

Location and Size

The City of Lewisburg, comprising a total land area of approximately 15 square miles, is situated near the center of Marshall County, Tennessee. Marshall County, which is located in the heart of Tennessee's dairyland, embraces an area of approximately 376 square miles located in the Middle Tennessee area geographically known as the Nashville Basin. It is bordered by six other counties of Williamson, Rutherford, Bedford, Lincoln, Giles, and Maury Counties. The regional setting for Lewisburg and Marshall County is shown on **Illustration 1.**

Lewisburg is in an ideal location, linked to two major cities by an interchange at Interstate 65: Nashville to the north approximately 48 miles and Huntsville, Alabama to the south approximately 60

miles. Other highways located in Lewisburg include State Highways 50 and 106 and U.S. Highways 31 and 431, linking Lewisburg and the rest of Marshall County conveniently to the other counties in this region of Middle Tennessee. Interstate 840, part of the State of Tennessee's regional highway project, is located approximately 29 miles to the north via Highway 31. Once completed, this new highway system will link Lewisburg and Marshall County to the vast network of the other interstate and Federal highway routes within the State. The Louisville and Nashville Railroad also serves as a vital transportation source for the Lewisburg community.

Early Settlement

Prior to 1807, no established settlements existed in the Marshall County area. The territory which was to become Marshall County appeared as an unbroken wilderness visited by roaming Native Americans in

pursuit of game which abundantly inhabited the region. In addition to these features were the rivers and streams, which, like any region of the State, serves as a backbone to sustain life and allow for a fertile landscape. Marshall County lies totally within the Central (Nashville) Basin and possesses relatively level terrain. The Elk Ridge extends from east to west and is the drainage divide south of the Duck River. The Duck River serves as the primary source of water for the county and 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 contributing to the drainage. These natural sources of sustenance would attract those settlers who would become the predecessors of today's citizens of Lewisburg and the communities that make up Marshall County.

Prior to the establishment of Marshall County in 1836, most of the first settlers came here to live and work the land which had been granted to them by the North Carolina government for their services as soldiers and officers in the Revolutionary War. The many indications of fertile soil and equable climate caused other settlers to follow. The years passed and, as more and more settlers began settling in the region, talk began to circulate that a county should be formed. However, it wasn't until 1825, almost 30 years after Tennessee became a state, that citizens from Bedford, Lincoln, and Maury Counties petitioned the General Assembly to form a new county from portions of their territories. (see **Illustration 2**) The main argument was that their courthouses were too far away for convenience. It was not until February 20, 1836 that the General Assembly finally acted and approved the formation of what was to become Marshall County. (In 1870, the addition of the southwest portion of the county from Giles County gave Marshall

County the appearance that we know it as today.) The new county was named in honor of Chief Justice of the Supreme Court John Marshall. Finally, in the same act that created the county, the county seat, when selected, was to be named Lewisburg in honor of explorer Meriwether Lewis.

The original land for the establishment of Lewisburg consisted of approximately 50 acres, which was donated by Abner Houston. The Town of Lewisburg was formally incorporated on December 16, 1837.

However, it wasn't until the passage of Private Act, Chapter 36 in 1961 by the General Assembly that the City of Lewisburg received its official City Charter.

Like numerous other pioneer settlements, agriculture developed early as Marshall County's primary economic activity and remained so until after the 1940's. Cash income from agriculture was derived largely from livestock, poultry, tobacco, and grains. Prior to World War II, dairy products and lumber products provided the major sources of income for area residents. Most of these activities were on a small scale, with marketing of these and other goods on a local level. Very little exportation of these products occurred. Naturally, due to the choice of Lewisburg as the county seat and its central location in the county, it became well established as the trade and service center of the Marshall County community.

Major Events Affecting Development

During the first decades of the 19th century, settlement of Lewisburg and Marshall County occurred at a substantial pace just as many other communities in the south central Tennessee area. The major inducement to

growth in Lewisburg in the early 1800's continued to be availability of the prime farmlands, which were ideal locations due to the availability of the Duck River and its tributaries. Advancements in agricultural implements and techniques led to further development during this time period. Geographically, Lewisburg and Marshall County lie totally within the Central Basin and possess relatively level terrain. These geographic features were vital for maintaining a prosperous lifestyle in agriculture for both the businesses and local inhabitants. Even with the involvement and repercussions of the Civil War on the mid-state region, Lewisburg and Marshall County's economic stability rebounded and continued to prosper as it approached the 20th Century.

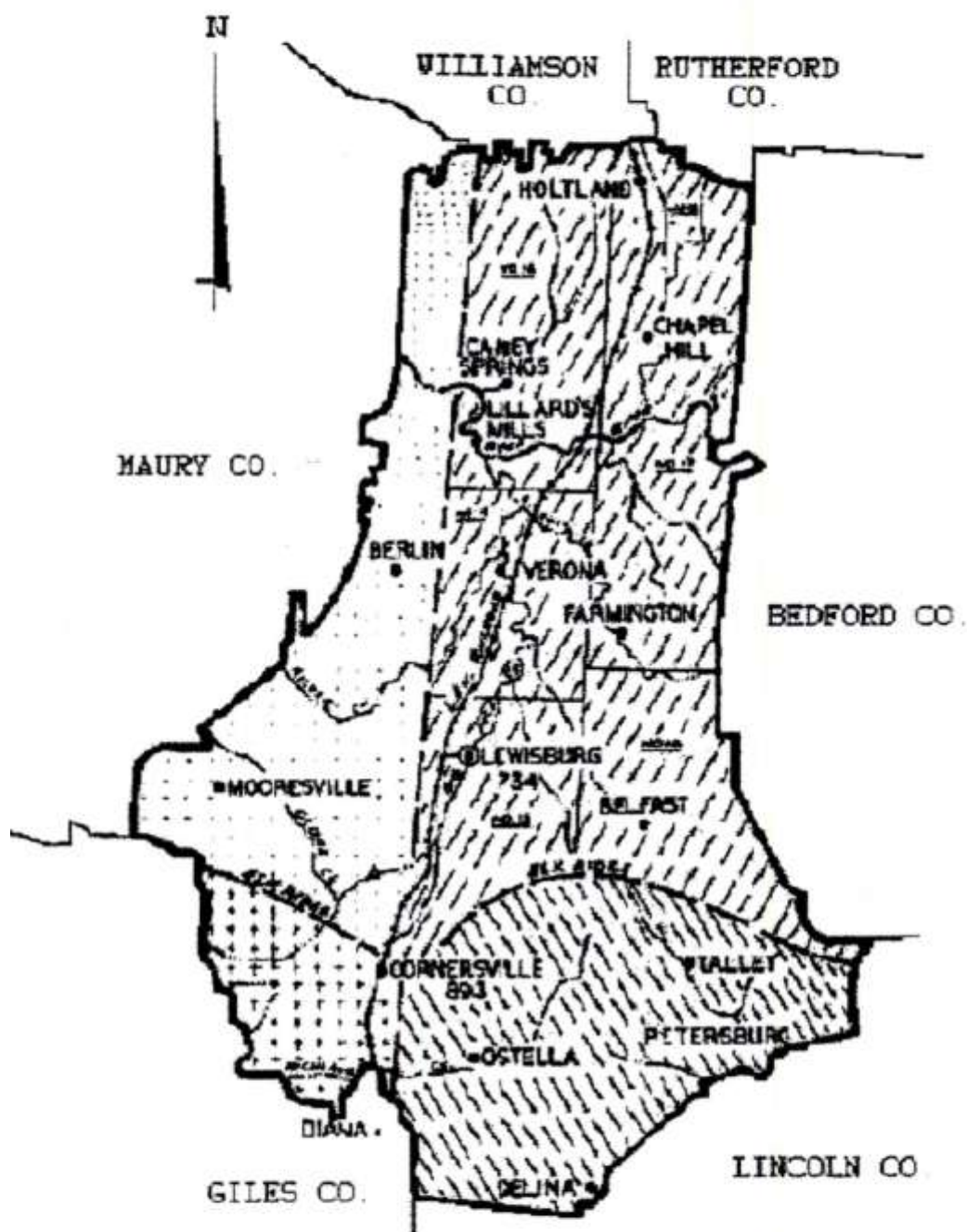
Regional Setting

Lewisburg and Marshall County



Illustration 2

Evolution of Marshall County



EVOLUTION OF MARSHALL COUNTY

LEGEND:

- TAKEN FROM
- MAURY CO. 1836
 - BEDFORD CO. 1836
 - GILES CO. 1871
 - LINCOLN CO. 1886
- NO. 12 - OLD BEDFORD COUNTY DISTRICT

It wasn't until the first decade of the 1900's that the basis of industrial development for Lewisburg began, and with it, the beginning of a new chapter in economic growth. Utilizing the community's local raw materials and the available labor market would become evident to attracting prospective businesses to locate. The city's first industry, the Red Cedar Pencil Company, arrived in 1909. In 1926, the Borden Company constructed a large condensory plant for milk processing. The community's reputation in the dairy industry and the adequate timber supply were definite incentives in attracting these companies. In addition to several small firms, another pencil manufacturer, the Marshall Stove Company, the General Shoe Corporation, and the Florence Stove Company arrived in Lewisburg by 1945.

Even with the Great Depression years of the 1930's, the growth of Lewisburg's economy

was very moderate. Although during this period many people returned to the farming lifestyle limited substantial growth in the industrial and non-agricultural sectors, the slowdown was temporary; as the whirlwind of World War II signaled a jump start in the local economy as well as the nation's economy as a whole. With the location of new industries and expansion of the older ones, more jobs became available and the city began to experience a more rapid growth. Employment opportunities, however, were more plentiful in the larger urban areas in the Southeast U.S. as well as nationwide, and caused a migration of the local workforce to relocate to these wartime jobs. As was evident in the rest of the nation, the only area of the local economy work force to show reduction in labor force was in agriculture. While agriculture was the predominate economic function in the county prior to World War II, its prominence

in the local economy subsided with the introductions of the industrial growth and with the increased mechanization of farming which would require less workers.

With the wartime production years coming to an end, new industrial plant locations in Lewisburg in the late 1940's to the 1960's began to attract and maintain the local workforce. These new businesses have been a mixture of the traditional industrial plants that utilized the community's raw materials and new ones dealing with more complex manufacturing such as metal products and various production plants. These businesses were largely labor-oriented, utilizing the low and medium-skilled laborers and primarily anyone seeking to leave the farm. Other natural factors included availability of low-cost acreage for development, low-cost electrical and water sources, and a low tax base.

Another vital feature that attracted not only industrial growth but population migration was transportation. Prior to and much of the 20th Century, the main sources of transportation were the Duck River, the regional railway system, the Louisville and Nashville Railroad, and basic overland routes. Over time, more highways for better overland transportation were built to provide for the growth, but it wasn't until the 1950's and the later introduction of the nation's Interstate Highway system that Lewisburg began to have substantial growth. With Interstate 65 access in the 1960's coupled with the nation's expansion of the trucking industry, economic growth for Lewisburg and Marshall County would inevitably grow, providing yet another incentive for plant and business location. Additionally, the branching of railroad lines into the mid-state's local communities even more encouraged economic growth.

A final note to this area of major development was the addition of trading regional and nationwide. Prior to World War II, nearly all of the trading of goods and services took place locally. With the addition of the factors listed above and improvements in technology in general, it became foresight to business owners that dealing outside the local region was profitable and becoming the way of the future. With Nashville's function as a wholesale and retail trade center for the mid-state, many communities like Lewisburg began serving as a satellite component to growth, thereby regional trade soon became a part of the nationwide and worldwide growth of trade.

Other notable events affecting development in Lewisburg and Marshall County pertained to the course of the Duck River and its tributaries. It is evident that population

growth occurs nearest the available natural resources, in this case the Duck River. The Duck River has had its share of flooding during rainy seasons, leaving its mark on influencing growth and lifestyles in the community. Many years of enduring the uncontrollable course of the river and inability to predict the next flood were certain determining factors in defining what areas of Lewisburg and Marshall County could be settled and developed. The most notable 20th Century floods occurred in June 1939 and March 1955, this being the larger flood. Much of the downtown area's businesses and homes were flooded and damaged. So, not only has the Duck River brought prosperity to the local population, but it also brings the occasional setbacks. There have been attempts to modify the river and its tributaries in order to reduce the impact it has on the land. Measures taken such as the modification by "straightening" of the Big Rock Creek through the city in

1969 along with improving the bridges and drainage systems, and construction of small dams upstream from the city have appeared to improve the situation. Even with the introduction of regulations for proper floodway and floodplain management, ie., the Federal Emergency Management Agency (FEMA) and the statewide Tennessee Emergency Management Agency (TEMA), and the Lewisburg Zoning Ordinance, the pattern for development and land use was forever affected by the presence of flooding and development along the river and its tributaries.

Finally, in 1998, the Tennessee General Assembly adopted Public Chapter 1101. Also known as the Urban Growth Boundary Plan, this policy was created in order to establish a comprehensive growth policy for the State of Tennessee, as well as for the individual counties. It also promotes and

facilitates orderly, planned growth. Its regulations call for annexation or incorporation where appropriate, more closely match the timing of development and the provision of public services, and to minimize urban sprawl. The need for this statute arose from the explosive growth that the entire state of Tennessee experienced during the 1980's and 1990's. Lewisburg, like many other cities and communities in the mid-state, experienced an increase in population, and so, this plan was designed to assist Lewisburg in controlling its quick growth. Two areas of annexation, one to the west along Hwy 373 to the Mooresville exit, and the other to the northwest along Hwy 50, will become areas of great interest in land use development and growth. These areas along with others will be further explained in Chapter 6. Other major events such as the establishment of the Lewisburg Industrial Park specifically for the major industries (chosen in part due to the rail line

accessibility), the creation of the Ellington Parkway, the construction of a water utility system and sewage treatment facility, and the gradual rise of Urbanization (the shift from a rural economic region to one composed of manufacturing, retail, and services) have contributed to the overall development of the Lewisburg and Marshall County community.

Findings

Many of the major events affecting the development of Lewisburg in the past will continue to affect, both positively and negatively, development in the future. The event that has most positively affected development to the present has been the construction of the Ellington Parkway Bypass. It is essential to the municipality that the bypass continues to open up additional land for development and improve traffic flow. Additionally, the extension of Lewisburg's borders through annexation will be essential to the City's

economic stability. Along with the establishment and adoption of the Urban Growth Boundary Plan to assist in planning this stable growth, the City of Lewisburg will continue to grow and thrive in its identification as the county seat and as the center of development and growth for all of Marshall County.

Governmental Structure

Knowledge of the governmental structure of any municipality is an important aspect of planning for its future. A municipality's form of government, financial capability, and Planning Commission status directly affect its ability to plan for growth and development. The purpose of this section is to provide a general examination of the governmental structure of Lewisburg, to briefly describe its functions, and to assess

its potential influence on future development.

As was previously mentioned, the Town of Lewisburg was established as the county seat of Marshall County in 1837 and was officially incorporated. In 1915, Lewisburg received its original charter Private Act, Chapter 214 by the Tennessee General Assembly. In its beginning, as did many other towns in Tennessee, Lewisburg had the traditional mayor and alderman form of government. It called for the qualified voters of the town to elect a town council consisting of a mayor and six aldermen at large. With the passage of Private Act, Chapter 36 in 1961, the City of Lewisburg received its official City Charter as a municipality. New changes such as the title change to 'City', and the change to the City Manager/City Council form of government, with the mayor selected from the members of the City Council. Five members made up the City Council and each had jurisdiction over the City's five Wards. The City

Council as well as the Mayor is elected by the public to four-year terms. The City Manager is employed by the Mayor and City Council to directly handle the supervision of all directors of the City's public departments, while the Mayor serves as Chairman over all meetings of the City Council and Boards dealing with the City's utilities (see Boards below).

The office of the City Manager is a full-time position, overseeing much of the day-to-day responsibilities of the City and attending all committee meetings. The City Manager/City Council can have significant influence on plans for future development. The town recorder/clerk also attends all committee meetings and is the primary assistant to the Mayor and City Manager in administering the governmental

responsibilities. The City of Lewisburg employs 92 full-time and part-time persons who carry out the various municipal functions. (see illustration 3 for departments).

Utility Boards

The departments of Gas, Water, and Electricity are the only ones that do not operate under the administration of the City Manager, but instead are supervised by their respective Boards. The Mayor chairs these boards and appoints three members, one of which is a member of the City Council. Members serve for a term of typically 2 years (except the City Councilperson). Each board oversees complete operation, set user fees, and hiring of employees.

Electric Power Board: 27 employees

Gas Board: 21 full and part time employees

Water/Sewer: 41 employees

Industrial and Community Development Boards

These boards give the City administration a great service by evaluating and reporting industrial and community needs to the City Council and serving as liaisons to their respective areas. Both boards consist of 9 members appointed by the Mayor for three-year terms. The Community Development Board works in enhancing living standards in the city, including the attraction of new business and retail trade, assisting in obtaining grants, Industrial Development Bonds, loans, professional services, and promoting educational, cultural and leisure activities and programs. The Industrial Board works in the same fashion with the industrial and manufacturing needs for the backbone of the City's economy. Both boards have the assignment to further

promote the attractiveness of Lewisburg to visitors and prospective businesses.

Planning Commission and Board of Zoning Appeals

As is necessary in every community to enhance the living standards and carefully utilize the current Land Use and Zoning Ordinances, there needs to be a body of people designated for the purpose of carrying out those tasks. As will be explained in the next couple of paragraphs, reviewing and recommending items to the City Council is the primary task of the Planning Commission. The BZA hears appeals for approval of variances related to zoning. Members of both the Planning Commission and the BZA are appointed by the Mayor. With the five-member Planning Commission, one councilperson serves on each, along with one member serving a four-year term, and the other three serve a three-year term. The BZA also has five members, with two members serving for two years and the other three serving three-year terms.

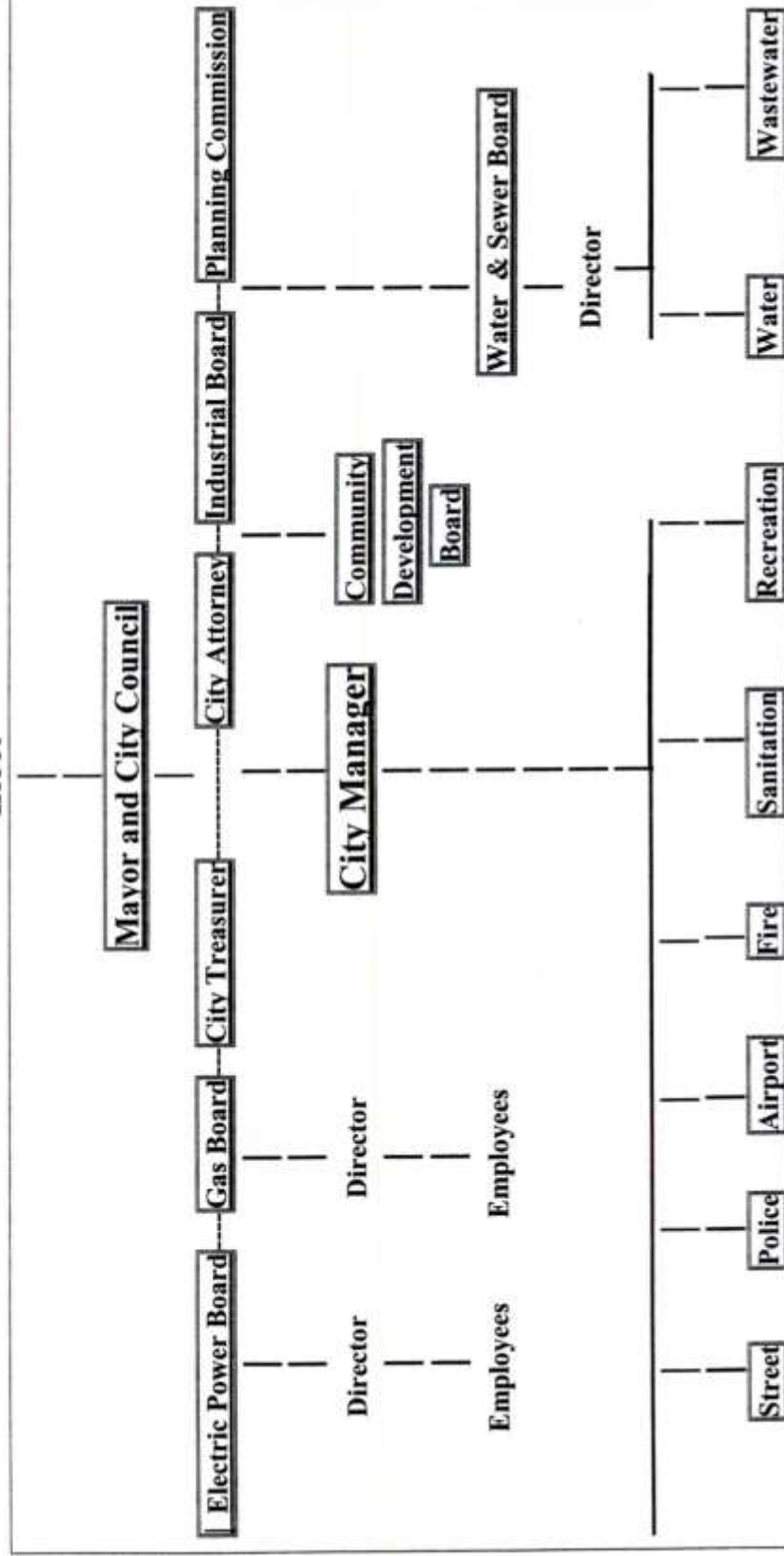
Municipal Finances

The financial stability and capability of a municipality directly affects its ability to accomplish planning goals. An analysis of its revenues and expenditures is necessary to determine this financial stability and capability. According to the City of Lewisburg's Annual Financial Reports for the year 2000, the budgeted figure of revenues and expenditures was \$7.26 million. In 1990, this figure was \$5.9 million, which shows a slight increase in growth. The budgeted figure for the 2001-2002 fiscal year is projected to be just over \$11 million.

Illustration 3

Government Organization Lewisburg, Tennessee 2000

Citizens of Lewisburg
Elect



As with most municipalities, the primary sources of revenue for Lewisburg are the property tax and the sales tax. The property tax rate for 1990 was \$2.85 per \$100 dollars of assessed valuation of real property. The tax rate decreased to \$1.51 per \$100 dollars due to reappraisal in the early 1990's. However, from fiscal year 1990 to fiscal year 2000, the total property tax has doubled from \$2.07 to \$2.85 million.

The second largest source of revenue is the local sales tax. The sales tax rate is 8.75%, with the local option sales tax not changing in the past ten years. From fiscal year 1990 to fiscal year 2000, sales tax revenue has doubled from \$814,000 to \$1.67 million. This dramatic increase is attributed to substantial commercial growth in the municipality in part by an increase in businesses opening up throughout the City, primarily from development along Ellington Parkway.

Public safety, which includes the police and fire departments, is the largest category of expenditure for the City. For fiscal year 1990, public safety cost \$1.791 million. In 2000, that figure increased to nearly \$2.5 million.

Perhaps the most significant aspect of the analysis of the financial stability and capability of the City of Lewisburg has been the noted increase in revenues from the sales tax. While Lewisburg and Marshall County receive a substantial amount of tourism each year, it would arguably be the local and county residents in Marshall County that contribute significantly to revenue. This is attributed to the growth in population along with the number of businesses locating to the City.

Planning Commission

In September 1946, by ordinance Lewisburg created and established the Lewisburg Planning Commission. As mentioned previously, the planning commission consisted of five members selected by the Mayor. Since the 1940's, Lewisburg maintained a contract with the Tennessee State Planning Commission (now the State Department of Economic and Community Development, Local Planning Assistance Office) for planning assistance on a monthly basis. It wasn't until April 1988 that Lewisburg, along with the City of Shelbyville, entered into a part-time contract with the State for a State Planner on a regular basis.

Originally, the planning commission dealt with just the local jurisdiction, in other words, the affairs inside the city limits. In the 1960's, when the town re-contracted with the former Tennessee State Planning

Commission, changes were made in the jurisdiction the commission covered. The decisions were made so that the City could deal with both local growth and anticipated growth through future annexations and economic growth. So, with this came the new title and responsibility of Municipal/Regional Planning Commission. These changes called for cooperation with Marshall County's Planning Commission. This established a Planning Region with a radius of up to 5 miles outside the present city limits, so the Planning Commission could regulate and enforce subdivision regulations, create growth plans outside the city limits, and advise the county planning commission on any zoning changes. However, once Public Chapter 1101 was passed in 1998, a new area of cooperation was formed between the two planning commissions that would affect the Planning Region. By law, the Planning Region would

become one and the same with the Urban Growth Boundary, which means, the Planning Region cannot exceed the boundaries of the UGB, but can be equal to or less than the area covered by the UGB.

In early 2002, the City Planning Commission decided to relinquish their Planning Region by appealing to the Local Government Planning Advisory Committee to remove that authority from the Planning Commission, which would allow only the jurisdiction to regulate within the City's corporate limits. The planning commission is now referred to as the Municipal Planning Commission.

Since its beginning, the City's Planning Commission has been very active in carrying out its functions, and in its role as advisor to the Mayor and City Council. In addition to various official planning documents, including long range development plans and

zoning, subdivision and floodplain regulations, the Planning Commission has also prepared numerous special studies, short and mid-range plans, plans addressing public facilities, transportation and recreation improvements.

Lewisburg is served by the Nashville Region of the Local Planning Assistance Office, Tennessee Department of Economic and Community Development. The officers of the Planning Commission are chairman, vice-chairman, and secretary. The regular meetings of the Planning Commission are held monthly at the Lewisburg City Hall.

Findings. Under Lewisburg's form of government, the city manager and the City Council can significantly influence the direction of the municipality's planning program. The Mayor and his Boards appear to be committed to a quality land-use

planning program and to be fully supportive of the role of the Planning Commission. This allows the Lewisburg Municipal Planning Commission to operate in an atmosphere very conducive to effective planning and guiding land use development in the municipality's potential growth area. Due to a significant increase in revenues, the municipality's financial capability to address public improvement needs has greatly improved.

Summary of Findings

The City of Lewisburg is the county seat of Marshall County, Tennessee, having developed as an ideal farming community located in the Nashville Basin approximately 50 miles south of the State Capitol of Nashville. For nearly two centuries the community has been the center for commerce and government in Marshall County. The proximity of major transportation highways and the railroad

system has had a major affect on past development. For many years the municipality reaped the development benefits of being located in the center of the county, thereby becoming the center for all local retail trade. With the turn of the 20th Century and the beginning of industrialization, Lewisburg attracted industry due to its labor force and cheap acreage. The winds of change throughout the entire 20th Century caused a significant increase in commercial businesses and with it an increase in jobs more attractive than the traditional agricultural occupations.

There have been major changes to the landscape of Lewisburg that have impacted the growth and development of the community. The designation of hundreds of acres of land as flood hazard areas along the Duck River and Big Rock Creek has had its effect on development in some areas in the

Lewisburg community, but has not so significantly that growth cannot occur. The location of the Ellington Parkway has created growth potential for both revenue and for an attractive land use. The creation of the Interstate systems I-65 and I-840 links Lewisburg to the ever-growing mid-State community as well as the Nation.

Finally, the changes made to the local government in the 1950-60's have greatly affected the managing of Lewisburg's growth and land use and will continue to do so. The City Manager/City Council system of government and the establishment of the Municipal Planning Commission have and will continue to be the main catalyst in encouraging full potential of the future land use and growth for the Lewisburg community.