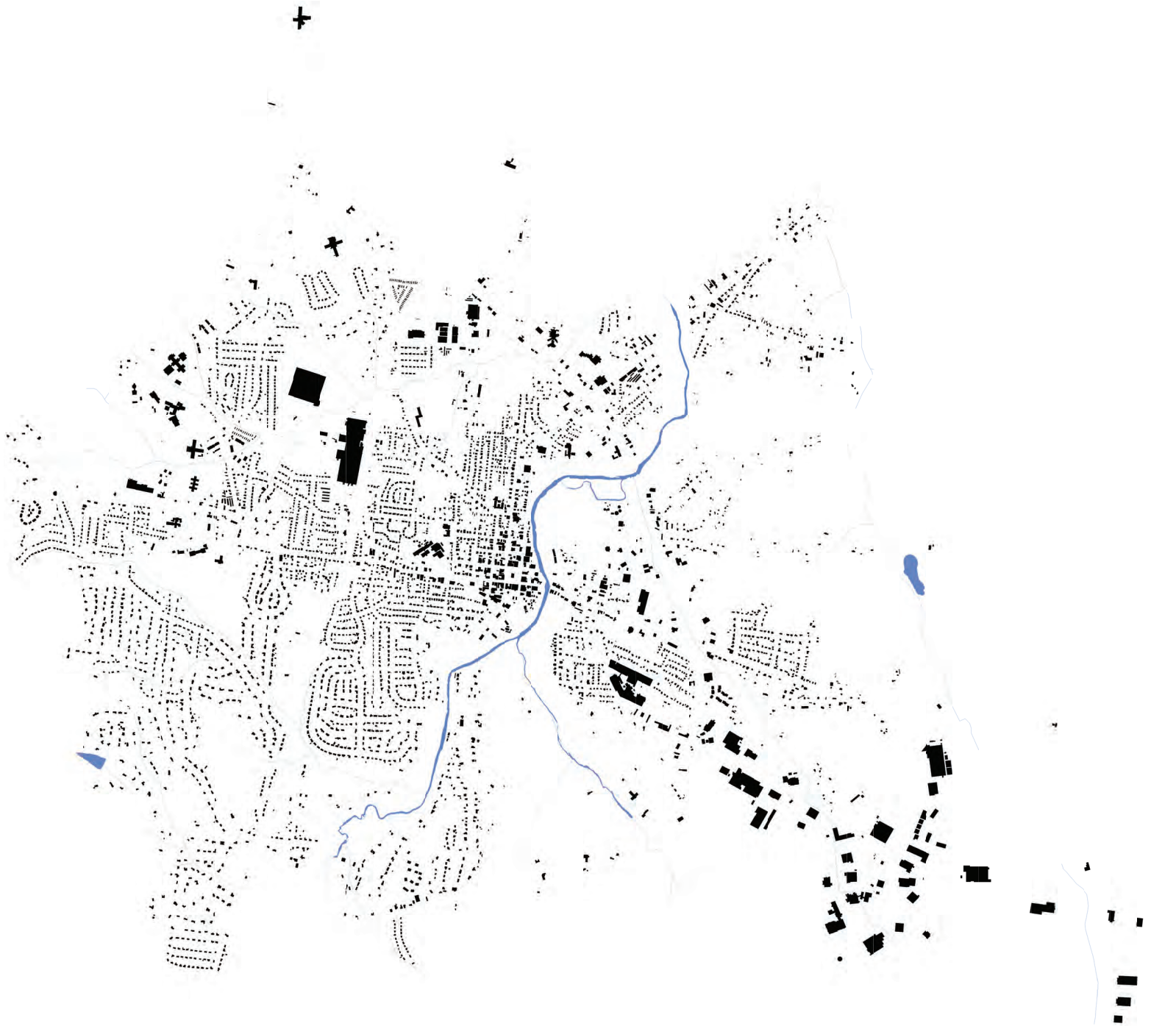


# Vision Lewisburg 2035



**HODGSON DOUGLAS**  
landscape architecture . planning . urban design

 **THE WALKER**  
**COLLABORATIVE**

kennon calhoun | **WORKSHOP**  
architecture design planning management

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## ACKNOWLEDGEMENTS

Mayor Jim Bingham  
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 Pam Russell, Roy Haislip, Tom Sumners  
 Steering Committee - John Murphy (chairman), Steve Thomas, Edmund  
 Roberts, Barbara Woods, Mike Wiles, Leland Carden, Greg Lowe

*A special thanks to the citizens and stakeholders who participated in this exciting planning process. This effort is a reflection of the community's vision and serves as the foundation for the next stages of growth in Lewisburg. It is intended to guide the leaders of today and the visionaries of tomorrow.*



*“A city is not an accident but the result of coherent visions and aims.”*  
- Leon Krier

Planning is an important function for any local government for a variety of reasons. **Only through a planning process that is grounded in strong public input can a community create a vision and determine its own future rather than it being determined by the individual investment decisions of private individuals.** A plan is a vehicle for implementing the community's vision with respect to environmental conservation, historic resources, open space, recreation, land uses, transportation, infrastructure, economic development, housing, the downtown, civic facilities, schools, libraries and related issues. Unlike some states, which require a community-wide Comprehensive Plan to be created every five years, comprehensive planning is not mandatory in Tennessee. Nevertheless, if citizens want to see their tax revenues spent in a thoughtful and strategic manner that strives toward fiscal efficiencies, they will value planning.

In April 2012, the City of Lewisburg commissioned the Wyoming Rural Development Council (WRDC) to prepare a study with ideas for community improvement. It was based upon an intensive series of interviews and meetings with key stakeholders and citizens in general. The WRDC group listened to over 155 people in 13 listening sessions and received over 75 written comments. Each person was asked to respond to the following three questions:

- What do you think are the major problems and challenges in the City of Lewisburg and Marshall County?
- What do you think are the major strengths and assets in the City of Lewisburg and Marshall County?
- What projects would you like to see completed in two, five, ten, and twenty years in the City of Lewisburg and Marshall County?

Among the WRDC's resulting numerous recommendations was the creation of a Comprehensive Plan for the City. While the City is not currently in a position to be able to commission the creation of a detailed Comprehensive Plan that would address all of the key issues that the community faces, this Vision Plan is an excellent starting point. To stretch the City's financial resources, while still addressing some of the most critical issues, **this Vision Plan addresses three key topics: open space, corridors and downtown.** Although the background research and public input was comprehensive with respect to the full range of issues addressed, the Vision Plan's recommendations are necessarily focused on open space, corridors and downtown. Future improvements in these three areas will go far to enhance the overall quality of life in Lewisburg.

# History

## Pre-Settlement (Pre-1800)

Lewisburg, Tennessee sits at the southern edge of the Tennessee's Central Basin, the geologic formation surrounding the Middle Tennessee region, in what is present day Marshall County. As evidenced by the geologic map of the state, the differences between these physiographic regions is largely based on underlying geologic formations. The land around the Central Tennessee region was formed around 400 million years ago, when the area where Lewisburg now stands was submerged under a great inland sea. The accumulation of sea life created the fossil rich limestone of the region. As the sea retreated, newer layers were deposited on the land, and deposits of algae formed shale. As rivers covered that layer with silt and clay, siltstone was formed. Around 330 Million years ago, the three layers folded into a broad up warp called the Nashville Dome. This uplifted strata had a higher rate of erosion than surrounding geologic formations, thus leading to the formation of the basin. Landforms on and around Lewisburg reflect this underlying geologic structure, and are comprised primarily of limestone based soils. These soils are the basis for how the region developed from the earliest settlers until present day.

The shallow soils in this region support the unique ecology of Cedar Glades, which can thrive in shallow limestone rich soils. This unique ecology helped shape both pre and post settlement development. As settlers began to cultivate the land, they also found

that these limestone rich soils favored the growth of grasses used for animal husbandry, such as dairy farming and horse breeding. Major future industries and recreation developed due to these unique plant communities, including pencil manufacturing and the breeding of walking horses.

The Duck River serves as the primary water source for Marshall County and Surrounding region, with principle tributaries and streams of Caney Spring and Flat Creek to the north, and East Rock and Big Rock Creeks to the south. Big Rock Creek flows directly through present day Lewisburg. The Elk Ridge extends from east to west, serving as the drainage divide south of the Duck River. These natural waters, combined with the fertile soils sustained abundant wildlife within an unbroken wilderness. The area attracted roaming Native Americans in search of new sources of food. These same natural resources attracted early settlers and the predecessors of modern day Lewisburg and Marshall County.

## Post Settlement (1807–1890s)

The first settlers arrived in present day Marshall County around 1807. Revolutionary War soldiers granted land in and around Marshall County by the state of North Carolina government as a reward for service. These ex-soldiers came to the area to work the land and thus began the region's rich agricultural heritage. The fertile soil, favorable climate and abundance of fresh water soon attracted additional settlers. In 1825,

as the region continued to grow, citizens from nearby Bedford, Lincoln and Maury Counties, concerned that their respective Courthouses stood at too great a distance from another, petitioned the Tennessee General Assembly to form a new county comprised entirely by portions of their territories. Over ten years later, in 1836, Marshall County was officially created. The new County was named in honor of Chief Justice John Marshall. In this same act, Lewisburg, named after Meriwhether Lewis, was established as the county seat. The new town of Lewisburg was formally incorporated on December 16, 1837, and was comprised of 50 acres of land donated by Abner Houston.

Agriculture was the predominant economic activity within the region and remained so until after World War II. The primary forms of farming were livestock, poultry, tobacco and grains. Dairy and lumber also provided sources of local income. Being the county seat and centrally located, Lewisburg developed as the hub of trade and service for the county community. Very little product was exported during this time. Tied to the agricultural movement is the Ladies Rest Room, which was a public rest room built in 1924 for the wives of farmers who came to town on Saturday to conduct business. The Ladies Rest Room is now listed on the National Register of Historic Places and remains a vital connection to this period for present day Lewisburg. The fainting goat, for which a major festival is named, came to Marshall County from Europe in the 1880s. The stiff-legged appearance and the fainting

is caused by a condition called myotonia. Lewisburg celebrates the fainting goat because Marshall County was its first home in America.

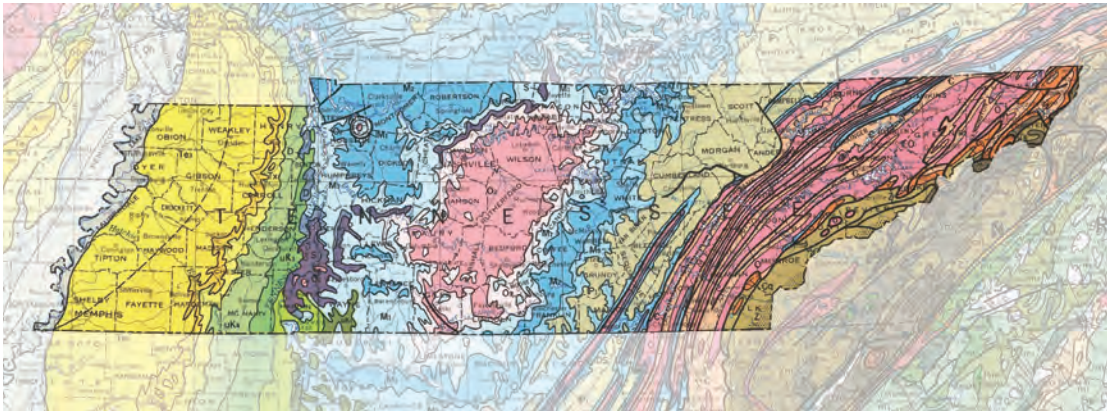
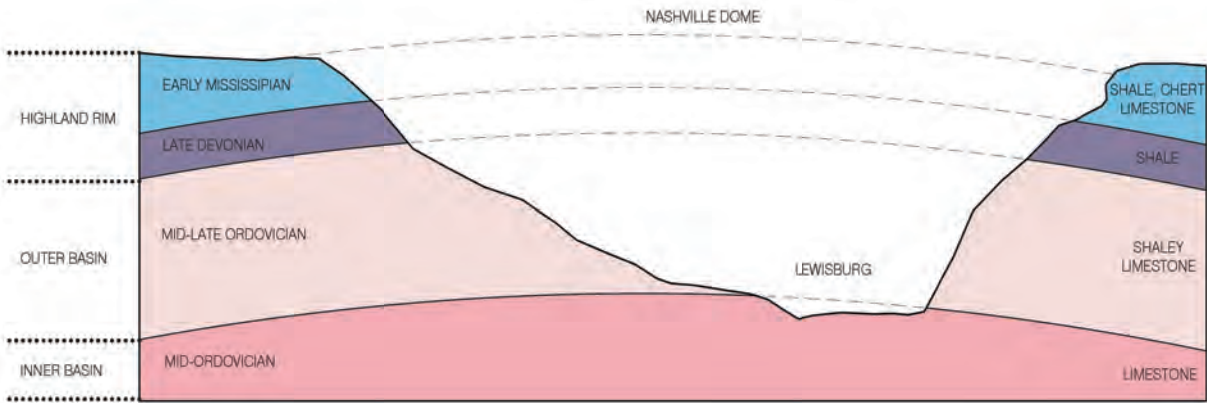
Throughout this period, advancements in agricultural technology led to relatively moderate to substantial growth.

## Growth (1890s – Present)

The city's first industry can be traced back to the region's unique shallow limestone geology and cedar plant communities. In 1894, a cedar sawmill and slatmill was established by the American Pencil Company. The Red Cedar Pencil Company arrived in 1909, followed by other pencil manufacturers and leading Lewisburg to become known as the "Pencil Capital of the World".

The Great Depression did stall this growth and caused a return to agriculture, but by the end of World War II, Industry had become major economic driver within the region. Post WWII, new businesses have included a mixture of traditional industrial plants capitalizing on the regions raw materials, as well as more complex manufacturing production plants. The readily available labor market in Lewisburg during this period consisted of low to medium skilled laborers seeking to leave agricultural life. Borden Company began operations within the city in 1936, with many other companies, including the General Shoe Corporation, Walker Casting and Moon Pencil Company arriving by 1961.







# Open Space and Parks

## Rural Heritage

Lewisburg sits within a large rural greenbelt in south central Tennessee, with a landscape comprised of gently rolling hills and valleys, limestone outcrops, and rich fertile soils ideal for agriculture. Because of its rich agricultural history and distance from the major metropolitan centers of Nashville and Huntsville, much of this surrounding landscape remains intact today. Rapidly growing cities of closer proximity such as Franklin and Columbia threaten to endanger this surrounding open space if proper planning strategies aren't employed. Within the city limits, Lewisburg has a strong public park system consisting of nine public parks anchored by the 81 acres of the Lewisburg Recreation Center along the western edge of the city and the 15 Acre Rock Creek Park adjacent to Downtown. Smaller, mainly active parks are spread throughout the city (see illustration). A major goal of the Vision Plan is to identify key open space corridors to be preserved, as well as to strengthen Lewisburg's public park system within the city.

## Key Open Space Corridors

As identified by interviews with citizens and stakeholders, one of Lewisburg's key assets is its rural surroundings and agricultural heritage. Upon entering the city from any direction one is surrounded by rolling forested hills, fields and limestone outcrops. Many of these key open space corridors

remain outside of the city limits (see illustration). Specifically, the open space corridors along Hwy 50 from Exit 37 (Interstate 65) southeast to the city limits and along Hwy 373 from Exit 32 (Interstate 65) east to the city limits contain large swaths of intact open space outside of city limits. As will be described in future chapters, cooperation and collaboration with county and regional planning organizations will be critical in protecting these corridors and promoting growth that does not negatively affect the rural character surrounding the city.

Other key open space corridors exist approaching the city from the south and west along Highways 50, 272 and 30 respectively. While most visitors will experience Lewisburg from the North and east, these corridors are important open space corridors and similar strategies should be used to protect their character.

Lewisburg also holds several large areas of undesignated public Open Space, most notably the large land area across Rock Creek Park. Lewisburg also contains large areas of privately held open space. Finally, Lewisburg is well connected to larger regional parks, the most accessible being Henry Horton State Park approximately 15 miles to the North.



existing greenway



existing greenway



LEGEND

- private open space
- public open space
- tree cover
- quarry
- creeks and streams
- rock creek greenway
- landfill
- public parks

- 1- lewisburg recreation center
- 2- jones park
- 3- rock creek park
- 4- richard cashion youth sports
- 5- babe ruth park
- 6- harmond park

Existing Open Space



# Public Parks and Greenways

Lewisburg is home to a strong public park system that is well used and adequately maintained. Lewisburg meets or exceeds recommended park space for all categories except Mini-Parks (deficient by .5 Acres) and City/Community Parks (deficient by 7.5 Acres) for a city of its population. The Lewisburg park system consists of the following parks:

## LEWISBURG RECREATION CENTER

- 81 Acres / 70k SF Facility
- Large Community Meeting Rooms
- Aerobics Studio
- 4 Pools
- Fitness Room
- 9 Hole Golf Course
- Children’s Exploration Station
- 5 Tennis Courts
- Volleyball Court
- Basketball courts
- Picnic Shelters

The Recreational Center is a key asset for the city’s park system. The park and it’s facilities serve as an important community meeting space, provides a needed public fitness facility, public pools, gym and golf course.

## ROCK CREEK PARK

- 15 Acres – Nature Park / Civic Space
- Farmer’s Market Pavilion
- Restrooms
- Stage
- Greenway Trails (2.5 Miles)

## Site of Annual Fainting Goat Festival

Rock Creek Park is one of the most valuable parks within the system and certainly it’s most unique. Its close proximity to the Downtown Square along with the beautiful natural features of the creek itself makes this park an invaluable asset and key component of the Vision Plan. Centrally located in the city, Rock Creek Park serves as the “heart” of the park system and, along with the Downtown Square, the city itself. The Park is adjacent to the well-used Jones Park, and is scheduled to be connected via greenway to Southside Soccer and Softball Park and Richard Cashion Youth Sports Park.

## JONES PARK

- 6 Acres – Neighborhood Park
- Picnic Shelter
- Multi-purpose practice field
- Basketball Courts
- Playground
- Newly proposed Master Plan

## HARMOND PARK

- 3 Acres - Neighborhood Park
- Picnic Shelter
- Restrooms
- Multi-purpose Playing Field
- Walking Track
- Playground

## BABE RUTH PARK

- 17 Acres – Active Recreation Park
- 1 Competitive Baseball Field

- 4 Practice Fields
- Concessions / Restrooms

## SOUTHSIDE SOFTBALL PARK

- 35 Acres – Active Recreation Park
- 2 Adult Softball Fields
- Concessions / Playground

## RICHARD CASHION YOUTH SPORTS PARK

- 12 Acres – Active Recreation Park
- 4 Youth Fields
- 5 Acres of Football Fields
- Concessions / Restrooms
- Picnic Shelter

## SOUTHSIDE SOCCER PARK

- 15 Acres - Active Recreation Park
- 5 Soccer Fields
- Picnic Shelter
- Walking Track
- Concessions / Restrooms

## NEW LAKE

- 47 Acres – Nature Park
- Walking Trail
- Picnic Shelter
- Boat Ramp
- Disconnected from City (surrounded by County Property)

A park is being proposed for the land in front of the Office Park along Hwy 373. This land is ideal for a park as it has a wet creek flowing through it, contains flat lawn areas that can easily be converted into multi-use fields, will serve workers and workers fami-

lies within the Office Park and will act as a necessary buffer along the important visual corridor along Hwy 373. It is our recommendation that the city continue to pursue developing this land as park space.

In summary, Lewisburg’s Open Space and Park system are among its strongest assets. As stated time and again in stakeholder interviews, Lewisburg’s rural character remains a key component to its identity. Indeed, Lewisburg’s connection to the land that surrounds it should be celebrated, and a major goal of this Vision Plan is to recommend and outline necessary future steps to be taken in order to preserve, protect and strengthen this connection.



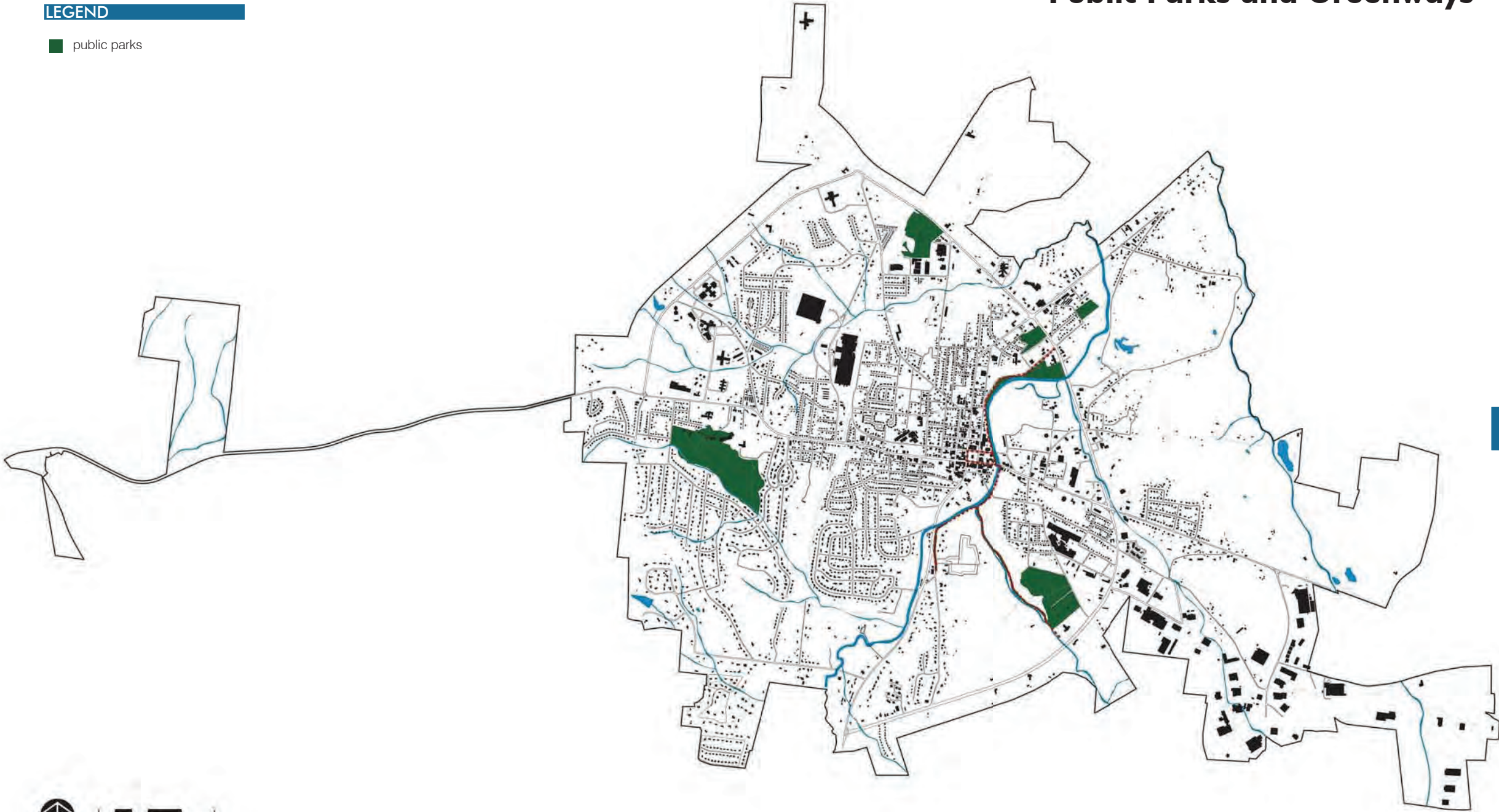
Big Rock Creek



# Public Parks and Greenways

## LEGEND

public parks



# Built Environment

Similar to most cities, Lewisburg's built environment is shaped by transportation and economic influences. Originally organized as a more convenient location for citizen's to trade and govern themselves. The town's original street grid is the classic southern town grid focused on the Courthouse Square. The Town was laid out on 50 acres of land donated by Abner Houston for that purpose.

Established in 1836, the Courthouse Square and immediate area was developed primarily in the late 19<sup>th</sup> century and early 20<sup>th</sup> century. The Square itself remains architecturally relatively intact, except for the removal of the north east corner of buildings for a suburban styled bank building. Immediately surrounding the square is a well-organized grid of housing and streets with clear focal points of schools at the end of several streets. Unfortunately these areas

have been experiencing a decline of care and resident owner's in the last 10-20 years, but the structures are still able to be salvaged and restored, if action is taken soon.

Railroads bisect the City running east west and north south, but are so well integrated into the fabric of the community, that they do not create the barriers. These railroads serve the industrial areas of the City which are located to the west and south east of the square. The industrial area to the west has its own residential community surrounding it, but is currently underutilized. While the area to the South-east is segregated from the rest of the community with large modern structures sitting isolated on large swaths of land.

The schools of the community have been over time relocated from within the



view of hwy 50, circa 1952

community to isolated sections of land along the perimeter bypass roads, leaving them as modern schools but not directly integrated into the fabric of the residential community. Meanwhile the historic schools sit abandoned, or reused for a myriad of supporting government functions.

The construction of the By-pass surrounding the city center has had the typical effect of pulling the commerce of the community out of its downtown and into large scale commercial structures with large parking lots and signage. The By-pass is a car-centric environment in contrast to the pedestrian focus of the historic downtown.

Between the historic downtown and the By-pass are a series of residential developments, typically constructed post WWII and primarily in the late 1960s and 70s. The housing tends to be single story ranch devel

opment on large lots without the amenities of sidewalks, schools or corner retail stores. It is reflective of the urban planning thinking of the time period, which was to isolate uses into specific zones of uses. This thinking however creates a mono-culture of development, which just as in mono-culture in agriculture is not sustainable in the long-term, due to the lack of diversity in activities and uses.



Rock Creek Park



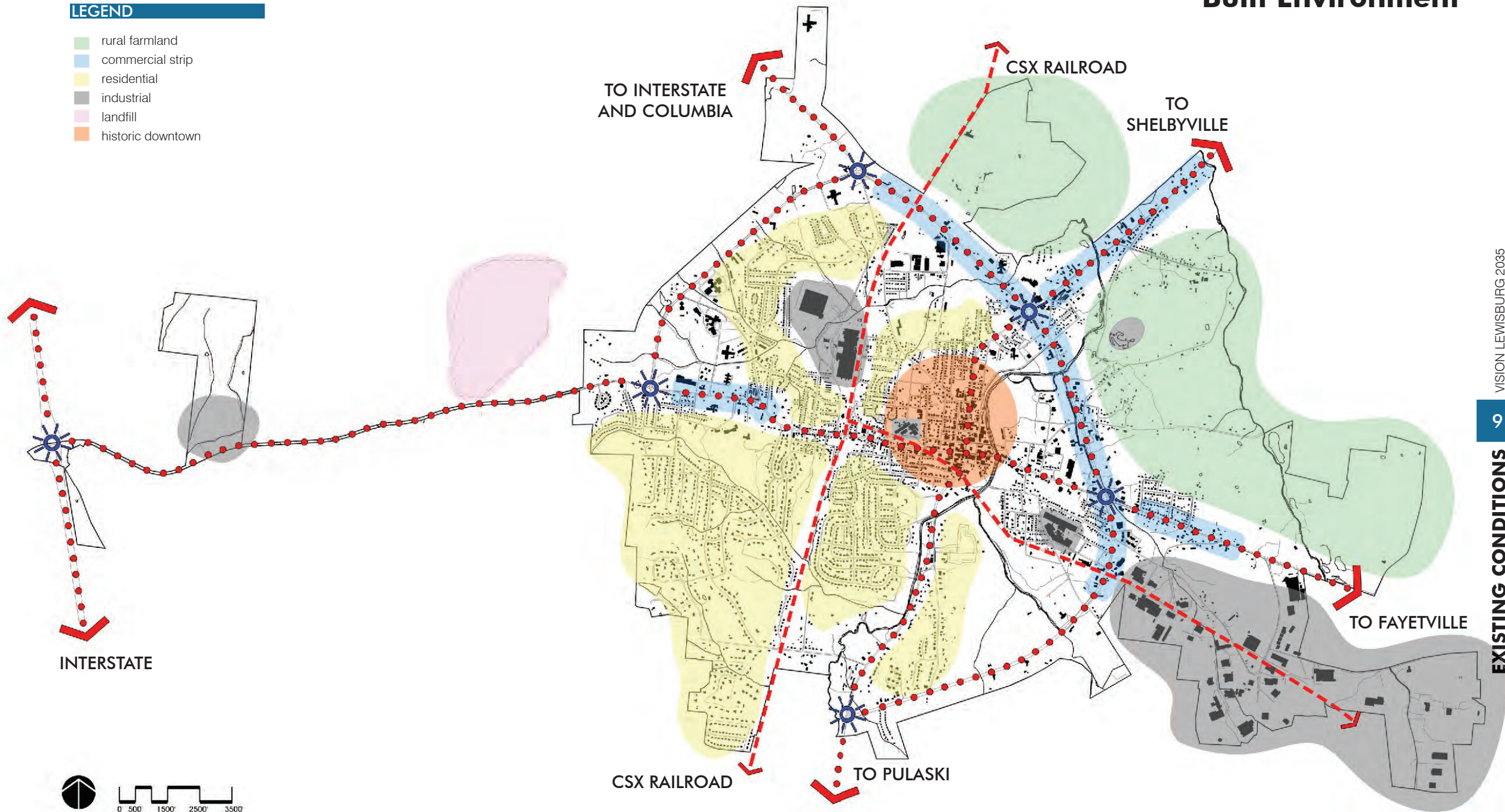
buildings on Lewisburg square



# Built Environment

## LEGEND

- rural farmland
- commercial strip
- residential
- industrial
- landfill
- historic downtown





# Transportation Infrastructure

Lewisburg sits approximately 7 miles from the north-south Interstate 65 corridor between Nashville and Huntsville. Two interstate exits, Exit 32 and 37 lead directly to Lewisburg via Highways 373 and State route 431 respectively. A multi-lane vehicular bypass exists around three quarters of the city, with the southwest quadrant not completed. Two active CSX Regional rail lines run through the center of Lewisburg, one directly north-south from Nashville to Birmingham and one spur line running from the industrial park to the main north south line. Lewisburg sits approximately 50 miles from Nashville's international airport. In summary, Lewisburg is extremely well connected to major metropolitan areas both north and south by interstate and rail, with a major airport within an hour drive.

Key infrastructure utilities include Natural Gas, Water, Sewer, and Electrical. Presently, these utilities are up to standard to continue to attract new industry and businesses to the city and region. Over the long term (20 years), water and natural gas capacity will need to be upgraded in order to attract larger industry. At the present time however, this lack of capacity is not prohibiting growth.

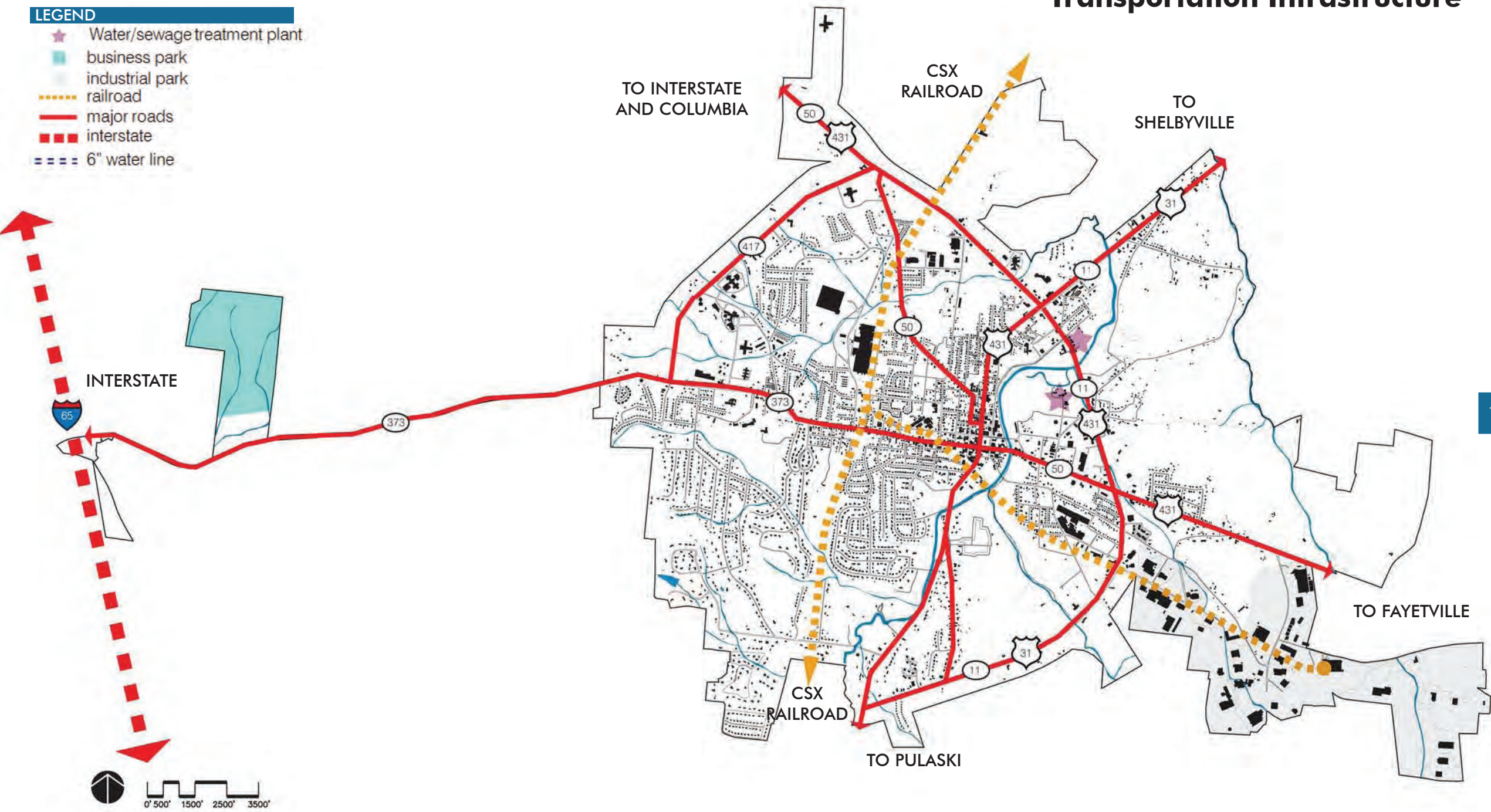
The city is continually evaluating the implementation of 'green infrastructure', such as more natural and localized drainage systems, and stormwater capture and re-use. It is the recommendation of this plan that the implementation of green infrastructure best management practices be carefully examined as any utilities are upgraded, specifically sewer and water. Such upgrades can be used in marketing the city, and in many cases, can become cost effective over the long term life of the utility system.





# Transportation Infrastructure

- LEGEND**
- ★ Water/sewage treatment plant
  - business park
  - industrial park
  - ..... railroad
  - major roads
  - ▬ interstate
  - 6" water line



# Demographics

## Demographics

According to statistics from TVA, the population trends within the City of Lewisburg boundaries have been the following: Year 2000 -10,413; Year 2010 -11,174; Year 2015 -11,530. These figures differ from the chart below, which is based upon a five-mile radius around the community.

## Ethnicity

With respect to ethnicity, Lewisburg lacks much diversity, as the White population comprises 77% of residents and the Black population represents 15% of the community. However, as the chart to the right reveals, that ethnic ratio is very close to the national average.

## Education

As the second chart on the right illustrates, Lewisburg has a significantly higher than average rate of high school education

among those 25 and older (44%) relative to the balance of the country, but it has a considerably lower level of college degrees (11%) relative to the rest of the country. This appears to be a “brain drain” issue whereby many people do not return to Lewisburg after attending college.

## Income

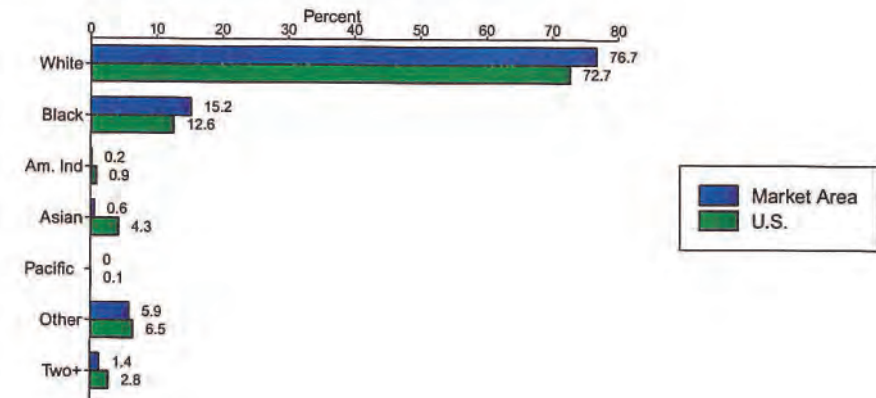
The chart on the next page with data from STDB online illustrates that the largest percentage of Lewisburg households in 2000 earned below \$15,000 a year. However, in 2010 the largest percentage of households earned between \$50,000 and \$74,999, while in 2015 it is projected that the largest percentage of households will again earn between \$50,000 and \$74,999. The median and average household incomes appear to be keeping pace with inflation and associated cost-of-living changes.

Demographic Category (5mile radius)	2000	2010	2015
Population	14,089	15,239	15,810
Households	5,593	6,133	6,384
Families	3,818	4,037	4,153
Average Household Size	2.46	2.43	2.43
Owner Occupied Housing	3,604	3,927	4,115
Renter Occupied Housing	1,989	2,206	2,269
Median Age	36.8	38.6	39.5

Source: STDB online

## Population by Race/Ethnicity

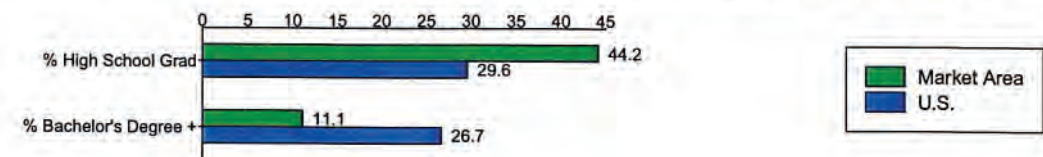
Currently, the racial composition of the population in the market area breaks down as follows:



Source: US Bureau of Census for 2000 / TVA Economic Development

## Population by Education

In 2010, the educational attainment of the population aged 25 years or older in the market area can be summarized:



Source: US Bureau of Census for 2000 / TVA Economic Development



Households by Income	2000		2010		2015	
<\$15,000	1,158	20.7%	966	15.8%	881	13.8%
\$15,000 - \$24,999	903	16.1%	715	11.7%	644	10.1%
\$25,000 - \$34,999	844	15.1%	671	10.9%	592	9.3%
\$35,000 - \$49,999	948	16.9%	1,116	18.2%	982	15.4%
\$50,000 - \$74,999	1,025	18.3%	1,385	22.6%	1,946	30.5%
\$75,000 - \$99,999	445	7.9%	715	11.7%	656	10.3%
\$100,000 - \$149,999	218	3.9%	424	6.9%	515	8.1%
\$150,000 - \$199,999	29	0.5%	91	1.5%	108	1.7%
\$200,000 +	29	0.5%	50	0.8%	58	0.9%
Median Household Income	\$33,538		\$43,413		\$50,815	
Average Household Income	\$41,531		\$52,184		\$55,465	
Per Capita Income	\$16,769		\$21,317		\$22,735	

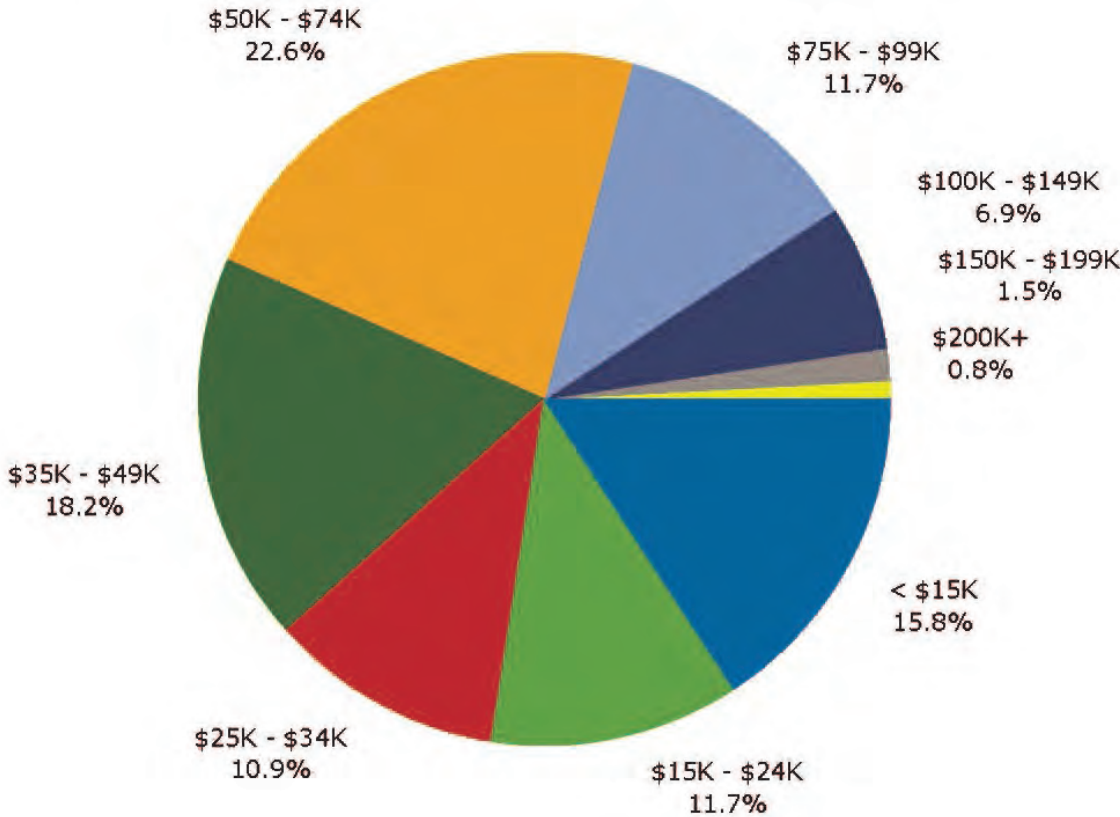
Source: STDB online

The pie chart to the right illustrates household incomes within a five-mile radius of Lewisburg. While it is not limited to the city’s boundaries, it provides a more visual version of household income data.

Information Sources

All of the information on demographics and the economy is based upon readily accessible data from sources such as the following:  
Lewisburg Industrial Development, Lewisburg ECD, City of Lewisburg, Middle Tennessee Industrial Development Association (MTIDA), Tennessee Valley Authority (TVA), US Census

2010 Household Income



Source: STDB online

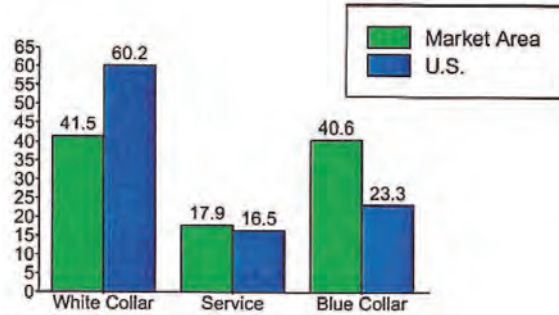
# Economy

## Employment Levels

As illustrated in the bar graph employment levels among Lewisburg residents desiring to be employed have increased from 74% in 2010 to a projected 79% in 2015. Although this is a positive trend, it still lags behind national averages. The method used to calculate these figures must be atypical, as the current national unemployment rate is 7.6%, while Lewisburg’s is shown to be 21% for 2015.

## Employment Sectors

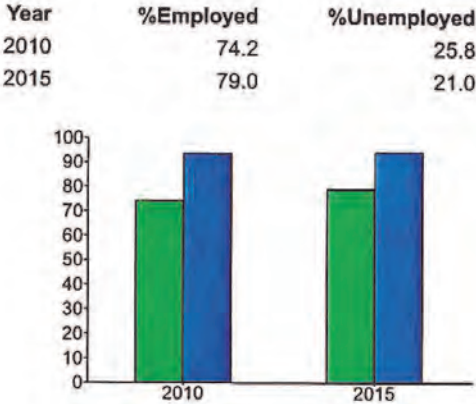
The two graphics following the employment levels graphic convey the various sectors of employment in Lewisburg. As the first of these two graphics illustrates, in 2000 41% of residents had “white collar” jobs, 18% had “service” jobs, and 41% had “blue collar” jobs. More specifically, the chart following this more general breakdown of job types provides very detailed information. By far, the greatest number of jobs is provided in the manufacturing sector (34%), followed by retail trade (12%) and health care / social assistance (11%).



Source: US Bureau of Census for 2000 / TVA Economic Development

## Major Employers

As the chart on the bottom right conveys, Lewisburg has several major manufacturers. The largest single employer is Calsonic Kansei of North America, a plastic injection molding company that employs 1,150 workers. The next largest employer is Walker Die Casting, an aluminum die casting company that employs 640 people. There are a few other companies that employ between 200 and 300 workers. According to the Nashville Business Journal (June 7, 2013), it was recently announced that Japan-based Meiwa Industry, which manufactures interior parts of the automotive industry, will be opening its first North American plant in Lewisburg and will create nearly 100 jobs. It will invest over \$6 million in its facility, which is expected to open in April of 2014.



## Economic Geography

The spatial distribution of the Lewisburg economy, in the form of various centers and corridors, is described below:

### Downtown

Lewisburg has a fairly typical Middle Tennessee historic downtown anchored by a courthouse square that is flanked by a grid street system. The downtown still benefits from many historic buildings, the presence of local governments (both City and County), a variety of businesses, and a downtown organization (Lewisburg Downtown Alliance). However, it is relatively lacking in dining options.

## Commercial Corridors

Commercial corridors are the “worst of both worlds.” They were originally intended for transportation, but the numerous businesses and associated driveways/curb cuts now flanking them results in traffic congestion that undermines their transportation function. Similarly, they are the antithesis of an ideal shopping experience as evidenced by the “nodal” form of downtowns and suburban shopping malls. Nevertheless, Lewisburg has several noteworthy commercial corridors, including the following:

- Mooresville Hwy. (373)
- E. Commerce St. (431)
- Sam Davis Hwy. (31)
- Ellington Pkwy.
- Nashville Hwy. (31)

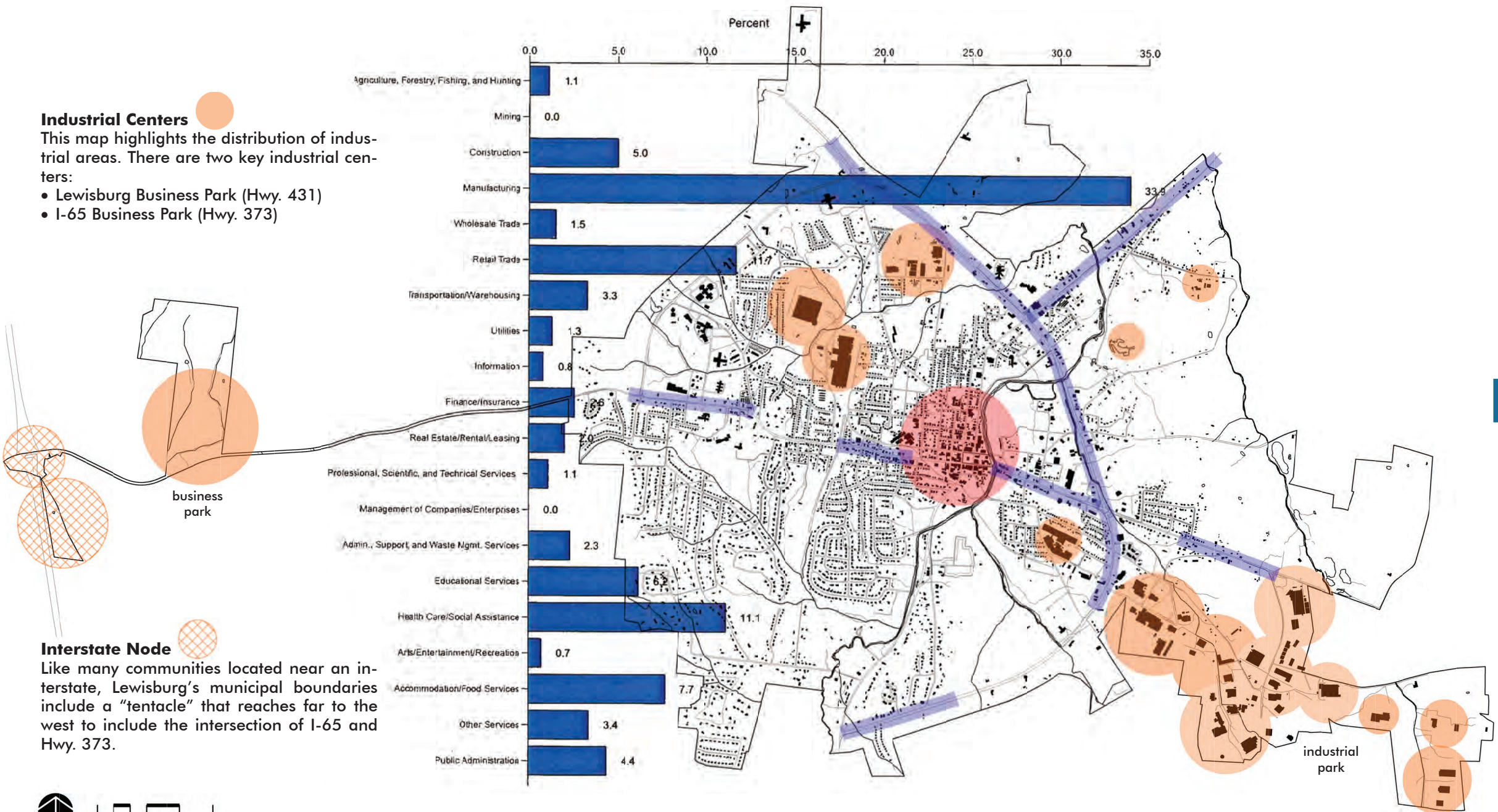
Firm	Product or Service	Total Employees
Ace Bayou/ABC Pets	Pet Furniture/Seating	113
Berry Plastics	Polyethylene Wrap	96
Calsonic Kansei of North America	Plastic Injection Molding	1,150
Cosmolab, Inc.	Cosmetic Pencils	203
ICP	HVAC Distribution	176
Lewisburg Printing, Inc.	Printing Services	101
Nichirin, Inc.	Auto Brake & Steering Hoses	285
RockTenn	Corrugated Cardboard	123
Teledyne Electronics Mfg.	Electronics	305
Walker Die Casting	Aluminum Die Castings	640



Industrial Centers

This map highlights the distribution of industrial areas. There are two key industrial centers:

- Lewisburg Business Park (Hwy. 431)
- I-65 Business Park (Hwy. 373)



# Public Policy

## Recent Plans & Studies

Relative to many communities, Lewisburg has not had an extensive tradition with community planning. In fact, the City lacks a Planning Department, along with any planning staff. Likewise, the community has no existing citywide Comprehensive Plan for growth, although it did meet the State's requirement to establish an urban growth boundary some years ago. Below is a summary of key recent studies and plans most relevant to this planning project:

### City of Lewisburg Strategic Plan: UT Municipal Technical Advisory Service (MTAS) - 2013

This concise (6-page) document, prepared in April of 2013, resulted from a process facilitated by Dana Deem for MTAS. Based upon a "SWOT" analysis of strengths, weaknesses, opportunities and threats conducted with the Mayor, Council and key staff, the following five key goals were identified, along with supporting specific objectives: 1. *Pave City Streets*; 2. *Deferred Maintenance*; 3. *Encourage Industrial Development*; 4. *Recruit New Industry and Retail Stores*; and 5. *Excellent City Manager Hire*. In addition to the five goals and supporting objectives, a list of specific ideas related to the SWOT analysis was also included in this report.

**Community Assessment Report: Wyoming Rural Development Council- 2012**  
The Wyoming Rural Development Council (WRDC) was invited to Lewisburg through the City of Lewisburg Economic Development

Board. The Resource Team visited Lewisburg over a four day period on April 9-12, 2012. Following a tour of the community, the team conducted a series of listening sessions. They listened to over 155 people in 13 listening sessions and received over 75 written comments. Upon completion of the interviews, the team created a strategy and presented it to the community on April 12<sup>th</sup> at the Lewisburg Recreation Center. The document entailed a multi-page set of ideas written by each of the team's consultants around the following set of themes:

Comprehensive Plan, Downtown Square, Social Issues, Pedestrian Consideration, Living Wage Jobs, Career/Workforce Development, Community/Government Leadership, Entrepreneurial Development and Support, and Communications.

### Zoning & Development Regulations

The most significant policy document related to Lewisburg's zoning and development is the Zoning Ordinance, which is summarized below:

### Zoning Ordinance: TDECD Local Planning Assist. Office & St. John Engineering - 1990/2012

This ordinance is typical of many codes prepared for smaller rural communities during the second half of the 20<sup>th</sup> century, although certain issues are treated in a more contemporary manner through amendments that have occurred as recently as 2012. The regulation of land focuses more on land uses than physical form and character, unlike more re-

cent codes created for many communities based upon a "form-based" approach that is intended to implement "Smart Growth" and "New Urbanist" planning techniques attempting to avoid suburban sprawl. Below is a list of the 11 "Regular Districts," and their spatial distribution is illustrated on the zoning map at right.

- *Residential Districts:* Low-Density Residential (R-1), Medium-Density Residential (R-2), High-Density Residential (R-3), Mobile Home Park (MHP)
- *Business Districts:* Central Business (C-1), Intermediate Business (C-2), Neighborhood Service Business (C-3), Medical/Professional (C-4)
- *Industrial Districts:* Light Industrial (I-1), Industrial Park (I-2), Special Industrial (I-3)

In addition to the districts listed above, there are also three "Special Districts" – Floodway (FW), Planned Unit Development (PUD), and Business Park (BP). Pages V-59 through V-75 contains a chart of every conceivable land use and an indication of which districts such uses are permitted in. It also distinguishes between those uses permitted in each district either 1) as-of-right, 2) through Board of Zoning Appeals approval, and 3) through Planning Commission approval.

### Primary Findings

- Housing, an important downtown use, is permitted in the C-1 zone only with Planning Commission approval
- The other two conventional commercial districts (C-2 and C-3) also wisely allow a

variety of housing types.

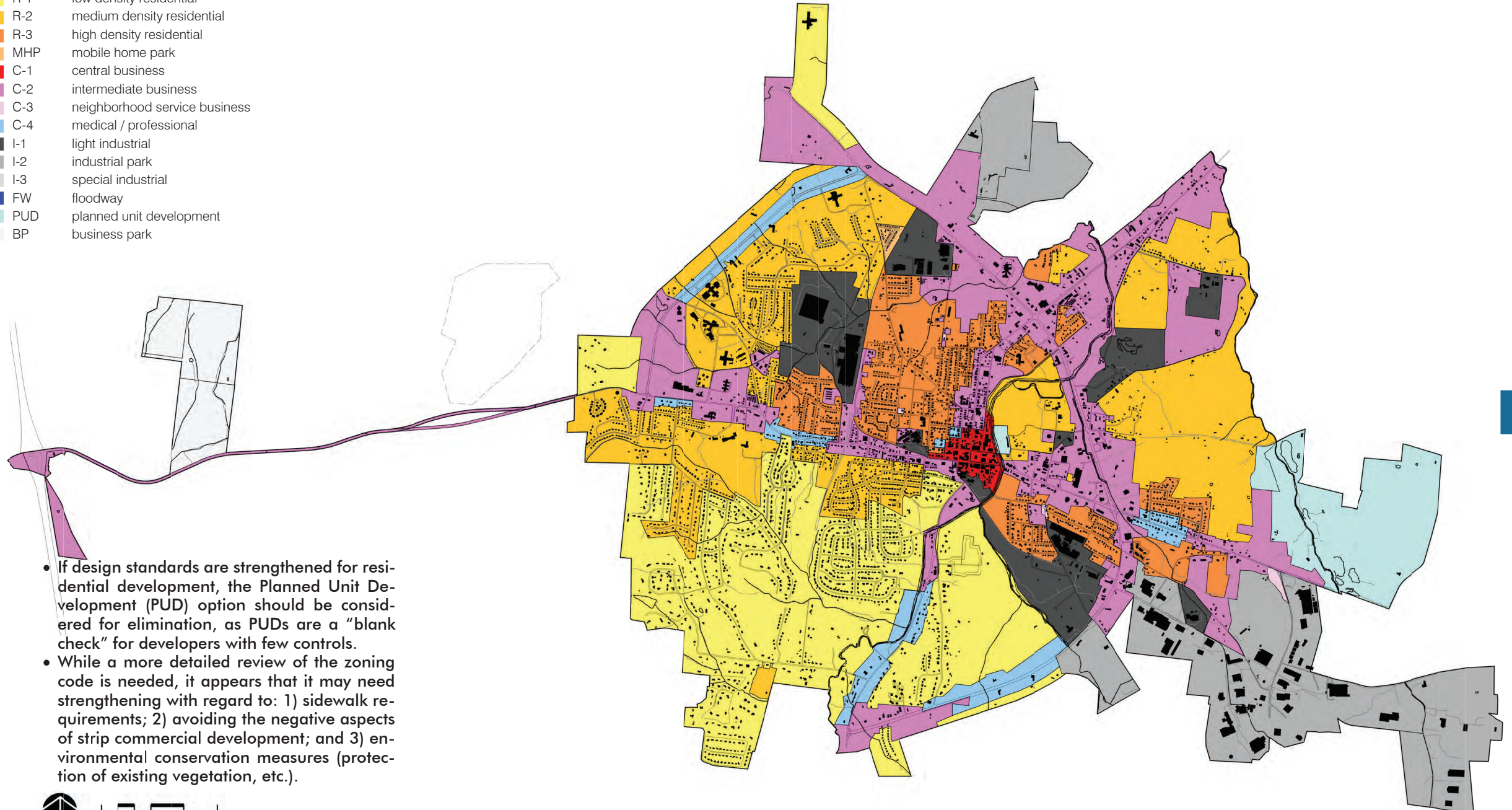
- The C-2 zone (Intermediate Business) allows the widest range of uses, including auto-oriented uses.
- The C-1 zone (Central Business) allows a broad range of uses in the downtown, although they tend to be less auto-oriented and more appropriate for a downtown relative to the other commercial zones.
- Most "automotive service and repair" uses and "consumer repair service" uses are, surprisingly, not permitted within any of the industrial zones.
- No forms of dining are permitted within the C-3 zone (Neighborhood Service Business). This situation should be reconsidered to at least allow small-scale sit-down restaurants (with a limited square footage and site standards to minimize parking) when approved by the Planning Commission or Board of Zoning Appeals. This same idea applies to many specialty retail businesses and professional services.
- There is no special overlay zoning protection, such as a historic district, to protect the architectural integrity of the historic downtown.
- The R-3 zone has a minimum lot size of 7,500 sq. ft. for single-family detached houses and a minimum lot width of 75 ft. A 50 ft. minimum width would be more reasonable for that level of density based upon lot proportions that can more efficiently leverage infrastructure. Likewise, the 30 ft. minimum front setback in the R-3 is excessive (precludes traditional townhouses, etc.).



## LEGEND

R-1	low density residential
R-2	medium density residential
R-3	high density residential
MHP	mobile home park
C-1	central business
C-2	intermediate business
C-3	neighborhood service business
C-4	medical / professional
I-1	light industrial
I-2	industrial park
I-3	special industrial
FW	floodway
PUD	planned unit development
BP	business park

## Zoning





# Lewisburg Existing Development Highlighting Open Spaces

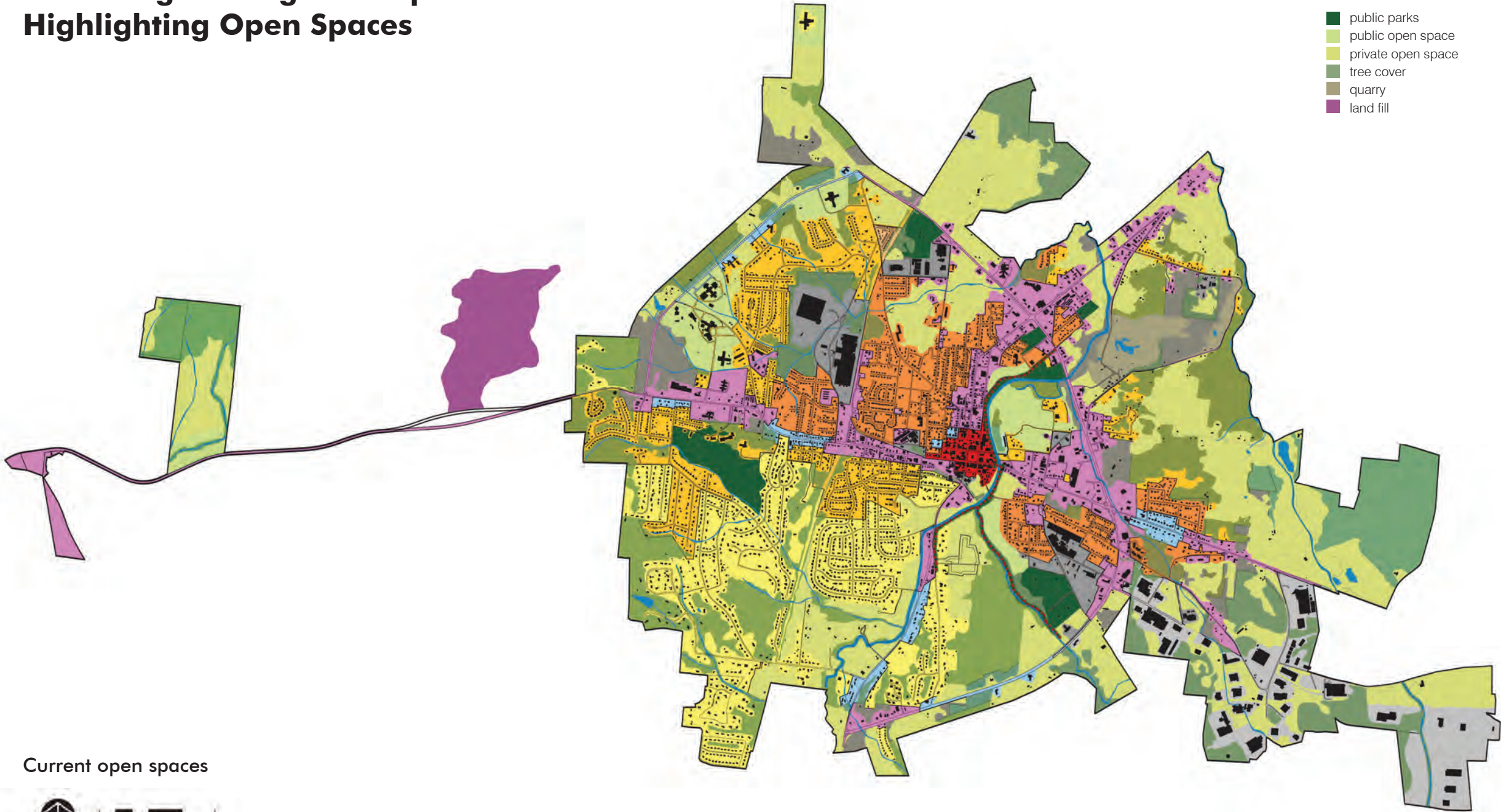
## LEGEND

- public parks
- public open space
- private open space
- tree cover
- quarry
- land fill

VISION LEWISBURG 2035

18

EXISTING CONDITIONS



Current open spaces

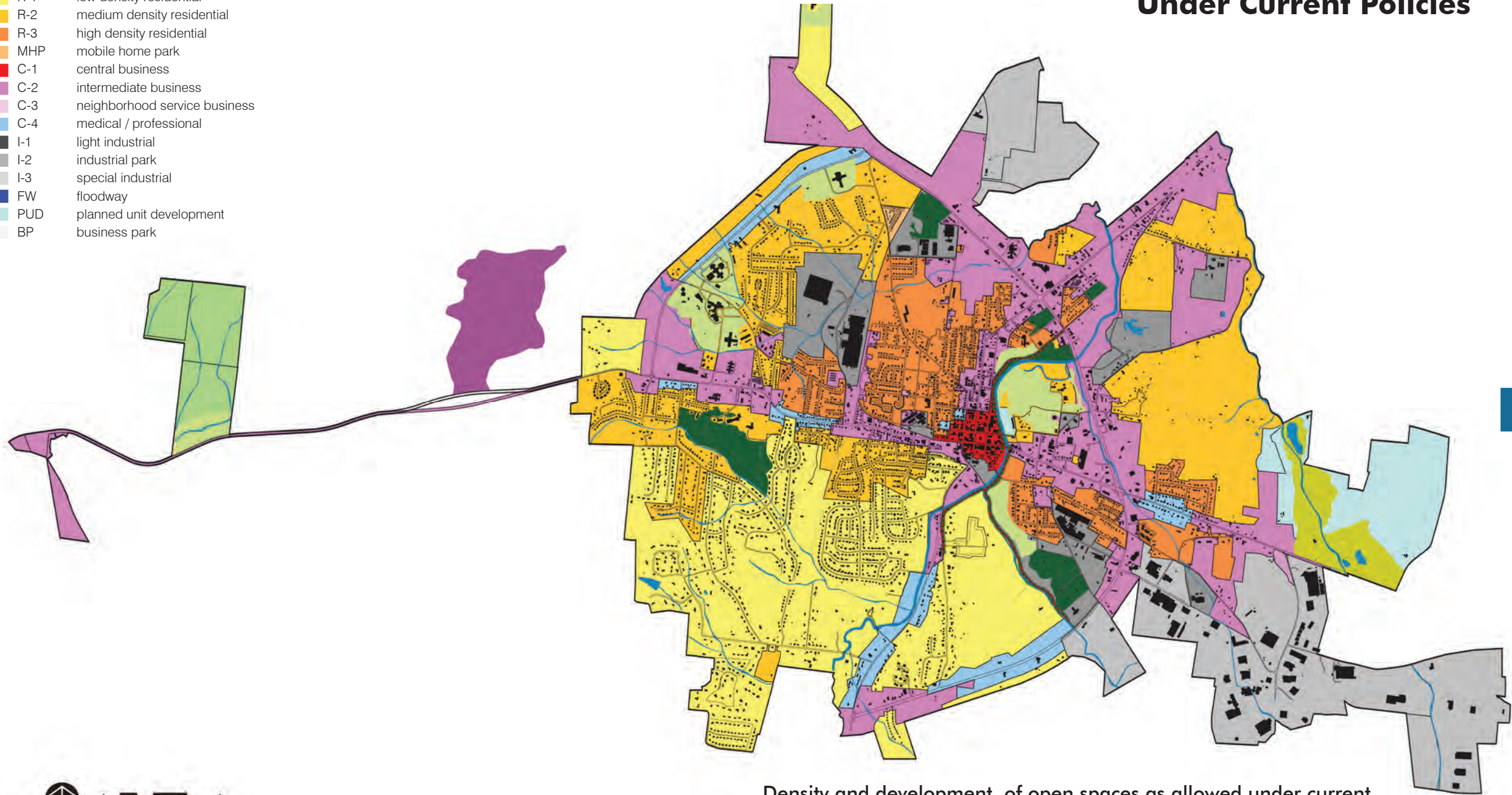




LEGEND

- R-1 low density residential
- R-2 medium density residential
- R-3 high density residential
- MHP mobile home park
- C-1 central business
- C-2 intermediate business
- C-3 neighborhood service business
- C-4 medical / professional
- I-1 light industrial
- I-2 industrial park
- I-3 special industrial
- FW floodway
- PUD planned unit development
- BP business park

Lewisburg Future Buildout  
Under Current Policies



Density and development of open spaces as allowed under current zoning regulations highlighting possible loss of open space

# Introduction

Researching peer cities and innovative case studies was a key tool used in the planning process. For each of the three focus areas, the team researched successful planning strategies and innovative practices being employed by other relevant peer cities. Below are the summary findings of the research for each focus area.

## OPEN SPACE AND PARKS



## CORRIDORS



## DOWNTOWN







Madison, GA

# Open Space and Parks

Open space was identified in the stakeholder meetings and citizen interviews as one of the strongest attributes of Lewisburg. The city is nestled into beautiful surroundings that remain relatively undisturbed. Big Rock Creek is a public and natural resource weaving through the city and running adjacent to the Square. Due to the importance of Big Rock Creek to Lewisburg's open space network, Columbia, TN, Wilkesboro, NC, and Greenville, SC were selected as case studies because of their similar proximity to a river or creek, and their unique methods of handling open space within their city limits. It became apparent after looking at the case studies that there was a great opportunity to make Lewisburg's strong open space network even stronger through increased connectivity, educational opportunities and restoration.

The town of Wilkesboro, NC is a great example of using ecological restoration to invigorate a park system. Cub Creek Park is the main park in Wilkesboro, housing a number of the town's recreational facilities such as baseball fields, tennis courts, walking trails and picnic areas. Due to erosion along the banks of the creek and persistent flooding the park became unusable. The town of Wilkesboro decided to implement a restoration project in order to increase recreation opportunities, reduce erosion and flooding, and restore natural habitat. The town applied for a number of grants from the Clean Water Management Trust Fund and Departments of Environmental and Natural resources. They were able to secure \$750,000 of the \$1,000,000 budget in grants. Using innovative approaches such as organizing volunteers for "sweat equity", the town of Wilkesboro was able to raise the remaining funds to successfully complete the project.

Both Columbia, TN and Greenville, SC are also excellent examples of creating or enhancing parks to strengthen or revitalize downtowns enhancing both. Greenville turned an underutilized waterfall at the terminus of Main St. into a vibrant park. The park has become a focal point in the city and in turn attracts people Downtown. In Columbia the city decided to redevelop and increase River Walk Park. The park is located across the river from Columbia's Square and the city felt it was important to ensure a strong connection between the Square and the park. Streetscape improvements between the park and the Square create a strong sense of connection between the two spaces.

Open spaces and parks are a superb medium for presenting educational opportunities to the public. River Walk Park in Columbia was an excellent example of this. Educational signs are placed throughout the network of greenway trails in the park, to educate users of the ecological importance of the Duck River. They also act as a fun and whimsical way of guiding users through the park and other parts of the city.

Parks and open spaces are a valuable tool for encouraging economic growth within Downtown. Columbia built Ridley Park, a 78 acre sports complex. The park was able to generate \$15,000 in rental fees in its first year of operation. Teams and visitors from all over the state and region now visit Columbia each year for youth sports tournaments. These events act as an economic driver for the Downtown and city as a whole as visitors stay in local hotels, eat at local restaurants and spend out of city money in local stores.



# Open Space and Parks



Madison, GA



Greenville, SC



Columbia, TN

# Corridors

Circulation corridors are an incredibly important and often overlooked aspect of city growth. They act as a visitor’s first and last impression of a place. It was identified in stakeholder meetings and interviews that Lewisburg is lacking an identity and sense of arrival. Columbia, TN and Beaufort, SC were identified as strong case studies because of the recent corridor planning projects both cities completed.

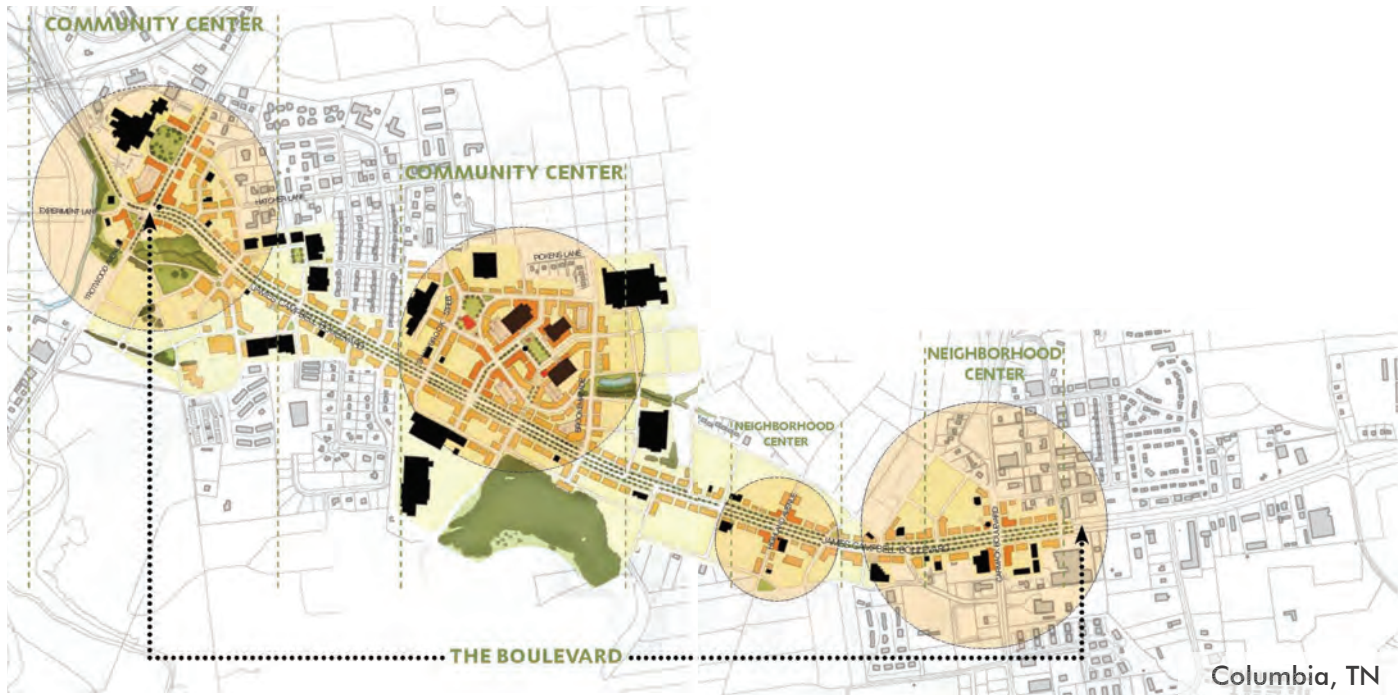
## Columbia, TN

The James Campbell Corridor Project in Columbia is a multi-phase project aimed at converting James Campbell Boulevard from a vehicular centric road into a pedestrian friendly “Main Street”. The goals of the project are to reduce vehicular miles traveled, create new jobs during construction, and increase property values along the corridor. A plan was developed using grant money and city funds. The plan calls for the creation of a series of nodes along the corridor. These nodes would be anchored by existing institutions and would be the basis for future development. The plan also calls for the creation of a complete street, or a street that meets the demands of pedestrians and cyclists as well as the automobile. Complete streets are an effective way to enable safe access for all users while simultaneously incorporating green infrastructure.

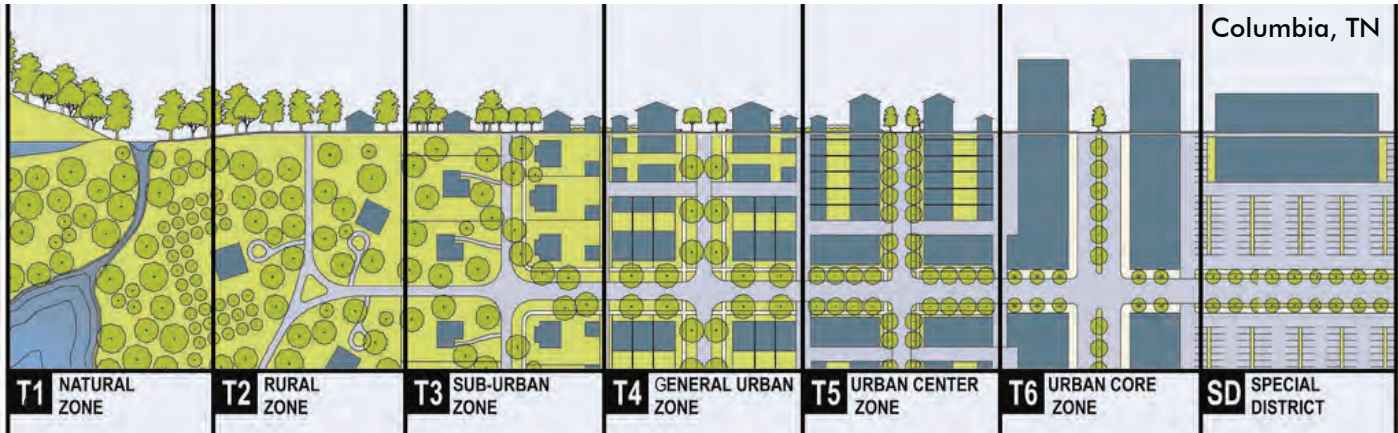
## Beaufort, SC

The City of Beaufort is a small city located on the coast of South Carolina. The city is divided by marsh land and relies heavily on a few major vehicular corridors as a means of travel between islands. The city staged a charrette which identified Boundary Street as the major entry corridor into the city, specifically the historic downtown. The Boundary Street Master Plan was developed with the goal of interconnecting uses along the corridor, increasing walkability, encouraging a mix of uses, assembling a green infrastructure network and making the corridor a memorable and pleasing entrance into town. The plan divides Boundary Street into transects, resulting in four distinct nodes. Each node is intended to be anchored by a civic building or town center. By creating nodes, natural views are able to be preserved helping to enhance the unique marsh character of Beaufort.

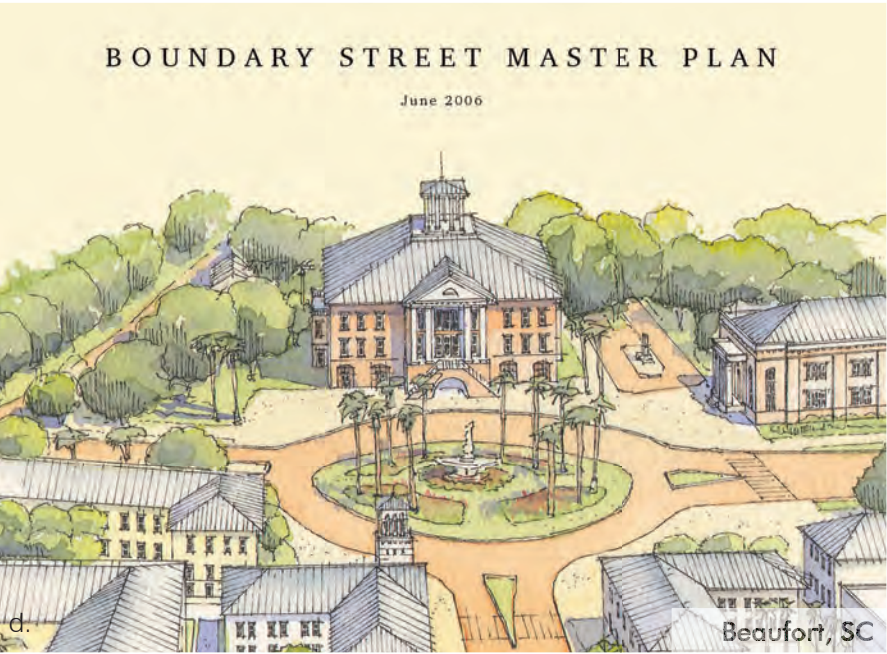




Columbia, TN



Columbia, TN



d.

Beaufort, SC



# Downtown

Throughout the stakeholder meeting and citizen interview process the desire to revitalize “The Square”, Lewisburg’s downtown core, was a common sentiment. Downtown squares or Main Streets are the traditional lifeline of cities and towns across the United States. At the moment Lewisburg’s Square is suffering as a result of the Bypass and relocation of stores and businesses off the Square. Looking at case studies of similar downtowns was a useful tool to start comparing the strengths and weaknesses of Lewisburg’s “Square” relative to other cities. Case studies were also an incredibly valuable way of discovering successful or innovative methods that can help transform Lewisburg’s Downtown into a better place to live, work and play.

Madison, GA, Columbia, TN, Swainsboro, GA, and Gallatin, TN were selected as a part of the case study process because of their similarities to Lewisburg as well as their own unique circumstances and innovative methods. It was important to look at cities that were part of the National Main Street program, which both Madison and Columbia were pilot participants in their respective states. It was also important to select cities that varied in size and population in an effort to learn how cities of various resources handle Downtown Revitalization.

Madison, GA is a small city of 3,979 people encompassing roughly 8.9 square miles. It is a city rich with history located about an hour

East of Atlanta. Madison proved to be an excellent example of a vibrant, successful downtown in a small city. The city of Madison has made large investments in their Main Street through a number of legislative policies, establishing Downtown focused organizations and working with private parties and citizens to improve their Main Street. The city has created a special tax district within the central business district to help offset the operational budget for downtown improvements. The city also established a Historic District that encompasses the entire Main Street, providing yet another layer of Design Guidelines to maintain the desired and appropriate design along their Main Street. In 1996 the Downtown Development Authority (DDA) was reactivated and works with a local non-profit on community-initiated investments. These projects range from single buildings to entire neighborhoods and parks. They act as catalysts for Downtown Revitalization and further development. The DDA also runs a façade grant program that provides an incentive for business owners to restore or rehabilitate their façade to fit within the Main Street guidelines. A full-time Main Street Director keeps the Main Street program operational and helps organize four major community events downtown each year. The Main Street program also oversees way finding within the downtown area to help make main street feel more cohesive and aesthetically pleasing.

Columbia, TN is a city of 34,681 located just north of Lewisburg along Interstate 65. Columbia became a pilot Main Street community in 1983. The city currently employs a part-time Main Street Executive Director, who helps oversee the Main Street program and organize the farmers market in the summer and fall. The city has used grants, such as Safe Routes to School, and city funds to invest in making downtown a more vibrant and attractive city core. A series of streetscape improvements starting in the 1980’s have helped improve both the functional connectivity of downtown to adjacent city areas, but also the aesthetic look of the physical downtown. The streetscape improvements have encouraged private investment in building façade restoration on the Square and further enhanced the overall appearance of downtown. Similar to Madison, Columbia established a Historic District that encompasses the Square. The Athenaeum Historic District contains guidelines for building alterations, demolition and new construction, as well as for signs and awnings.

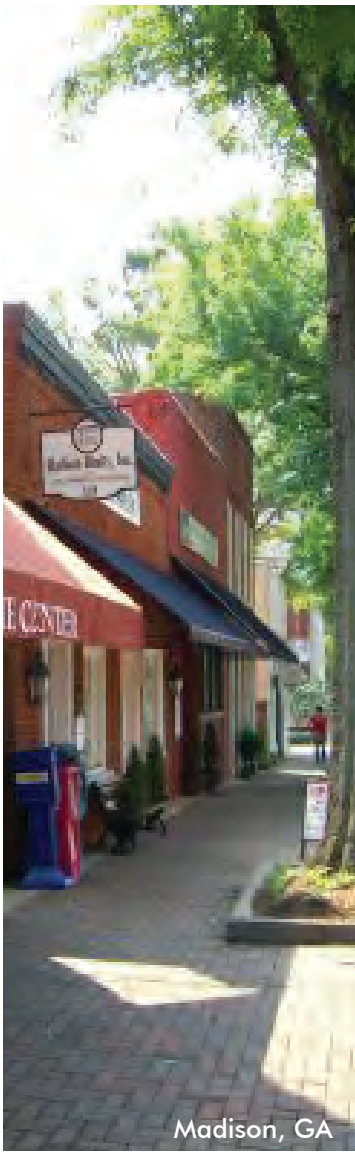
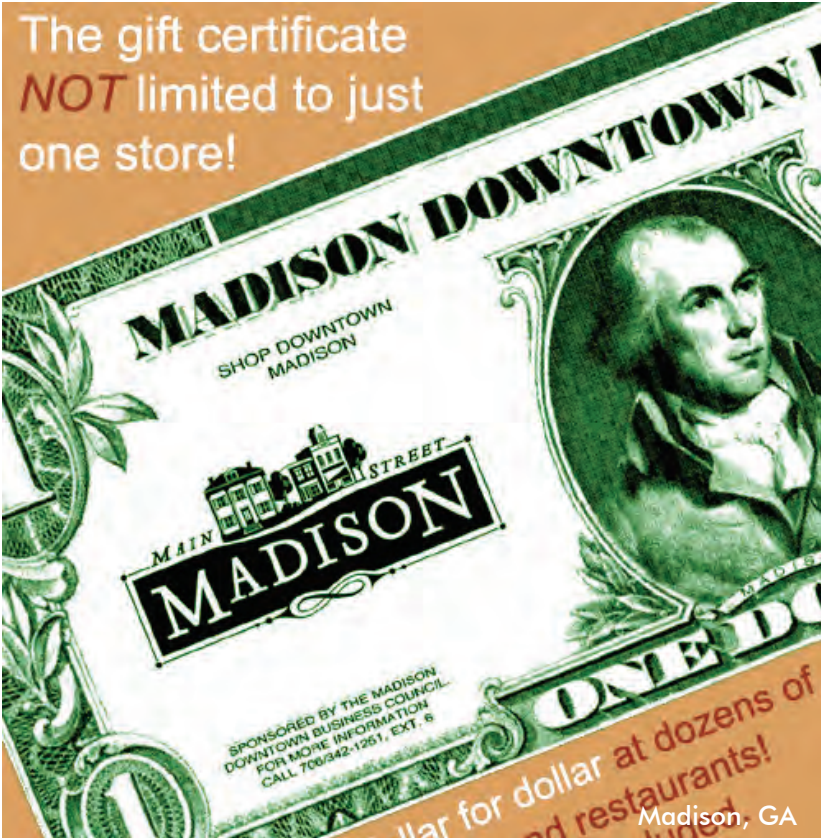
Swainsboro, GA and Gallatin, TN were two cities that were found to have especially innovative solutions to help spur Downtown Revitalization. In 2009 in an effort to reduce vacancy rates and increase diversity downtown the city of Swainsboro along with other local public and private organizations created a competition with the goal of bringing new businesses downtown. The Creative Market-

place Competition had three awards in the categories of retail, arts and entertainment and restaurants. The winners received three months free rent, subsidized rent for the rest of the year, \$5,000 in startup money and free advertising in the local newspaper and radio.

In 2005 Gallatin commissioned a full master plan specifically for their Downtown area. The plan included visioning for a new library, downtown park, infill development, greenway, and farmers market. The plan was intended to spur downtown development and revitalization, and so far it has been a success, winning both the 2010 Tennessee Chapter of the American Planning Association Plan Implementation Award and the 2006 Greater Nashville Regional Council Award of Excellence. A number of phases of the plan have been executed, helping to make Downtown Gallatin a much more enjoyable, livable, and walkable destination for citizens and visitors alike.

With the help of the National Main Street program and other organizations and programs cities and towns, such as the ones included in our case studies, have found success revitalizing their downtowns. Forging public-private partnerships and encouraging community involvement have helped these cities leverage physical improvements into financial improvements that benefit not just the downtown core, but the city and community as a whole.





*Creative Marketplace*

**COMPETITION**



## Community Stakeholders Meetings

A key component to any Visioning process is a high level of public and stakeholder input. The Lewisburg Vision Plan achieved this public input in several ways. The main point of contact throughout the process was a dedicated group of citizen volunteers which formed the Vision Plan Steering Committee. This group served as a sub-committee to the Community Development Board which reports directly to the City Mayor and Council. Being a diverse group of business leaders and volunteers, discussions and guidance from the steering committee itself became a valuable and necessary form of public input.

In an effort to reach as much of the community as possible, and to receive critically important information for the plan, a bi-level approach to community outreach was applied for this project, holding both stakeholder meetings and conducting a public design charrette for the general public.

The planning team, guided by the steering committee, conducted a series of one hour listening sessions with five separate stakeholder groups. These meetings were held consecutively on August 6, 2013 at the Recreation Center meeting facility. The stakeholder groups, along with the specific questions, were developed by the Steering Committee and facilitated by the Planning Team.

The groups consisted of approximately 75 people representing the following entities:

### GROUP 1

Community Development Board, Chamber of Commerce, JECDB, LDA, Industry, IBD

### GROUP 2

City Governments, Elected Officials, Department Heads, City Boards, County Governments, Elected Officials, Department Heads, Utilities, Infrastructure, Planning, Zoning and Codes, Law Enforcement / Fire, Banks, Realtors, Housing Retail, Commercial, Properties

### GROUP 3

Health Council, Medical Board, Eye, Dental, Medical Clinics, Emergency Responders, EMA, Education K-12, Higher Education (CSCC), Career Advancement, Ministerial Association, Elderly, Retirees, Youth, High School and College Students, Marshall Leadership Alumni, Early Career (Ages 25-35)

### GROUP 4

Lewisburg Recreation Board, Sports, Entertainment, Technology Group, Three-Star Representatives, Civic Clubs: Rotary, Kiwanis, Lions

### GROUP 5

Selected Business Group

The following questions were asked to each group in one hour listening sessions

- 1.) *Think about Lewisburg; what are the first things that come to mind?*
- 2.) *If you were Queen or King what three things would you fix or improve about Lewisburg?*
- 3.) *What does your ideal Lewisburg look like in 2030?*
- 4.) *Where and how should Lewisburg grow in the future?*
- 5.) *What are specific concerns and solutions for growth areas within Lewisburg?*
- 6.) *What are your priorities for the next 1, 5, 10 and 20 years?*

Across all groups, many similar answers were heard for each of the above questions and several clear themes arose from the discussions. Below is a brief summary of the key information gathered by the vision team during these sessions. For more detailed information, please see the Public Input Appendix at the end of this document.

Responses to the above questions grouped themselves into three main categories:

*Present Impression of Lewisburg*  
*Areas of future concern*  
*Vision of an improved future Lewisburg*

The following summary represents the comments within each category most frequently mentioned within the discussions (in order from most often stated to least)

Lack of Shops and  
 Improve Marketability and Branding  
 Downtown Development  
 Educational Opportunities  
 Support Local Business  
 Expand Higher Education  
 Local Shops and Food  
 Retail, Dining  
 Economically Depressed  
 Spread Positive News  
 Lack of Educational Opportunities



d Restaurants  
Job Opportunities  
High Wage Jobs  
Attract People to Live in Lewisburg  
Active Downtown  
Focus on Wellness  
Parking Downtown  
g and Entertainment  
Friendly Place to Live  
out Lewisburg  
e Collar Town  
Low Unemployment  
Maintain the Cities Financial Responsibilities

# Community Stakeholders Meetings

## Present Impression of Lewisburg

- Small town
- Friendly place to live
- Rural community
- Economically depressed
- People who relocate to work in Lewisburg not to live here, they move to surrounding Counties and Cities
- Community that supports and fosters good “family values”
- Positive geographic location (Rural, yet close to major metropolitan areas)
- Strong heritage of Industry
- Perception as a “blue collar” town.
- City/County have high graduation rates, but poor rates of retainage of said graduates
- Lack of drive and ambition within the population
- Narcotic and homeless problem in the city/county
- Lack of Primary Care facility within city
- Close knit community
- Agricultural heritage
- Home to Walking Horses & Goat Festival
- Underdeveloped
- An improving place

## Areas of Future Concern

- More opportunities for retail, dining and entertainment
- Lack of quality housing
- Lack of educational opportunities
- Lack of shops and restaurants
- Lewisburg needs a vision for the future
- Lewisburg needs to bring more positive publicity to its quality of life
- Concern over empty buildings in and around the community, some of which are still in good condition.
- Invest wisely in renovating buildings and certain parts of town to increase private development
- Help increase community support of local retail and medical services
- Parking downtown
- Lack of quality housing
- Increase health education
- Support local school system
- Lack of Mass Transit options
- Concern over not keeping local money within the city
- (lack of retail/commercial, etc)

## Vision of Future Lewisburg

- Adequate shopping and retail opportunities
- Active downtown full of activity
- Increased job market with higher wage job opportunities
- Low unemployment
- Quality education system
- Higher quality housing stock
- Better higher education opportunities
- Larger industrial base
- Private school option within city/county
- Low building vacancy rate (residential and commercial)
- Cooperation between city and county governments
- Financially responsible city government
- Create a highly marketable city with successful “brand”
- Remain a quaint rural small town
- Low homeless population
- Low rates of alcoholism and drug addiction
- City government with focus on overall citizen health and wellness
- Reputation as a city with excellent quality of life

# Public Workshop

As a means of gathering more wide-spread public input for the plan, a community-wide public charrette was held on the evening of August 20<sup>th</sup>, 2013. Approximately 70 citizens gathered at the Recreation Center where the planning team presented an overview of the project, inventory and analysis findings, as well as information on why the charrette process is important to any Vision Plan.

A public charrette is a process by which community members gather to “vision” together as a group. Direct, written and graphic community-wide input presented in a public format is a critical part to any successful vision plan. It is also equally important that the ideas presented in the charrette are listened to, well documented and where feasible included within the plan itself.

The charrette was broken up into three focus areas – Parks and Open Space, Corridors, and Downtown Revitalization. Case studies and innovative practices by peer cities were presented for each category, and participants were asked to think “outside of the box” about their city and its future.

After the brief presentation, participants in the Lewisburg Vision Charrette were divided into groups of 6-8 people per table. Each table was supplied with one large scale map of the entire city, an enlarged map of the Downtown Square, rolls of trace paper, and color markers. Groups were asked to assign one person as the “note taker” for the group to record key ideas in a written format. Groups were then given 15-20 minutes to charrette on each focus area. Groups were encouraged to draw on the maps, recording their ideas in a graphic format using pre-determined colors for various uses and functions. Members of the Vision Plan Steering Committee and planning team roamed the room answering questions and encouraging discussion, creative thought and drawing.

After approximately one hour of discussion and drawing, each table was then asked to choose one person to present the overall findings and maps from the group. Each table presented their map, and a written list of their key ideas.

*“Cities have the capability of providing something for everybody, only because, and only when, they are created by everybody.”*  
- Jane Jacobs

## PARKS AND OPEN SPACE

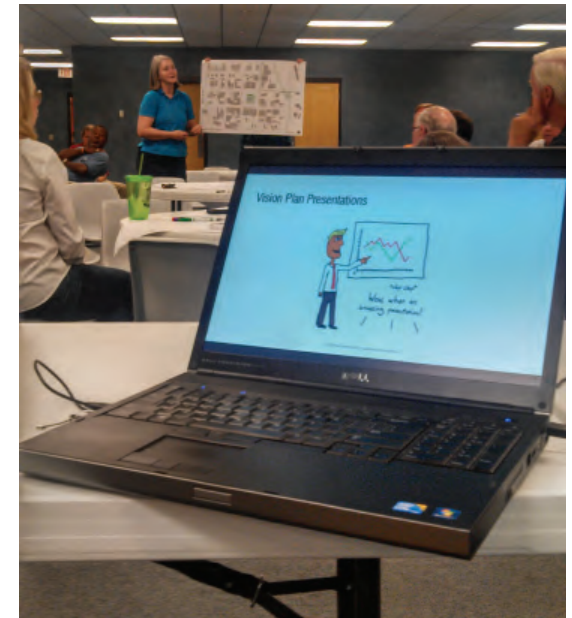
- Connect parks, neighborhoods and schools
- Increase the number of pocket parks
- Neighborhood parks
- Greenways
- Bike lanes

## DOWNTOWN REVITALIZATION

- Buildings on the Square should have matching facades and look similar
- Widen sidewalks
- Keep historic buildings
- Put an outdoor restaurant downtown
- Increase foot traffic downtown
- Make downtown more prominent
- Mixed-use

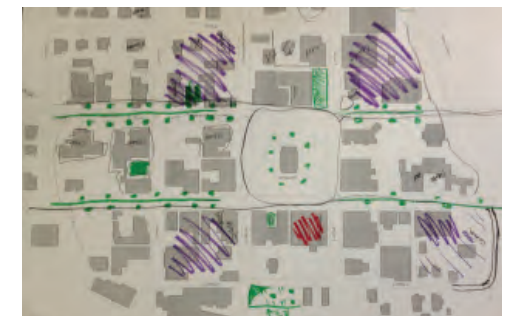
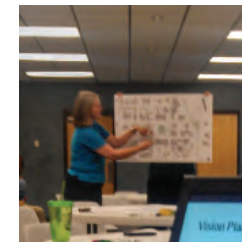
## CORRIDORS

- Welcome signs
- Positive first impression
- Develop around Exit 32
- Develop design guidelines for signs
- Complete the bypass loop
- Underground utilities





# Public Workshop



# Guiding Principles and Objectives

Historical analysis, physical and policy inventory, and stakeholder and public input were reviewed and analyzed by the planning team in order to gather a thorough understanding of Lewisburg's present condition and most pressing needs. From this analysis, the team set forth to create sets of Guiding Principles for each focus area. These Principles serve as a critical tool for focusing both the planning team and Lewisburg's leaders in charting a proactive, logical and effective path forward. From these principles, sets of specific, measurable and attainable objectives and goals were created for each focus area.

## Parks and Open Space Guiding Principles

Lewisburg has a rich agricultural heritage and is geographically nestled in the following forested hills of southern central Tennessee. Due to previously discussed factors, much of the open space surrounding the city remains intact. This rural setting coupled with a strong public park system make Open Space and Parks one of Lewisburg's strongest assets. The following principles, objectives and goals aim to reflect these findings, further expanding and strengthening Lewisburg's park infrastructure, utilizing this infrastructure to enhance other parts of the city, and projecting fragile surrounding open space.

### Principles

- Take advantage of current park system to enhance Downtown experience by increasing connectivity and developing unified event planning
- Make parks more accessible to all city residents by developing a network of smaller walkable neighborhood parks
- Enhance pedestrian and bike safety and wellness throughout park system by increasing pedestrian and bike recreation opportunities connection and expansion of current greenway system
- Use park system as environmental education tool for entire community and as a vehicle for environmental restoration

## Corridors

Vehicular Corridors are the gateways to Lewisburg and play a critical role in defining the character of the City. As one travels from the rural outskirts of Lewisburg into its more urban core, corridors should reflect this transition. The following principles, objectives and goals provide a roadmap for protecting important visual corridors and transforming those that have eroded and developed inappropriately over time.

### Principles

- Create functional and attractive corridors
- Preserve rural character of corridors by concentrating development at key intersections
- Adopt "Complete Street" street model to encourage multi-modal transportation and sustainable design practices
- Maximize economic potential of interstate interchanges while preserving rural character between exits and downtown
- Plan and implement city wide way finding strategy to better orient visitors

## Downtown

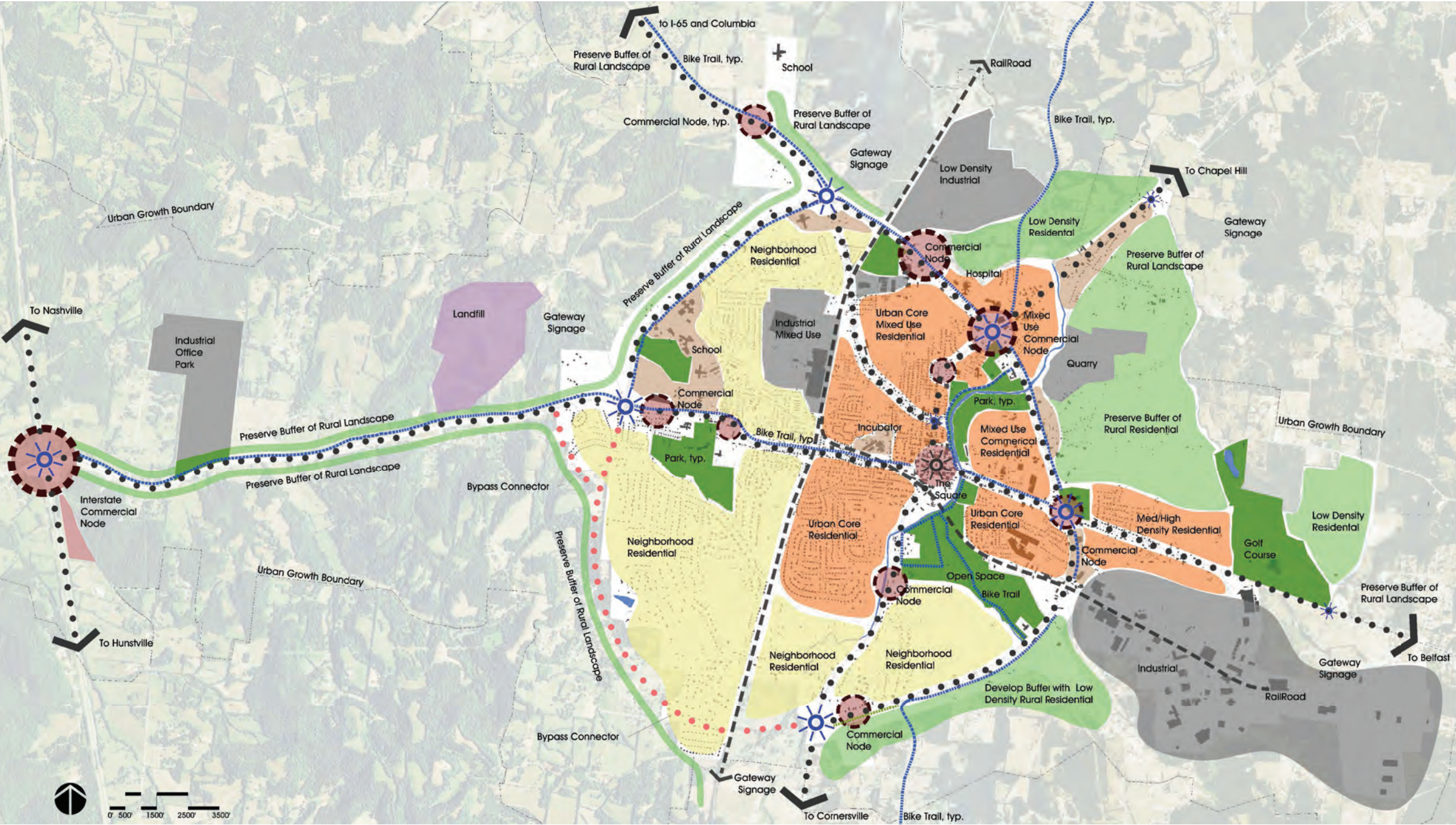
- Protect, enhance and restore the historic character of Downtown and its architecture
- Revitalize the Downtown economy through business development
- Market and promote Downtown Lewisburg as a destination
- Maintain and expand downtown as an institutional center
- Create gateways into Downtown to evoke a sense of arrival
- Because most downtowns cannot rely solely on market forces to revitalize on their own, it is important that an organization infrastructure exist for Downtown Lewisburg to make it happen.

*"Plan for the future because that's where you are going to spend the rest of your life."*

- Mark Twain



# Guiding Principles and Objectives





# Open Space and Parks

## Objective

**Strengthen park connectivity to Downtown via dedicated multi-use pedestrian and bike paths.** Pedestrian and bike connection to the Downtown Square needs to improve, especially given its proximity to Rock Creek Park and its surrounding public open space. This connection should occur through the construction of bike lanes along major corridors and dedicated multi-use paths connecting the Downtown to city parks and the greenway system.

## Goals

- **Use Vision Plan as a guiding tool and key component for finding grant funding opportunities; including environmental restoration funding sources such as TDEC Green Development Grants and Recreation Grants**
- **Develop unified event strategy and calendar for Downtown Square and Rock Creek Park**

## Objective

**Strengthen and Expand Lewisburg's neighborhood parks.** While Lewisburg's park system presently meets the community's needs, creating new more accessible parks is paramount to continued success. Specifically creating parks that are built within existing neighborhoods is important due to ease of use and accessibility.

## Goals

- **Create neighborhood park task force within the Parks Department that accesses specific recreational needs for neighborhoods.** This task force should be charged with searching for available land for neighborhood park expansion and report back to the Parks and Recreation Department. Vacant lots, out of commission office or factory sites, or areas otherwise undevelopable are ideal opportunities for park expansion and creation. The TDEC Recreation Grants program can be used to establish new parks or renovate existing parks in disrepair.
- **Revise subdivision code to require open space/park requirement as part of development (or access fees)**

## Objective

**Connect and expand greenway system to connect all parks and major City/County points of interest, including regional greenway systems.** Greenways remain ever popular with citizens of all ages. They also serve as useful tools for increasing public health citywide. The key to a successful greenways system is connectivity and myriad points of access.

## Goals

- **Create greenway subcommittee dedicated solely to greenway expansion and seeking TDOT and Federal funding sources including TDEC Recreation Grants and TDOT Enhancement Grants.**

**Adopt Best Management Practices for all new greenway projects, including dedicated and separated pedestrian and bike paths.** National standards for greenway and bike lane construction should be adhered to for all new installation. Where possible, the city should look to innovative practices being employed by other peer cities around the nation.

- **Utilize existing right of way where needed for greenway expansion.** Presently, Lewisburg roads contain a large amount of otherwise unused rights of way, especially along the bypass. Consequently, the bypass connects around 2/3 of the city, making it an ideal location for a ring greenway that connects to most city neighborhoods and parks.

## Objective

**All new park and recreation projects should adopt Best Management Practices for environmental stewardship and sustainability.** Any new construction with a park should be a benchmark project for sustainable construction practices. Parks and Recreation staff should dedicate time and effort to educate themselves on the most innovative and environmentally sensitive park

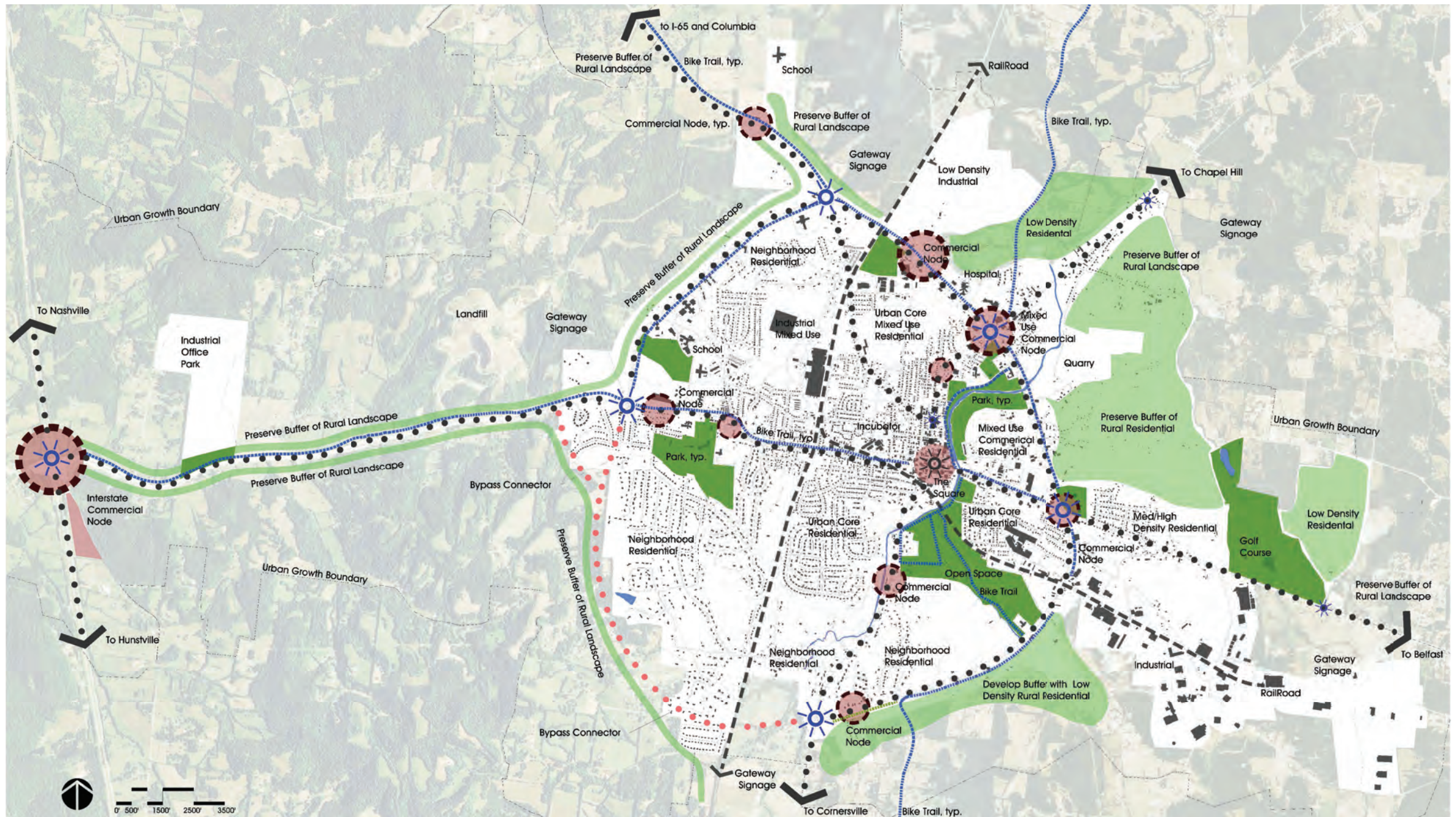
design and construction techniques, including the use of green infrastructure such as water harvesting, bio-swale drainage strategies and "dark-sky" requirements, among others. Furthermore, staff should actively look for funding opportunities for environmental restoration through TDEC or Federal opportunities.

## Goals

- **Seek funding sources for environmental restoration of Rock Creek, including tributaries. Appropriate funding mechanisms could include TDEC Green Development Grants or TDEC administered Wetland Mitigation Opportunities**
- **Increase utilization of environmental signage as educational tool for community**
- **Develop 'sustainability' guidelines for all new projects within the Parks Department**



# Open Space and Parks





# Corridors

## Objective

**Adopt revised zoning ordinance that will preserve open space along corridors and encourage attractive new development at key intersections.** Zoning policy is one of Lewisburg's most effective tools in shaping development over time. Without revising the present zoning policy, key commercial corridors will continue to develop without much constraint and/or physical design guidelines. Designating key intersections for higher density development with more rigorous design guidelines, while identifying other corridors for buffering are strategies the city should employ to maximize development impact and minimize visual clutter.

## Goals

- **Partner with the County to establish key Open Space Corridors with View Shed Corridors along routes from the interstate to the city to be protected.** Degradation of view sheds has been a common occurrence in rural communities for decades. There are several excellent resources that provide guidance on strategies to protect view sheds and open space corridors as noted in the implementation matrix. City officials should continue to work with County and private property owners to create view shed easements leading from interchanges into Downtown. As development moves toward Lewisburg from surrounding areas, specifically from the north and west, protecting these

intact view sheds will become even more important. Since most of the land within this zone falls outside of the city limits, beginning an open dialogue between the city, county and property owners needs to happen immediately.

- **Develop Community Development Board Subcommittee to begin evaluating the process to draft new zoning code based on "Smart Growth" principles.** Smart Growth zoning principles are tools being put into practices all over the nation. Their goals are to foster functional and sustainable growth over time that balances the needs of the city, business owners, citizens, pedestrians and vehicles. They follow guidelines of universally accepted urban design practices.

## Objective

**Wisely develop exit interchanges.** Two major Interstate 65 Exits lead most directly to Lewisburg; Exits 37 and 32. The cities desire to increase development at Exit 32 become clear during our public input phase. Indeed, the city has already invested heavily in running utilities to this exit, as well as annexing property along this corridor. It is important that when development does occur at this development, it happens in a way that reflects the character Lewisburg wishes to portray to travelers.

## Goals

- **Create design guidelines for both**

**exit interchanges.** Guidelines should reflect building scale, massing, siting and materials, as well as vegetation and signage requirements.

- **Explore economic incentives and take advantage of amount of travel along I-65 to encourage development at interchanges.**

## Objective

**Establish unified city wide Way-finding Master Plan and Design Guidelines for all major gateways and corridors.**

Clear, concise and aesthetically pleasing signage can not only make a visit to Lewisburg more enjoyable, but it simultaneously can reinforce the city "brand" through the use of repetition and logos. Primarily, this signage is needed to help guide people to and around the city. Presently, no clear signage exists to connect the visitor from the interstate to Downtown or from Downtown to certain key parks or the bypass. Likewise, the city and Downtown need to continue to reinforce a "brand" to community members and visitors alike. Coherent and cohesive signage can help achieve this goal.

## Goals

- **Community Development Board should establish a Way-finding and Signage subcommittee to oversee creation of master plan and guidelines.**
- **Seek outside funding through grant**

**opportunities for signage implementation.** This could occur through private/public partnerships with local businesses or the Downtown Alliance. Both parties mutually benefit from clear, concise and effective way-finding signage and gateways into the Square.

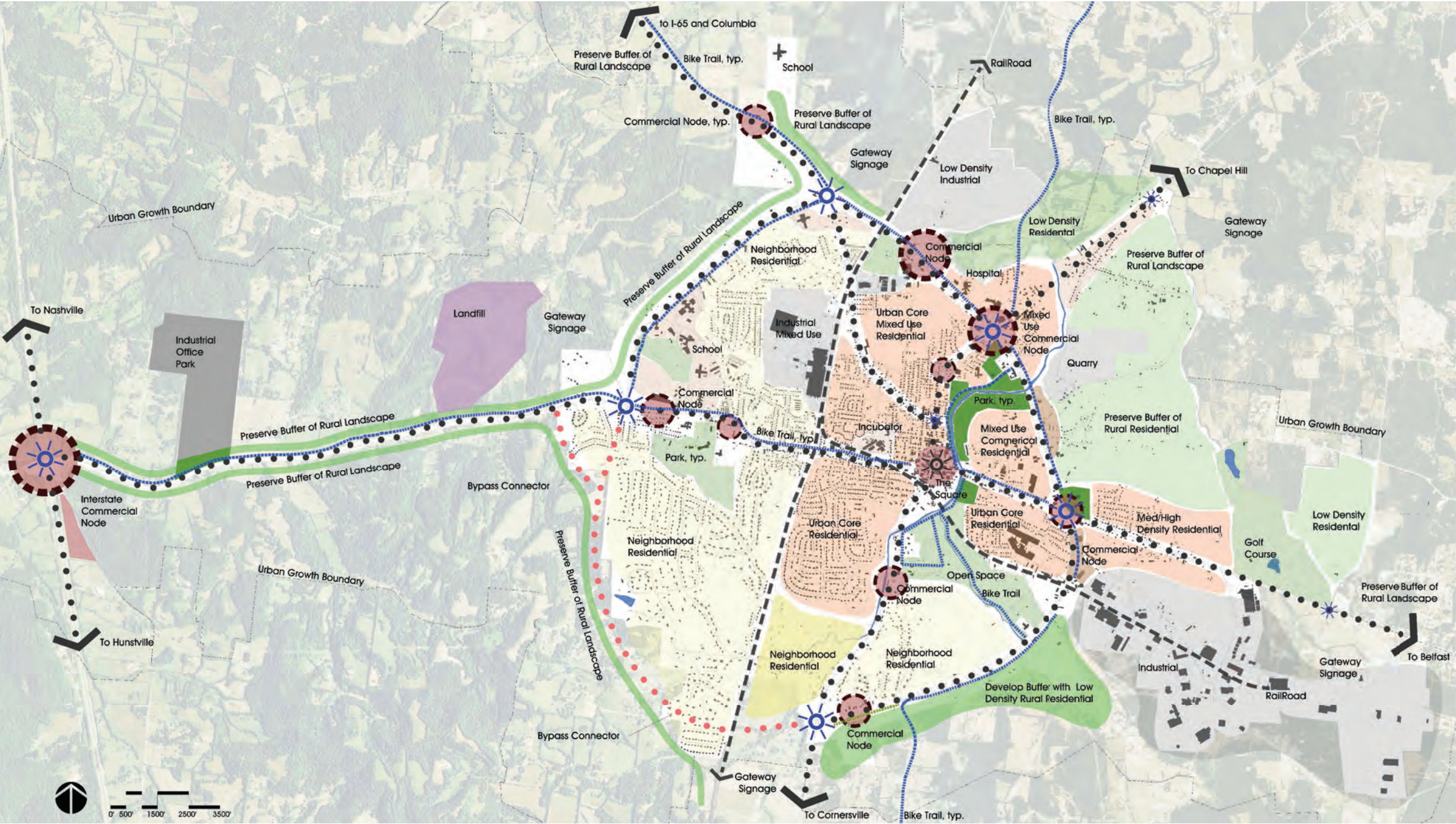
## Objective

**Create Signage Guidelines for all major corridors to minimize visual clutter.** Signage clutter affects most every modern city today. Combating out of scale and character signage through the adoption of more rigorous signage guidelines is a necessary task for the future of Lewisburg. Without adopting such guidelines, visual clutter from unregulated private signs will continue to erode the development character of Lewisburg commercial corridors and the city as a whole.

## Goals

- **Adopt new signage guidelines based on precedents from other cities (Franklin) to visual clutter and light pollution.** These guidelines should establish height, size, material and light level restrictions in accordance with the desired character of future development.
- **Designate city staff member as sign review staff to review all new signage along corridors**







## Downtown

### Objective

**Strengthen the existing organizational structure to revitalize Downtown Lewisburg.**

### Goals

- **Develop a paid staff person to manage the existing Lewisburg Downtown Alliance (LDA) and help establish a Main Street Lewisburg program.** Depending upon available funding, this position could be part-time or full-time. Primary funding should come from the City government, although the County should also be approached for participation in the funding given downtown's role as the County seat.
- **Establish multiple issue-based committees within the LDA.** These committees can include LDA board members and non-board members, and should be based upon the Main Street Four Point Approach (Design, Economic Restructuring, and Marketing & Promotion). The Board of Directors can fulfill the "organization" point.
- **Pursue full certification from the State Main Street Program.** Downtown Lewisburg is currently designated by the State program as a "Tennessee Downtowns Round 2 Community," but that does not constitute full-blown Main Street certification, including the technical assistance from the state and

national programs that come with such certification. The LDA has initiated the first steps toward such designation and should continue to complete the process.

### Objective

**Take Advantage of existing entities and individuals to help support the efforts of the LDA.**

### Goals

- **Utilize the capabilities and resources of key local stakeholder entities and other groups.** Such groups include the City's Economic and Community Development Department (ECD), Marshall County, the Marshall County Chamber of Commerce, Columbia State Community College, the South Central Tennessee Business Development Corporation, the Middle Tennessee Industrial Development Association (MTIDA), the Municipal Technical Advisory Service (MTAS), and the federal Small Business Administration (SBA).
- **Enlist the participation of helpful local individuals.** Such individuals include Downtown business owners and operators, public officials, and business leaders in the community.

### Design

Design issues for Downtown Lewisburg

include topics such as streets, streetscapes, parking, buildings, and other physical planning issues. There are numerous opportunities for Downtown Lewisburg to be enhanced through design interventions. However, it is important that the Downtown not fall into the same trap as many other revitalization programs that focus primarily on design issues to the detriment of economic restructuring and marketing and promotional efforts.

### Objective

**Establish a formal historic preservation program to protect the design integrity and character of Downtown Lewisburg.**

### Goals

- **Establish a Downtown specific "brand".** Downtown Lewisburg's design character is essentially its "brand," so every time a historic building is destroyed or inappropriately altered, that character that is critical to Downtown's marketing is diluted. A preservation program should consist of the following components:
- **Conduct a historic sites inventory and prepare a nomination for the National Register of Historic Places.** At present, the Ladies Rest Room on 1st Avenue North is the only property in Downtown Lewisburg listed on the National Register, yet there is likely strong

potential for an entire downtown district. Designation provides very limited regulatory protections for properties (limited to potential impacts from federally funded and licensed projects), but it would acknowledge the area's significance and make "contributing" properties eligible for federal tax credits for qualified building rehabilitation projects. One cost-effective option for performing the inventory and nomination might be MTSU's Center for Historic Preservation, while the Tennessee Historical Commission would be the key entity to facilitate the National Register designation process.

- **Adopt a City Historic Preservation Ordinance to create the public policy infrastructure for a preservation program.** There are numerous good examples to be borrowed from within the state, and key provisions will include: commission establishment, composition, powers, and terms; criteria to designate districts; and design review process.
- **Draft and adopt Downtown Design Guidelines to regulate alterations to existing buildings and new infill development.** As a supplement to the proposed preservation ordinance, detailed design guidelines should be created for the commission to apply in reviewing applications for Certificates of Appropriateness (COAs). The guidelines should be based upon the federal



Secretary of the Interior’s standards for preservation. It is critical that such guidelines be prepared by qualified professionals to avoid the risk of guidelines that are ineffective and might jeopardize the long-term political viability of the preservation ordinance.

- **Establish a design review process to implement the proposed ordinance and design guidelines.** The process should include a COA application in which the required information can be tailored to specific application, a process to deem applications complete before putting them on the agenda, a staff review and report for the COAs, and scheduled monthly meetings.
- **Pursue Certified Local Government (CLG) status to validate the preservation program and to become eligible for State grants.** CLG designation from the Tennessee Historical Commission (THC) confirms that a preservation program meets minimum standards and makes the community eligible for CLG grants.

Objective

**Encourage the rehabilitation of historic building facades that have been inappropriately altered.** Although the adoption of a design review process per this objective will help to avoid future inappropriate alterations to historic buildings, it cannot rectify

the past. Many of the downtown’s facades have been altered by bricked-in storefronts, the obscuring of transoms over storefronts, the replacement of historic storefronts with incompatible contemporary storefronts, and the addition of mansard-like canopies having no historic precedent or aesthetic quality. Since even a formal preservation program cannot force property owners to rehabilitate their building, aggressive encouragement will be needed.

Goals

- **Adopt incentives to encourage appropriate facade rehabilitations.** Examples of incentives that might be adopted by the City include matching grants, low-interest loans, and property tax abatements that would freeze a property’s assessed value for a specific amount of time following the rehabilitation (5 years) to avoid penalizing owners with increased property taxes. Although the federal investment tax credit for the rehabilitation of historic buildings is an important existing incentive for substantial building rehabilitations, it would not be applicable for facade renovations unless the costs exceeded the property’s adjusted cost based (investment costs to date - acquisition, improvements, etc.).
- **Tie incentives for historic building facade rehabilitations to Design Guidelines.** Even if there is insufficient support for the adoption of a preservation program with mandatory design

guidelines, guidelines might still be created to serve as merely a “guide,” and any financial incentives should require adherence to them.

Objective

**Enhance parking lots for greater usage and improved aesthetics.** Although parking is not a critical issue at present for Downtown Lewisburg because of limited demand, it will hopefully become more significant as revitalization occurs. The following improvements should occur.

Goals

- **Redesign existing lots for greater space efficiency, landscaping and lighting.** In some cases, a more efficient design may yield additional parking spaces. Landscaping, such as the addition of deciduous trees, can provide needed shade during warm months. Lighting will make parking lots safer and more appealing for evening users.
- **Provide screening along street edges to minimize the negative appearance of parking lots.** While it is preferred that most streetscapes are lined with buildings having interesting storefronts, some parking lots currently front onto downtown streets. They should be screened along their street frontages with a wall and/or landscaping, although it should be no higher

than roughly 4 feet to maintain surveillance for public safety purposes.

Objective

**Create a stronger physical connection between the Courthouse Square and Rock Creek Park.**

Goals

- **Explore options for establishing a “complete streets” link between these two important areas.** Features to accommodate modes of transportation beyond automobiles might include a designated bicycle lane and sidewalks.
- Provide other amenities along this route to provide a stronger symbolic and visual connection. Amenities might include human scaled streetlights, street trees, and decorative banners on the streetlights. Funding request through TDOT’s Enhancement Grant program for a new sidewalk along First Avenue connecting the park and the Square has already taken place. If secured, this project should be a Phase One in creating this stronger connection.
- **Renovate key bridges to become both gateways into downtown and connectors to the park/greenway.** Renovation plans for both the Church Street and E.Commerce Street bridges are in progress and funding is being requested through TDOT Bridge Grants

# Downtown

programs. These bridges present major design opportunities to not only create prominent gateways into downtown but also provide necessary ADA connections from the Square to the greenway and park system.

## Economic Restructuring

Within the context of downtown revitalization, economic restructuring entails determining the extent of potential market demand for various land uses (businesses by type, housing types, etc.), developing a desired tenant mix, and identifying funding mechanisms and incentives to attract new businesses and housing. Because it is less visible and straightforward than design interventions, economic restructuring is sometimes overlooked by downtowns when, in fact, it is often the most critical need.

## Objective

**Develop an optimal tenant mix based upon market analysis.** A market analysis is a process by which a qualified real estate economist researches and projects potential future demands for various land uses and business types as measured by projected “absorption” by building square footage and residential units by housing type. Such analysis is then used to determine the downtown’s “optimal tenant mix.” While many existing uses and business types will likely be part of that desired mix, opportunities for new uses and businesses will be identified.

## Goals

- **Identify funding sources to pay for a market analysis.** Potential sources of funding might include an allocation from the City, the Marshall County Chamber of Commerce, grants, or a combination of such sources. Depending upon the number of use “sectors” (retail, services, office, housing, lodging, etc.) being analyzed, such a study can cost between approximately \$25,000 and \$45,000.
- **Hire a consultant to perform a market analysis.** While there are “recipe books” for conducting market analysis, it is a service best left to experienced professionals. The City and/or LDA could both research and select a consultant or they could issue a request for proposals (RFP) to hire a consultant.
- **Put the results of the analysis to use.** The results of the analysis should be fed directly into the following two strategies - developing incentives and business development techniques. The study might also be used as a tool in recruiting new uses and businesses by validating the economic viability of the uses and business types being recruited.

## Objective

Identify and/or adopt incentives and tools for economic restructuring.

## Goals

- **Promote the availability of existing incentives and tools for downtown revitalization.** Examples of key existing incentives and tools that may be applicable to Downtown Lewisburg include:
- Federal tax credit for historic rehabilitation of buildings (only for income-producing buildings on or eligible for the National Register of Historic Places, must follow federal preservation standards, and must exceed the property’s adjusted cost basis).
- Federal tax credit for low and moderate-income housing (market analysis may determine that higher-end housing would be more beneficial to the downtown).
- Property tax abatement program for building rehabilitation and infill development (need to research any limitations on this approach created by relevant state enabling legislation).
- Façade grants and/or low-interest loans for approved rehabilitations when the design is determined appropriate (see previous recommendations for design guidelines).
- Waiver of fees for permitting for certain development types based upon a clear adopted policy
- Establish Neighborhood Investment Zones (NIZs) targeted to specific residential areas adjacent to Downtown.

Such zones combine more aggressive code enforcement (“sticks”) with financial incentives (“carrots”). The objective is to transition these areas into having more middle to upper-income residents who can economically benefit Downtown Lewisburg.

## Objective

**Develop a strategy and materials for business retention, expansion and recruitment.**

## Goals

- **Sponsor regular informal events that facilitate a regular dialogue with existing business owners.** The intent is that struggling businesses, as well as those wanting to expand, can be identified and provided assistance. It should be anticipated that business owners will not be explicit about the status of their businesses, so this strategy will require a delicate approach.
- Establish a business recruitment team. Comprised of existing business owners, among others, this LDA-sponsored group would call on targeted new businesses.
- **A marketing package should be created to tout the merits of operating a business in Downtown Lewisburg.** In addition to printed materials, other mediums should be utilized, including



web-based alternatives.

- Conduct occasional business recruitment fairs. These events would be intended to showcase Downtown Lewisburg for prospective new business owners.

Objective

**Consider the establishment of a Small Business Incubator.** One national trend that is gaining traction is business incubators, which provide flexible space where startups share space and common areas. Many universities are opening both incubators and co-working space in downtown areas as a way to have a presence in the business community. Columbia State Community College may be a candidate partner with the LDA and the City’s ECD. An incubator program in Downtown Lewisburg might include the following features:

Goals

- **House the incubator in a single building that can accommodate multiple startup businesses.** It can feature relatively small individual tenant spaces, as well as shared common spaces for meetings, a break room, and restrooms. Shared support services should be provided within the incubator. Services should include secretarial support and support from the local office of the Small Business Administration (SBA). The closest SBA office is the South Central Ten-

nessee Business Development Corporation located in Downtown Columbia.

- **Provide flexible rental terms. Leases should be available on a month-to-month term so that businesses that may not survive are not saddled with long-term leases.** Also, the rent levels might start below market rate and be graduated over time as a business stabilizes.
- Once businesses mature and are ready to “leave the nest” based upon policies that might trigger that step, they should be strongly encouraged to remain in Downtown Lewisburg.

Objective

**Make any policy revisions needed to accommodate a rich mixture of land uses within Downtown Lewisburg, while also avoiding potential nuisances.**

Goals

- Although the zoning ordinance was given a cursory review as part of this planning project, a more thorough review is needed so that the following strategies might be achieved:
- **Allow important uses needed in the Downtown, such as housing (including upper floor over commercial) and a diverse range of retail types and services.** As an example, the current zoning only allows housing in the

C-1 zone (Central Business District) with Planning Commission approval, so it needs amendments to lower this hurdle to housing.

- **Prohibit uses that pose a nuisance (noise, dust, glare, etc.); including excessive tractor trailer traffic, or that are otherwise incompatible with a historic downtown.** At present, the C-1 zone allows “drive-in restaurants,” which are too auto-oriented to be compatible with Downtown Lewisburg. This permitted use is an example of one that should be prohibited within the C-1 zone.

Objective

**Maintain Downtown Lewisburg as an institutional center.**

Goals

- Downtown currently benefits greatly from the presence of both the City and County governments, including the economic support that its employees and visitors lend to downtown retail and service businesses. It is critical that local governmental offices remain in Downtown Lewisburg. Furthermore, any potential new institutional uses in the area should be directed to the Downtown if viable, including post offices, County offices, and educational institutions.
- **Pursue resolutions from the City and**

**County governments to prioritize Downtown as the preferred location for their respective offices and other facilities.** These resolutions should apply to both existing and future offices, but should not include uses that are incompatible with a historic downtown (public works equipment yards, etc.).

- **Encourage other institutional uses compatible with the Downtown to remain or locate in Downtown Lewisburg.** Examples of such potential uses include educational institutions and the offices of other governmental units, such as USDA offices.

Objective

**Establish a City-managed parking management program to place time limits on on-street parking.**

Goals

- Parking is not presently a huge challenge. However, as revitalization occurs, on-street parking demands will likely increase substantially, which will prompt the need to manage parking. The following strategies are recommended:
- **Limit on-street parking - particularly around the Courthouse Square - to a maximum of three hours.** That approach will allow people to dine, shop, meet in offices, and conduct similar short-term activities. However, it will

## Downtown

discourage downtown employees from monopolizing parking that should be available to retail customers and similar visitors.

- **Encourage downtown employees to park in parking lots.** Some downtown management organizations have gone so far as to issue vehicle stickers to downtown employees to be able to identify the preclude them from parking on-street in prime areas. Hopefully such aggressive tactics will not be necessary in Lewisburg.
- **Avoid the use of parking meters to regulate on-street parking.** While some communities employ meters to generate revenue and to regulate parking, meters are not necessary for regulation. There are many other means of monitoring parking, from chalk-marking to tires to high-tech hand-held devices.

### Marketing & Promotion

Just as most individual businesses need to market and promote themselves to be successful, so must most downtowns. Although some downtown organizations sequence their more aggressive marketing and promotion efforts to follow an earlier “product improvement” phase for the downtown, such an approach is probably not necessary for Downtown Lewisburg. Whenever the timing is deemed right by the LDA, the following approaches should occur:

### Objective

**Make Downtown Lewisburg a premier special event venue.**

### Goals

- **Utilizing the Courthouse Square as a public space for events, the LDA should pursue the following strategies:**
- **Continue to hold existing special events in the Downtown that have traditionally been held there.** This strategy may seem obvious, but many communities forget about the importance of special events for their downtowns and allow them to relocate elsewhere for various logistical reasons.
- **Identify any local events currently held outside of Downtown Lewisburg that might be moved to the Downtown - if such events exist.** Some events may not lend themselves to a downtown setting, but those that can be should be moved Downtown. While a farmers market is a natural candidate for most downtowns, Lewisburg’s market currently occurs at the nearby Rock Creek Park. Featuring a pavilion built for this and other events, it is likely an event that will remain at the park.
- **Explore the initiation of new events in Downtown Lewisburg.** Examples of potential new events, which can be small and regularly-scheduled, include

a monthly musical event or theatrical performances.

### Objective

- **Utilize telecommunications effectively to market Downtown Lewisburg.**

### Goals

- **The LDA should take advantage of a variety of telecommunications vehicles to promote the Downtown.**
- **Create an LDA website to promote the Downtown and keep the public aware of events, newsworthy topics, existing businesses, and opportunities to be involved with the LDA.** Google Analytics should be used to track the website’s effectiveness.
- **Utilize various forms of social media to promote Downtown Lewisburg.** Examples include Facebook, twitter, and linked-in, to name just a few.

### Objective

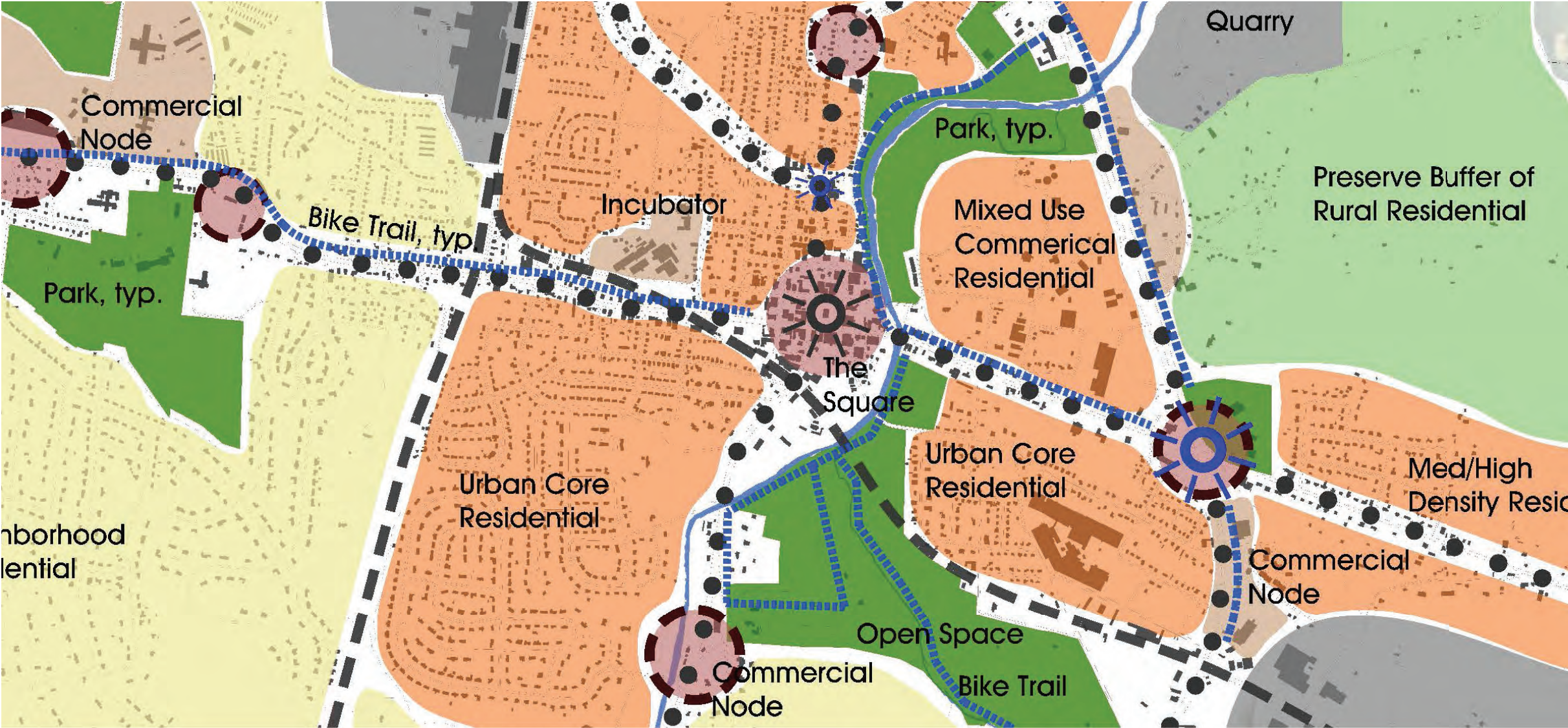
Engage in joint advertising among Downtown’s businesses.

### Goal

- **The LDA should work with Downtown businesses to coordinate joint advertising in local newspapers and other print and electronic media.** The ad can promote Downtown in general and

utilize the LDA logo (or a new logo representing the Downtown rather than the LDA organization), while also identifying the individual businesses that would help fund the advertisement.





# Implementation Matrix

The Implementation Matrix is a summary outlining the tasks set forth related to the implementation of the Vision Lewisburg 2035 Plan. The matrix is meant to be a reference document providing City Officials, leaders and citizens more detailed guidance and instruction on how to implement the plan goals. The Implementation Matrix should be updated annually as goals are met. Additional goals should be added as future planning takes place

as recommended by the Vision Plan. The matrix is meant to be a “living document” which should evolve over time as city circumstances change. However, at its core, the matrix is the document within the Vision Plan meant to keep the City action oriented, accountable to the vision plans Principles and Objectives, and focused on strategic goals that are meant to build logical momentum for the City’s growth and improvements.

It is recommended that the matrix be reviewed and approved by City Council and that a specific group be assigned to monitor progress on meeting the stated goals, as well as report back periodically to the Council in an official capacity. It is the recommendation of this report that a “Vision Plan Subcommittee” be created and that this subcommittee report back to the City annually at a minimum.

Goals are identified by keys (example D-1), book page references, assigned a responsible party and given a time frame for achievement. In addition, key resource websites are provided where applicable. Goals are categorized as General, Open Space and Parks, Corridor and Downtown and listed in chronological order of proposed completion. Goals that are already in progress are noted as such.

	Recommendation	Page	Resource	Responsible Party	Time-Frame
G	General Recommendations				
G-1	Promote this Plan - use Main Street website, plan summary document, and presentations	ALL		CDB / City / County	Near Term (Yrs 1-2)
G-2	Formally Adopt this Plan - City Council should pass a resolution as official public policy	ALL		City Council	Near Term (Yr 1)
P	Open Space and Parks				
P-1	Use Vision Plan as a guiding tool and key component for finding grant funding opportunities; TDEC Recreation Grants, Green Development Grants	34	<a href="http://www.tn.gov/environment/grants.shtml">http://www.tn.gov/environment/grants.shtml</a>	Parks Department	Near Term (Yr. 1), In Progress, Ongoing for each year
P-2	Develop unified event strategy and calendar for Downtown Square and Rock Creek Park	34		Community Development Board (CDB)	Near Term (Yr. 1)
P-3	Create neighborhood park subcommittee within the Parks Department that accesses specific recreational needs for neighborhoods.	34		Parks Department	Near Term (Yr. 1)
P-4	Revise subdivision code to require open space/park requirement as part of development (or access fees)	34		City Manager / CDB	Near Term (Yr. 1)
P-5	Create greenway subcommittee dedicated solely to greenway expansion and seeking TDOT and Federal funding sources	34		Parks Department / CDB	Near Term (Yr. 1)
P-6	Seek funding sources (TDEC Wetland Mitigation Program) for environmental restoration of Rock Creek, including tributaries	34		City Manager / Parks Department / CDB	Near Term (Yr. 1), In Progress, Ongoing for each year
P-7	Adopt Best Management Practices for all new greenway projects, including dedicated and separated pedestrian and bike paths	34		Parks Department	Mid Term (Yrs. 2-3)
P-8	Utilize existing Greenway and Bikeway Master Plan and continue to expand this plan. Use existing right of way where needed for greenway expansion	34		City Manager / Parks Department / CDB	Ongoing (Yrs. 2-10)



Implementation Matrix

	Recommendation	Page	Resource	Responsible Party	Time-Frame
C	Corridors				
C-1	Use Vision Plan as a guiding tool and key component for finding grant funding opportunities; TDOT Enhancement Grants, TDOT Bridge Grants	36	<a href="http://www.tdot.state.tn.us/local/grants.htm">http://www.tdot.state.tn.us/local/grants.htm</a> <a href="http://www.tdot.state.tn.us/grantinfo/bridge">http://www.tdot.state.tn.us/grantinfo/bridge</a>	City Manager / Economic Development	Near Term (Yr. 1), In Progress, Ongoing for each year
C-1	Adopt new signage guidelines based on precedents from other cities (Franklin) to visual clutter and light pollution. These guidelines should establish height, size, material and light level restrictions in accordance with the desired character of future develop.	36		City Manager	Near Term (Yr 1) - In Progress
C-4	Develop CDB Subcommittee for Way Finding and Signage to oversee creation of Citywide Wayfinding Master Plan and Guidelines	36		CDB	Near Term (Yr. 1)
C-2	Designate city staff member as sign review staff to review all new signage along corridors	36		City Manager	Near Term (Yr. 1)
C-3	Develop CDB Subcommittee to begin evaluating the process to draft new zoning code based on “Smart Growth” principles	36		CDB	Near Term (Yr. 1)
C-5	Develop Citywide Major Thoroughfare and Traffic Master Plan which will designate street and corridor typologies	36		City Manager	Near Term (Yr. 2)
C-6	Partner with the County to establish key Open Space Corridors and Viewshed Easements along routes from the interstate to the city to be protected	36	<a href="http://www.scenic.org/issues/scenic-easements-a-view-protection/strategies-for-protecting-scenic-views-and-vistas">http://www.scenic.org/issues/scenic-easements-a-view-protection/strategies-for-protecting-scenic-views-and-vistas</a>	City / County	Mid Term (Yrs 2-5)
C-7	Create design guidelines for both exit interchanges	36		City Manager	Mid Term (Yrs 2-5)
C-8	Explore economic incentives and take advantage of amount of travel along I-65 to encourage development at interchanges	36		City / County Economic Development	Mid Term (Yrs 2-5)
C-10	Seek outside funding through grant opportunities for signage implementation, including private/public partnerships	36		City Manager	Mid Term (Yrs. 2-5)
C-11	Adopt “Complete Street” street manual for existing and new streets in Lewisburg.	36		City Manager / City Engineer	Mid Term (Yrs. 2-5)
C-12	Based on major thoroughfare master plan, develop street typologies with respective standard design guidelines and requirements	36		City Manager / City Engineer	Mid Term (Yrs 3-5)
D	Downtown				
D-1	Use Vision Plan as a guiding tool and key component for finding grant funding opportunities; TDOT Enhancement Grants (for Downtown Improvement)	38-42	<a href="http://www.tdot.state.tn.us/local/grants.htm">http://www.tdot.state.tn.us/local/grants.htm</a> <a href="http://www.tennessee-mainstreet.org/">http://www.tennessee-mainstreet.org/</a>	City Manager / Economic Development	Near Term (Yr. 1), In Progress, Ongoing for each year
D-2	Develop a paid staff person to manage a Downtown Alliance / Mainstreet Program	38-42		City Manager	Near Term (Yr. 1)
D-3	Establish multiple issue-based committees within the Alliance. These committees can include Alliance board members and non-board members, and should be based upon the Main Street Four Point Approach (Design, Economic Restructuring, and Marketing & Promotion).	38-42		CDB / City Manager	Near Term (Yr. 1)

# Implementation Matrix

	Recommendation	Page	Resource	Responsible Party	Time-Frame
D-4	Create a stronger physical connection between the Courthouse Square and Rock Creek Park utilizing funds from TDOT Enhancement Grant.	38-42		City Manager / City Engineer / CDB	Near Term (Yr. 1), In Progress, Ongoing for each year
D-5	Renovate key bridges to become both gateways into downtown and connectors to the park/greenway.	38-42		City Manager / City Engineer	Near Term (Yr. 1), In Progress
D-6	Create an Downtown Alliance website to promote the Downtown and keep the public aware of events, newsworthy topics, existing businesses, and opportunities to be involved with the Alliance.	38-42		Downtown Alliance / CDB	Near Term (Yrs. 1-2)
D-7	Consider the establishment of a Small Business Incubator	38-42		Economic Development	Near Term (Yrs 1-2)
D-8	Develop a strategy and materials for business retention, expansion and recruitment	38-42		Economic Development	Near Term (Yrs 1-2)
D-9	Sponsor regular informal events that facilitate a regular dialogue with existing business owners.	38-42		Downtown Alliance / Economic Development	Near Term (Yrs 1-2)
D-10	Establish a business recruitment team. Comprised of existing business owners, among others, this LDA-sponsored group would call on targeted new businesses.	38-42		Economic Development	Near Term (Yrs 1-2)
D-11	A marketing package should be created to tout the merits of operating a business in Downtown Lewisburg.	38-42		Downtown Alliance	Near Term (Yrs 1-2)
D-12	Conduct occasional business recruitment fairs. These events would be intended to showcase Downtown Lewisburg for prospective new business owners.	38-42		Economic Development	Near Term (Yrs 1-2) - Ongoing
D-13	Pursue resolutions from the City and County governments to prioritize Downtown as the preferred location for their respective offices and other facilities.	38-42		City / County	Near Term (Yrs. 1-2)
D-14	Pursue full certification from the State Main Street Program	38-42		CDB / City Manager / New Alliance Manager	Near Term (Yr. 2)
D-15	Identify funding sources to pay for Citywide Market Analysis by professional economist. Identify a consultant to perform a market analysis	38-42		City Manager / Economic Development	Near Term (Yr. 2)
D-16	Adopt a City Historic Preservation Ordinance to create the public policy infrastructure for a preservation program	38-42		City Manager / Downtown Alliance	Near Term (Yr. 2)
D-17	Draft and adopt Downtown Design Guidelines to regulate alterations to existing buildings and new infill development.	38-42		City Manager / Downtown Alliance	Near Term (Yr. 2)
D-18	Establish a design review process to implement the proposed ordinance and design guidelines.	38-42		City Manager / Downtown Alliance	Near Term (Yr. 2)
D-19	Pursue Certified Local Government (CLG) status to validate the preservation program and to become eligible for State grants.	38-42		City Manager / Economic Development	Near Term (Yr. 2)
D-20	Establish a formal historic preservation program to protect the design integrity and character of Downtown Lewisburg.	38-42		CDB / Alliance	Near Term (Yr. 2)



# Implementation Matrix

	Recommendation	Page	Resource	Responsible Party	Time-Frame
D-21	Utilize the capabilities and resources of key local stakeholder entities and other groups	38-42		CDB / Alliance	Ongoing (Yrs 1 - 10)
D-22	Utilizing the Courthouse Square as a public space for events	38-42		Downtown Alliance / CDB / City	Ongoing (Yrs 1 - 20)
D-23	Continue to hold existing special events in the Downtown that have traditionally been held there	38-42		Downtown Alliance / CDB / City	
D-24	Identify any local events currently held outside of Downtown Lewisburg that might be moved to the Downtown - if such events exist. Some events may not lend themselves to a downtown setting, but those that can be should be moved Downtown.	38-42		Downtown Alliance / CDB / City	
D-25	Utilize various forms of social media to promote Downtown Lewisburg. Examples include Facebook, twitter, and linked-in.	38-42		Downtown Alliance / CDB	Ongoing (Yrs. 1-20)
D-26	The Downtown Alliance should work with Downtown businesses to coordinate joint advertising in local newspapers and other print and electronic media.	38-42		Downtown Alliance / CDB	Ongoing (Yrs. 1 - 20)
D-27	Put the results of the analysis to use. The results of the analysis should be fed directly into the following two strategies - developing incentives and business development techniques.	38-42		City Manager / Economic Development	Ongoing (Yrs. 2-20)
D-28	Promote the availability of existing incentives and tools for downtown revitalization	38-42		City Manager / Economic Development	Ongoing (Yrs. 2-20)
D-29	Conduct a historic sites inventory and prepare a nomination for the National Register of Historic Places	38-42		Downtown Alliance	Mid Term (Yr 3-5)
D-30	Adopt incentives to encourage appropriate facade rehabilitations. Tie incentives for historic building facade rehabilitations to Design Guidelines.	38-42		City Manager / Economic Development	Mid Term (Yrs 3-5)
D-31	Redesign existing parking lots for greater space efficiency, landscaping and lighting. Provide screening along street edges to minimize the negative appearance of parking lots.	38-42		City Manager / City Engineer	Mid to Long Term (Yrs 3-10)
D-32	Encourage other institutional uses compatible with the Downtown to remain or locate in Downtown Lewisburg.	38-42		City / County	Ongoing (Yrs. 1-5)
D-33	Establish a City-managed parking management program to place time limits on on-street parking	38-42		City Manager / Engineer / CDB	Mid Term (Yr. 3)
D-34	Pursue a Family Entertainment Concept Downtown and nearby areas - entertain. center, performance venues, dining	38-42		Downtown Alliance / Economic Development	Mid Term (Yrs 3-5)

# Specific Area Vision Plan

## Specific Area Vision Plan

The planning team focused on a more specific area that included the Historic Downtown Square, Rock Creek Park and the key intersection of North Ellington Parkway and North Second Avenue. Within this area, a more detailed “20 Year Plan” was produced that graphically illustrates how the Guiding Principles, Goals and Objectives could be implemented.

It should be noted that while much of the proposed plan occurs within privately owned property, it is not the recommendation of the team that the city take any private property where not amenable to both parties. Projects shown on private property could be privately implemented and supported by city policy and planning, or could be private/public partnerships.

The plan outlines what the central core of Lewisburg could become within 20 years and is broken down into 5, 10, 15, and 20 year projects. The projects

follow the principles set forth in the previous chapter and are phased in such a way as to build off one another.

While every project within the proceeding graphic may not happen within the next 20 years, the plan represents a graphic model for how the principles put forth in this book could be implemented. At a minimum, this plan should generate positive discussion and act as a catalyst for future public and private developments.





# Specific Area Vision Plan

## LEGEND

- A Renovated Historic Square
- B First Avenue Park Connector
- C Rock Creek Park Extension
- D Amphitheater & Renovated Farmers Market
- E Franklin Avenue Roundabout & City Gateway
- F Renovated Jones Park
- G Mixed-Use Development Node
- H Restored Street Grid
- I Infill Retail/Commercial Development
- J Commerce Street Gateways





# Vision Plan Character Sketch





# Vision Plan Character Sketch





# Transect Diagram

The diagram to the right graphically illustrates the various transect areas of the Specific Area Vision Plan.

The Plan consists of the following categories of developments radiating out from the core, the historic downtown square.

**The Square** - Historic, dense core of Lewisburg

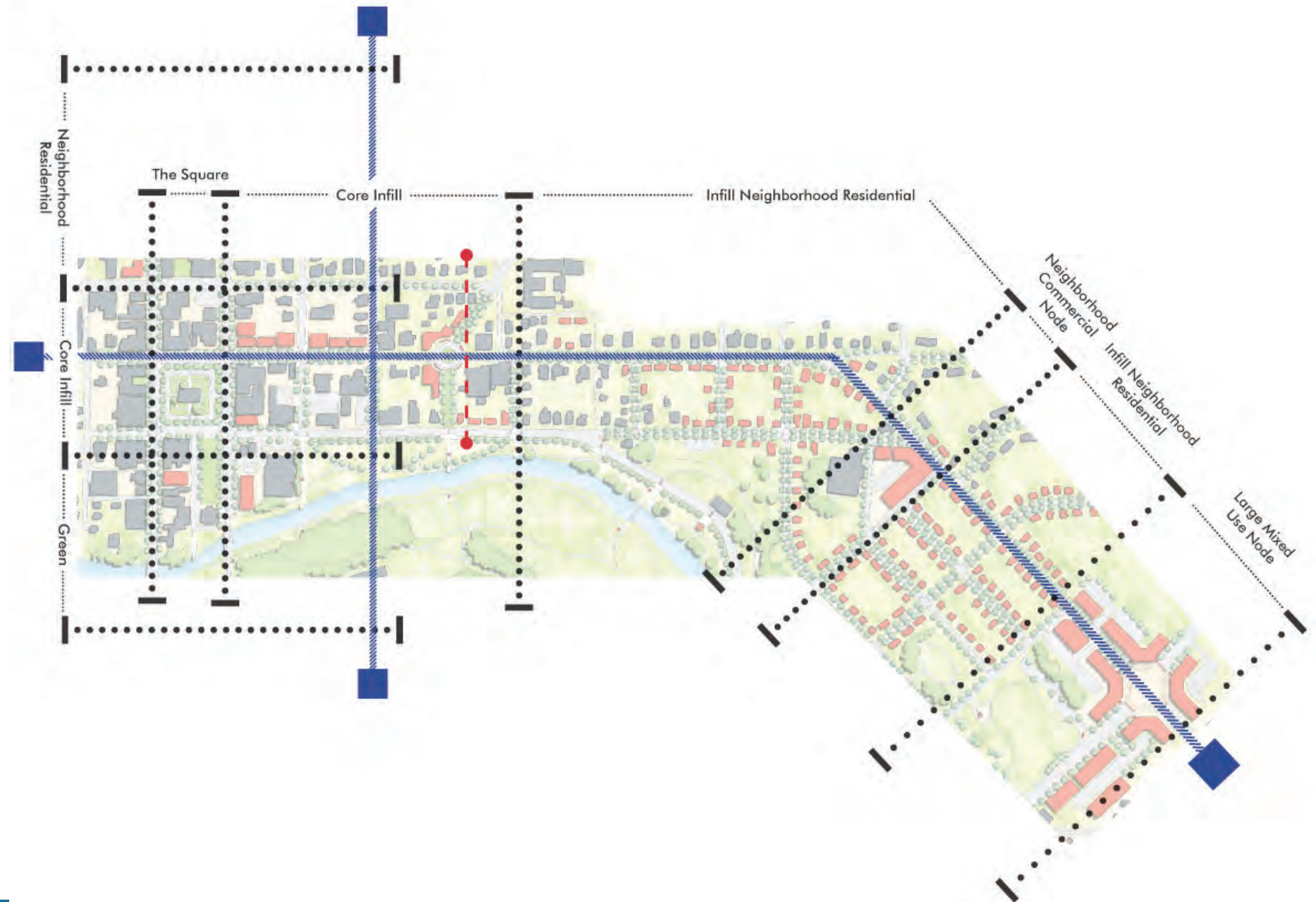
**Core Infill** - Similar in character to The Square. In need of Infill Development

**Infill Neighborhood Residential** - Grid street layout with small, densely laid out single family lots or multi-family townhome developments. 1/4 Acre maximum lot size.

**Neighborhood Commercial Node** - Area suitable for infill commercial/retail development for neighborhood use (coffee shop, small grocery, restaurant, cleaners)

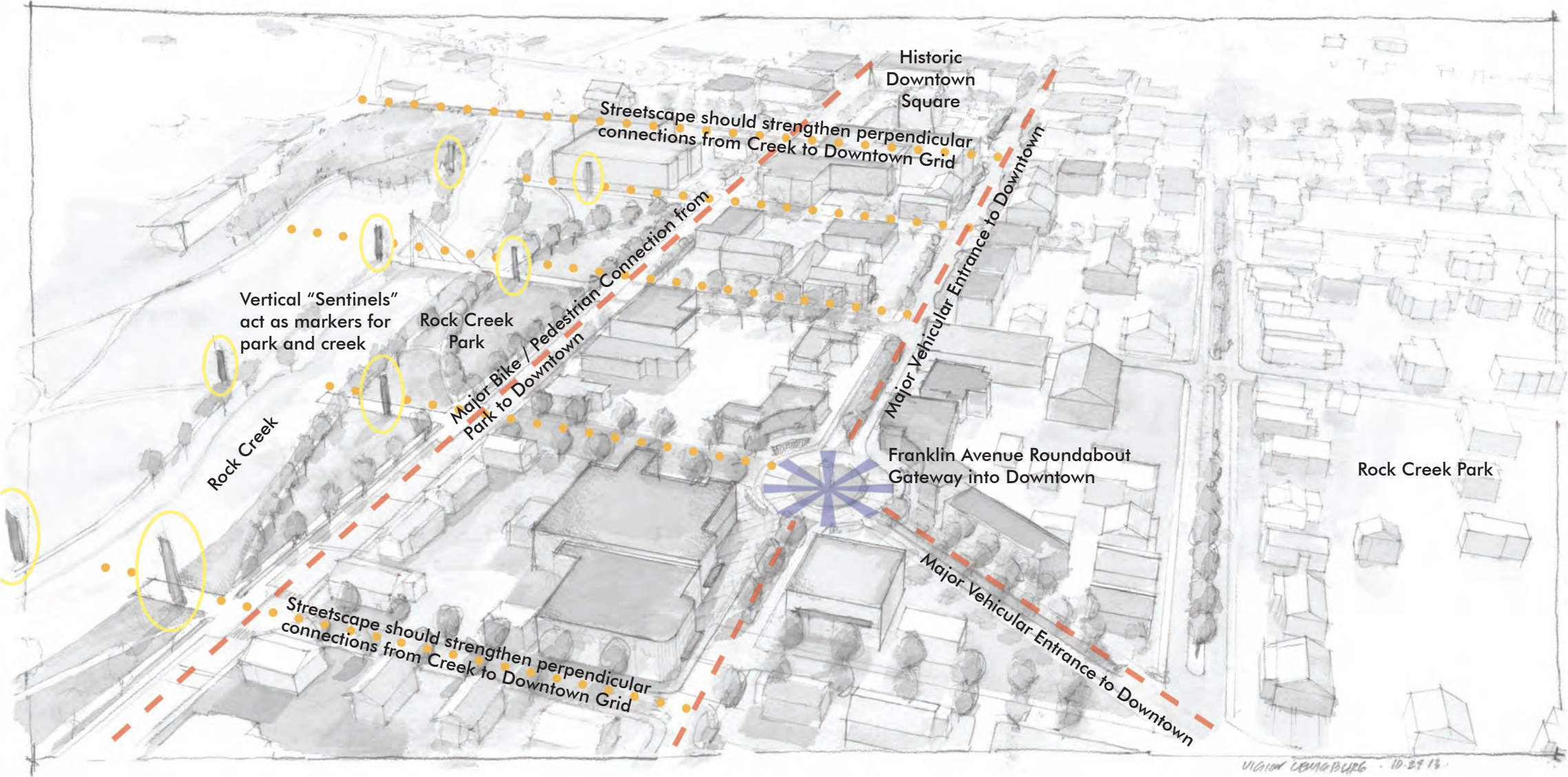
**Large Mixed-Use Node** -

Area identified for more dense mixed-use developments that could include large grocery stores, big box stores, pharmacy, restaurants, multifamily housing





# Axonometric Circulation Diagram



# Five Year Projects

## FIVE YEAR PROJECTS

### Improving the Historic Square

Central to the Lewisburg Vision Plan is improving the Historic Square. It remains the historical, physical and cultural nexus of the city and as such deserves to be revitalized in a strategic way. In addition to the policy recommendations outlined in the previous chapter, physical improvements to the square are also key catalysts for positive change.

Physical improvements to the Square are recommended as a 5 year goal in this plan. Such improvements would include new, uniformed signage, lighting and street furniture throughout the Square. Such uniformity helps to introduce the idea of the Square as an important “district” within the city and reinforce branding strategies that should be implemented simultaneously. Signage should be created that makes businesses along the Square more easily located as well as clearly identify directions to other attractions,

such as parks, to the pedestrian, cyclist or vehicle.

In addition, improved sidewalks with treatments such as brick borders, and new street trees should be a key way of improving the physical attractiveness of the Square and reinforcing a message of revitalization. Street trees should be implemented in a way as to not block business signage by either planting larger vase shaped trees which can be limbed up over signage.

A uniform language of street furniture, including benches, trash and recycling receptacles should be adopted. Street furniture should be complimentary to the historic nature of the Square architecture and any new signage and street light vocabulary.

Finally, the plan recommends slightly adjusting the parking around the courthouse to maximize open space. Angled parking should be moved from inside of the courthouse parking lot to the street-side of the Square. Shifting these an-

gled spaces back to the street will help minimize the “parking lot affect” of the courthouse parking. Lane minimums of 11’ should be used where possible both on the Square streets and inside the courthouse parking lot in order to maximize the greens pace separating the two. This additional space should be used for festivals and special events within the Square.

While none of these improvements would revitalize the Square by themselves, when combined with key policy improvements, stricter design guidelines and innovative economic strategy, physical improvements serve as key ingredients in the recipe for revitalization.

### First Avenue Park Connector

One of Lewisburg’s most important physical assets is the proximity of the Historic Square to the one of its largest public spaces – Rock Creek Park. Pedestrian and bike connections from the Square to the Park remain weak and generally unsafe. The connection

from the corner of Church and First Streets at the Square, north along First to the Park entrance at Old Farmington Road is the most direct route between the Square and Park. Presently, this connection does not support safe bike or pedestrian travel. Sidewalks do exist sporadically but in many places they are in disrepair and ramps are either non-existent or do not meet code.

Creating a stronger physical connection between the Square and the Park was identified as a top priority very early on by the Vision Team. A key strategy to revitalizing Downtown Lewisburg is creating more and better accessible connectivity from the Square out into other parts of the Community. Rock Creek Park is a well-used, active and beautiful public space that supports daily active use by walkers and runners, passive uses such as picnicking, and is used for large festivals and markets throughout the year, the biggest being the Annual Fainting Goat Festival. Creating a strong and safe multi-use connection from the Park to the Square will act as



## Five Year Projects



KEY PLAN



A | THE SQUARE + FIRST AVENUE PARK CONNECTOR



B | THE FARMERS MARKET + AMPHITHEATER

## Five Year Projects

a key catalyst for an improving Downtown by bringing park users safely and easily to the Square, while also further support healthy lifestyles choices within the community.

### Farmers Market + New Amphitheater

One of the most important parts of Rock Creek Park is the Farmer's Market Pavilion and Goat Festival Stage. Presently, this space is well used and serves a much needed use within the community. With a stronger connection to Downtown and a few minor but critically important changes, this space could become a dynamic civic space which becomes a sister space to the Downtown Square, each adding value to the other and attracting users to each. Changes recommended in this plan include renovating the existing Goat Festival Stage to include new rest room facilities, creating a raised crosswalk from the Farmers Market Pavilion to the stage, and eliminating the existing rest room facilities in order to create a new natural grass Amphitheater

along the large hill behind the Farmer's Market. By regarding the existing hill and providing access via sidewalks, this area could easily become an amphitheater with excellent views to the rolling open space beyond Rock Creek. The renovated stage facility would include updated audio visual technology so that the Amphitheater could host large concerts, "movies in the park" and other civic events.

Finally, additional trails should be added to the existing open fields opposite Rock Creek from the stage. This area is a beautiful rolling hill surrounded mostly by large trees. A meandering multi-use asphalt path should be added as illustrated in the plan. Additional paths will help to make the existing paths more meaningful as running and biking paths, and provide yet another activity within the space.

With a stronger physical link to Downtown and coordinated event planning, such a space would serve as the park equivalent to the Historic Square, form-

ing a symbiotic relationship making each other more successful.

### Jones Park

Jones Park is an historic neighborhood park at the key intersection Ellington Parkway and North Second Avenue, in the center of what is being recommended to become a development node. While well used for active recreation, the park is in need of a major renovation if it is to remain successful. A recent master plan was created for this park in 2013 which calls for a new picnic pavilion and rest room facilities, improved parking and drainage, renovated playing fields, a grass amphitheater, and new signage. A renovated park could act as an economic catalyst for desired new development at this intersection. It is the recommendation of this plan that at least the key portions of this master plan be implemented

### New Mixed Use Development

At the intersection of Ellington Parkway and US-31, directly from Jones Park, the plan visualizes a new mixed-use

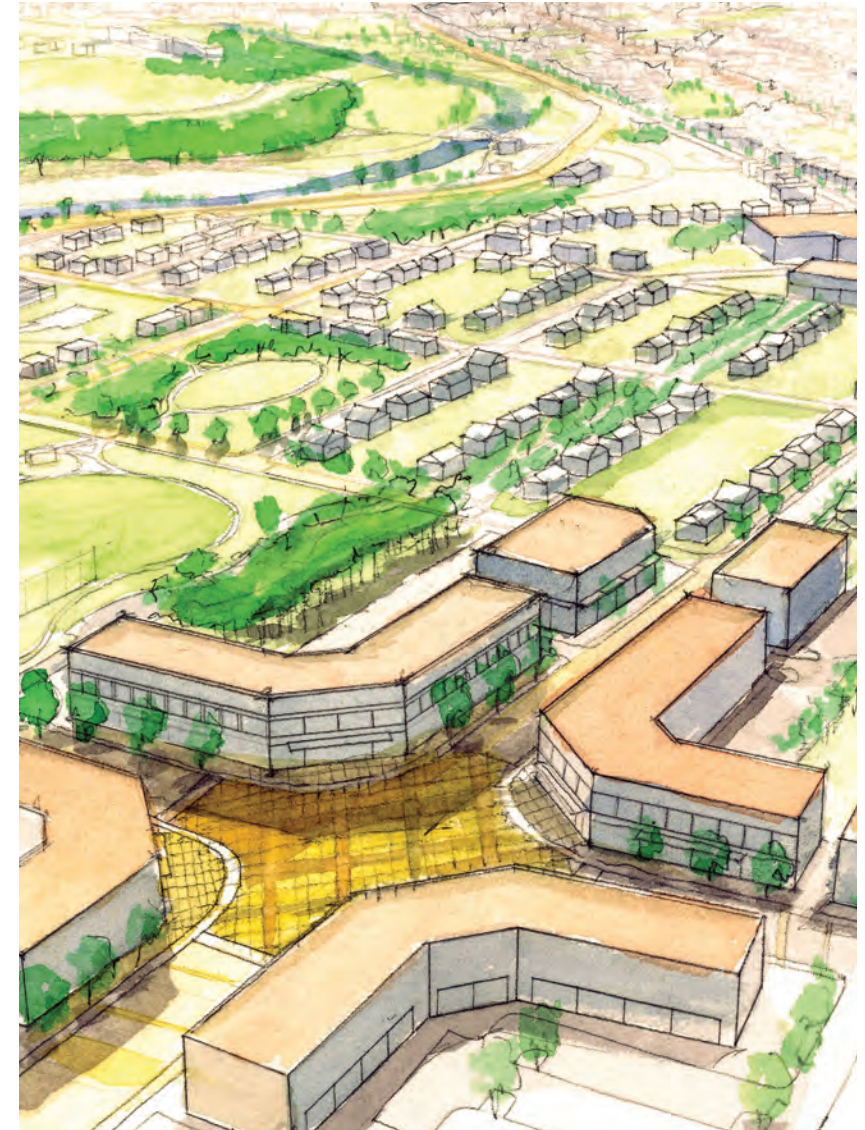
development node. Design Guidelines that identify building placement, scale, massing, materials as well as streetscape, parking and landscaping guidelines should be drafted for this node. Buildings should be scaled properly for this type of development, usually two-three stories and built up to the street with wide sidewalks that accommodate street trees, new lighting and furniture. Parking should occur in the rear of the buildings and be adequately screened.

The area directly across Ellington from Jones Park has been identified as Phase One of this node for the purposes of this plan. Any mixed-use development here would be complimentary to the park and the two would serve each other. A renovated park should be seen as an attractive amenity for any developers. Likewise, a successful private development appropriately designed would further activate an already well used park space.





C | JONES PARK + MIXED USE DEVELOPMENT



JONES PARK + MIXED USE DEVELOPMENT  
Perspective



# Ten Year Projects

## Rock Creek Expansion from First Avenue North to Farmer's Market

As a second phase to the new connection from The Square to Rock Creek Park along 1st Avenue, the design team recommends physically bringing the park closer to Downtown. This expansion should be between First Avenue and Rock Creek from the northeast corner of the Square north to the Farmer's Market. Presently, First Avenue is cut off to the natural beauty of the creek in this area. Opening up pedestrian access and views from the Square to the Creek will provide Lewisburg with a unique and dynamic urban/natural symbiosis few towns of its size possess. Indeed, the design team feels this is one of the more critical elements of the 20 year plan as it is truly a unique opportunity that is almost impossible to replicate.

A series of perpendicular connections to the creek are recommended along First Avenue at the cross-streets of College, Franklin, Water and Haynes, with College, Franklin and Water Streets terminating at the creek with cantile-

vered overlooks. The Haynes Street connection would lead to a key connection across the creek via pedestrian and bike bridge. The overlooks and bridge presents spectacular opportunities for iconic pieces of architecture to further help brand both Rock Creek Park and the Square. Vertical piers and/or signage could mark these terminus points as shown with red squares on the plan. These vertical sentinels could be sculptural elements visible throughout the city and help to tell the history of the creek and its relationship to Lewisburg, specifically at the site of the historic spring just south of the proposed pedestrian bridge.

The areas between the overlooks should be left as large open lawns defined by meandering paths as illustrated in the plan. A large arched pathway stretches from College to Water Street meeting at the entry of the proposed bridge and framing views back to Downtown. These large lawns are ideal for passive recreation as well as hosting festivals closer to the Square.

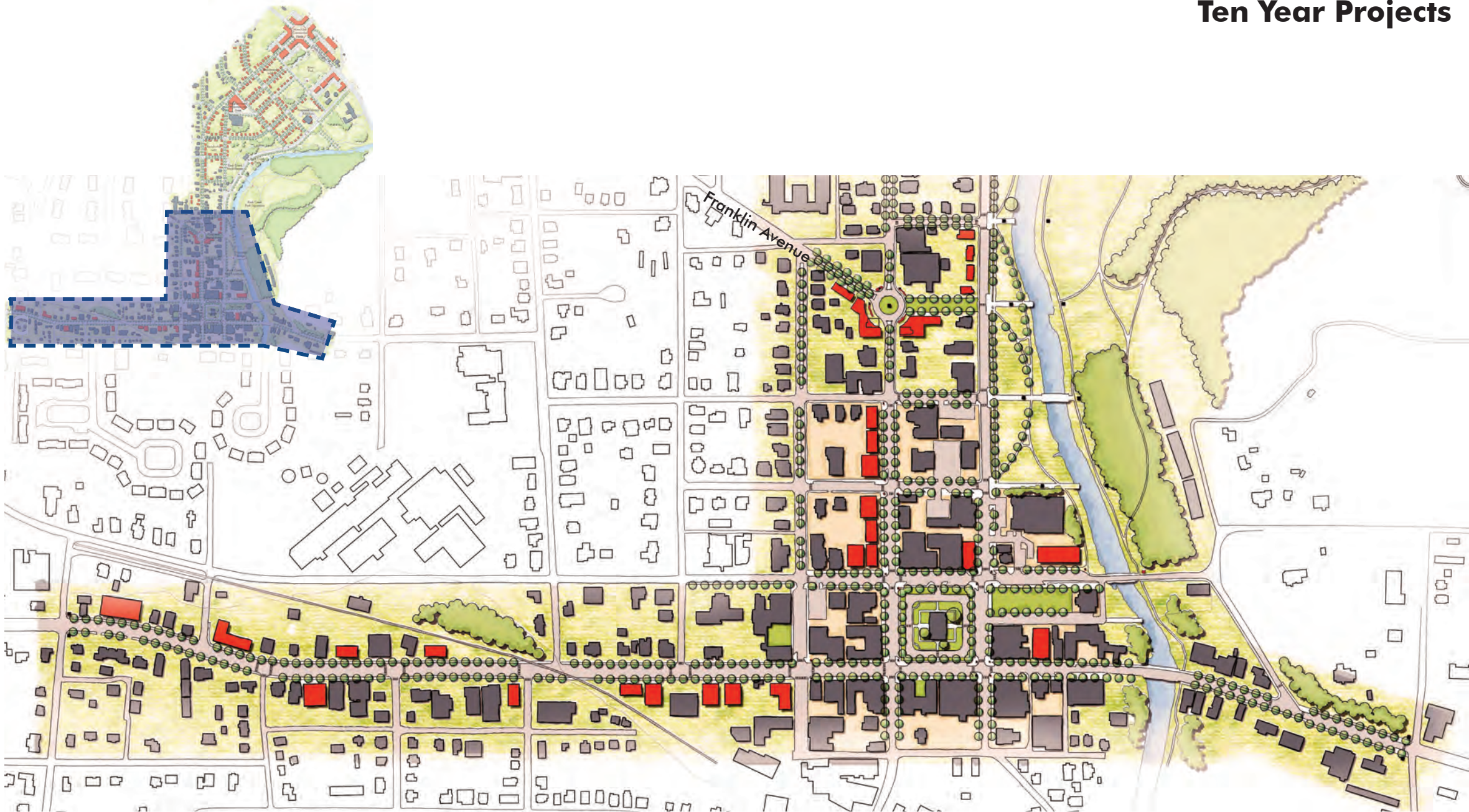
## Gateways into the Square

The plan recommends the creation of three distinct "gateways" into the Square. The first gateway occurs at the intersection of 8th Avenue and West Commerce Street. New signage and entry piers are recommended to signify that one is entering into a downtown "district". Renovated streetscape including new street trees, renovated sidewalks, signage and streetlights are recommended from 8th Avenue west to the Square. This streetscape would continue west to the intersection of Legion Avenue and East Commerce Street, where a second set of gateway piers/signs would demarcate the eastern entry into the downtown district. The third gateway would occur at the intersection of Franklin Street and Second Avenue. The plan recommends the straightening of Franklin Avenue into a roundabout traffic circle at Second Avenue. This realignment and roundabout accomplish several goals. Straightening Franklin Avenue into a roundabout creates a much clearer entry sequence

for the vehicle entering from this direction. The creation of a roundabout at an existing commercial intersection also helps better define this area as a commercial "node". New infill buildings are recommended around the city that would architecturally complement the existing commercial/retail building to the north. The center of the circle would hold a large vertical pier and/or sculpture that serve as the northern gateway into the downtown district.

Directly to the east of the roundabout, a linear park space connecting 2nd Avenue to Rock Creek Park and the cantilevered overlooks is proposed. This park would provide a wide pedestrian access point to the park for the residential neighborhood to the west, and provide the vehicle traveling south to downtown around the roundabout a framed view into the park and the creek overlooks/sentinels. Again, by reinforcing the park and the square as one entity, both physically and visually, both should become stronger.





| ROCK CREEK EXPANSION + GATEWAYS



# Ten Year Projects



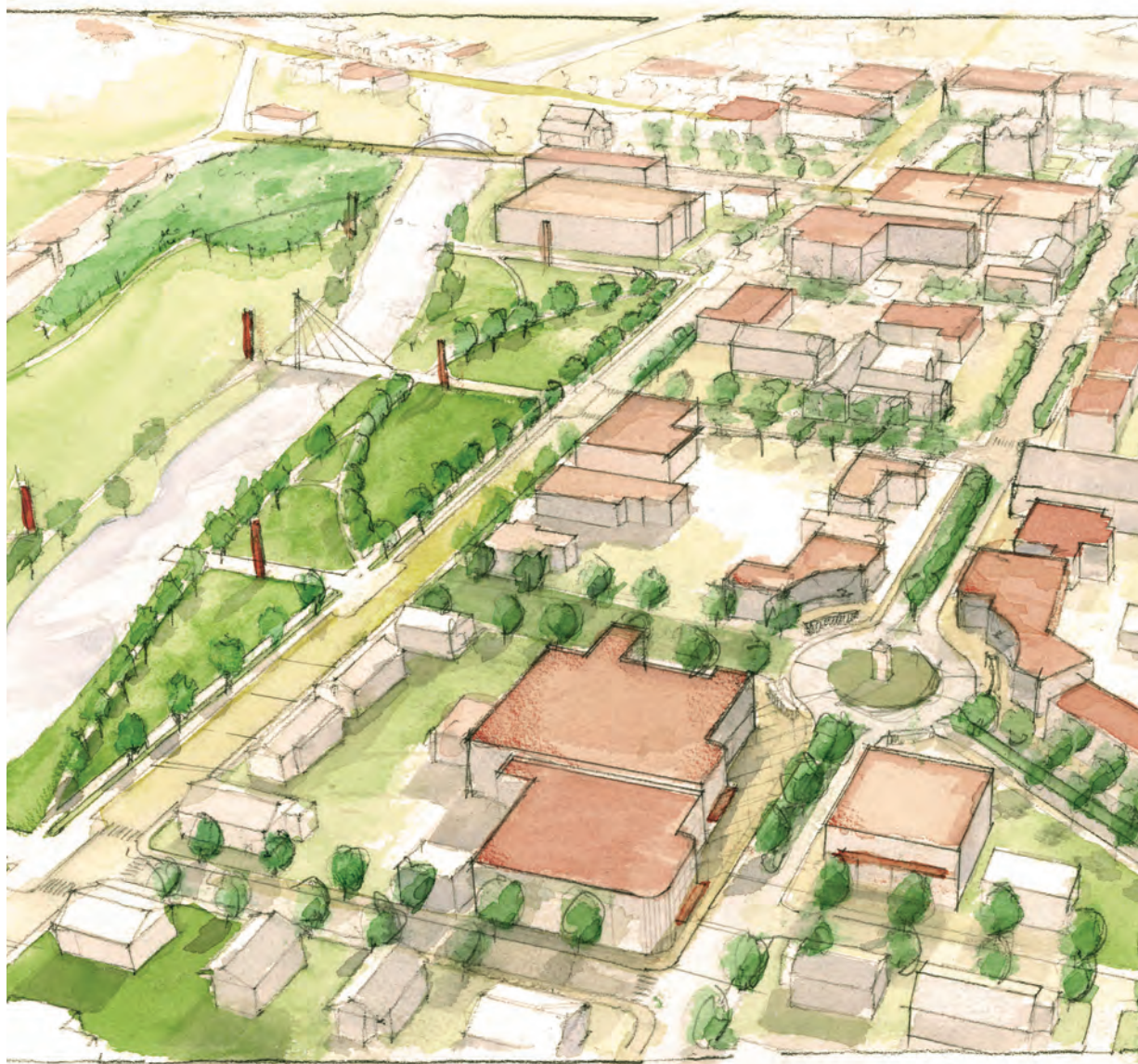
STREETSCAPE + GATEWAY @ W. COMMERCE STREET



STREETSCAPE + GATEWAY @ E. COMMERCE STREET



# Ten Year Projects



ROCK CREEK PARK EXPANSION + FRANKLIN AVENUE ROUNDABOUT



ROCK CREEK PARK EXPANSION + FRANKLIN AVENUE ROUNDABOUT



## Fifteen & Twenty Year Projects

### A Liveable Community

Central to any successful Downtown, regardless of size, is people living within close and walkable proximity the commercial and retail core. Developing areas where city residents can live, work and play within a walkable footprint is critical to the creation of a healthy, engaged and productive urban core. While most of the 5 and 10 year projects and goals focused around creating stronger connections between commercial and retail centers and Rock Creek and Jones Parks, the 15-20 year goals look at strengthening the existing residential neighborhoods and completing mixed-use developments. Most of the projects outlined might be private developments driven by market forces, but the city can make key infrastructure investments or public policy changes to encourage such developments. Such investments may include streetscape enhancements, street realignments to foster streets more conducive to infill neighborhood development (as outlined in the illustration to the right), or adopting policies to offset private

infrastructure investments and make developments more financially feasible. As previously stated, it is the recommendation of the planning team that a full market study be conducted for the entire city prior to making any of the proposed infrastructure investments or policy changes. For the purposes of this vision plan, assumptions were made about what an “ideal” neighborhood would look like within the Lewisburg urban core. Such a neighborhood, along with a prototypical mixed-use node, is illustrated in the plan to the right.

### Recreating the Grid

The plan shows a re-envisioned street grid aligned along the same axis as Jones Park and North Ellington Parkway, allowing the creation of a gridded street pattern and maximizing lot potential in this area. Several new blocks are created with the potential for small lot single family residential houses. Similar to the recommendation for downtown design guidelines, the planning team recommends the creation of a residential design overlay guidelines

for this area that would outline development and architecture requirements new homes and streets in this zone. Such guidelines could regulate lot size, appropriate architectural styles and materials, and build-to lines.

The neighborhood would be within walking distance to both Jones Park and Rock Creek Park, the Downtown Square, and the new Mixed-Use node at the corner of N. Ellington and Verona Avenue. In addition, the plan shows a recommended retail development site at the corner of North First Avenue and School Street. An appropriate use for this site might be a neighborhood market, restaurant or small service oriented businesses.

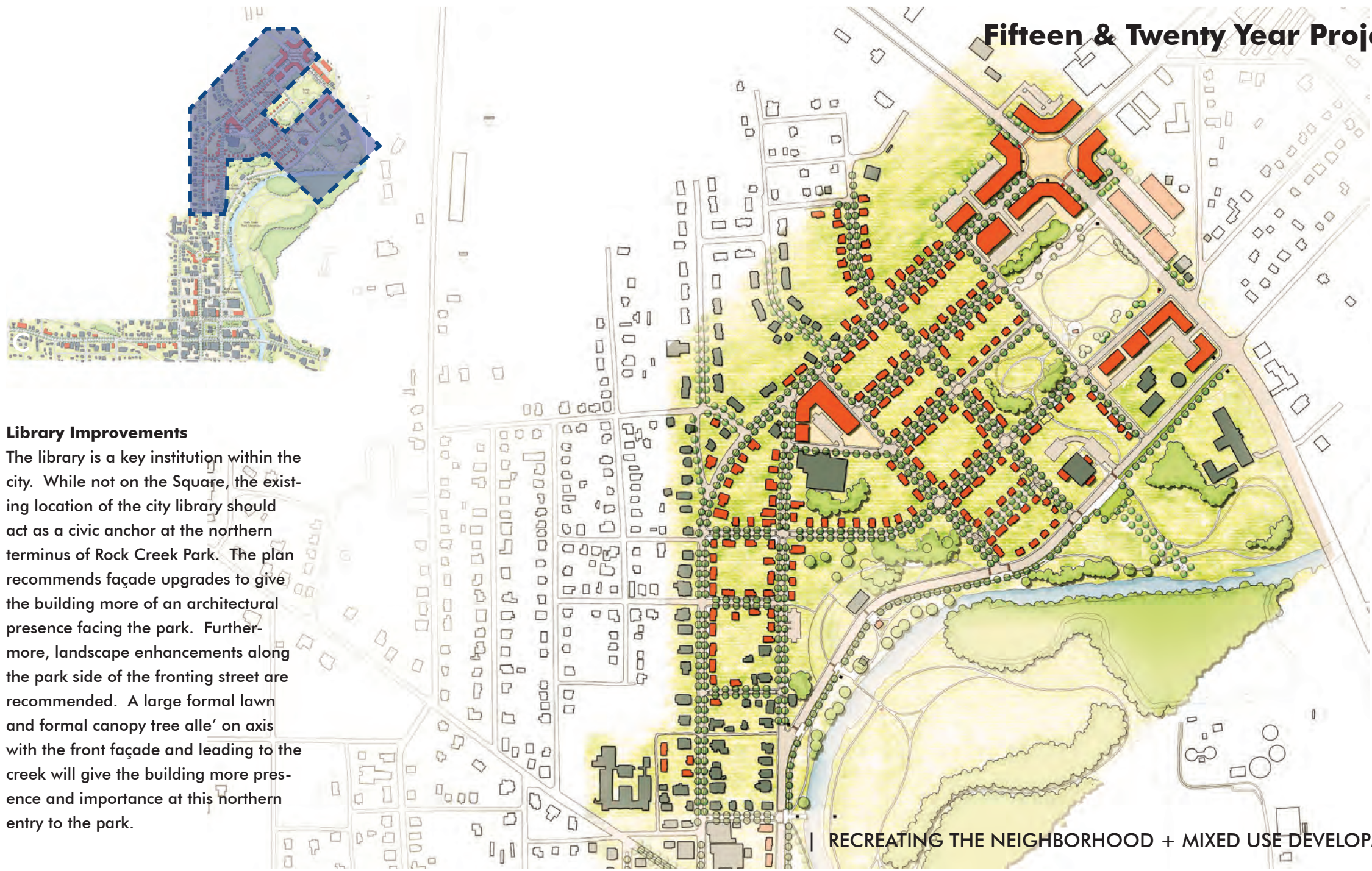
### Mixed-Use Nodes

Additional 15-20 year project goals would be the completion of the Mixed-Use node previously outlined at the N. Ellington / US 31 intersection. While existing businesses exist at this intersection today, within the next 20 years opportunities for redevelopment will

occur. It is paramount that design guidelines be developed for this area to ensure future developments occur in this area in keeping with the Vision Plan. Without placing undue burden on potential new developments, guidelines can help shape projects that are more in scale and context with surrounding uses such as Jones Park. Guidelines would regulate build-to lines, architectural scale, form and materials, parking lot requirements and design and landscape requirements such as the screening of parking. In conjunction with new developments, or even prior, the city should begin streetscape enhancements at this intersection and surrounding streets. Elements such as wider sidewalks, street tree plantings, unified street lighting and site furniture, and new crosswalks will make this area safer for pedestrians, more aesthetically pleasing and compliment any new developments.



# Fifteen & Twenty Year Projects



## Library Improvements

The library is a key institution within the city. While not on the Square, the existing location of the city library should act as a civic anchor at the northern terminus of Rock Creek Park. The plan recommends façade upgrades to give the building more of an architectural presence facing the park. Furthermore, landscape enhancements along the park side of the fronting street are recommended. A large formal lawn and formal canopy tree alle' on axis with the front façade and leading to the creek will give the building more presence and importance at this northern entry to the park.

| RECREATING THE NEIGHBORHOOD + MIXED USE DEVELOPMENT