

IV. FORMULATION OF THE PRESERVATION PLAN FOR THE MEMPHIS LANDING

DETERMINING THE PLANNING AREA

The Memphis Landing, as defined in the Cotton Row Historic District nomination, is bounded by Tom Lee Park on the south, the Mississippi River on the west, Jefferson Davis Park on the north, and Riverside Drive on the east. These boundaries define the immediate area of significance for the Landing as a historic resource, but the "Criteria of Adverse Effect" (36 CFR § 800.9[b]), used to evaluate the impact of federal undertakings on historic properties, include the need to assess the effects of off-site issues that may isolate the resource or harm its character of setting. Therefore, for planning purposes a larger area was used to properly evaluate the Landing within its urban context (see Figures 3 and 4).

To include the historical, contextual, and visual association, the study area was defined as including Jefferson Davis Park and Adams Avenue on the north, the eastern side of Front Street on the east, Tom Lee Park south to Linden Avenue on the south, and Mud Island on the west. Most of this area is associated with the Landing as part of the Public Promenade set aside by the Proprietors of Memphis in 1819, as well as the more modern urban context visible from the Landing itself.

THE CRITERIA OF ADVERSE EFFECT

The Criteria of Adverse Effect are regulatory standards for evaluating the consequences of a federal project, whether a project involves direct federal funding or is simply "licensed or assisted." As stated in 36 CFR § 800.9(b), the Criteria include but are not limited to:

1. Physical destruction, damage, or alteration of all or part of the property;
2. Isolation of the property from or alteration of the property's setting when that character contributes to the property's qualification for the National Register;
3. Introduction of visual, audible, or atmospheric elements that are out of character with the property or alter its setting;
4. Neglect of a property resulting in its deterioration or destruction;
5. Transfer, lease or sale of the property.

SIGNIFICANT CHARACTERISTICS OF THE MEMPHIS LANDING

The Criteria of Adverse Effect are applied to preserve the important aspects of integrity of the National Register resource. The defining elements of integrity for the Memphis Landing are:

Location. The location of the Memphis Landing reflects its purpose as the physical point of interaction between the commercial interests that plied the Mississippi River and the commercial interests of Memphis.

Design. The Memphis Landing possesses a character derived from two important aspects of nineteenth century design. First, its design represents prevalent standards in civil engineering for the construction of surfaces designed to withstand the erosional forces of river currents. Second, the Landing represents a rare example of a commercial and civic landscape designed not for monumental purposes but for utilitarian service.

Setting. The setting of the Landing retains the visible and physical connection between the river and the city that shaped the physical development of the city itself.

Materials. The materials used in the construction of the Landing retain integrity as a paved surface, and they reflect important trends in interstate commerce from the middle of the nineteenth century through the late twentieth century.

Workmanship. The shapes given the paving stones by the workmen who laid them represent different approaches and techniques in the use of stone masonry for paving purposes. The patterns of the paving also represent important engineering concepts and craft traditions.

Feeling. The Memphis Landing conveys an immediate sense of its place and meaning within local and regional history.

Association. The Memphis Landing possesses the quality of association between the Landing and the historic resources of the city's downtown, and between the Landing and the historical traditions of the Mississippi River.

THE PUBLIC'S PERSPECTIVE: TREATMENTS OF THE LANDING

In formulating the preservation standards and treatments for the Landing, the perspective of the public was given major consideration. It is clear that the public has strong feelings about the Landing as a historic place and wishes it to be treated with care and respect in the future. The principal concerns offered were as follows:

1. The use of the Landing for free public parking should end immediately and the amount of area used for parking should be reduced. A fee system should be developed to allow patrons of harbor users to be exempted from parking charges. All net proceeds from parking revenues should be placed in a dedicated fund for maintenance and repair of the Landing.
2. Riverside Drive poses a substantial obstacle to the enjoyment of the riverfront by pedestrians, bicyclists, and other nonvehicular traffic. Since it does not appear feasible to close Riverside Drive from Beale to Court Street, the speed of traffic should be slowed considerably to promote use by pedestrians. Additional traffic lights, lower posted speed limits, longer pedestrian crossing cycles, and other forms of traffic-calming devices should be installed and enforced.
3. The pavement of the Landing is deteriorating as a result of neglect and of damage from river craft. The City of Memphis should adopt appropriate measures to provide for the restoration of the Landing and for its regular maintenance needs. The City should also initiate steps to significantly reduce or eliminate the damage to the pavement of the Landing by river craft.
4. Increased use will lead to an increase in the number of large trucks, buses, and other service vehicles on the Landing, which will be unsightly and will damage the

Landing's pavement. The continued or increased placement of solid waste containers on the Landing is undesirable. Large vehicles should be banned from the Landing, and alternative means for the delivery of goods and the removal of solid waste should be developed.

5. Utility services needed to support the increased use of the Landing should be hidden from view as much as possible.

GENERAL PLANNING STANDARDS

The conclusions of the Cultural Resource Assessment, combined with the analysis of the Landing's level of historic significance and aspects of its historical integrity, have created a matrix of preservation concerns requiring conservative treatment in future projects. When these concerns are weighed in the perspective of the Criteria of Adverse Effect, the following general standards for the preservation of the Landing are derived:

1. Preservation, restoration, and maintenance of the paved area of the Landing should be a consistent priority for programmatic administration by the City. This priority should be a major consideration in the design and construction management of all project elements and phases.
2. Minimize ongoing sources of deterioration to the Landing. Programmatic and physical measures should be developed to halt the deterioration and ongoing disturbance of its historic character.
3. Disturbance of the paving and/or the subsurface of the Landing should be avoided because the Memphis Landing is a complex archaeological site, composed of potential subsurface deposits and the pavement of the Landing itself.
4. Disturbance of the subsurface or the paved surface of the Landing should be confined to areas previously disturbed by twentieth century construction or repair activities.
5. Repair of newly disturbed areas should result in reestablishing the plane of the existing paved surface; the previously existing or original paving material and its paving pattern should be reestablished to the greatest extent possible.
6. Any future projects on the Landing should result in a net loss of the existing paved area not to exceed 10 percent (30,000 square feet); this sum is an aggregate total of all projects, not a per-project figure. Loss of the paved surface is defined as covering of existing paving with permanent new materials, or the replacement of a paved area with new construction or new paving of a different material and character from the original.
7. Construction should not result in changes to the historic landscape of the Landing, whether permanent or temporary. Existing nonhistoric alterations to the historic landscape qualities of the Landing should be reversed as associated concerns of any project design and construction.
8. Facilities or services to support all future uses of the Landing should be built on sites adjacent to the historic paved area of the Landing. These facilities and services should not be visible from the Landing.
9. No elements of proposed projects should result in the further physical or visual isolation of the Landing from its surrounding urban setting. Every effort should be made to repair or reconstitute those connections with the surrounding setting that have been damaged by previous construction.

10. Commercial or public facilities to be developed on the riverfront should be designed to respect and reflect the unique historical character of the Memphis Landing, the Mississippi River, and Memphis itself.
11. Projects should seek every opportunity to introduce means to present and interpret the unique history and characteristics of the Memphis Landing, the Mississippi River, and Memphis.