacting Downtown’s businesses and overall image. While resources should be targeted to help the homeless, their supporting facilities should be geographically peripheral to the Downtown core in less visible locations.

## PUBLIC POLICY STRATEGIES

- Simple zoning improvements to enhance Downtown include prohibiting several uses now permitted in the B-3 zone, while permitting others.
- The much needed future preservation of historic buildings should start with the designation of a National Register Historic District. An effort should then be made to build property owner support to adopt a local historic district

with mandatory design review.

- The City’s existing package of incentives should expand by enhancing some of the existing programs and adopting additional ones to attract new businesses, housing and development.
- The Community and Development Services staffing is currently short-handed in providing all of the support needed for Downtown and should be expanded.





## **APPENDIX 1:**

# **Existing Economic & Market Conditions Review for Downtown Hopkinsville**

**Draft: June 22, 2018**

**Randall Gross / Development Economics**

## **EXISTING ECONOMIC & MARKET CONDITIONS REVIEW DOWNTOWN HOPKINSVILLE**

Prepared for the City of Hopkinsville and  
The Walker Collaborative



By Randall Gross / Development Economics  
June 22, 2018

## **Section 1. EXISTING ECONOMIC & MARKET CONDITIONS**

Existing economic and market conditions in Downtown Hopkinsville were reviewed based on available information, field reconnaissance, focus groups and interviews with businesses, real estate professionals and others representing downtown organizations.

### **Economic Overview**

Hopkinsville is the County Seat for Christian County, Kentucky, located just north of Clarksville, Tennessee and about one hour's drive from Nashville. Christian County is part of the Clarksville, TN-KY Metropolitan Area, with nearly 300,000 people, the 167<sup>th</sup> largest metro area in the country.

### **Demographics**

Hopkinsville had an estimated population of about 32,400 in 2016, representing about 44% of the total population of Christian County. The city's and county's population and household base have remained relatively stagnant since 2010. While the city's population increased by about 2.7% (0.5%/year) since 2010, there was slight decrease in the overall countywide population.

The household base declined since 2010 in both the city of Hopkinsville and in Christian County, by 1.8% and 2.9%, respectively. This decrease does not bode well for the health of Downtown Hopkinsville because local households and household incomes are the primary drivers for retail sales. Household income also fell (by about 1.0%) within the city of Hopkinsville, during the same period when incomes nationally were increasing along with recovery from the 2008-09 recession. However, incomes outside of the city within Christian County did increase by about 8.6% during this period, which helps ameliorate some of the erosion of the area's retail expenditure base.

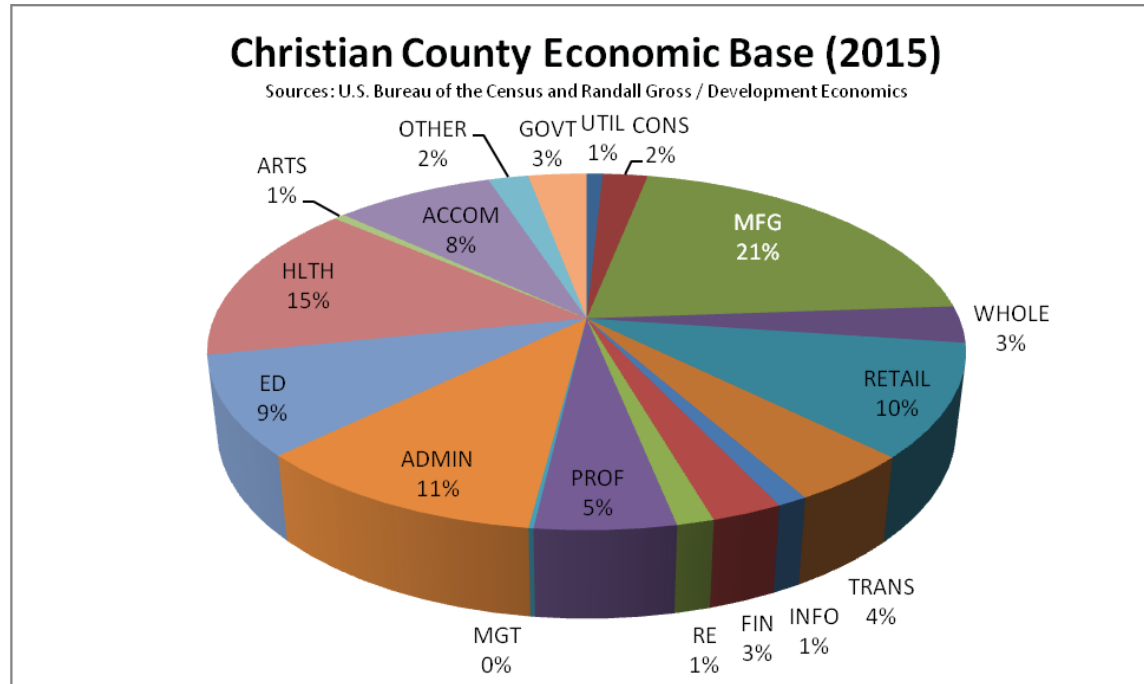
<b>Table 1. DEMOGRAPHIC TRENDS, HOPKINSVILLE AND CHRISTIAN COUNTY, 2010-2016</b>				
<b>Factor</b>	<b>2010</b>	<b>2016</b>	<b>2010-2016 Change</b>	
			<b>Number</b>	<b>Percent</b>
<u>Population</u>				
Hopkinsville	31,577	32,442	865	2.7%
Christian County	73,955	73,936	(19)	0.0%
<u>Households</u>				
Hopkinsville	12,854	12,623	(231)	-1.8%
Christian County	26,144	25,382	(762)	-2.9%
<u>Household Income</u>				
Hopkinsville	\$ 35,915	\$ 35,567	(348)	-1.0%
Christian County	\$ 37,061	\$ 40,253	3,192	8.6%
Note:	Income adjusted for inflation.			
Sources:	U.S. Bureau of the Census and Randall Gross / Development Economics.			

An opportunity exists for Downtown Hopkinsville in the broader, regional market. The Clarksville MSA population increased by 15,000 or about 9% since 2010 and Clarksville’s growth appears to be accelerating again with the development of new industrial facilities. Further, Metropolitan Nashville’s 2.0 million residents are situated within an hour from Downtown Hopkinsville’s historic streets.

**Economic Base**

The Hopkinsville-Christian County economy is relatively diverse, but manufacturing remains the largest employer in the area, accounting for more than one out of every five jobs.

Chart 1



Health care (15%), administrative services (11%), retail trade (10%), education (9%), and accommodation & foodservice (8%) account for the majority of other jobs. Certain sectors, like management services (e.g., corporate headquarters or management service firms) are under-represented. Many of the area's financial services jobs are concentrated within the downtown area, including those held by employees at a major corporate office for Planters Bank.

As shown below, the local Christian County economy has gradually bounced back from the 2008-09 recession. The county has added about 5,000 jobs (21.8%) since 2010, after losing about 540 (2.3%) between 2000 and 2010. The recent gain has included 1,750 jobs in manufacturing, a key income-producing sector for Hopkinsville and Christian County. Despite this growth, the county has not yet made up the 40% of manufacturing jobs lost during the recession.

<b>Table 2. AT-PLACE EMPLOYMENT TRENDS, CHRISTIAN COUNTY, 2002-2015</b>					
<b>Industry</b>	<b>Annual Change</b>				
	<b>2002</b>	<b>2010</b>	<b>2015</b>	<b>2002-10</b>	<b>2010-15</b>
Agriculture	98	89	136	-9.2%	52.8%
Mining	73	39	67	-46.6%	71.8%
Utilities	118	229	226	94.1%	-1.3%
Construction	536	491	632	-8.4%	28.7%
Manufacturing	6,480	3,958	5,708	-38.9%	44.2%
Wholesale	837	880	916	5.1%	4.1%
Retail	3,106	2,867	2,800	-7.7%	-2.3%
Transport	491	1,059	1,226	115.7%	15.8%
Information	344	257	302	-25.3%	17.5%
Finance	603	580	702	-3.8%	21.0%
Real Estate	237	275	367	16.0%	33.5%
Professional	575	1,114	1,383	93.7%	24.1%
Management	20	46	48	130.0%	4.3%
Admin	1,270	1,861	2,957	46.5%	58.9%
Education	2,247	2,102	2,466	-6.5%	17.3%
Health	2,974	3,497	4,002	17.6%	14.4%
Arts/Rec	223	122	158	-45.3%	29.5%
Accom	1,731	1,886	2,229	9.0%	18.2%
Other Svcs	571	547	566	-4.2%	3.5%
Public Admin	753	844	819	12.1%	-3.0%
<b>TOTAL</b>	<b>23,287</b>	<b>22,743</b>	<b>27,710</b>	<b>-2.3%</b>	<b>21.8%</b>
Sources:	U.S. Bureau of the Census and Randall Gross / Development Economics.				

There has been long-term growth over the 15-year period in professional and administrative services, both of which can be concentrated in downtown areas. The area added over 800 jobs in professional services and nearly 1,700 in administrative services since 2000. Christian County has also added over 700 jobs in transportation and over 1,000 jobs in health care since 2000. The area has also seen long-term growth in accommodation and foodservice industries, which are closely tied to tourism. Like much of the country, there has been lodging construction in the area due to the availability of financing and an under-supply, but downtown has not yet captured much of this growth. Overall, the area economy is improving and, with income growth in the county, there is likely to be some current growth in consumer expenditures benefitting downtown merchants.

### **Observations on the Physical Environment**

Downtown Hopkinsville has a great historic character and particularly beautiful building stock. Particularly unique are the Dutch revival building and former L&N Railroad Depot, located at 202-204 and 425 East 9<sup>th</sup> Street, respectively. The restored Alhambra Theater, combined with the Christian County Courthouse, form a stunning architectural apex for two streets filled with historic character – South Main and 6<sup>th</sup> Street. An historic gas station at 925 East 9<sup>th</sup> is being converted into public restrooms. Thus, there is a level of respect for the historic character of the downtown area that can help it retain its unique position in the market as a walk-able, urban mixed-use node.

Downtown also has a well-planned street grid and layout that encourages walking between businesses. South Campbell Street & East 9<sup>th</sup> Street form a natural gateway, with civic parks located on opposite corners. The 6<sup>th</sup> Street corridor between South Main and South Clay Streets is well-positioned as a nexus for walking traffic, with several blocks of attractive specialty and home-grown stores capped by the Courthouse. While Hopkinsville lacks a major water feature, it has taken advantage of the North Fork of the Little River to create green space and a civic lawn for downtown.

If there is a serious drawback to downtown's physical positioning, it would be its distance from I-65, the major transportation link to Nashville, Clarksville, and Louisville. Being four to six miles from the Interstate (depending on which route is taken downtown), limits downtown's exposure and accessibility for through-traffic. As such, Downtown Hopkinsville has to be a *destination* in order for someone to come there.

### Existing Downtown Uses

A building-by-building inventory was conducted of Downtown Hopkinsville, including the area located roughly within a block or so outside of the boundaries of the Downtown Renaissance District. This inventory was conducted through field reconnaissance and interviews with or information from business representatives and real estate companies. Unfortunately, Christian County does not make detailed assessment records available online, so confirmation of building size was not possible within the scope and timeframe of this project. As a result, square footage is estimated but informed by the information sourced as above.

### Total Building Inventory

Overall, the downtown area has an estimated 850,000 to 950,000 square feet of sampled building space. Of this amount, about 43% is in office use, and 21% each in industrial and retail uses.

<b>Table 3. ESTIMATED BUILDING USE BY CATEGORY, DOWNTOWN HOPKINSVILLE, 2018</b>			
<b>Category</b>	<b>Number</b>	<b>Sq. Feet</b>	<b>Share</b>
Retail	63	175,800	21%
Office	74	366,973	43%
Industrial	33	176,695	21%
Auto Service	2	6,000	1%
Civic/Religious/Lodge	7	83,000	10%
Accommodation	-	-	0%
Event Venue	1	2,498	0%
Edu./Museum/Library	5	27,700	3%
Residential (Buildings)	32	-	N/A
<b>TOTAL</b>	<b>221</b>	<b>857,390</b>	<b>100%</b>
<i>Storage/Unfinished</i>	4	18,740	2%
Source:	Randall Gross / Dev. Economics.		

Government – including local, county, state and federal agencies – is a major employer in the downtown area. In addition to being the County Seat for Christian County, Hopkinsville also serves as a major hub for veterans services due to the location nearby of Fort Campbell. So, there are Veterans Administration offices and medical clinics in the downtown area. Planters Bank is probably the downtown area’s largest private employer, occupying at least seven buildings, clustered around East 13<sup>th</sup> and South Virginia Street, for corporate and financial services.

As noted above, retail only accounts for about one-fifth of downtown building space (not including residential uses). At 176,000 square feet, the retail space in Downtown Hopkinsville is roughly equivalent to the size of a community shopping center. Despite the presence of residential and commercial uses, there is still a sizeable industrial presence in the downtown area, with manufacturing, warehousing, distribution, and industrial service uses all represented in addition to automobile service establishments.

Downtown also hosts several museums and civic spaces. The Pennyroyal Museum Historical Hopkinsville, currently under renovation, houses a collection of African-American and other local historical artifacts in the historic Post Office building. The nearby Woody Winfree Transportation Museum houses fire engines and other equipment and information of interest on local firefighting and transportation history. The former Charles Jackson Circus Museum occupied the space at 314 East 9<sup>th</sup> Street. In addition to the parks mentioned earlier, there is the Public Library, County Courthouse, Municipal Building, and other civic sites clustered in the downtown area. There are also about 34 residential buildings (single-family homes and buildings with apartments) included in the inventory. A detailed listing of the downtown uses is included in the Appendix of this report.

### **Retail Business Inventory**

Downtown Hopkinsville has an estimated 176,000 square feet of retail/commercial space. Based on the available data, there about 24% of this space, or 42,400 square feet, is vacant or otherwise underutilized. However, this amount includes space is not currently marketed and may be available for other uses besides retail businesses. Regardless, there does appear to be a significant amount of vacant and underutilized retail space, at least on downtown’s margins.

<b>Table 4. RETAIL BUSINESS SPACE BY CATEGORY, DOWNTOWN HOPKINSVILLE, 2018</b>			
<b>Category</b>	<b>Number</b>	<b>Sq. Feet</b>	<b>Percent</b>
Convenience	5	8,779	5.0%
Shoppers Goods	21	76,242	43.4%
Eating & Drinking	8	16,436	9.3%
Entertainment	2	11,800	6.7%
Personal Services	10	20,119	11.4%
Vacant	17	42,409	24.1%
<b>TOTAL</b>	<b>63</b>	<b>175,785</b>	<b>100.0%</b>
Sources:	Businesses, real estate brokers & Randall Gross / Dev. Economics.		

Despite the presence of vacant spaces, there is also a significant amount of shopper’s goods – about 76,000 square feet, accounting for nearly 44% of retail space. Among the prominent uses in this category are furniture, apparel, and hardware stores. About 11% is in personal services (hair salons, tattoo parlors, etc), 9% in eating & drinking, and about 7% in entertainment. Only 5% of downtown space is occupied by convenience businesses (e.g., groceries), which are clustered instead in the city’s more suburban commercial corridors or just outside of downtown. There are, however, several specialty food convenience stores (selling donuts, etc) in the downtown area.

There are several unique businesses that offer an independent business experience or attract a clientele beyond the immediate household base within the Hopkinsville area. Among these are Ben’s Fish & Seafood Shop, Ferrell’s Snappy Service (hamburgers), Milkweed, and the Alhambra Theater, among others. The Copper Still may be among the nation’s earliest drive-through liquor stores, having opened in the 1950s. The historic Alhambra Theater and a few restaurants help sustain some destination trade, attracting people from the broader area for dining and entertainment. Even so, the downtown area exhibits gaps in the supply of grocery stores, health & personal care businesses, toy & game

shops, sporting goods stores, and other businesses for which there may – or may not – be a supportive market. A detailed inventory of the retail business mix is included in the Appendix of this report.

### **Business Performance Metrics**

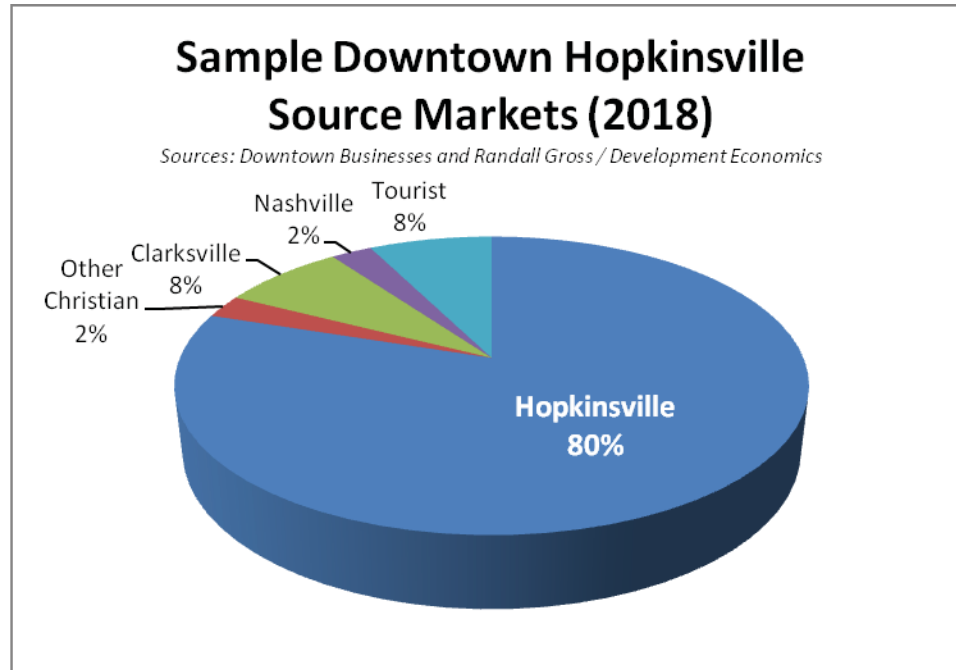
Information was collected on business performance through interviews and field reconnaissance with existing businesses. Some of this information is summarized below.

#### **Market Base**

Data collected from a small sample of businesses suggests that Downtown Hopkinsville is heavily dependent on local-area trade. Among interviewed businesses, an average of about 80% of sales were attributed to residents of Hopkinsville, with about 8% generated by residents of Clarksville and 8% from tourists. Only about 2% is generated from other parts of Christian County and 2% are destination travelers from Nashville. The source of business obviously varies, depending on the type of business, with antique stores and other tourist-oriented businesses generating a higher portion of their sales from visitors. Still, the sample suggests primarily a locally-driven market at present.

A smaller downtown like Hopkinsville should have a fairly diverse customer base, including substantial destination visitor trade. Having access to both the growing Clarksville and Nashville markets, as well as through traffic on I-24, suggests that there are untapped opportunities to grow destination trade beyond its current level. Some businesses noted that they do attract military families, especially when they first relocate to the area, who “discover” Hopkinsville and appreciate the small-town feel. Fort Campbell families are estimated to account for an average of about 12% of current sales in Downtown Hopkinsville, again based on a small sample of business interviews.

Chart 2



### Sales Trends

Information collected from a small sample of downtown businesses suggests that sales have generally been flat over the past one to five years. Several businesses noted growth in sales, while others have seen a decrease. A larger number claimed that sales were “flat” over the past five years. This observation, while not confirmed through a larger sample of actual sales data, is disconcerting given that the national and regional economies have seen substantial growth since the end of the recession in 2008-09. Despite the oft-reported inroads of online retailers and their impacts on “brick-and-mortar” stores, such impacts are typically not as significant for independent downtown businesses. Further, many small retailers have made the switch to a mix of in-store and online sales, helping to expand their overall market base beyond local households.

## **Marketing**

There appears to have been fairly limited joint marketing among retailers, while there is potential for attracting and capturing destination sales. It is difficult for individual stores to attract a destination market, although several businesses have succeeded in bringing in sales from outside of Hopkinsville. The Downtown Renaissance Program also assists with marketing and promotion.

## **Section 2. EXISTING FISCAL POLICIES AND FINANCIAL INCENTIVES**

There is a significant menu of existing incentives and financial assistance for businesses and building owners in Downtown Hopkinsville. These programs are offered by agencies including the City of Hopkinsville, the City-County Development Corporation, the Downtown Renaissance Program, and (from a regulatory perspective) the Planning Commission. Some of these programs are funded through the Inner-City Residential Enterprise Zone (ICREZ) Program.

Among these programs are the 50/50 Matching Grant Incentive Program, Collateralized Loan Incentive Program, Preservation PILOT, technical assistance, and a Reimbursement Program for Architecture and Engineering Costs.

- **50/50 Matching Grant Incentive Program.** This financial incentive reimburses downtown property owners and tenants for 50% of the cost of exterior improvements made to buildings, opening of new businesses, or converting upper floors to residential use. The grants are available for eligible applicants on a tiered basis, with match amounts capped at \$10,000, \$15,000, or \$20,000, depending upon which tier the project is eligible. The program is funded through ICREZ. The “Let’s Paint Downtown Hoptown” Program provides assistance specifically for exterior painting projects under this same grant program.
- **Collateralized Loan Incentive Program.** This financial incentive program is intended to assist downtown property owners or tenants in obtaining financing for short-term working capital, façade improvements, upper-floor residential conversion, business start-up costs, and streetscape improvements by providing collateral towards loans for the aforementioned projects. Collateral is provided in the form of a 24-month Certificate of Deposit (CD) for 20% of the loan value (in tiered amounts up to \$35,000). Applicants must meet their banks’ normal underwriting criteria and contribute a minimum of 10% equity in the project. As above, this program is funded through ICREZ and is subject to funds availability.
- **Preservation PILOT Program.** The City has established a Preservation Payment in Lieu of Taxes Program (PILOT) in support of commercial and residential development in or near the Renaissance District. PILOTs are

State-enabled fiscal incentives which “freeze” property taxes at pre-development levels for a period of up to five years, thus temporarily removing the increased tax burden from the property owner.

- **Technical Assistance.** At present, technical assistance is fairly limited to assistance with the application process for the various incentive programs.
- **Landbank Authority.** While not an “incentive” per se, the Hopkinsville and Christian County Landbank Authority acquires properties through tax foreclosure and other methods for the purpose of returning such properties to economically-beneficial and contributing uses. This can have the effect of enhancing downtown revitalization and improving private investment opportunities for these and nearby downtown properties.

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## APPENDIX

<b>Table A-1.</b>		<b>ESTIMATED BUSINESS SPACE BY CATEGORY, HOPKINSVILLE CBD, 2018</b>		
<b>Category</b>	<b>Number</b>	<b>Sq. Feet</b>	<b>Percent</b>	<b>of Total</b>
Convenience Goods	5	8,779	5%	1%
Shoppers Goods	21	76,242	43%	9%
Eating & Drinking	8	16,436	9%	2%
Entertainment	2	11,800	7%	1%
Personal Services	10	20,119	11%	2%
<i>Vacant</i>	17	42,409	24%	5%
<b>Sub-Total</b>	<b>63</b>	<b>175,785</b>	<b>100%</b>	<b>21%</b>
<b>Non-Retail Use</b>	<b>Number</b>	<b>Sq. Feet</b>	<b>Percent</b>	<b>of Total</b>
<b>Office</b>	<b>74</b>	<b>366,973</b>	<b>100%</b>	<b>43%</b>
Finance/Insurance/RE	8	40,516	11%	5%
Professional	15	43,628	12%	5%
Bus Svcs/Corp/Media	11	28,876	8%	3%
Govt/Non-Profit	27	143,715	39%	17%
Medical/Health	6	40,480	11%	5%
Contract/Utility/Supply	2	11,000	3%	1%
<i>Vacant</i>	5	58,757	16%	7%
Industrial-Mfg/W/Dist	33	176,695	97%	21%
Auto Service	2	6,000	3%	1%
Civic/Religious/Lodge	7	83,000	100%	10%
Accommodation	-	-	N/A	0%
Event Venue	1	2,498	100%	0%
Educ/Museum/Library	5	27,700	100%	3%
Residential-SF Units	15	-	N/A	N/A
Residential-Apt Bldgs	17	-	N/A	N/A
<b>Sub-Total</b>	<b>154</b>	<b>662,865</b>		<b>77%</b>
<i>Storage/Shelter/Other</i>	4	18,740		
<b>TOTAL</b>	<b>221</b>	<b>857,390</b>		<b>100%</b>
Source:	Randall Gross / Development Economics.			

<b>Table A-2.</b>		<b>ESTIMATED RETAIL INVENTORY, DOWNTOWN HOPKINSVILLE, 2018</b>			
<b>Category</b>	<b>Number</b>	<b>(Percent)</b>	<b>Sq. Ft.</b>	<b>(Percent)</b>	
<u>Convenience</u>					
Grocery	-	0%	-	0%	
Convenience	-	0%	-	0%	
Specialty Food	3	5%	4,779	3%	
Health/Personal Care	-	0%	-	0%	
Gas/Convenience	-	0%	-	0%	
Florist	1	2%	2,000	1%	
Liquor	1	2%	2,000	1%	
Misc	-	0%	-	0%	
Sub-Total	<b>5</b>	<b>8%</b>	<b>8,779</b>	<b>5%</b>	
<u>Shoppers Goods</u>					
Apparel	5	8%	8,900	5%	
Accessory	-	0%	-	0%	
Jewelry	1	2%	1,800	1%	
Shoes	-	0%	-	0%	
Furniture	2	3%	32,000	18%	
Home Furnishings	2	3%	4,300	2%	
Appliances	-	0%	-	0%	
Hardware/Paint	2	3%	5,300	3%	
Garden Supply	-	0%	-	0%	
Home Centers	-	0%	-	0%	
Department Store	-	0%	-	0%	
Non DS GM, Used, Misc	2	3%	5,300	3%	
Auto Dealers	2	3%	5,500	3%	
Auto Supply	-	0%	-	0%	
Electronics	-	0%	-	0%	
Books/Music	1	2%	2,592	1%	
Musical Instruments	-	0%	-	0%	
Gift, Novelty, Svr, Misc	3	5%	6,800	4%	
Hobby/Toy/Game	-	0%	-	0%	
Luggage/Leather	-	0%	-	0%	
Office Supply/Stationary	1	2%	3,750	2%	
Sewing/Piece	-	0%	-	0%	
Sporting Goods	-	0%	-	0%	
Sub-Total	<b>21</b>	<b>33%</b>	<b>76,242</b>	<b>43%</b>	
<u>Dining &amp; Entertainment</u>					
Restaurant-LS	1	2%	2,000	1%	
Restaurant-FS	5	8%	10,836	6%	

## Randall Gross / Development Economics

Drinking Establishments.	2	3%	3,600	2%
Entertainment	2	3%	11,800	7%
Sub-Total	<b>10</b>	<b>16%</b>	<b>28,236</b>	<b>16%</b>
<u>Personal Services</u>	<b>10</b>	<b>16%</b>	<b>20,119</b>	<b>11%</b>
<b>TOTAL</b>	<b>46</b>	<b>73%</b>	<b>133,376</b>	<b>76%</b>
<i>Existing Vacant</i>	17	27%	42,409	24%
<b>GRAND TOTAL</b>	<b>63</b>	<b>100%</b>	<b>175,785</b>	<b>100%</b>
Sources:	Various businesses, real estate brokers, and Randall Gross / Development Economics.			

## **APPENDIX 2:**

# **Nine Practical Reasons to Save Old Buildings**

**Draft: May 14, 2018**

## Nine Practical Reasons to Save Old Buildings

### What's Historic – And Who Says? Nine Practical Reasons to Save Old Buildings

By Jack Neely – [Metropulse.com](http://metropulse.com)

January 16, 2013

#### "That's Not Historic!"

A lot of good and honest folks roll their eyes when they hear that adjective applied to a building they've never heard of. Angry anonymous bloggers leave posts, and old men grumble. A building can't be "historic" unless Davy Crockett was born there, George Washington slept there, or a Civil War battle involving at least moderate bloodshed was fought on the premises.

At this point, with the preservation-fueled revival of downtown bringing people, dollars, and uncustomary positive press to the city, the value of the community's limited stock of old buildings might seem obvious.

But last year, an East Knox County landowner destroyed a rare 1840s frame house on his property. It was the first time an antebellum house has been destroyed in Knox County in about 30 years. Then the University of Tennessee demolished three prewar buildings, including a century-old apartment building, with the intention of leveling another historic house nearby—just as the university contemplates the removal of three specifically historic Victorians in Fort Sanders. And downtown, where the neighborhood's surprising revival has taken place mostly in old buildings, St. John's Cathedral has announced its intentions to remove two early 20th-century buildings on Walnut Street, despite interest from developers

who want to buy and renovate them. It would be the first demolition of intact historic buildings downtown in eight years.

What's historic, and worth saving, varies with the beholder, but some definition may be urgent. The National Park Service comes up with criteria by which buildings are nominated for the National Register of Historic Places, respecting buildings associated with significant people, events, architectural styles, and building practices. Put simply, "historic" generally means "old and worth the trouble." It applies to a building that's part of a community's tangible past. To a degree that might surprise cynics, old buildings also offer options for a community's future.

The term isn't used liberally. Of the tens of thousands of houses and buildings in Knox County, hardly one in 20 qualifies as "historic." How they keep ending up in the hands of people who don't like them is a puzzle.

Lots of folks are just sentimental about old buildings, of course, and there's nothing wrong with that. After a few decades, a building may have a human family in the thousands, with associations of which the owner is only vaguely aware. As people get older, they like to point to an old building and tell children, or grandchildren. We went on our first date there, or, Aunt Martha used to work there and always gave us coconut bon-bons. Eavesdroppers encounter those scenes on Gay Street almost every day. It's sweet, and for those with personal connections it's a large part of the value of downtown, maybe the value of Knoxville itself. But nostalgia is not the subject of this essay.

Some also like to stand in the place where history happened, and feel the resonance of long-ago events, even when it's not history that has yet caught the attention of Ken Burns. In Knoxville, people like to see the place where Major O'Conner and the Mabrys shot each other to death in 1882, in front of a recognizable building you can still point to because it's still there. Often, we don't know buildings are associated with a significant person or event until many decades later, when some letters are released or a historian bothers to look some things up. Sometimes, as was the case with James Agee's home, buildings become famous right after they're torn down.

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Heritage tourism has a strong appeal. But we're not necessarily talking about that here, either.

This article is about the value of old buildings—the practical value - and why preserving them is good for business, especially the business of a city.

### **1. Old buildings often have more intrinsic value.**

Some value is obvious. Buildings of a certain era, namely pre-World War II, tend to be built with better materials, often more sturdily.

They include ingredients like certain hardwoods and especially heart pine, wood from old-growth forests that don't exist anymore. And they were built by different standards. A century-old building might be a better long-term bet than a brand new one is. West Knoxville's antebellum Walker-Sherrill House, which until City Council approved a zoning deal last week was threatened by development, will be reborn as an office building. If tornadoes strike West Knoxville, the Walker-Sherrill house, where the walls are five bricks thick, might be safer than most modern houses.

Then there's craftsmanship. Due to pre-union slave wages of former eras, a building more than a few decades old is likely to represent many more man-hours per square foot. Expert stonemasons and woodcarvers and metalworkers once worked cheap. They never got what they deserved, perhaps, but they left us value that can't be replaced for a comparable cost.

### **2. When you tear down an old building, you never know what you're doing.**

A decade ago, the Daylight Building on Union Avenue was a drab eyesore, more and more vacant as the years went by. A developer bought it to tear it down and replace it with something new. Though Knox Heritage preservationists worked behind the scenes, the Daylight elicited no popular passion to save it. No one picketed.

Columnists didn't protest. It going to be torn down, and no one was going to miss it much.

By the time a couple of different demolition scenarios fell through, the 1927 building was utterly vacant, and went up for sale again. Dewhirst Properties bought it and began renovation work. As random passers-by hooted "Tear it down!", the building was revealing some secrets. The second-floor drop-ceilings concealed appealing heart-pine ceilings, concealed for unknown reasons, and a large clerestory. Then exterior paint removal brought more surprises the front awning was adorned with unusual tinted "opalescent" glass. And the whole facade was lined with bright copper, thousands of dollars' worth, inexplicably painted a drab yellow all these years. It almost ended up in the landfill. Today, the Daylight houses four thriving retail businesses – Just Ripe is sometimes standing-room only– and its second floor of efficiency apartments has a waiting list.

An even more extreme example is a few blocks away. In 1974, the Bijou Theater, slated for demolition, was only 65 years old, today's equivalent of something built in 1948. A few old-timers remembered when it was new, and resented it being called "historic," a word they'd heard used mainly in connection with the Civil War, the Revolutionary War, some other war. Theaters weren't historic, anyway. Plans were to tear it down for parking.

Badly run down, the Bijou had been, for almost 10 years, a pornographic movie theater. When I was a cynical teenager, the word Bijou was always a setup for a dirty joke.

Hawhawhaw, we said. We laughed and laughed. You really want to save that nasty old joint? Historic? Seriously? Whatever.

Today, thanks to the group formed to save it - which became known as Knox Heritage—major entertainers perform to packed houses, several nights every month. Back when we talked about tearing it down, we hadn't heard about its universally impressive acoustics. Traveling musicians from around the world are awed by the Bijou's sound, sometimes remarking on it to the audience. In 2009, New

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York Times music critic Ben Ratliff called it "one of the best-sounding rooms I've experienced in this country." Meaning America.

Travelers rarely use superlatives to describe anything in Knoxville, but the Bijou, the place we ridiculed, now inspires them.

### 3. New Businesses need old buildings.

In 1961, scholar Jane Jacobs startled the urban-planning community with a book called *The Death and Life of Great American Cities*. Dispassionately, without recognizable loyalty to anyone else's dogma, she described the qualities of cities that thrive and the qualities of cities that fail. The book opposed the strong currents of "urban renewal," but picked up converts. By the end of the century, it was being credited with inspiring a movement that would be known as "new urbanism."

Chapter 10, "The Need for Aged Buildings," was especially startling.

"Cities need old buildings so badly," Jacobs wrote, "it is probably impossible for vigorous streets and districts to grow without them."

It was a right peculiar thing to say in 1961, the New Frontier, the year of Seattle's Space Needle, and the year Knoxville was tearing down much of its central city. Having just demolished our unusual Victorian Market House, the city was razing dozens of blocks wholesale, especially on downtown's east side. Demolishing the old and building anew seemed the answer to reviving downtown. It looked fresh and clean and suburban, at first: Market Square became a "mall" and Gay Street's "Promenade" promised to compete with the automobile-accessible stores of the mod suburbs.

A few months of excitement and fame were followed by a few decades of stagnation and decline. When downtown began to turn around, it happened mostly in old buildings.

What is it about random old buildings that's so damn important?

Jacobs observed that new buildings make sense for major chain stores and restaurants that can afford to build them. But many other sorts of businesses, especially small start-ups, thrive best in old buildings. Jacobs mentions that old buildings work better for bookstores, ethnic restaurants, antique stores, neighborhood pubs. But, also some other things.

"As for really new ideas of any kind—no matter how ultimately profitable or otherwise successful some of them might prove to be—there is no leeway for such chancy trial, error, and experimentation in the high-overhead economy of new construction," she wrote. Then she added a kicker. "Old ideas can sometimes use new buildings. New ideas must use old buildings."

That sounds crazily counterintuitive, but the paradox finds new illustrations daily, some of them in ventures Jacobs could hardly have imagined, even here in Knoxville. One of Knoxville's most technologically daring businesses in the last 25 years was a state-of-the-art computer-game company called Cyberflix. It reached its peak of international success while headquartered in a building built for an early 20th-century wholesale grocer in then-half-deserted Market Square. In 1990, a talented immigrant with little financial backing, opened in an unusually innovative new restaurant in an inexpensive century-old building on the same square—with no dedicated parking, at that. The Tomato Head is probably Knoxville's most written-about restaurant of the last quarter century. It's now proving it can work on a strip mall in West Knoxville, but proprietor-chef Mahasti Vafaie affirms that she couldn't have started it if not for the availability of an inexpensive old building downtown.

Maybe it's not ironic that Market Square, Knoxville's oldest commercial space, became our first Wi-Fi neighborhood.

The city's boldest new-music venue of the 21st century, with live shows almost nightly, is the Pilot Light, located in a plain prewar unrenovated commercial building. In fact, most of Knoxville's cutting-edge retailers have found their way in old buildings: the city's first espresso-era coffee shop, first gastropub, first Scottish pub, first cereal bar, first cigar lounge, first hookah bar, first no-smoking

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restaurant, first wine bar, first sushi restaurant, first tennis-shoe boutique, first brewpub, first creperie, first gelato shop, all popped up in decades-old buildings built for other purposes. Considering how few of Knoxville's commercial buildings are really old, it's an astonishing ratio.

A half-century after Jacobs' insights, real-estate economist Donovan Rypkema cites new studies suggesting that the nation's fastest-growing businesses have fewer than 20 employees, and modern developers aren't building anything of an appropriate size to suit them. New construction emphasizes size. The average size of a historic commercial building is about 2,500 square feet, an ideal size, he says, for small-business incubation.

Last week I was privileged to visit the headquarters of JAOPRO, a young high-tech video company becoming known for high-definition cinematic approach to action scenes, especially wakeboarding and other outdoor sports, for television. Somehow, they've found themselves in a quirky old building on Gay Street. Their workspace has an old-fashioned mezzanine and 130-year-old weathered brick walls and a wooden-plank bridge to the sidewalk. They're there partly because they like downtown, but partly because they say they couldn't do their job in a more typical corporate setting. Their old building, they say, is individualistic, unique, interesting, inspiring. And, for them, it's the perfect size.

### **4. Old Buildings are more versatile than new buildings.**

Consider the case study of the 1982 World's Fair. Dozens of new buildings were built for the six-month extravaganza. Most of them were torn down, including some that were intended to be permanent. Most of the buildings that remain, 31 years later, are the historic buildings that were on site decades before the fair. The Candy Factory, during the fair a noisy emporium with restaurants, took a turn as an art-gallery and performance-space venue, and is now fully occupied with upscale residences. The old L&N train station,

restaurants and offices during the fair and for some years afterward, is now thriving as an unusual high school.

The World's Fair site offers another surprising example of versatility. Some styles of old houses have a reputation as energy wasters, like the "drafty old house" that bedeviled Jimmy Stewart in *It's a Wonderful Life*.

Knox Heritage's "Green House," one of the city's first to be LEED (Leadership in Energy and Environmental Design) certified, is an 1888 Victorian off 11th Street almost demolished because it was deemed too far gone to save. After KH's work, which included a heat-pump system, it's one of the most energy-efficient houses in town. It's currently occupied by the Episcopal bishop and his wife, who moved to town looking for a historic house that was also energy efficient. Their KUB bill is reportedly less than \$50 a month.

It's an unusual case. But a 2011 National Trust study concludes that for overall energy efficiency and environmental impact, "reusing an existing building and upgrading it to be as efficient as possible is almost always the best choice regardless of building type and climate." Often that upgrade is as simple as storm windows and insulation.

### **5. Old buildings attract. Maybe not you, but many others.**

Of course, Jacobs' premise that old buildings are less expensive than new ones isn't always true. After a thorough renovation, a historic building is rarely cheap. Renovations sometimes cost more than new construction—and that points out another strength of old buildings, though it may be the hardest to analyze.

Those who can afford to are often willing to pay extra to live or work in a historic building. Demand determines price, and the most expensive condominiums in Knoxville, reportedly, are in century-old Gay Street buildings. Those, as well as many others in smaller buildings, attract affluent residents, who in turn patronize downtown

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restaurants and shops. The most popular residential block in Knoxville, in terms of people per linear foot, is the 100 block of Gay Street, where everything's old. These residents spend money here and make it possible to keep the tax rates down for the whole city and county. That's either another reason to save old buildings, or just a reason to care about this one.

Preservationist developers say it's easier to sell condos in older buildings, especially those with the coveted claim of "prewar" — that is, pre-1940. Manhattanites' prewar apartment craving has been lampooned in New Yorker cartoons, but it's a factor that urban real-estate agents have learned to respect.

Several businesses prefer old buildings, too—even exclusively, as in the case of Mast General Store. Travelers from other states drive into town off the highway just to shop at Mast. Their building, not outwardly impressive before renovation, had been vacant for two decades. If it had been torn down, we might not have a Mast General Store in town. That renovation also resulted in three floors of new residences upstairs.

As a municipal amenity, prewar condos and apartments help with attracting new talent to Knoxville. About 25 years ago, I worked for Whittle Communications, a magazine company that recruited nationally. Some of the prospective editors I interviewed turned down our offer to move to Knoxville precisely due to its then-lack of rehabbed apartment spaces downtown and functional historic neighborhoods.

It's different now. Today, more than a thousand people, many who could afford to live anywhere, choose to live in apartments in old buildings downtown. Many professionals live in newly habitable historic neighborhoods like Old North, Fourth & Gill, and Park Ridge.

Diversity of living options is a municipal asset, and one always served by preservation—especially in a city like Knoxville, where our supply of historic buildings is limited, and small.

Is it the warmth of the materials, the heart pine, marble, or old brick—or the resonance of other people, other uses? Maybe older buildings are just more interesting. The different levels, the vestiges of other uses, the awkward corners, the mixtures of styles, they're at least something to talk about. You could build a building as distinctive and interesting as, say, the Emporium or the S&W. But no one ever does.

American's downtown revivals suggest that people like old buildings. Often you can't walk to lunch on Gay Street without blundering into someone's photograph of the Burwell or the Farragut or the Kern building. Madison Avenue's been aware of that fascination for years. Watch some TV commercials. When an advertiser wants to show an appealing picture of "America" in a flattering light, in a commercial for mood-elevating drugs or investment strategies or luxury cars, they often show old buildings. Whether the intention is patriotic, homey, flirty, warm, reassuring, pre-1940 architecture fits the bill. Regardless of how they actually spend their lives, Americans prefer to picture themselves living around old buildings.

Even modern developers respect that yearning. Many 21st-century strip malls, like one on Kingston Pike in Bearden, mimic Victorian streetscapes. Sometimes new developers build new buildings to look just like old factories. Near Knoxville Center Mall is Don Pablo's, built to look just like a ca. 1920 brick factory building reconditioned as a restaurant. Lacking a real historic building, they want to give their customers the illusion that they're in one.

The appeal of old buildings is a subjective thing, of course. If you're not like that, it would profit you to be aware that many, many people are.

If a prospective resident, or investor, or proprietor, needs an old building, say, a prewar building, there's a finite and comparatively small supply of them, and every time one is torn down, the supply is smaller, and Knoxville becomes, in that respect, less appealing, less interesting, less marketable.

## **6. Old buildings are reminders of a city's substance and complexity.**

Without historic buildings, whether they're related to something famous and recognizably dramatic or not, newcomers and even longtime residents can get a weirdly skewed idea of a place. A city can seem less substantial, less integral, maybe less reliable.

Anybody who's been to Memphis in the last 30 years can get an idea of the importance of context. Part of Beale Street is preserved, and it's a good thing that it is. Several interesting old buildings represent a lot of musical history. But almost nothing around this one short historic section of Beale Street was saved. It's like a little theme park popped up in the middle of a big bleak suburban strip, with acres of surface parking all around. The many buildings torn down in its vicinity may not have been as "historic" as some of these remaining, but they once gave Beale Street context, and made it seem like a real place.

A similar phenomenon afflicts Knoxville, on a different scale. Gay Street's there, but most of State Street's gone. Not to mention most of South Central, Vine, Commerce, etc. Based on what's left, it's easy to believe, as many newcomers do, that Knoxville's urban development never extended in those directions, that it has always been a small town. In particular, one common demolition-related misconception is that Knoxville is a "college town," historically dependent on its university. Downtown's tiny, perhaps the size of a college town's downtown. UT's campus, which is almost adjacent, is much bigger. It's a typical pattern for college towns.

In fact, Knoxville developed mainly as an industrial and wholesaling city, and during the city's period of greatest growth, a century ago, UT's entire student population accounted for hardly 2 percent of Knoxville's population. UT was never more than 5 percent of Knoxville's population until after World War II. But development patterns, and especially demolition in the campus area, once a middle-class residential community, can give a tail-wagging-the-dog impression.

And people jump to conclusions about how flexible the city is. More than one observer, looking around town, has assumed that apartment living, for example, is new and unfamiliar to Knoxville. It's an easy conclusion to make. Almost all obvious apartment buildings, especially downtown and west, are relatively modern, mid-20th-century or later. Downtown's remaining old buildings are mostly stores, warehouses, and office buildings. But a century ago, thousands of Knoxvilleians lived in downtown apartment buildings and townhouses. They're not there anymore because we tore almost all of them down. Urban living isn't new to us. It's just been a while.

Just as banks like to build stately, old-fashioned facades, even when they're in strip malls, a city needs its old buildings to give itself, perhaps more authentically than suburban banks, a sense of permanency and independence.

## **7. You can't trust developers.**

When a Knoxville developer tears down a historic building, there's a very good chance—experience suggests it may be well over 50 percent—that they won't replace it with anything akin to what they promised in the newspaper-ready architectural renderings.

In 1956, developers tore down Knoxville's landmark opera house, a large auditorium where Sarah Bernhardt and Lily Langtry and Will Rogers had performed, where even Frederick Douglass had spoken to a mixed-race audience. They tore it down to build a wonderful new department store that was going to change the way Knoxville shopped. Developers changed their minds. It became a surface parking lot.

In the 1960s, the Chamber of Commerce tore down the once-famous Edison Theatorium for a new Chamber of Commerce building on Gay Street. They changed their minds and decided to build elsewhere. It's now a surface parking lot.

In the '70s, Church Avenue's Ross Flats, the brick and stone edifice that was one of the handsomest apartment buildings ever built in

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Knoxville, was torn down in anticipation of an unusual modern development called the East-West Mall, touted as the salvation of downtown. It never happened. Now it's a surface parking lot.

In the 1990s, the large Tennessee Mine & Mill Building on State Street, being prepared to be a major mixed-use residential conversion, was acquired by eminent domain for the huge Justice Center project. It didn't happen. It's now a surface parking lot, and relatively underused at that.

In 2005, a downtown bank tore down a five-story 1904 apartment building, a beaux-arts building on Union that preservationist developers had coveted and tried to purchase to renovate it for residences. Emphasizing the urgency of expansion, the bank published designs of an attractive new bank building. Eight years later, it's a strictly private surface parking lot. Evenings and weekends, it's mostly empty.

Developers' promises can make anybody cynical. Dozens of downtown's most valuable historic buildings were torn down for exciting projects that never got built. The developers promised a wonderful new edifice, then changed their minds. With no mechanism to hold developers to their promises, the city can only smile sweetly and hum a merry tune.

We always forgive and forget. We're pushovers for drawings.

### **8. We can never know what will be valued in the future.**

"Historic" is subjective. There was a time, not too long ago, when slave cabins were never considered "historic," even if the master's house was.

Americans were late to start talking about their own history. As de Tocqueville and others observed in the 19th century, America was a country that lacked a past and didn't really want one. But by the late 19th century, Knoxvilleians began speaking with some regret about the loss of their city's tangible past, first about the log cabins that

made up the original settlement. They were all eventually torn down or removed.

By the early 20th century, people were admiring "antebellum" houses, those built before the Civil War, as something special. It was mainly just talk, of course. We tore down most of them. Of the 4,000-odd antebellum houses in Knox County in 1865, fewer than 100 remain, many of them altered beyond recognition.

Later, people started talking about Victorian houses and buildings as historic, and special in that regard. We were home to a nationally notable architect in the Queen Anne style, whose work is kept across the nation, from coast to coast. George Barber died in 1915, but is much better known now than he was 50 years ago, when we were content to let much of his best work rot away. Now we treasure them.

Of course, every generation redefines what it considers historical, in terms of what it deems valuable from the past.

The National Park Service opens historic consideration for any building that's at least 50 years old. Maybe that blanket definition made more sense before 1990, when any building old enough to be considered historic was prewar, notably distinctive in architecture, often with hand craftsmanship and higher-quality materials than most modern builders can afford.

But now, a 50-year-old building may be a cheap concrete-slab rancher that was built in 1963. Personally, I'm going to have an even harder time thinking of buildings built in the 1970s or 80s as "historic." But I admit I may not be the best one to make that call. People younger than me, who have more of a stake in the future than I do, should be the ones who decide that.

It's often the youngest Knoxvilleians who are most interested in saving old things. I thought about that a year or two ago, when a reader called, unhappy about changes to her apartment building, inquiring whether there was any chance it might be considered "historic."

Her question startled me. The building she was asking about was a building I remember being built. Moreover, even as a kid, I didn't like the looks of it. Was it "historic"? I didn't like to think so, partly because I didn't like to think of it being worthy of protection. And partly because I didn't like feeling "historic," myself.

That creepy feeling may be behind thousands of demolitions. A creepy feeling about one's own mortality isn't a good reason to tear down a building.

### **9. Regrets go only one way.**

Over the years, I've heard begrudging regrets expressed about tearing a building down. "We just didn't know" they claim, that a neighborhood was on the cusp of revival, that an old building might have profitable new uses—or that what resulted turned out to be less valuable than what was lost.

Do people ever say, "Damn, we should have torn that building down when we had the chance"? I don't know. I've never heard it.

## **APPENDIX 3:**

# **Ten Benefits of Establishing a Local Historic District**

**Draft: May 14, 2018**

## Ten Benefits of Establishing a Local Historic District

By Julia Rocchi – National Trust for Historic Preservation

December 8, 2015

So you've decided you want to establish a local historic district and have considered where its boundaries should be. Now comes perhaps the hardest part: getting your community to buy into the idea.

Shaping local sentiment and opinions is a complex task, and planning a local historic district is no exception. While the preservation community understands and appreciates its benefits, it's not guaranteed everybody will feel as enthusiastic about it. What's more, all the local stakeholders—homeowners, government officials, merchants, and property owners—will endorse, change, or reject proposals depending on how well they understand the issues involved.

So, it's up to the district advocates to make a clear and compelling case for the advantages of a local historic district. Not only will it increase community awareness, but it can also help avoid controversy later by building consensus now.

Here are 10 points to share with your community stakeholders that outline the benefits of establishing a local historic district in your area.

**1. Local districts protect the investments of owners and residents of historic properties.** Insensitive or poorly planned development can make an area less attractive to investors and homebuyers, and thus undermine property value. In contrast, historic district designation encourages people to buy and

rehabilitate properties because they know their investment is protected over time.

**2. Properties within local historic districts appreciate at rates greater than the local market overall as well as faster than similar, non-designated neighborhoods.** Findings on this point are consistent across the country. Moreover, recent analysis shows that historic districts are also less vulnerable to market volatility from interest rate fluctuations and economic downturns.

**3. Local districts encourage better quality design.** In this case, better design equals a greater sense of cohesiveness, more innovative use of materials, and greater public appeal—all of which are shown to occur more often within designated districts than non-designated ones.

**4. Local districts help the environment.** Historic districts encourage communities to retain and use their existing resources in established neighborhoods. This reduces the need for cars, cuts back on pollution and congestion, and eliminates landfill waste.

**5. Local districts are energy-efficient.** Many older buildings were designed with energy conservation in mind, taking advantage of natural light, cross-ventilation, and climate-appropriate materials. Preservation commissions are also increasingly improving their design guidelines to make it easier for historic building owners to use renewable-energy technologies.

**6. Historic districts are a vehicle for education.** They are a tangible link to the past and a way to bring meaning to history and to people's lives. They preserve the original character of buildings and streets, while welcoming growth and innovation within those spaces. They are a living, active record of communities and their residents.

**7. Historic districts can positively impact the local economy through tourism.** An aesthetically cohesive and well-promoted

district can be a community's most important attraction. According to a 2009 report, 78% of all U.S. leisure travelers are cultural and/or heritage travelers who spent, on average, \$994 on their most recent trips—compared to \$611 spent by non-cultural and heritage travelers.

**8. Protecting local historic districts can enhance business recruitment potential.** Vibrant commercial cores and charming neighborhoods with character attract new business and quality industry. Companies continually relocate to communities that offer their workers a higher quality of life, which successful preservation programs and stable districts enhance.

**9. Local districts provide social and psychological benefits.** People living in historic districts enjoy the comfort of a human-scale environment (a mix of aesthetics and functionality that fit the average person's dimensions and capabilities); the opportunity to live and work in attractive surroundings; a recognizable and walkable neighborhood; and the galvanizing effect of community-based group action.

**10. Local districts give communities a voice in their future.** By participating in the designation process, citizens can help direct their communities' path. Making these decisions together in a structured way—rather than behind closed doors or without public comment—gives everyone involved a sense of empowerment and confidence.

The better you can articulate the benefits of a local historic district, the more easily you'll attract and retain supporters.

## **APPENDIX 4:**

# **Model Approach to Rehabilitation**

**Draft: December 9, 2018**

## **Model Approach to Rehabilitation**

In 2018, the same consultant team that has prepared this Downtown Strategy for Hopkinsville prepared a similar, but much more extensive, document for the City of Bristol, Tennessee. That project scope included exploring redevelopment scenarios for the Coyne Block, an area of multiple historic buildings in Downtown Bristol that were recently acquired by the City. Three distinct scenarios were created, each having different degrees of preservation of the historic buildings. For each scenario, the team prepared a development program, a financial pro forma, and a concept plan. The following pages of this Appendix feature excerpted pages from that document. If it is determined that the Phoenix Building does indeed have the potential to be rehabilitated, the City of Hopkinsville might pursue an approach similar to this Bristol model.

## D-4) COYNE BLOCK REDEVELOPMENT

### Background

Many downtowns have high-profile properties that sit vacant or are only marginally put to an economically-viable use. Often times, the private market will not remedy the situation, so the public sector needs to get involved. As the City's RFP document for this project stated, "The City has purchased properties at various stages of property availability, not to be developed by the City but preserved and transferred thru a public process to be redeveloped by private sector individuals."

Consequently, future use and alternative conceptual designs for the Coyne Block are provided here. This block is bound by Shelby Street on the north, Broad Street on the south, 7th Street on the east, and 8th Street on the west. It features two large brick historic buildings - the Coyne Building and the Hecht Building. This project's market analyses and assessments helped lay the groundwork for an understanding of the highest and best uses for this area within the development context (see Appendix 2). Rehabilitation and development concepts were generated, along with anchor use/tenant recommendations based on the market and planning work. Further analysis was done to examine financial returns through baseline pro forma analyses.



View along 7th Street looking north.



Existing light industrial use.



### Current Status & Building Rehabilitation Potential

#### Current Status

This block's buildings are currently used for light production and warehousing, but the City now owns (or is acquiring) nearly all of this block. Furthermore, the City has issued a request for proposals (RFP) for developers to solicit proposals for redevelopment of this important block.

#### Building Rehabilitation Potential

This block's existing historic buildings (Coyle and Hecht) have potential for utilizing the lucrative federal investment tax credit for historic building rehabilitation. The fact that this block is already located within a designated National Register Historic District makes such projects that much easier. To earn the 20% tax credit, rehab projects must follow federal preservation standards, but many downtowns owe their successful rebirths to this incentive.

## D-4) COYNE BLOCK REDEVELOPMENT (CONTINUED)

### Recommendations

*Pursue a new RFP process with developers.*  
The City will first need to exercise its option to acquire the portions of the block that it does not yet own. The current RFP should then be revised with three key changes:

1. Convey the City's desire to preserve and rehabilitate the historic buildings (not including the architecturally insignificant later additions) if feasible.
2. Provide information on potential incentives (especially the federal historic building reha-

bilitation investment tax credits).

3. Provide the market analysis report created via this planning project to better inform applicants. Other objectives for the site should include:
  - Activate the corners of 7th and Shelby Streets with ground floor retail and restaurant uses.
  - Incorporate shared parking in portions of the block without buildings and visually screen it from the streets.
  - Design the parking in a manner to accommodate a parking structure in the future.
  - Consider options to accommodate a market and/or event space.
  - Add wayfinding signage along State and Shelby Streets for parking.

### Alternative Scenarios

It is not recommended that the City require any specific scenario via the RFP process, but three different potential scenarios are offered here:

#### Scenario 1: Save More Historic Buildings

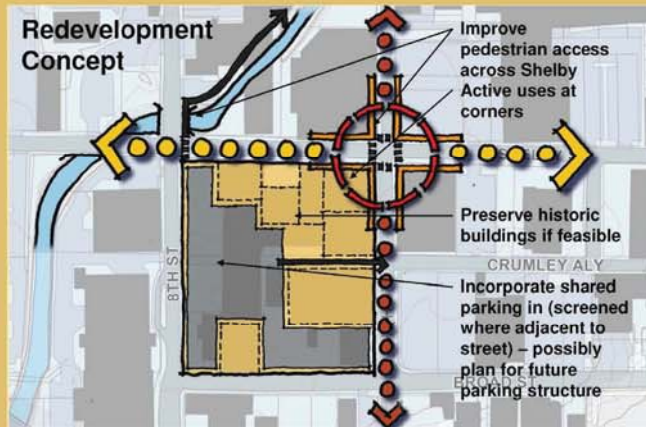
Of the 109,288 square feet of existing building space, 95,508 square feet would be retained and 13,780 square feet would be demolished.

#### Scenario 2: Save Fewer Historic Buildings

This scenario would yield 170,799 square feet of space, including the 16,734 square-foot Coyne Building and 66,774 square feet in the Hecht Buildings.

#### Scenario 3: All New Development

This scenario would yield approximately 190,000 square feet of new building space at four stories and as many as 632 parking spaces in a four-story parking structure.



*The initial concept tested with Downtown stakeholders is depicted at left. It included preserving historic buildings, creating shared parking, and enhancing pedestrian access.*

*At right is a model historic building adaptive reuse project in Franklin, Tennessee. Built in 1929 and listed on the National Register of Historic Places, "The Factory" is now a mixed-use property with shopping, dining, offices and events.*



**D-4) COYNE BLOCK REDEVELOPMENT (CONTINUED)**

**Scenario 1: Save More Historic Buildings**

The subject block has a total of 109,288 square feet of existing building space, including: 23,014 square feet in the Coyne Building and its associated additions; 80,274 square feet in the Hecht Buildings and connector space; and 6,000 square feet in a law office building. This scenario would retain 95,508 square feet of building space for rehabilitation after demolition of non-contributing structures, totaling 13,780 square feet. It assumes that the 16,734 square-foot historic portion of the Coyne Building would be rehabilitated for a restaurant and live entertainment venue. One half of the 78,774 square-foot historic Hecht Buildings would be rehabilitated for office and maker space, and one half would be for about 33 residential loft units. The law office would be demolished since it is not a contributing historic structure. This scenario is based on the assumption that there is demand for the restaurant and entertainment venue (based on the down-

town retail market analysis) and that there is also untested demand for office/maker space and lofts. Marketing of the site would benefit from the creation of a lighted public alley space between the historic buildings. This scenario will yield demand for an estimated 254 parking spaces, of which about 122 spaces could be accommodated on site through surface parking lots established where the law office and non-contributing additions are demolished. Remaining parking would need to be accommodated on-street or in nearby off-site parking lots.

Use	Building Square Feet				TOTAL	Parking
	Rehab	New	Sub-Total	Demo		
<u>Coyne Building</u>						
Restaurant/Entertain	16,734	-	16,734	6,280	23,014	84
<u>Hecht Buildings</u>						
Office/Maker	39,387	-	39,387	750	40,137	120
Loft Space	39,387	-	39,387	750	40,137	50
Sub-total	78,774	-	78,774	1,500	80,274	170
Other Buildings	-	-	-	6,000	6,000	-
<b>TOTAL</b>	<b>95,508</b>	<b>-</b>	<b>95,508</b>	<b>13,780</b>	<b>109,288</b>	<b>254</b>
Notes:	Parking ratios: Restaurant/Entertainment=5/1000; Office=3/1000; Loft Residential=1.5/unit (33 units)					



**D-4) COYNE BLOCK REDEVELOPMENT**  
**(CONTINUED)**

**Scenario 1: Save More Historic Buildings**

Financial Pro Forma

Scenario 1 indicates that there would be total hard and soft costs of \$15.2 million, including rehabilitation, demolition, and new construction. Rental income would total \$1.2 million per year with cash-on-cash returns of a healthy 15.9%. The value of federal tax credits are estimated at about \$196,100 per year and, if applied to operating income, would yield theoretical net operating income (NOI) of \$1.2 million. Based on a proposed capitalization rate of 7.5, value would approach \$16.4 million, with \$1.2 million in net proceeds from sale. These returns are based on the assumption that the owner receives the land at no or nominal cost. Returns are sufficient that tax increment financing (TIF) may not be warranted for funding infrastructure or other leveraged improvements.

Scenario 1		SCENARIO 1 INDICATIVE DEVELOPMENT PRO FORMA, COYNE/HECHT BLOCK REDEVELOPMENT			
<u>Indicative Development Costs</u>	SF/Spaces	Rehab	New	Demo	Total
Land	-	\$ -	\$ -	\$ -	\$ -
Rehabilitation	95,508	\$13,946,836	\$ -	\$ -	\$ 14,042,344
New Construction	-	\$ -	\$ -	\$ -	\$ -
Demolition	13,780	\$ -	\$ -	\$24,246	\$ 38,026
Parking	122	\$ 60,835	\$ -	\$ -	\$ 60,957
Other Site/Infrastructure	2.5%	\$ -	\$ -	\$ -	\$ 349,277
Development Fee	5.0%	\$ -	\$ -	\$ -	\$ 724,530
<b>TOTAL COST (HARD+FEE)</b>		<b>\$14,007,671</b>	<b>\$ -</b>	<b>\$24,246</b>	<b>\$ 15,215,134</b>
<u>Cost Assumptions</u>					
Restaurant/Entertain-Shell+TI	16,734	\$ 159.00	\$ -	\$ -	\$ 2,660,706
Office-Shell+TI	39,387	\$ 150.00	\$ -	\$ -	\$ 5,908,050
Loft-Shell+TI	39,387	\$ 135.00	\$ -	\$ -	\$ 5,317,245
Demolition	13,780	\$ -	\$ -	\$ 1.78	\$ 24,246
Parking	122	\$ 500.00	\$ -	\$ -	\$ 60,835
Other Site/Infrastructure	2.5%	\$ -	\$ -	\$ -	\$ 349,277
<u>Rental Income</u>					
Restaurant/Entertainment	14,224	\$ 18.00	\$ -	\$ -	\$ 256,030
Office/Maker	31,510	\$ 16.00	\$ -	\$ -	\$ 504,154
Loft Residential	31,510	\$ 14.40	\$ -	\$ -	\$ 453,738
<b>TOTAL INCOME</b>					<b>\$ 1,213,922</b>
<u>Indicative Cash Flow</u>					
Loan Amount	80%				\$ 12,172,107
Equity	20%				\$ 3,043,027
Annual Debt Service					(\$730,327)
Cash Flow ADS					\$ 483,595
Cash on Cash Return					15.9%
<u>Income &amp; Value</u>					
Gross Annual Income					\$ 1,213,922
Adjusted Income	95%				\$ 1,153,226
CAM, T&I	10%				\$ 121,392
Federal Tax Credit	20%				\$ 196,107
<b>NOI</b>					<b>\$ 1,227,941</b>
Value based on Cap Rate	7.5				\$ 16,372,548
Net Proceeds from Sale					\$ 1,157,415

**D-4) COYNE BLOCK REDEVELOPMENT**  
(CONTINUED)

**Scenario 2: Save Fewer Historic Buildings**

Scenario 2 would involve the demolition of some historic building space to accommodate all of the required parking on site through development of a parking garage. This scenario would yield a total of 170,799 square feet of building space, including: the 16,734 Coyne Building; 66,774 remaining square feet of the Hecht Buildings; new construction of the 71,700 square-foot parking structure; and a 15,500 square-foot new commercial building. In this scenario, the Coyne Building would still accommodate the restaurant/entertainment venue space, and a total of about 26 to 30 residential lofts would be developed in the remaining Hecht Buildings, but there would be less space available for office/maker tenants.

Scenario 2 generates a supply of 322 parking spaces, including about 200

parking spaces in the parking structure, and the remaining 122 spaces in on-site surface parking lots. Given the estimated demand of 283 spaces for this site (including a 6% reduction for shared parking), this parking is more than sufficient to accommodate the needs of the on-site uses. In fact, it can supply excess parking of 39 spaces to be used by adjacent buildings.

Use	Building Square Feet				TOTAL	Parking
	Rehab	New	Sub-Total	Demo		
<u>Coyne Building</u>						
Restaurant/Entertain	16,734	-	16,734	6,280	23,014	84
<u>Hecht Buildings</u>						
Office/Maker	33,387	-	33,387	6,750	40,137	120
Loft Space	33,387	-	33,387	6,750	40,137	40
Sub-total	66,774	-	66,774	13,500	80,274	160
Parking Structure	-	71,701	71,701	-	71,701	199
Other Buildings	-	15,500	15,500	6,000	21,500	78
<b>TOTAL</b>	<b>83,508</b>	<b>87,201</b>	<b>170,709</b>	<b>25,780</b>	<b>124,788</b>	<b>321</b>
Notes:	Parking ratios: Restaurant/Entertainment=5/1000; Office=3/1000; Loft Residential=1.5/unit (26 units). 360 sq. ft. per parking space.					



**D-4) COYNE BLOCK  
REDEVELOPMENT  
(CONTINUED)**

**Scenario 2: Save Fewer Historic Buildings**

Financial Pro Forma

Scenario 2 indicates that there would be total hard and soft costs of \$15.6 million, including rehabilitation, demolition, and new construction. Rental income would total \$1.3 million per year - higher than in Scenario 1 because a new commercial building has been added that might accommodate more restaurant space. Cash-on-cash returns would total a healthy 18.8%. The value of federal tax credits are estimated at about \$172,000 per year, slightly lower than in Scenario 1 because a portion of historic structures would be demolished. If applied to operating income, a theoretical net operating income (NOI) would total \$1.29 million. Based on a proposed capitalization rate of 7.5, value would exceed \$17.2 million, with \$1.65 million in net proceeds from sale. These returns are based on the assumption that the owner receives the land at no or nominal cost. Returns are again sufficient that tax increment financing (TIF) may not be warranted for funding infrastructure or other leveraged improvements.

Scenario 2		SCENARIO 2 INDICATIVE DEVELOPMENT PRO FORMA, COYNE/HECHT BLOCK REDEVELOPMENT			
<u>Indicative Development Costs</u>	Unit	Rehab	New	Demo	Total
Land	-	-	-	-	-
Rehabilitation	83,508	\$12,287,001	-	-	\$ 12,320,509
New Construction	-	-	-	-	-
Demolition	25,780	-	-	\$45,360	\$ 71,140
Parking	122	\$ 61,000	\$1,991,700	-	\$ 2,052,822
Other Site/Infrastructure	3.0%	-	-	-	\$ 403,934
Development Fee	5.0%	-	-	-	\$ 742,420
<b>TOTAL COST (HARD+FEE)</b>		<b>\$12,298,001</b>	<b>\$1,991,700</b>	<b>\$45,360</b>	<b>\$ 15,590,825</b>
<u>Cost Assumptions</u>					
Restaurant/Entertain-Shell+TI	32,234	\$ 159.00	\$ 250.00	-	\$ 6,535,706
Office-Shell+ TI	33,387	\$ 150.00	-	-	\$ 5,008,050
Loft-Shell+ TI	33,387	\$ 135.00	-	-	\$ 4,507,245
Demolition	25,780	-	-	\$ 1.76	\$ 45,360
Parking Surface	122	\$ 500.00	-	-	\$ 61,000
Parking Structure	199	-	\$ 10,000	-	\$ 1,991,700
Other Site/Infrastructure	2.5%	-	-	-	\$ 403,934
<u>Rental Income</u>					
Restaurant/Entertainment	28,174	\$ 18.00	-	-	\$ 507,130
Office/Maker	26,710	\$ 16.00	-	-	\$ 427,354
Loft Residential	26,710	\$ 14.40	-	-	\$ 384,618
<b>TOTAL INCOME</b>					<b>\$ 1,319,102</b>
<u>Indicative Cash Flow</u>					
Loan Amount	80%				\$ 12,472,660
Equity	20%				\$ 3,043,027
Annual Debt Service					(\$748,360)
Cash Flow ADS					\$ 570,742
Cash on Cash Return					<b>18.8%</b>
<u>Income &amp; Value</u>					
Gross Annual Income					\$ 1,319,102
Adjusted Income	95%				\$ 1,253,147
CAM, T&I	10%				\$ 131,910
Federal Tax Credit	20%				\$ 172,172
NOI					<b>\$ 1,293,409</b>
Value based on Cap Rate	7.5				<b>\$ 17,245,450</b>
Net Proceeds from Sale					<b>\$ 1,654,625</b>

**D-4) COYNE BLOCK REDEVELOPMENT**  
**(CONTINUED)**

**Scenario 3: All New Development**

Scenario 3 would involve the demolition of all historic buildings in order to accommodate new construction and most of the parking on site through development of a structured parking garage. This scenario would have a total of 398,800 square feet of space, including construction of a four-story new building wrapping three sides of the block and containing 189,800 square feet for mixed use space and a 209,000 square-foot four-story parking structure.

Scenario 3 generates a supply of 632 parking spaces in the parking structure. Based upon the building square footage of this scenario, approximately one parking space would be available for every 300 square feet of building space. The City does not require on-site parking Downtown, but utilizing the standards for the balance of the community, this amount of parking should exceed the amount needed for the building space. The

City requires one parking space per 333 square feet of retail space and one space per 500 square feet of office space. The estimated peak parking demand for this development scenario is 449 spaces, which includes a 7% reduction for shared uses. Compared to the proposed total of 632 spaces in the garage, this scenario would result in 183 excess parking spaces that could be utilized by adjacent buildings and uses.

Use	Building Square Feet				TOTAL	Parking
	Rehab	New	Sub-Total	Demo		
Coyne Building	-	-	-	23,014	23,014	-
Hecht Buildings	-	-	-	80,274	80,274	-
Parking Structure	-	209,000	209,000	-	209,000	-
Other Buildings	-	189,800	189,800	4,110	193,910	-
Restaurant/Entertain	-	32,200	32,200	-	32,200	225
Office	-	78,800	78,800	-	78,800	276
Residential	-	78,800	78,800	-	78,800	130
<b>TOTAL</b>	<b>-</b>	<b>398,800</b>	<b>398,800</b>	<b>107,398</b>	<b>506,198</b>	<b>632</b>
Notes:	Parking ratios: Restaurant/Entertainment=7/1000; Office=3.5/1000; Loft Residential=2.0/unit (33 units). 300 sq. ft. per parking space.					



**D-4) COYNE BLOCK REDEVELOPMENT (CONTINUED)**

**Scenario 3: All New Development**

Financial Pro Forma

Scenario 3 suggests there would be total hard and soft costs of \$53.7 million, including demolition and new construction. Rental income would total nearly \$3.1 million per year (higher because new commercial buildings might fetch higher rents). Cash-on-cash returns would total a relatively low 4.7% due to the amount of equity likely required for financing. The project would not benefit from federal historic rehab tax credits because there would be no historic buildings. A theoretical NOI would total \$2.62 million. Based on a proposed capitalization rate of 7.5, value would exceed \$33.8 million, but this is insufficient to overcome the vast amount required to capitalize the project at sale. These returns are based on the assumption that the owner receives the land at no or nominal cost. TIF may be required to fund infrastructure or other leveraged improvements to reduce the massive capital cost for building out this block with new construction. Without historic buildings, the site's marketability for restaurant and entertainment space is reduced because of the lack of character. Since office or residential market analysis was not part of this project, it is unclear whether removing the historic buildings might also affect the marketability of the site for office and residential uses. A conservative assumption has been made that higher rents would be achieved from new construction for office and residential since there is little new office or residential product available on the market in Downtown Bristol, but that assumption could prove to be spurious, depending on market preferences.

Scenario 3		SCENARIO 3 INDICATIVE DEVELOPMENT PRO FORMA, COYNE/HECHT BLOCK REDEVELOPMENT			
Indicative Development Costs	Unit	Rehab	New	Demo	Total
Land	-	-	-	-	-
Rehabilitation	-	-	-	-	-
New Construction	398,800	-	\$43,510,000	-	\$ 43,510,000
Demolition	107,398	-	-	\$ 188,967	\$ 188,967
Parking	-	-	\$ 6,315,333	-	\$ 6,315,333
Other Site/Infrastructure	3.0%	-	-	-	\$ 1,092,474
Development Fee	5.0%	-	-	-	\$ 2,555,339
<b>TOTAL COST (HARD+FEE)</b>		-	<b>\$49,825,333</b>	<b>\$ 188,967</b>	<b>\$ 53,662,113</b>
<b>Cost Assumptions</b>					
Restaurant/Entertain-Shell+TI	32,200	-	\$ 250.00	-	\$ 8,050,000
Office-Shell+TI	78,800	-	\$ 237.50	-	\$ 18,715,000
Loft-Shell+TI	78,800	-	\$ 212.50	-	\$ 16,745,000
Demolition	107,398	-	-	\$ 1.76	\$ 188,967
Parking Surface	-	-	-	-	-
Parking Structure	632	-	\$ 10,000	-	\$ 6,315,333
Other Site/Infrastructure	2.5%	-	-	-	\$ 1,092,474
<b>Rental Income</b>					
Restaurant/Entertainment	32,200	\$ 18.00	-	-	\$ 579,600
Office	78,800	\$ 16.80	-	-	\$ 1,323,840
Residential	78,800	\$ 15.00	-	-	\$ 1,182,000
<b>TOTAL INCOME</b>					<b>\$ 3,085,440</b>
<b>Indicative Cash Flow</b>					
Loan Amount	80%				\$ 42,929,690
Equity	20%				\$ 10,732,423
Annual Debt Service					(\$2,575,784)
Cash Flow ADS					\$ 509,656
Cash on Cash Return					4.7%
<b>Income &amp; Value</b>					
Gross Annual Income					\$ 3,085,440
Adjusted Income	95%				\$ 2,931,168
CAM, T&I	10%				\$ 308,544
Federal Tax Credit	20%				\$ -
NOI					\$ 2,622,624
Value based on Cap Rate	7.5				\$ 34,968,320
Net Proceeds from Sale					\$ (18,693,793)

**D-4) COYNE BLOCK REDEVELOPMENT (CONTINUED)**

Explanation of Comparisons

It is important to understand that the comparisons below are all relative. For example, none of the scenarios will result in a substantial amount of open space. However, some provide more than others, particularly when consider-

ing how readily accessible it is to the public.

**Conclusions**

From a purely financial perspective, Scenarios 1 and 2 provide the greatest returns on investment based on a moderate pro forma income. While Scenario 3 does generate more income, it also comes at a much higher risk to investors, with a significant amount of new commercial space added to the market at this location.

The cost of new construction in Scenario 3 is much higher than the rehab work that dominates Scenarios 1 and 2, and under current conditions in the construction industry, financing and skilled labor may be in short supply. The weaker returns will mean that Scenario 3 might require the City and public agencies to help fill the gap through incentives that help leverage the project.

While Scenario 3 does provide excess parking, it does not promote the rehabilitation of buildings and creation of open space consistent with the historic character of the surrounding downtown industrial corridor and potential marketing concepts. Scenario 2 is somewhat of a “best of all worlds” given the excess parking created and the historic buildings saved.

**Summary Comparison of Scenarios**

CONSIDERATION	SCENARIO 1	SCENARIO 2	SCENARIO 3
<b>Preservation of Historic Buildings</b>	Highest Value	Moderate Value	Lowest Value
<b>Provision of Useable Open Space*</b>	Highest Value	Moderate Value	Lowest Value
<b>Resulting Amount of Building Space**</b>	Lowest Value (95,508 SF)	Moderate Value (99,099 SF)	Highest Value (189,800 SF)
<b>Volume of Excess Parking Created***</b>	Lowest Value (-132 spaces)	Moderate Value (39 spaces)	Highest Value (183 spaces)
<b>Cash on Cash Return</b>	Moderate Value (15.9%)	Highest Value (18.8%)	Lowest Value (5.5%)
<b>Net Operating Income</b>	Moderate (\$1.22 million)	Moderate (\$1.29 million)	High (\$2.62 million)
<b>Need for Financial Assistance from City****</b>	Highest Value (likely unneeded)	Highest Value (likely unneeded)	Lowest Value (likely needed)

\* Factors in accessibility to the public, including direct access from a public ROW  
 \*\* Not including parking structure square footage  
 \*\*\* Based on the difference between demand generated by the site’s building square footage and number of spaces  
 \*\*\*\* Includes financial incentives such as tax increment financing (TIF)

**RESPONSIBLE PARTIES  
D-4) Coyne Block Redevelopment**

Updating to RFP Process

As the site’s owner/controlling party, this would be a City responsibility.

Financial Incentives

Incentives from the City such as TIF are unlikely in most scenarios, but rehab. investment tax credits would be federal.

Demo. Development, Leasing, etc.  
Owner/developer responsibility.

## **APPENDIX 5:**

# **Business Recruitment Strategies**

**Draft: December 9, 2018**

## Business Recruitment Strategies

The scope of work for this project did not include business recruitment strategies. However, the following generic advice for business recruitment strategies is excerpted from pages 146-149 of Phil Walker's 2009 book entitled *Downtown Planning for Smaller and Midsized Communities*, published by the American Planning Association's Planners Press.

Ideally, a formal business recruitment effort should not be initiated until the timing is right. Good timing includes adequate preparation for the recruitment process, as well as positive trends for the downtown that make it more appealing as a business location. The following components should already be in place before recruitment efforts begin:

- Identification of the optimal tenant mix
- Inventory of available building space or developable sites
- Business recruitment strategy
- Marketing package promoting the advantages of downtown

The process for identifying the optimal tenant mix was covered in Chapter 2. For those downtown plans that can go into such detail, the business recruitment strategy should answer the following questions:

- What specific businesses will be recruited?
- How will the initial contact be made?
- Where should the initial contact occur?
- Who should make the initial contact?
- What materials should be included in the marketing package?
- When and how should any follow-up occur after the initial contact?

In general terms, there are no right or wrong answers because they depend upon the specific circumstances of the downtown, the business being recruited, and the individuals involved. Obviously, any relationships with the owner of the business being recruited should be taken advantage of by the downtown organization, so the direct involvement of the organization's full membership should be encouraged. Rather than placing business recruitment responsibilities solely on the shoulders of their small staff, the Albany Downtown Association (ADA) in Oregon established a Business Recruitment Team in the first half of the 1990s. That group of volunteers, primarily merchants, combined their efforts to identify and recruit candidates for downtown Albany. However, the ADA took a new approach to recruitment. Rather than place the primary responsibility with a small designated group, the ADA trained all

## Appendix 5: Business Recruitment Strategies

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downtown business operators in recruitment in order to take advantage of any chance encounters that merchants might have with potential new downtown business owners. Although the team was disbanded in the mid-1990s, it will soon be reinstated with funding from the Main Street USA program.

Rather than relying on volunteers or downtown organization staff who may have only limited experience and expertise with business recruitment, some downtowns have hired consultants to perform the task, particularly if the consultant has already conducted a market analysis to identify the desired new businesses. Among the many advantages of using a consultant for such work are the following:

- Consultants can “speak the language” of the developer, broker, or business operator to explain the economics of the market and the likely market potentials.
- Consultants are independent of the city or downtown organization to the extent that they will likely not be perceived as a biased promoter of the particular downtown.
- Consultants are equipped with expertise that allows them to effectively glean from developers, brokers, and business operators their specific market and financial requirements.

Regardless of who does the actual courting, the marketing package to promote the advantages of starting a business downtown should contain an inventory of available spaces, including information on

their location, square footage, rental costs per square foot, parking availability, and contact information. For properties that will be rented on a “triple net” basis (i.e., lessee pays standard rent, as well as taxes, insurance, and maintenance costs), average monthly costs for insurance, utilities, and property taxes should also be included.

Because some targeted businesses will be better served by new building space, available sites for development should be included, along with all relevant property information. Other materials in the package might include a map of downtown, information on the downtown organization, a list of governmental and similar contacts relevant to opening a business, downtown promotional brochures, information on existing incentive programs for businesses, and any positive articles on downtown. The Hannibal, Missouri, Main Street program went a step further and, with the help of the chamber of commerce and the regional development authority, produced a business recruitment video highlighting the benefits of locating a business there (National Main Street Center 1997, 22). Although their specific strategies may change over time based upon experience, some of the most successful downtowns have developed and persistently executed detailed business recruitment strategies.