

# Downtown Fayetteville Master Plan

**Fayetteville, Tennessee**



**DRAFT: March 20, 2020**



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Four Men and a Boy on a Utility Pole James M. Davidson Collection



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# EXECUTIVE SUMMARY

## Downtown Fayetteville Master Plan



# EXECUTIVE SUMMARY

## BACKGROUND

### Project Purpose

Downtown Fayetteville enjoys many positive qualities, yet it also shares the same challenges faced by many downtowns, including buildings needing rehabilitation, empty building spaces, parking demands, and similar issues. The purpose of this plan is to provide Fayetteville with a blueprint for revitalizing the historic downtown. Because Downtown Fayetteville is a complex and multi-faceted place requiring an equally complex and multi-faceted solution, this plan is holistic. It does not focus on any one specific aspect of the study area, but rather it considers it in a comprehensive manner - physical, economic and social.

*"Our goal is to create a comprehensive plan for downtown Fayetteville that recognizes its complex nature by addressing major issues..."*

- City's Request for Proposals, pg. 1

### Project Study Area & Process

The study area for this plan features two areas:

- *Primary Study Area* - extending approximately two blocks in each direction beyond the square.
- *Secondary Study Area* - several blocks to the east and west of the primary area, and south to the river.

While this project included dozens of specific sub-tasks, the four primary tasks were as follows:

Task 1.0: Project Kick-Off & Research  
Task 2.0: Charrette & Concept Plan Development  
Task 3.0: Draft Master Plan Preparation  
Task 4.0: Plan Presentation & Revisions

## KEY FINDINGS

The Background section of this plan consists of 25 pages of findings, not including the 28-page *Existing Market Conditions Report* contained in the Appendices. Below is a summary of some key findings.

### Physical Conditions

- *Natural Features:* The courthouse square area is relatively flat, but the topography drops to the south and features floodplains near the Elk River.
- *Land Uses:* There is a wide range of uses, with commercial uses dominating the courthouse square.
- *Buildings:* Most are historic, and well-preserved but some have altered facades and vacant space.
- *Streets:* There is an intact street grid and the courthouse square benefits from wide sidewalks.
- *Parking:* Demand challenges are caused by a lack of enforcement of on-street parking time limits.

### Economic & Market Conditions

- *Demographics:* Population growth is stagnant and household incomes are dropping.
- *Jobs:* The manufacturing sector remains strong, but over 60% of Fayetteville workers commute for jobs.
- *Downtown:* There is a wide range of business types, but more than 20% of groundfloor space is vacant.

### Public Policies

- *Zoning:* The C-1 zoning works relatively well for the square area, but other relevant districts have some bulk requirements (setbacks, lot widths, etc.) inconsistent with historic development patterns.
- *Historic Zoning:* There are three National Register districts and a local historic zoning ordinance exists on the books, but no local districts have ever been designated to offer protections to buildings.

## CHARRETTE PUBLIC WORKSHOP

While the process for preparing this master plan included several large meetings and smaller stakeholder meetings, the most pivotal event was the charrette workshop held on September 30, 2019 at the Lincoln County Museum. The charrette was a four-day process in which the consultants created and then presented the initial Concept Plan. The workshop occurred on the first evening and included an intensive hands-on exercise in which participants were "deputized to be planners" for the night, split up into teams, and able to create and present their own plans as a springboard for the consultant's work. See photos below.





# EXECUTIVE SUMMARY

## URBAN DESIGN PLAN

Below are the main components of the Urban Design Plan, which are expanded upon in the plan:

### Street Network

The street grid should be maintained, including the few alleys where they exist.

### Blocks & Lots

Blocks are approximately 350 ft. by 450 ft., making them very pedestrian friendly. Lot sizes vary.

### Buildings to Remain

Most are historic and/or urban in form by directly fronting the associated street.

### Proposed New Buildings

Sites are either vacant and without operating parking lots or they feature incompatible infill development. Building footprints are hypothetical based on this plan's design principles.

### Public Spaces

These areas include the grounds of the Courthouse Square and proposed new spaces, potentially including the vacant Sir's site.





# EXECUTIVE SUMMARY

## KEY PLAN RECOMMENDATIONS

### Plan Overview

- *Planning Principles:* A set of ten very general principles were developed as the first step toward planning and to build public consensus around.
- *Framework Plan & Sub-Areas:* The framework plan offers a graphic representation of the master plan's overall recommendations related to physical form, and a series of eight sub-areas were developed based upon land uses, physical form and character (see a muted version in map at right).

### Design Strategy

- Conduct a feasibility study for a new events center Downtown and pursue it if viable.
- Redevelop four targeted sites per concept plans:
  - Public rest rooms, a plaza and visitors center at one of multiple optional sites
  - Lincoln & Market blocks for mixed use (including a small plaza)
  - Stockyard Neighborhood in SE part of study area
  - S. Main Corridor for mixed use development
- Support the Carriage House Players in their establishment of a new theater Downtown.
- Redevelop the Courthouse Square's streetscapes as part of the planned utility improvements.
- Install peripheral and internal wayfinding signage to direct visitors to and within Downtown.
- Relocate a large portion of the County employee parking outside of the Courthouse Square.
- Develop new parking lots, enhance existing parking lots and provide directional signage to them.
- Construct a greenway system connecting Downtown with other areas, such as Camp Blount.
- Expand Stone Bridge Park to other adjacent areas along Norris Creek, to the Museum, etc.

### Economic Strategy

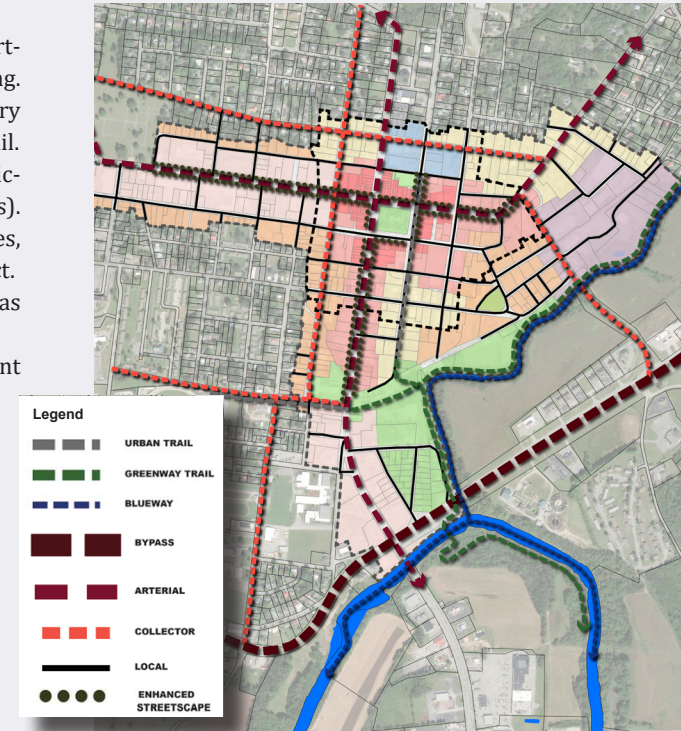
- Hold the current farmers market at the Courthouse Square on weekends for greater leveraging.
- Pursue a potential whiskey museum, distillery and prominence on the Tennessee Whiskey Trail.
- Pursue new dining, entertainment, retail, services, and housing (consider doing market analysis).
- Utilize this plan's marketing concepts/themes, but adjusted as needed per the branding project.
- Promote existing incentives and improve them as needed per this plan (façade program & TIF).
- Adopt and promote new business recruitment and property owner incentives per this plan.

### Public Policy Strategy

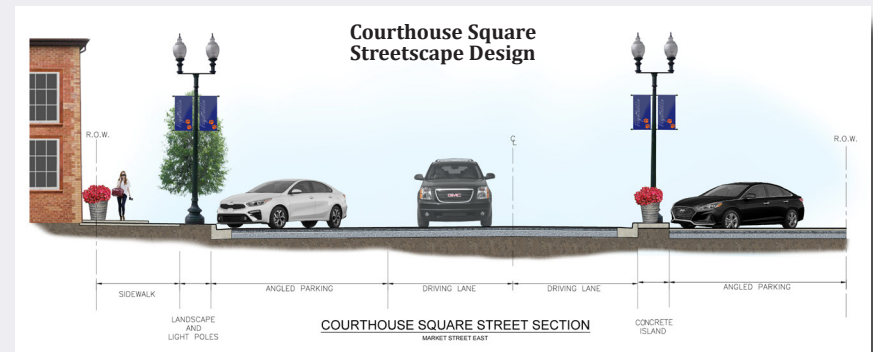
- Utilize the City's adopted preservation ordinance to establish a local historic district and regulations, including design guidelines.
- Install new on-street parking signage and regulate more vigorously for turnover.
- Revise the City's existing regulations to allow and encourage outdoor dining.

### Implementation

A range of implementation recommendations are provided, including increased funding for Fayetteville Main Street, establishment of a plan implementation committee, adoption and promotion of the plan, identification of one or more "quick victory" projects, flexibility of implementation, and periodic plan updates.



*This plan map combines sub-area and mobility recommendations, including a greenway system within and external to Downtown.*



# EXECUTIVE SUMMARY

## BIRD'S EYE RENDERING OF FUTURE DOWNTOWN FAYETTEVILLE (VIEWED FROM THE SOUTHWEST)

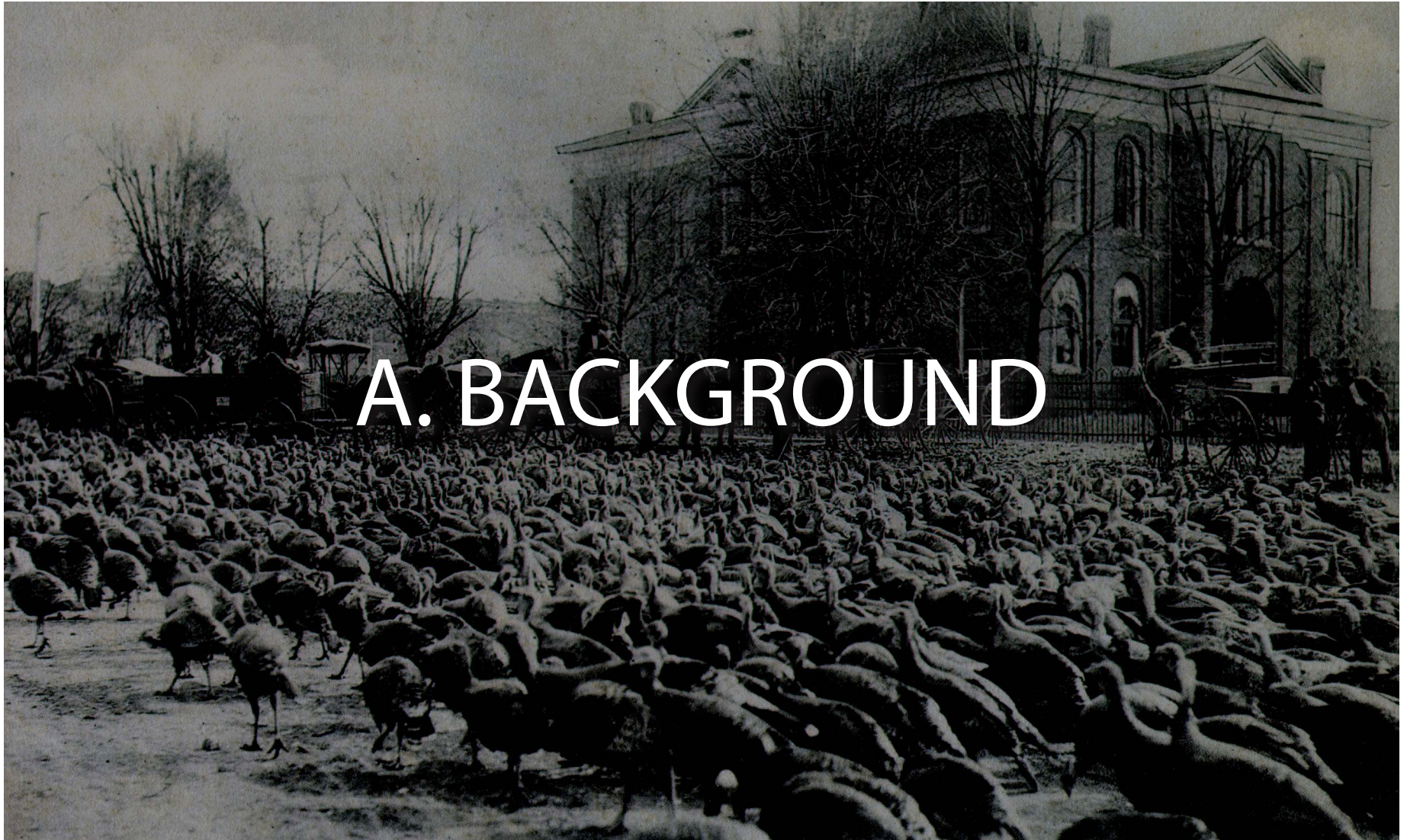


***“Make no little plans; they have no magic to stir men’s blood and probably themselves will not be realized. Make big plans; aim high in hope and work...”***

- Daniel Burnham (1907) - Father of American City Planning



# A. BACKGROUND



# A) BACKGROUND

***“The Downtown Master Plan will provide a framework for the development of future public policy pertaining to development, redevelopment, infrastructure improvement and expansion, streetscaping, and provision of community services.***

***Our goal is to create a comprehensive plan for downtown Fayetteville that recognizes its complex nature by addressing major issues...”***

- City's Request for Proposals (RFP), pg. 1

## **PROJECT PURPOSE & STEERING COMMITTEE**

### **Project Purpose**

Fayetteville, Tennessee, is blessed with a quintessential small town historic downtown anchored by a courthouse square. Downtown Fayetteville features numerous historic buildings whose significance is underscored by multiple National Register historic districts within the downtown area. It still functions as the commercial, institutional and cultural center of the community, which is reflected by its hosting of various festivals and parades. Home to both the City and County government offices, Downtown Fayetteville also benefits from a broad range of retail, dining and service businesses. However, it also shares the same challenges faced by many downtowns, including buildings needing rehabilitation, empty building spaces, parking demands, and similar issues.

*The purpose of this plan is to provide Fayetteville with a blueprint for revitalizing the historic downtown.* Because Downtown Fayetteville is a complex and multi-faceted place requiring an equally complex and multi-faceted solution, this plan is holistic in that it will not focus on any one specific aspect of the study area, but rather it will consider it in a comprehensive manner - physical, economic and social.

### **Steering Committee**

To help oversee the preparation of this plan, the City's five-person Economic Development Committee has served as the project steering committee. Listed by name in this plan's Acknowledgements page, they have served multiple roles: guiding the overall tone of the project; providing direction for public input; contributing ideas toward the plan's recommendations; reviewing drafts of the plan; and serving as “cheerleaders” for the adoption of the plan. Following plan adoption, they will monitor successful implementation of the plan - their most critical role.

### **Themes of Study**

According to the City's RFP for this project, the plan is needed to address the following four primary themes:

Commercial Uses - Opportunities to increase the quality, quantity and variety of retail, dining and entertainment options for the year round user while understanding of the personal and professional services, office and housing types found in the downtown zone.

Entertainment and Gathering Space - Opportunities to increase the quantity and variety of year round and midweek programs geared toward residents and visitors with the possible creation of a new venue or outdoor gathering place located in the downtown area and/or connected to Stone Bridge Park. Currently, several community special events take place in the downtown area by closing Market Street. In addition, Stone Bridge Park is used as special event space and will be connected to the downtown area via Phase I of the Fayetteville Greenway. Phase I construction is scheduled to start in summer/fall 2019.

Aesthetics/Streetscape - Opportunities to improve and enhance the wayfinding and the appearance of public spaces along with improving privately owned property while maintaining the area's uniqueness.

Mixed Use Development - Review opportunities and guide the community to create acceptable guidelines for a mixed use development which could include commercial, residential and parking uses. A build out analysis identifying potential development scenarios for downtown, which may include City or privately owned lots will need to be completed.



# A) BACKGROUND

## WHY DOWNTOWN FAYETTEVILLE IS IMPORTANT

There are many reasons why Downtown Fayetteville is so important to the overall community, including the following:

### **Downtown is where much of Fayetteville's history occurred.**

When Fayetteville was platted in 1810, it began where Downtown Fayetteville now stands. Significant history happened throughout the area that constitutes today's Fayetteville, such as at Camp Blount. However, much of it occurred in Downtown Fayetteville.

### **Downtown is the institutional and cultural center of town.**

Downtown is the location of City Hall, the County Courthouse, numerous churches, and institutional offices and facilities. As the venue for various special events, it is clearly the civic heart of Fayetteville.

### **Downtown is owned by everyone.**

While most areas of Fayetteville outside of the Downtown are only the focus of people living or working in those areas, there is a community-wide shared sense of ownership for Downtown.

### **Downtown has the "Smartest Growth" in Fayetteville.**

"Smart Growth" is a nation-wide community planning philosophy that encourages environmental, economic, fiscal and social sustainability. It recognizes that downtown growth translates to less peripheral growth encroaching on outlying rural and natural areas, leverages existing urban infrastructure, and accommodates a mixed-use walkable environment that minimizes automobile trips.

### **Downtown defines your sense of place.**

Given the generic franchise architecture found in suburban commercial corridors referred to as "strip commercial development," Downtown Fayetteville offers a rare sense of place that conveys Fayetteville's unique character.

### **Downtown is your postcard location.**

Rarely would a Fayetteville resident entertain out-of-town guests without taking them to Downtown.



*"In most American cities, you can sense almost instantly and instinctively whether it is living or dying by its downtown."*

The Tennessean  
December 4, 2005

*"Vibrant, attractive, user-friendly downtowns don't just happen. They are the product of vision, dedicated leadership, effective partnerships and.... good planning. The result is a roadmap that can help communities get the kind of downtown that everyone needs and wants - and deserves."*

Richard Moe  
Former President  
National Trust for  
Historic Preservation  
2009



# A) BACKGROUND

## STUDY AREA BOUNDARIES

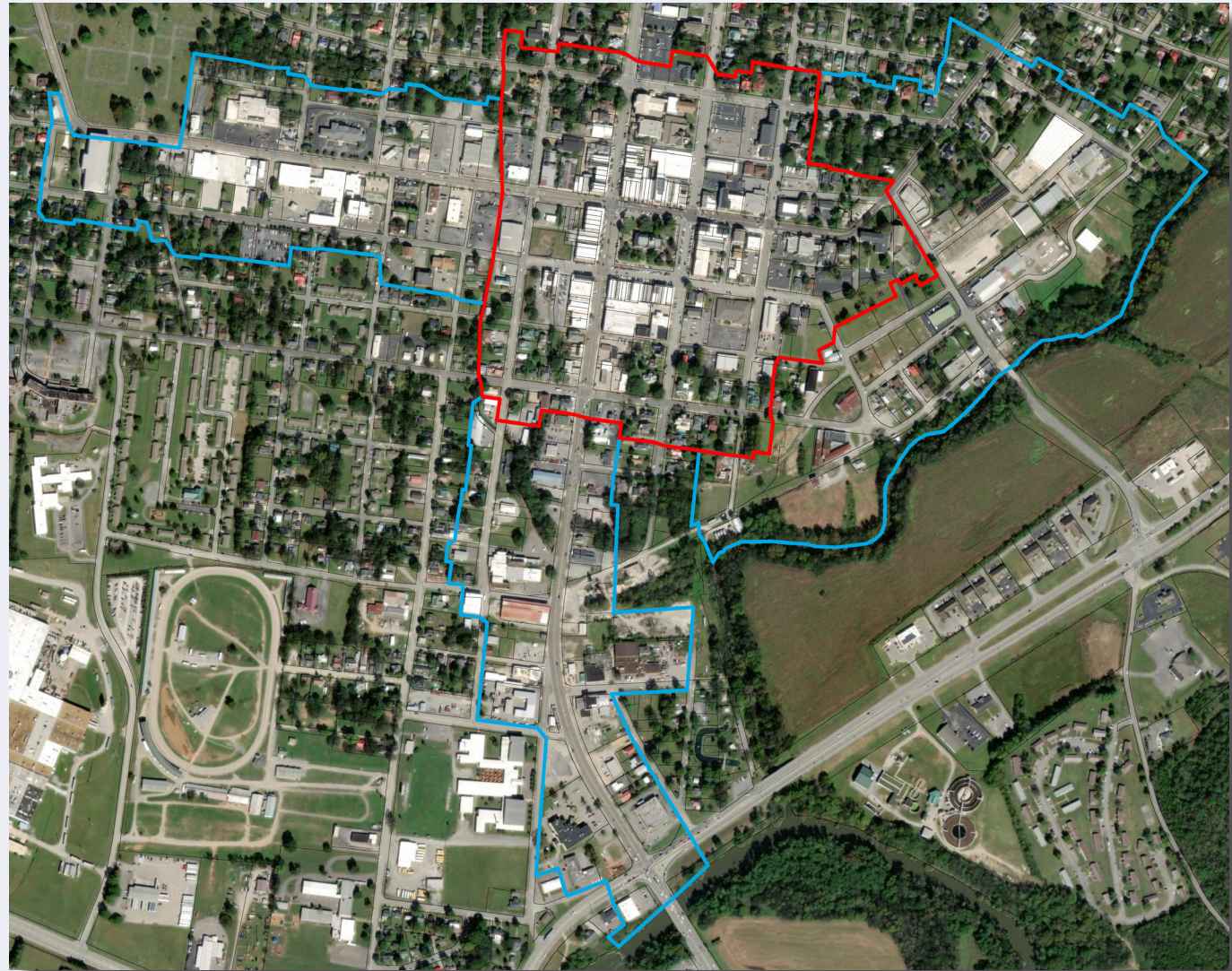
The following study areas are the focus of this plan:

### Primary Study Area

The greatest amount of attention and detail will be paid to this area since it comprises the historic downtown core. It includes a roughly two-block area in each direction surrounding the courthouse square.

### Secondary Study Area

This area includes three peripheral areas for the downtown core - to the east, west and south. In the case of the western and southern segments, in particular, they were historically more urban in form, but have been diluted over time with development more suburban in form (one-story buildings separate from their associated street by a front parking lot). By being part of this plan's overall study area, there is the potential for these areas to redevelop in the future in a more urban form.



STUDY AREAS MAP

Primary Study Area

Secondary Study Area



# A) BACKGROUND

## PLANNING PROCESS

### Process Overview

- Task 1.0: Project Kick-Off & Research
- Task 2.0: Charrette & Concept Plan Development
- Task 3.0: Draft Master Plan Preparation
- Task 4.0: Plan Presentation & Revisions

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

This initial task served as the research and diagnostic phase on which the balance of the work relied. The Project Team performed the following sub-tasks, which included a two (2) day Trip #1 to Fayetteville:

- Task 1.1 Kick-Off Meeting & Study Area Tour
- Task 1.2 Physical Conditions Analysis
- Task 1.3 Existing Economic & Market Conditions Assessment
- Task 1.4 Public Policy Review
- Task 1.5 Stakeholder Group Meetings
- Task 1.6 Public “Kick-Off” Meeting

### Task 2.0: Charrette & Concept Plan Development

A “charrette” is an intensive process in which numerous people work together over a limited period of time to develop creative ideas for solving problems. The charrette process has deep roots in the planning and design professions. Although the methodology for this project was designed to encourage strong public input throughout its life, Task 2.0 offered the single greatest opportunity for meaningful “hands-on” involvement of the City officials, key stakeholders and the public in general. The goal of the charrette process was to provide a forum for the public and to achieve a consensus. The most tangible outcome of the charrette was the creation of a Concept Plan for the downtown study area. The following sub-tasks were included:

- Task 2.1 Follow-Up Field Work (Day 1: morning & afternoon)
- Task 2.2 Public Workshop (Day 1: evening)

Task 2.3 Concept Plan Preparation (Day 2 through Day 4)

Task 2.4 Concept Plan Presentation (Day 4: evening)

### Task 3.0 Preparation of the Draft Master Plan

Based upon the background research, market assessment, and the public input process conducted during the first two tasks of the project, as well as the public’s response to the Concept Plan presentation, the draft Master Plan was prepared. Components of the plan included the following four sub-tasks:

- Task 3.1 Physical Improvement Strategy
- Task 3.2 Economic & Market-Based Strategy
- Task 3.3 Public Policy Strategy
- Task 3.4 Implementation

### Task 4.0: Plan Presentation & Revisions

Following sufficient time for review, the Project Team presented the Draft Master Plan to the community as part of the team’s Trip #3. Based upon a review of the Draft Master Plan, input from the public presentation, and the community’s submission of comments, the Draft Master Plan was revised and submitted as a final document.



The Project Team’s first trip to Fayetteville included a public kick-off meeting in explain the project and solicit initial public input.

*“We want to make sure that all of our buildings are full and that we’re a destination point,” said Mayor Whisenant... City leaders are working with the Chamber of Commerce and the Main Street Program organization. In February 2018, Sir’s Fabric, a major business and revenue generator, burned to the ground. “It’s a great loss,” said Mayor Whisenant. “We grieve that loss, and we just have to go forward... the store brought people to the square who stayed for the local businesses and family feel.”*

- WAFF 48  
May 23, 2019

# A) BACKGROUND

## Camp Blount

Located on the banks of the Elk River two miles south of Downtown Fayetteville is the site where General Andrew Jackson mustered troops for the Creek Indian War in October of 1813 during the War of 1812. The Creeks had massacred 250 men, women and children at Fort Mims in Alabama, so in retaliation the Creeks were severely defeated by Jackson's men at the Battle of Horseshoe Bend, also in Alabama. The Creeks lost about 900 men compared to roughly 45 of Jackson's forces. Nine months later, soldiers under Jackson again mustered at Camp Blount and marched to New Orleans for the Battle of New Orleans - the final defeat of the British forces during the War of 1812. Those heroics helped Jackson to later become the 7th President of the United States. Also, the strong turnout of volunteers at Camp Blount reportedly later gave Tennessee its nickname - the "Volunteer State." The 40-acre Camp Blount site was purchased by the State in 2016 and it will soon be improved for public access and interpretation.

## STUDY AREA HISTORY

The following information has been adapted from the Fayetteville Main Street website and other sources:

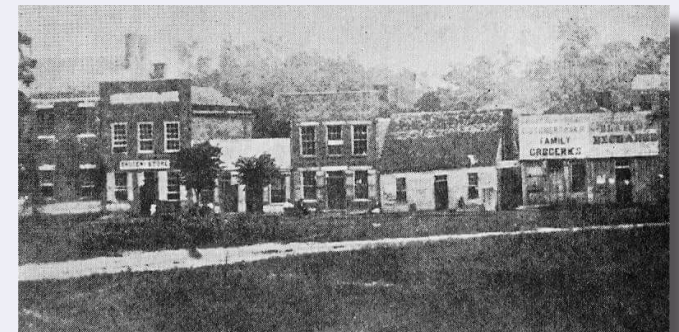
Prior to settlement by people of European origins, the lands that comprise today's Lincoln County and Fayetteville were originally part of Cherokee and Chickasaw lands. Those lands were ceded to the United States in 1806. The city was formally established in 1809 by an Act of the Tennessee General Assembly, which became effective on January 1, 1810. The city was named for Fayetteville, North Carolina, where some of its earliest residents had lived prior to moving to Tennessee. Fayetteville, North Carolina was named after the Marquis de Lafayette, the famed general from France who fought along side of George Washington during the American Revolution.

The earliest non-Native American settler in Fayetteville was Ezekiel Norris, who conveyed the one hundred acres upon which the city was built. In addition to Ezekiel Norris, other founding fathers of Fayetteville included Alexander and Andrew Greer, William Edmonson, and Matthew Buchanan. A stone plinth on the square's northeast corner marks the spot where a pin was driven into the ground later that year. The committee of surveyors then began cutting away at the expansive cane brake that covered the area, and they began to plat the town. The acreage reserved for the courthouse was cleared by a freed black man named Richard Sappington.

The first courthouse was a temporary log structure built in 1810 on a corner of today's courthouse square. That log structure was replaced by a brick courthouse in 1815. From that point forward, this courthouse and the blocks surrounding have been the hub of political and economic life in Lincoln County. During the first half of the nineteenth century, the homes of leading citizens, craftsmen shops, retail stores, offices, taverns and even livestock pens lined the square. Most of the buildings were log or wood

frame structures. By the 1850s, brick structures and more mercantile establishments appeared. During the occupation of Fayetteville for two years of the Civil War, Union troops fortified the courthouse with a "bomb proof" wall and used it for a military headquarters. Under the federal martial law, commerce nearly ceased altogether. During the decades after the war, each period of economic prosperity and subsequent economic slump is reflected in the today's square. In the 1870s, enough private capital was accumulated for the brick structures on the north and east sides of the square to be built. Likewise, an Italianate courthouse representing the County's first post-bellum recovery replaced the original 1815 building in 1874. However, a national depression during the late-1870s halted further development.

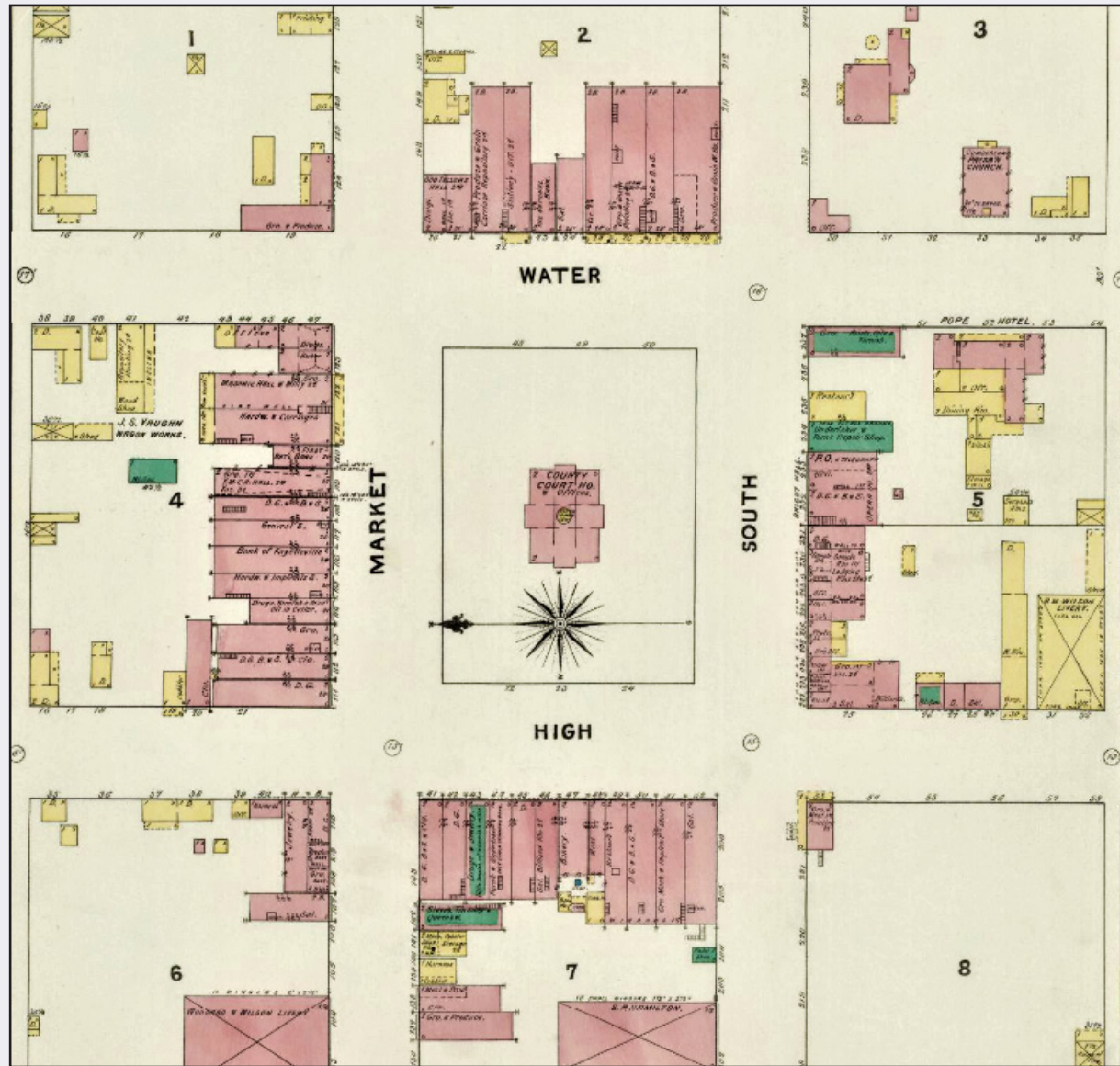
Throughout the twentieth century, the courthouse square continued to physically evolve. For example, the 1874 County courthouse was demolished in 1970 and replaced with the current structure. During that same period, some of the brick commercial buildings on the square were altered with facade "slipcovers" constructed of synthetic materials in an attempt to appear more modern. Fortunately, such changes can often be reversed to allow for the rehabilitation of the original historic facades.



*This circa 1860 photograph of the north side of the square illustrates the modest scale and design of Downtown Fayetteville's earliest buildings.*



# A) BACKGROUND



## Sanborn Insurance Map

Sanborn Insurance maps dating from the late-19th and early-20th centuries are an invaluable source of information about the historic development of many communities across the country. The map at left of Downtown Fayetteville dates from 1891.

The cover sheet of the maps (not picture here) features a color-coded graphic legend that indicates the exterior construction materials of each building, as follows:

- *Light Maroon:* Brick
- *Yellow:* Wood
- *Green:* Special (not explained in legend)

This information reveals that, in 1891, nearly all of the buildings in the court-house square area had brick exteriors, with just a few having wood exteriors. It is noteworthy that most of the few green buildings are only green for the interior and had brick exteriors.

# A) BACKGROUND

## Evolution of Downtown Street Names

Based upon Sanborn Insurance maps for Downtown Fayetteville, street names changed between 1907 and 1914 on each side of the courthouse square, as follows:

- *North Side:* Market became College
- *South Side:* South became Market
- *East Side:* Water became Elk
- *West Side:* High became Main

See the map on the previous page. The reasons for the street name changes are not known within the context of this plan, but it was surely confusing to local residents who had to relearn the street names.



*This photograph of Fayetteville was taken from Hillview Heights, located west of the Downtown. While the year it was taken is not known, there are many key landmarks visible, including the courthouse cupola at the far right.*



# A) BACKGROUND



*Stock Day in Downtown Fayetteville in 1909. While the date has not been determined, the clothing and umbrellas suggest the summer time.*



*This photograph of the north side of the courthouse square was likely taken in the 1910s. It is viewed from the southwest.*



*This photograph of the north side of the courthouse square was taken in the 1920s. It is viewed from the southeast.*



*This photograph of McKinney Drugs on the west side of the courthouse square was taken in the 1920s.*

## **Courthouse Square in the Early-20th Century**

At left are four photographs of Downtown Fayetteville taken during the first two decades of the 20th century. Three of them are views of the north side of the courthouse square. For no known reason, the majority of high quality photos during this era are of the north side of the square. Perhaps it is because the sun was typically to the south and helped to illuminate the buildings relative to other angles looking more into the sun. During this era, the majority of buildings were two stories in height, including a few three-story buildings such as the Pythian Building on the square's northwest corner.

These photographs are courtesy of Jim Cashion.



# A) BACKGROUND

## Local Disasters That Shaped Downtown

While most of the floods that have impacted Fayetteville over time have not harmed the Downtown because of its relatively high elevation, the same cannot be said for fires and tornados. Below is a summary of key disasters impacting Downtown:

### Key Fires

- 1885 - West side of Square
- 1916 - Rambo Garage
- 1944 - Pope Hotel
- 1950 - Feed/hardware stores
- 1979 - East side of Square
- 1986 - Higgins Funeral

### Tornados

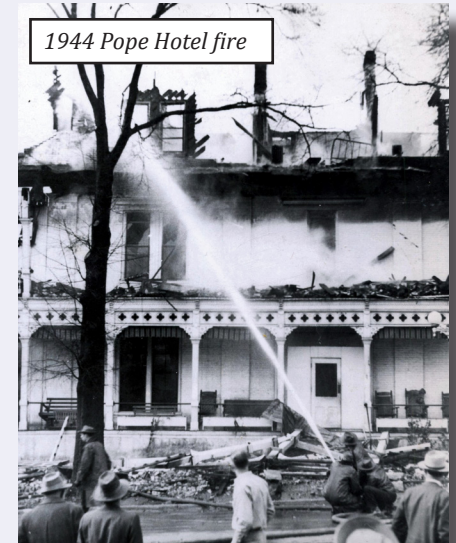
- 1850
- 1890
- 1909
- 1952

The oldest structures to survive these disasters are on the southeast corners, the northwest corner, the southwest corner, and the north sides of the square.

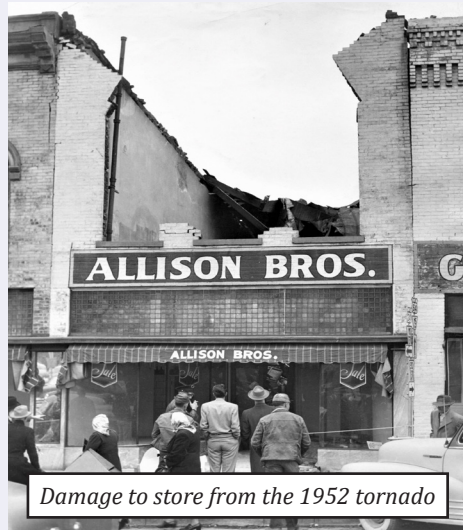
These photographs are courtesy of Jim Cashion.



Damage to the Motlow House from the 1909 tornado



1944 Pope Hotel fire



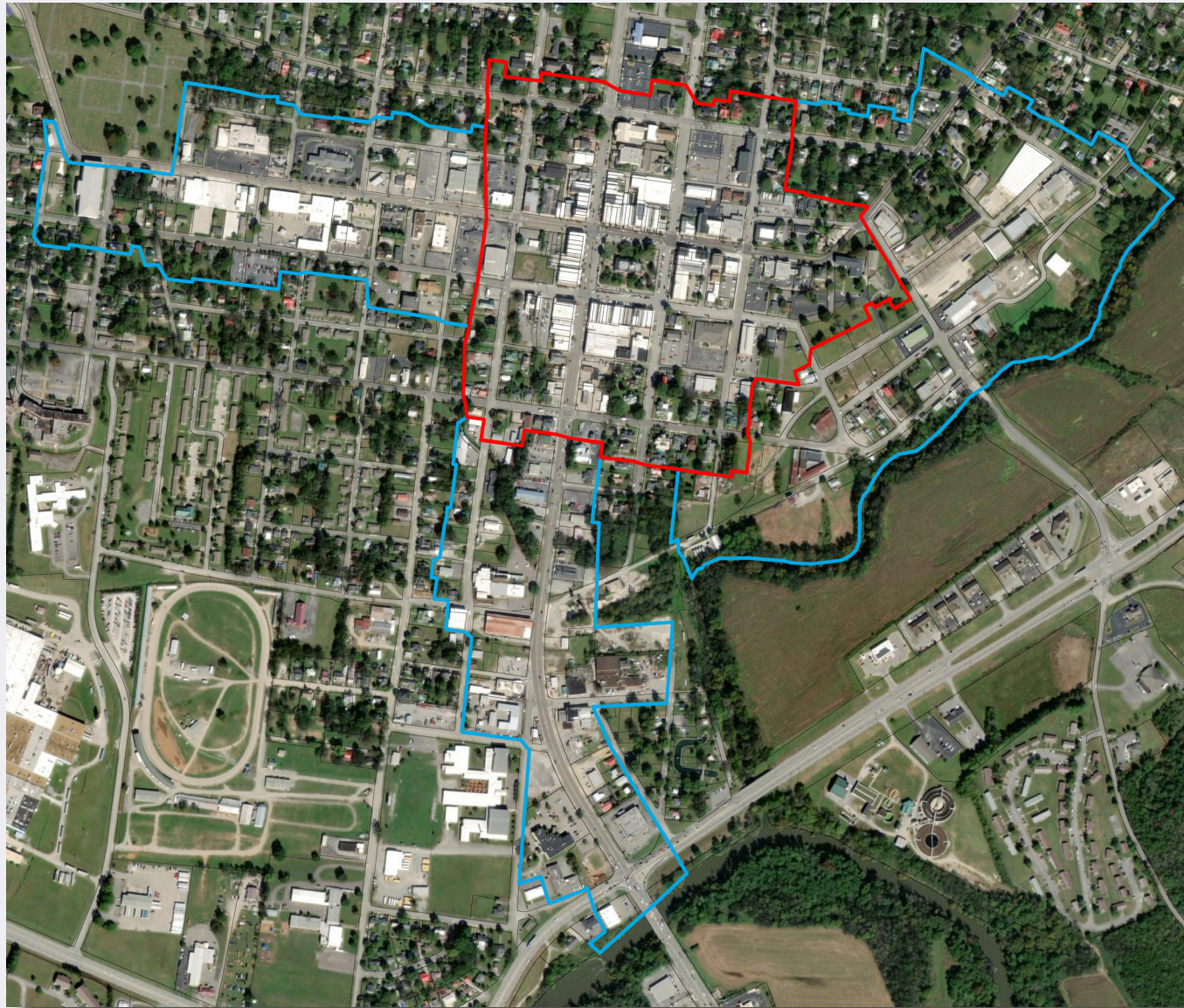
Damage to store from the 1952 tornado



Baptist Church after the 1890 tornado



# A) BACKGROUND



## OVERALL EXISTING CONDITIONS

While the following pages provide background information on a variety of specific topics related to Downtown Fayetteville, the aerial photograph map at left conveys a general snapshot of the study area's existing conditions. In particular, this map highlights the following features:

- Relationship between the Elk River and downtown
- Street and block patterns
- Building footprints
- Parking lots
- Green spaces

As is the case for most downtowns, the more peripheral one gets to the downtown area where neighborhoods are located, the more vegetation that exists. Some of this vegetation consists of residential lawns and parks, while some of it is associated with natural drainage ways, such as Norris Creek.



# A) BACKGROUND

## NATURAL FEATURES

The study area's primary natural features relate to water and topography.

### Streams

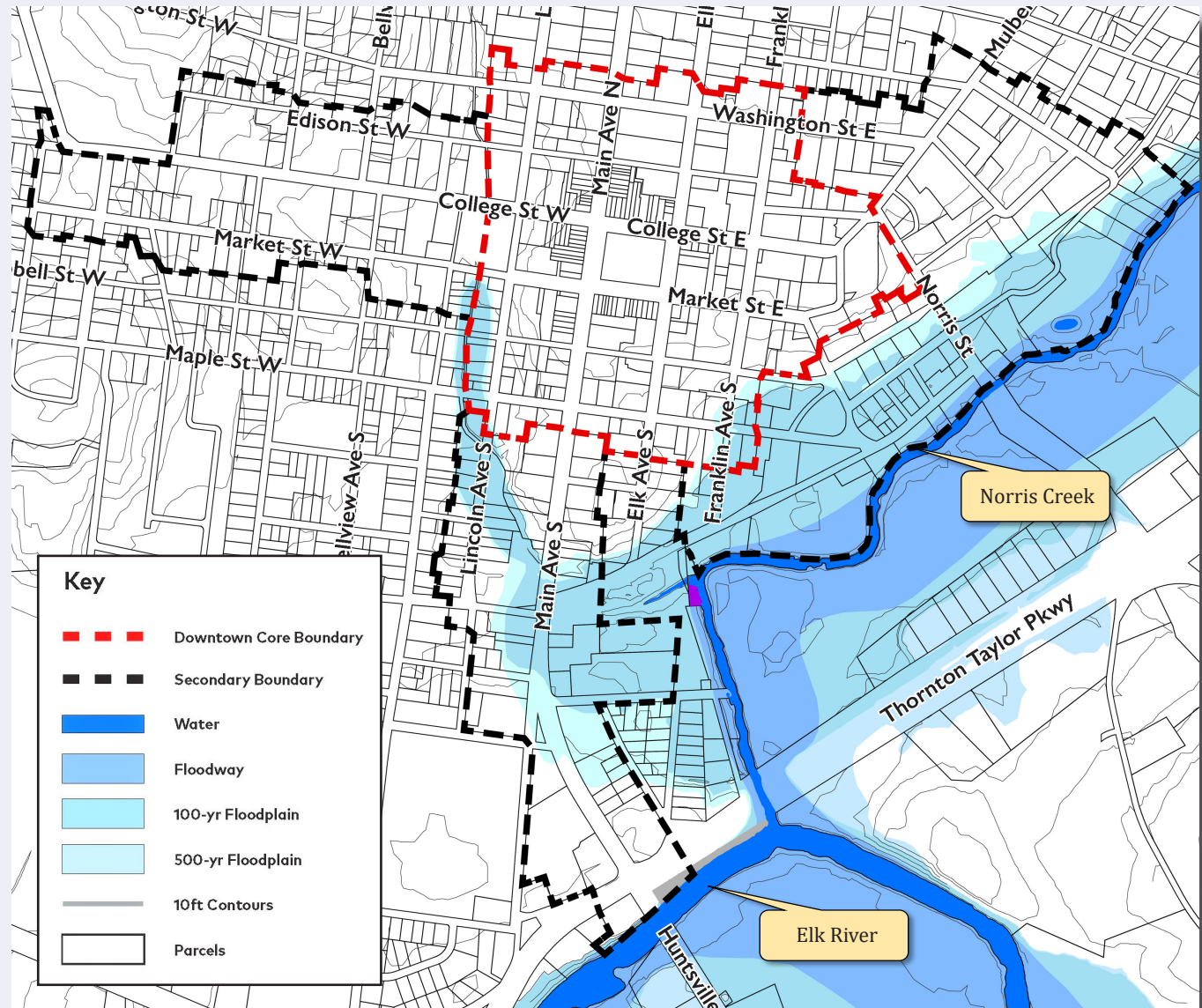
The study area's primary streams are the Elk River and a key tributary - Norris Creek. Both streams comprise the southeast boundary of the secondary study area.

### Floodways & Floodplains

Floodways are adjacent to the river and creek, and they are primarily on the south side of both streams. Floodplains extend beyond those streams and floodways, including a corridor of 100-year floodplain extending north from the river and creek along a north-south axis just west of Main Street.

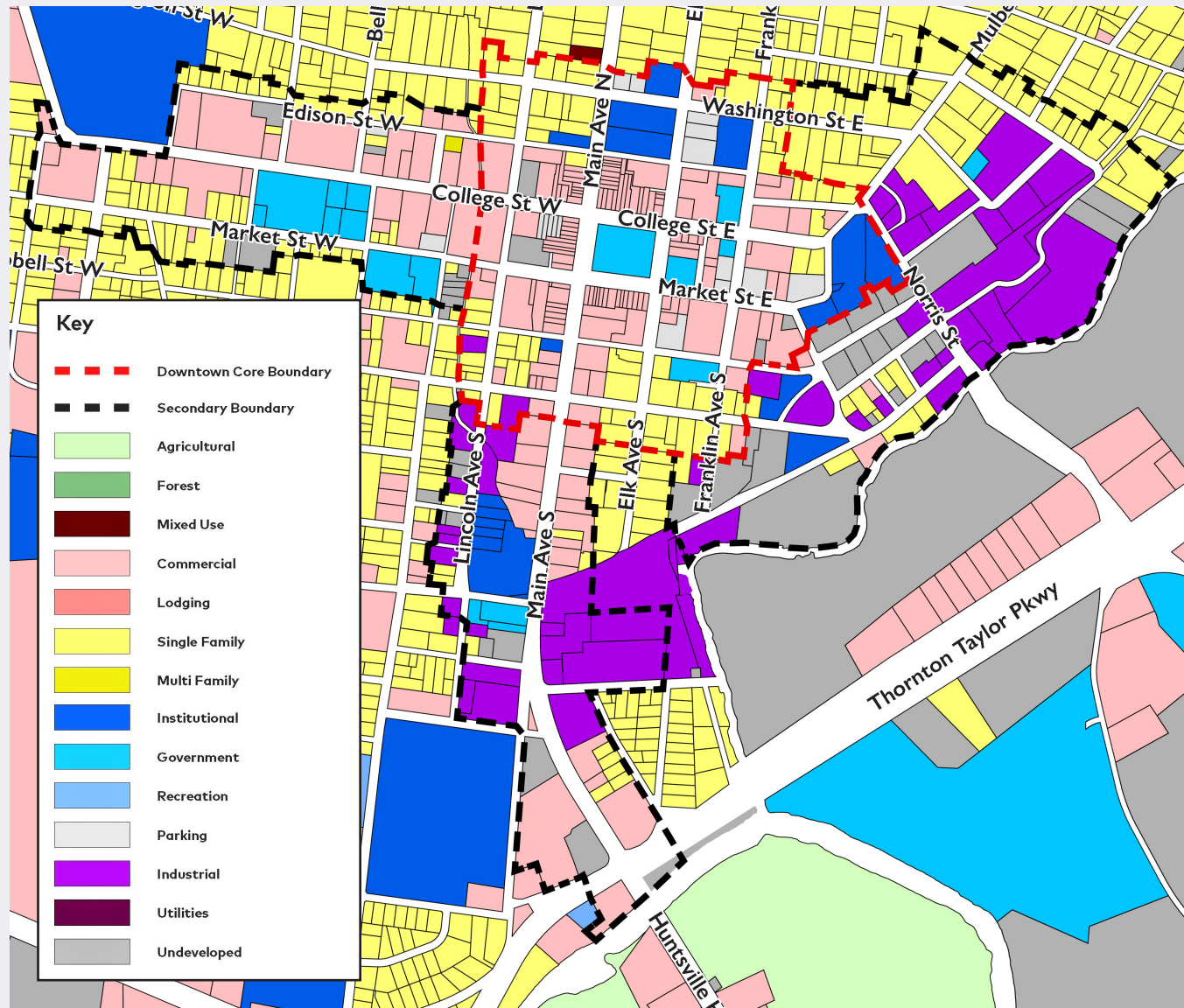
### Topography

The area around the courthouse square is relatively flat, but the elevation lowers starting a block to the south and extending toward the river. There are also hills on the west side of Downtown.





# A) BACKGROUND



## EXISTING LAND USES

As the map at left illustrates, the study area features a wide range of land uses. However, the key ones include the following:

### Commercial

Commercial uses, including retail, dining and services, are the predominant land use. Some of the areas shown as being commercial, particularly around the square, also feature upper floor residential uses.

### Residential

Most of these uses, which are primarily single-family detached houses, are located peripheral to the square and commercial areas.

### Civic

This category includes institutional uses in general, as well as specific governmental uses.

### Other Uses

Although limited to the secondary study area, this includes industrial, parking, and undeveloped areas.

# A) BACKGROUND

## ARCHITECTURE: HISTORIC BUILDINGS EVOLUTION

Historic buildings are one of the most important features that help to create the Downtown “brand” or identity. Relative to many downtowns, Downtown Fayetteville is fortunate to have a high ratio of intact and well-preserved historic buildings. In some cases the buildings experienced only minimal alterations over time. In other cases, they may have been substantially altered, but they were subsequently rehabilitated to appear more as they did originally. The three photos at right of the same building, located on the north side of the square, illustrate how it physically evolved from the 1890s to today.

Graphics at right are courtesy of Jim Cashion.



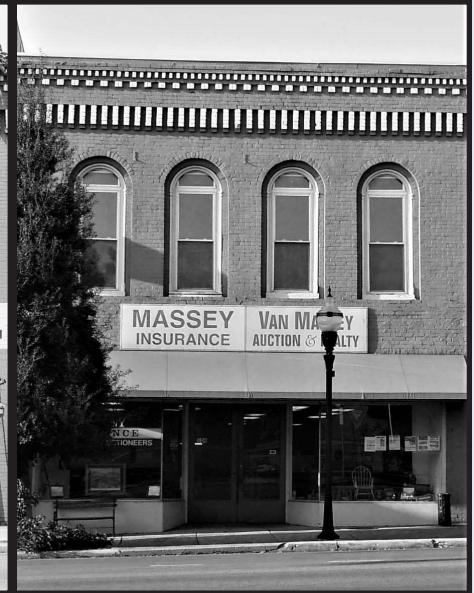
**1890s**

This photograph of the building during the late-19th century illustrates how the building appeared when it was built. No visible changes have been made to the facade at that time since its time of construction. The storefront consists of a heavy post and lintel style framing consisting of four bays. That framing was made of either wood or cast iron. Each bay has double doors, and above the doors are transom windows to allow in both air and light.



**1979**

As the photograph above illustrates, the storefront changed considerably over the course of a hundred years. The storefront framing was removed. Although the transom windows have been replaced, they are still functional. The storefront now has a recessed central door flanked by large fixed storefront windows on either side. Below the windows is a bulkhead (or “kick plate”). A simple flat canopy has also been added by this time just below the transoms.



**2013**

The photograph above conveys how this building appears today. The canopy below the transom windows has been replaced with an awning that now covers the transom windows. Also, at some point between 1979 and 2013 the upper floor windows were replaced. While the window openings were not altered, the ornate divided lights were replaced by more simplistic one-over-one double-hung windows. The decorative brick corbelling remains intact.



# A) BACKGROUND



## Well-Preserved and/or Rehabilitated Buildings

*This historic building on the southwest corner of the square has either been well-preserved over time or it was physically rehabilitated at some point in time to bring it back to its past appearance. The windows on either side of the central doorway were likely originally doorways as well, as in the case of the historic building illustrated on the previous page. Nevertheless, the facade has otherwise retained much of its original appearance. The building has also retained its ornate curved window and doorway hoods, as well as its decorative cornice along the top of the parapet facade.*

## Altered Storefront



*This building's storefront has been altered, but an opportunity exists to recreate the historic design based on models.*

## Covered Facade



*While "slipcovers" were frequently applied in the mid-20th century, their removal might unveil a well-preserved facade.*

## ARCHITECTURE: HISTORIC BUILDINGS RANGE OF CONDITIONS

As noted previously, Downtown Fayetteville benefits from a high ratio of well-preserved and rehabilitated historic buildings. In fact, there is sufficient architectural integrity and cohesiveness that the study area features two National Register Historic Districts (or the equivalent in the case of the courthouse square). However, there are also several buildings that have been altered and represent opportunities to be enhanced to retrieve their original integrity. Typical alterations include the following:

- Painting over or otherwise covering up transom windows.
- Replacing the original storefront with modern materials.
- Filling in storefront openings with opaque materials.



# A) BACKGROUND

## STREETS

As is the case for many downtowns, Downtown Fayetteville benefits from an uninterrupted street grid that efficiently moves traffic and people. Unlike many downtowns, Fayetteville's has retained its two-way streets. That is fortunate since one-way conversions, which were common in the mid-twentieth century, result in many negative consequences, including speeding traffic. Another positive feature is the angled on-street parking, which provides traffic calming by narrowing driving lanes. Furthermore, there have been no street vacations to interrupt the grid and mobility. One of the few negative characteristics of Downtown's streets is the truck traffic. Though minimal, it results in greater street wear, decreased pedestrian friendliness, and increased noise. However, the bypass diverts much of the traffic, so it is limited to the east side of the Square via Hwys. 431 & 64. There are no cost-effective options.





## A) BACKGROUND



### STREETSCAPES

Downtown Fayetteville's existing streetscapes have many positive qualities, including:

- Wide sidewalks in relatively good condition with brick accent strips.
- Human-scaled historic looking street lights and street furnishings.
- Canopies and awnings providing shade and visual interest for buildings.

There are only a few negative qualities of the existing streetscapes. They include:

- Holly trees used as street trees, which: obscures historic architecture and storefronts; lacks a shade-providing canopy; and blocks wanted sunlight during colder months.
- The lack of "pedestrian bulbs" at intersections loses the opportunity to: decrease the distance that pedestrians have to cross a street; and to protect the end vehicle in an on-street parking lane.



# A) BACKGROUND

## PARKING

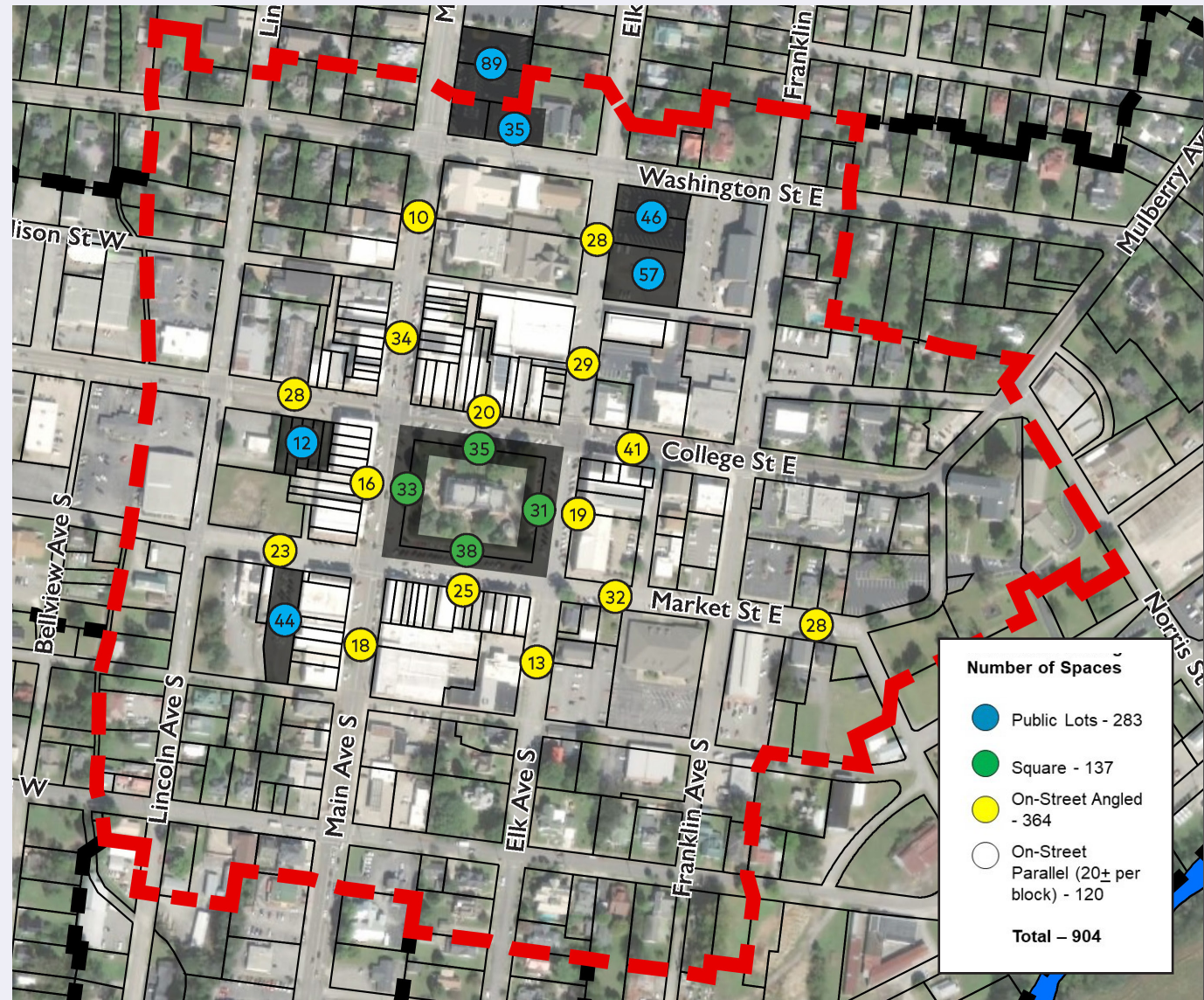
Sufficient and convenient parking is critical to the economic success of Downtown Fayetteville. At present, there is a general feeling that parking directly around the Square is sometimes inadequate. This situation may be due more to insufficient management and directional signage than a shortage of Downtown parking spaces. The following two types of parking exist:

### On-Street Parking

On-street parking exists on most segments of Downtown's streets and within the courthouse area. Much of it is diagonal parking, which maximizes the number of spaces. The City does not vigorously enforce time limits for turnover.

### Off-Street Parking

While most parking lots are privately owned, the relative abundance of on-street parking makes a lack of public lots less problematic. Also, lots such as the Methodist church are generally available for the public.





# A) BACKGROUND

## DEMOGRAPHIC & ECONOMIC OVERVIEW

### Key Trends

#### Population

- It fell between 2000 and 2010, but it has since recovered.
- The City's share of the county population has fallen.
- There is a growing Latino population.

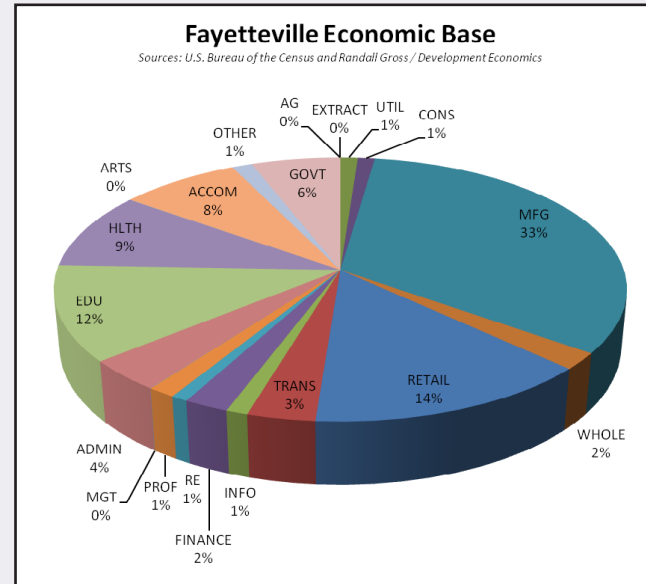
#### Households

- The number fell between 2000 and 2010, but it has since recovered.
- Households help support Downtown's retail businesses.

#### Income

- The City's income levels are 25% lower than the County's.
- Income levels fell between 2000 and 2010, and they continue to fall in "real" dollars (after accounting for inflation)

Table. DEMOGRAPHIC TRENDS, FAYETTEVILLE AND LINCOLN COUNTY, 2000-2017					
Factor	2000	2010	2017	2000-10 Change/Yr	2010-17 Change/Yr
<b>Population</b>					
Fayetteville	6,994	6,842	6,976	-0.2%	0.3%
Lincoln County	31,340	32,885	33,543	0.5%	0.3%
<b>Households</b>					
Fayetteville	3,054	3,033	3,118	-0.1%	0.4%
Lincoln County	12,503	13,452	13,653	0.8%	0.2%
<b>Median HH Income</b>					
Fayetteville	\$ 33,921	\$ 32,333	\$ 31,223	-0.5%	-0.5%
Lincoln County	\$ 47,592	\$ 48,294	\$ 42,153	0.1%	-1.8%
Note:	Median incomes expressed in constant 2017 dollars.				
Sources:	U.S. Bureau of the Census and Randall Gross / Development Economics.				



### Key Observations

*Fayetteville has 8,500 jobs:*

- Job numbers are increasing again

*Manufacturing is the city's largest industry:*

- 33% of all jobs are manufacturing
- Manufacturing jobs are increasing by 2.3% annually

*Other key sectors:*

- Retail, education, health, accom./food services, government

*The City has 85% of the county jobs, but a declining share except:*

- Manufacturing, transportation, finance, and education

*Commutation:*

- 86% of workers in Fayetteville live outside of town.
- 60% of Fayetteville residents commute out of town for work.

### Job & Income Trends

Fayetteville is a manufacturing hub that has fared relatively well despite national and regional trends in technology and productivity resulting in a reduction in manufacturing employment. Located just 30 miles from Huntsville, it is well-positioned for future growth as a more "affordable" alternative to Huntsville for manufacturing and administrative services that support Redstone Arsenal and Huntsville's large and growing base of engineering contractors.

Fayetteville household incomes have been falling since the end of the recession, which hurts local Downtown retailers who depend on the trade-area income base. Often, tourism and regional inflow can fill the gap from a declining or stagnant income base, but Fayetteville has not yet captured its fair share of regional tourism expenditures. With nearly 300,000 annual visitors to the nearby Jack Daniel's Distillery, Downtown Fayetteville still holds unlocked potential for increased tourism.

# A) BACKGROUND

## Evolving Role in the Region

Fayetteville long served as a trading hub for Lincoln County and for a broad region that extended into surrounding communities including Lewisburg, Shelbyville, Winchester, and Pulaski. It was relatively isolated from larger cities and had not faced direct competition from large malls and commercial hubs. The trade area was so extensive that the city became a shopping destination, particularly as the home for such region-serving businesses as Sir's.

Over time, the community has lost market share as access has improved and shoppers increasingly commute to larger metro areas, including Huntsville and Nashville. That trend may have accelerated with the recent loss of Sir's Fabrics, although some retailers note that some former Sir's shoppers still come to Fayetteville out of habit. More importantly, since 60% of Fayetteville's working residents now commute out for employment, there is significant "leakage" in local sales for retail, restaurants and entertainment.

## DOWNTOWN BUSINESSES

### Key Observations

#### Destinations & Anchors

Downtown Fayetteville's key existing destinations and anchors include the following:

- Lincoln Theatre
- Restaurants
- Fayetteville - Lincoln County Museum & Event Center
- Fayetteville - Lincoln County Art Center
- City and County Government

#### Businesses

Downtown's businesses can be categorized into convenience, shopping and services, including the following examples:

##### *Convenience:*

- Florist, gas, drug store, espresso bar, etc.

##### *Shopping:*

- Antiques, furniture, books, gifts, apparel, pets, etc.

##### *Services:*

- Personal - Hair salons, etc.
- Professional - Attorneys, insurance, etc.

#### Challenges & Opportunities

##### *Challenges*

- Building space vacancies are a significant current challenge

##### *Opportunities*

- Fayetteville's proximity to Huntsville (40 minute drive) provides a major opportunity for people to work in Huntsville and live in Fayetteville, although Huntsville can also draw away potential shoppers and diners from Fayetteville.

See *Appendix A: Existing Market Conditions Report* for details relating to economic and market issues for Downtown Fayetteville.



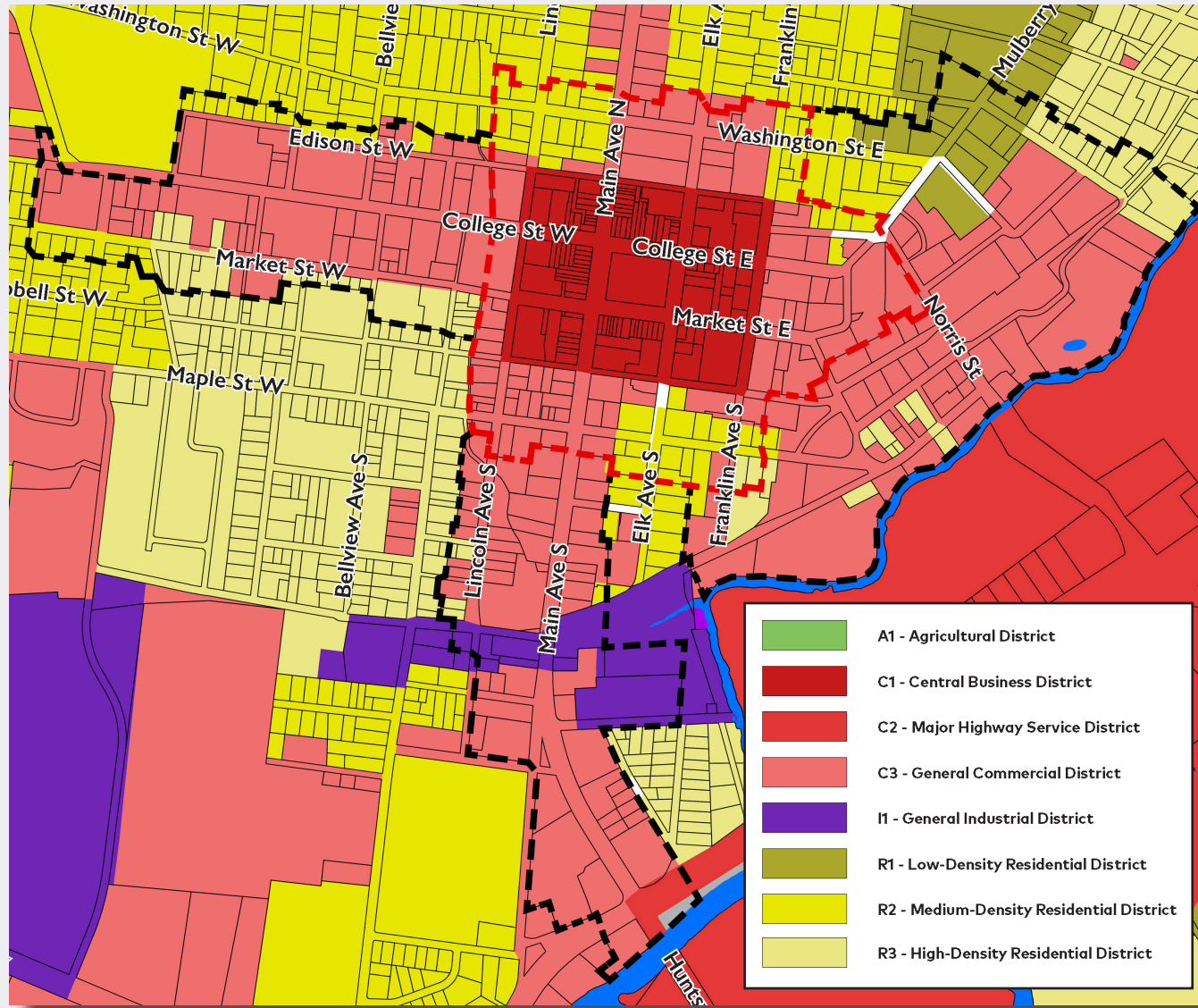
*Downtown Fayetteville is extremely fortunate to have a movie theater that shows "first run" movies, creating a major anchor.*



*More than 20% of Downtown Fayetteville's ground floor space is currently vacant.*



# A) BACKGROUND



## EXISTING ZONING

The study area's existing zoning, which controls permitted land uses and development features, includes the following primary zoning districts:

*C1: Central Business District*  
Permits mixed uses, including upper floor residential.

*C3: General Commercial*  
Permits mixed uses, including upper floor residential, but it is more auto-oriented (minimum lot sizes and 35' front yards are incompatible with a historic downtown).

*R2: Medium-Density Residential*  
Permits single-family detached and attached, duplexes, 35' front yards, and 75' lot widths (incompatible with a hist. neighborhood)

*R3: High-Density Residential*  
Same uses as R2, plus multi-family, 20' front yards, and 50'-75' lot widths.

*I1: General Industrial*  
Permits less intensive uses than the I2 zone.

# A) BACKGROUND

## DESIGNATED HISTORIC DISTRICTS

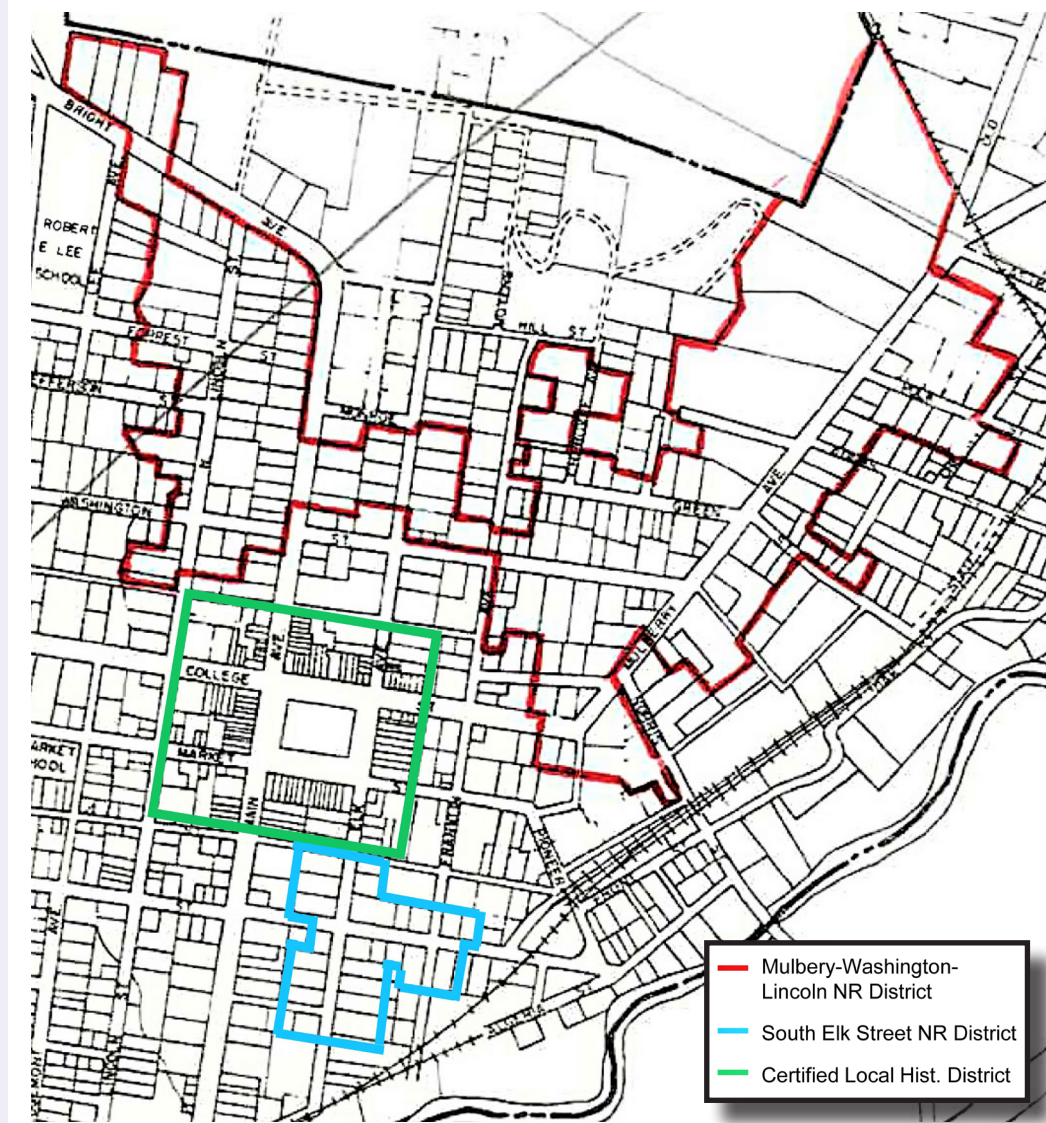
There are two different types of historic districts. Each is summarized below:

### National Register Districts

NR districts are designated by the National Park Service based upon a detailed survey and application. The potential exists for the protection of historic resources against negatively impacting projects that are federally funded or licensed, and investment tax credits are available for qualified building rehabilitation projects. However, there are very little protections otherwise. The three existing NR districts are outlined in color on the map at right.

### Local Historic Districts

Locally-designated historic districts typically provide the “teeth” needed for the protection of historic resources. While Fayetteville’s existing codes include a well-written historic zoning ordinance, no districts have been formally designated.



### Fayetteville’s National Register Historic Districts

Below is a summary of these three districts:

#### *Mulberry-Washington-Lincoln NR District:*

- Designated in 1984
- Building types and current uses are primarily residential
- The district covers approximately 500 acres and includes 164 buildings.

#### *South Elk Street NR District:*

- Designated in 1989
- Building types and current uses are primarily residential
- The district covers approximately 160 acres and includes 24 buildings.

#### *Certified Local Historic District*

This designation is rare, but it amounts to the same basic benefits as an NR designation.



# A) BACKGROUND

## KEY ORGANIZATIONS

The successful implementation of this Downtown Master Plan will require a team effort. Below is a summary of just a few of the key entities that will likely be involved:

### City of Fayetteville

As the sponsor of this plan, the City will be the single most important governmental entity to help implement this plan. In addition to City Hall being a key Downtown anchor, the City will spearhead many of the public policy and physical improvement recommendations.



### Lincoln County

Because Fayetteville serves as the county seat, the County government is a key stakeholder for this plan. The court house is the primary focal point for Downtown, and the many employees and visitors are important to support Downtown's businesses.



### Fayetteville / Lincoln County Chamber of Commerce & Tourism Bureau

Although this entity must focus on business development and tourism for the entire county, Downtown Fayetteville is clearly a major part of their current and future efforts.



### Fayetteville / Lincoln County Industrial Development Board

Although the FLCIDB's primary focus is on the development of manufacturing jobs, they also have a stake in the future of Downtown Fayetteville. A high quality of life is important to selling the area to prospective new industries that might locate here, and a vibrant downtown is clearly an important part of a high quality of life.



### Fayetteville Main Street

Fayetteville is fortunate to have an existing Main Street program for downtown revitalization. It will be important for the successful implementation of this plan. Below are some key features of the Main Street program:

#### Network

Fayetteville Main Street is part of the national and state Main Street systems, which are critical to providing the local program support and information.

#### Organization

The program is comprised of three main components:

- Board of Directors: the governing body
- Manager: the day-to-day implementer
- Committees: based upon the Main Street "four points"

#### Programs & Services

These include special events, the commercial façade improvements grant program, assistance to property and business owners, and similar programs and services.

#### Program Funding

- Annual membership dues: \$50 to \$1,000
- City allocation: \$15,000 annually
- County allocation: \$8,500 annually
- Special events, grants, etc.



### City of Fayetteville

As the sponsor of this downtown master plan, the City government is clearly a key player in any future revitalization efforts for Downtown Fayetteville. The City's organizational structure consists of the following key components:

#### Board of Mayor & Aldermen

As the governing and policy setting body for the City, the BMA will make spending decisions related to this plan.

#### City Administration

The City Administrator is the chief executive responsible for carrying out the BMA's policies and overseeing the various City departments.

#### Most Relevant Departments

Although most of the City's departments are relevant to Downtown in one way or another, the key department include the following:

- Planning & Codes
- Public Works
- Parks & Recreation
- Information & Technology

# A) BACKGROUND

## Stakeholder Quotes

*"One of the greatest challenges for Downtown is that it's pretty much dead after five o'clock."*

*"We've got Downtown employees, including at the Court House, parking on-street when they should probably be in parking lots somewhere."*

*"Go find another town our size that has a downtown movie theater showing first run movies."*

*"Ever since the Sirs fabric store burned Downtown Fayetteville hasn't been quite the same."*

*"We need better cooperation between the City and the County governments."*

*"Our millennials need rental housing, and I'm not talking about more Section 8."*

*"Our previous efforts failed for creating a local historic district because the area proposed was too large and they wanted to control paint colors."*

*"We needs signs on the edge of town directing people to Downtown."*

## PUBLIC INPUT: OVERVIEW

Public input is always critical to the successful implementation of any downtown plan. The three primary reasons include:

- The public can provide important information
- The public can provide ideas and feedback on proposed ideas
- The public can become vocal plan advocates who offer political support to decision makers on spending related to the plan

Below is a summary of the public input process:

### Project Steering Committee Meetings: On-Going

The City's 5-person Economic Development Team was charged with the following responsibilities:

- Guiding the overall tone of the project
- Providing direction for public input
- Communicating about the process and plan to the public
- Contributing ideas to the plan
- Reviewing drafts of the plan and providing feedback
- Serving as "cheerleaders" for the plan's adoption by the City

### Public "Kick-Off" Meeting: July 18, 2019

Held at the City Hall auditorium, this meeting was intended to introduce the community to the consultant team and the project. The team also presented their initial observations regarding a range of issues, and initiated a dialogue to begin to solicit the public's opinions.

### Stakeholder Group Meetings: July 18-19, 2019

Meeting were held with the following groups:

- Property owners and real estate professionals
- Business owners and operators
- Chamber / economic development / Main Street program reps
- Public officials

### Next Steps

In addition to the charrette process and Concept Plan (described on the following page), further public input opportunities include the public's review of the draft plan on the City's website, and responding to the draft plan presentation during the final meeting of this project.



*This planning project's Public Kick-Off Meeting occurred on July 18, 2019, at the City Hall auditorium.*



# A) BACKGROUND

## PUBLIC INPUT: THE CHARRETTE

### Public Workshop: September 30, 2019

As noted previously in this plan, a charrette is an intensive multi-day brainstorming session used by planners and designers to formulate their key ideas for a plan. Prior to the four-day charrette held as part of this project, the City promoted the Public Workshop. The Workshop was held at the Lincoln County Museum and approximately 50 people participated. Participants included a broad range of stakeholders, including Downtown property owners, business owners, employees, residents, public officials, and citizens in general. The following key steps occurred over a roughly two-and-a-half hour period:

#### Workshop Orientation

The Consultants presented the following items:

- Workshop Purpose & Overview
- Preliminary Findings
- Results of the Public Input to Date
- Workshop "Ground Rules"

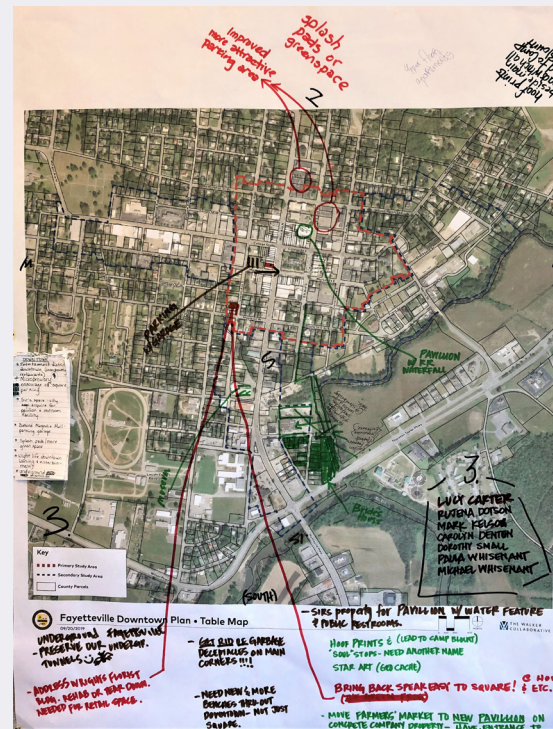
#### Planning Session

The participants were split up into multiple Workshop Teams, with each team locating at a large table. Each team was provided a series of existing conditions maps of the study area for informational purposes, a large base map for drawing, and colored markers. The Consultants then guided the participants through a step-by-step process so that they could create their own concept plans. Once the teams began their planning, the Consultants walked around and kept the Workshop Teams moving in a positive direction, but they did not do the planning for them. The process encouraged creativity, full participation by all participants, and ambitious and positive thinking. The end product for each team was a colored-up base map that illustrated their planning concepts, as well as notes indicating what they like and do not like about Downtown Fayetteville.

#### Plan Presentations & Wrap-Up

Following the completion of the Planning Session, one or more members of each team briefly presented their plans utilizing their illustrated maps and notes. Following the team presentations, the Consultants concluded the evening by identifying common elements between the various plans, and suggested how their ideas might be combined to form the basis for the Concept Plan as a prelude to the ultimate Master Plan.

Using the workshop as a springboard, the Consultants spent the next three days creating the Concept Plan, which was presented to the public on October 3, 2019.



Sample Workshop Team Concept Plan

#### Stakeholder Quotes

*"Our community needs to better leverage being on the Tennessee Whiskey Trail."*

*"A micro-brewery would sure add a lot to the night life of Downtown."*

*"We need to think about moving the farmers market to the heart of Downtown so it can benefit businesses more."*

*"Right now special events require spending a lot of money on porta cans. Public restrooms, if kept clean, would be a huge improvement for Downtown."*

*"Loading zones should be designated on all four sides of the square."*

*"We're fortunate to have both local governments Downtown. We need to keep them here."*

*"Main Street's First Friday events are very successful. They need to do them more frequently."*

# A) BACKGROUND

## Example Ideas from the Charrette Workshop

- Preserve and enhance historic buildings.
- Connect key areas such as Camp Blount with Downtown via a greenway.
- Develop a civic center and theater for live performances.
- Establish new dining and entertainment such as a micro-brewery and wine room.
- Expand retail and dining options in general.
- Establish a whiskey museum tied into the Tennessee Whiskey Trail.
- Consider new parking lots and perhaps even a parking garage
- Develop public restrooms for Downtown.
- Relocate the existing farmers market to Downtown.
- Convert vacant upper floor building space into housing.

## PUBLIC INPUT: THE CHARRETTE







## B. PLAN OVERVIEW

## B) PLAN OVERVIEW

### PLANNING PRINCIPLES

To conduct a valid and logical planning process, it is important to bridge the research and public input phase with the plan development phase through the creation of a set of planning principles. The principles should be broad objectives that a strong consensus can be generated behind to help guide the planning

process. When complex issues need to be resolved during detailed planning, it is helpful to step back and revisit the broad planning principles. Below are the principles for this plan. They were first created prior to the charrette, then confirmed/refined by the charrette workshop participants, and then used by those workshop participants in crafting their team plans. They will serve as the guiding light for this subsequent plan.

#### DOWNTOWN PLANNING PRINCIPLES

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

### Stakeholder Quotes

*"Downtown Fayetteville needs to become a regional destination. We need to attract people from places like Hazel Green."*

*"Food trucks could be a good addition to Downtown's dining options."*

*"Housing is an issue right now. We need more market-rate housing, including apartments, for both young people and empty nesters."*

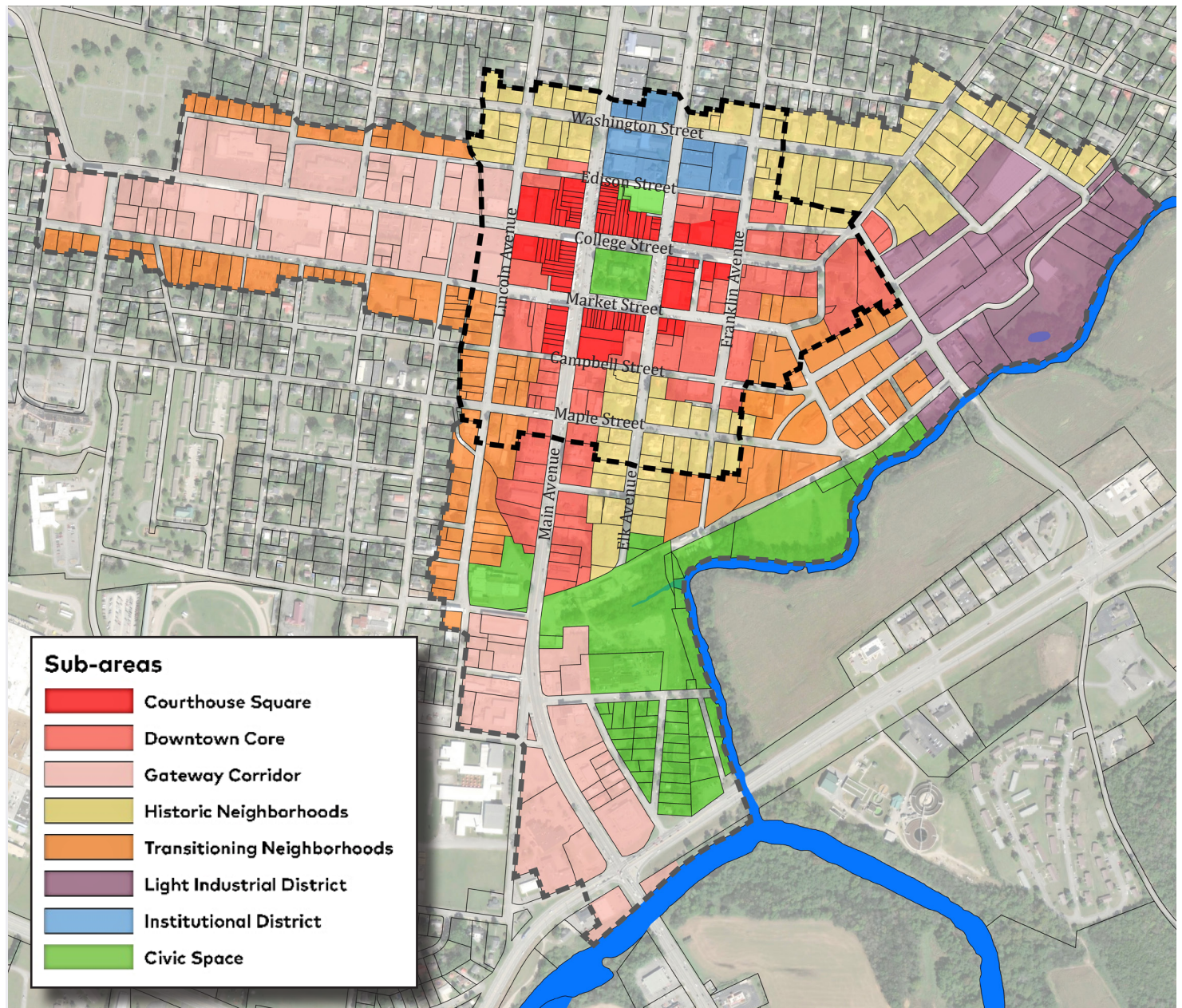
*"Once the Camp Blount site begins to be enhanced physically and interpreted, it will be a great addition to the community. It can serve as an attraction for more tourism for our entire area."*



## B) PLAN OVERVIEW

### FRAMEWORK PLAN

The Framework Plan is a graphic representation of this master plan's overall recommendations related to physical form and land uses for Downtown Fayetteville. The following two pages provide a description of the various Sub-Areas that are illustrated in this plan and graphically defined in the legend below at right. In most cases, the land use and development patterns for these areas already exist. However, in other cases, such as the Gateway Corridor sub-areas, a transformation must occur to implement the plan.



## B) PLAN OVERVIEW

### SUB-AREAS

The following is a summary of the eight sub-areas mapped on the previous page's Framework Plan. While it is not anticipated that this plan's zoning recommendations will mirror the Framework Plan, it may influence zoning recommendations.

#### Courthouse Square

**Location:** Designated in red on the previous page's map, this is the most centrally-located portion of Downtown (other than the actual Courthouse property itself), and it features all four of the block faces fronting onto the Courthouse Square property.

**Intent:** To preserve and enhance the existing development pattern and character reflecting a historic downtown.

**Proposed Uses:** Groundfloor commercial uses (retail, dining and personal services), with upper floor housing and offices, as well as institutional uses.

**Proposed Form & Character:** One to three-story masonry buildings (primarily brick) fronting directly onto the sidewalk of the associated street, sharing sidewalls with adjacent buildings (no side yard), flat roofs with parapet front facades, and traditional storefronts on the groundfloor.

#### Downtown Core

**Location:** Reflected in light red on the map on the previous page, these areas are peripheral to the Courthouse Square. This sub-area is very limited to the north and west of the Courthouse Square sub-area, but is more extensive to the south and east.

**Intent:** To preserve and enhance the existing development pattern and character reflecting the periphery of a historic downtown. This intent includes making this sub-area more urban and walkable where buildings have been lost and/or re-

placed by more suburban buildings.

**Proposed Uses:** Commercial uses (retail, dining and personal services), institutional, multi-family housing and offices. While it is preferable to have more active uses on the groundfloor, it is less critical here than for the Courthouse Square sub-area.

**Proposed Form & Character:** These areas should be similar in form and character to that of the Courthouse Square. However, they can be slightly less urban, including the ability to have adjacent buildings not physically connected on the sides.

#### Gateway Corridor

**Location:** This sub-area consists of two main corridors extending out of Downtown, one to the west and one to the south.

**Intent:** This sub-area should transition from a strip commercial character to a more urban character to extend Downtown.

**Proposed Uses:** Commercial, institutional, multi-family housing, and offices.

**Proposed Form & Character:** One to three-story buildings that can front directly onto the street or sit back with no more than a single driving aisle flanked by a parking row on each side.

#### Historic Neighborhoods

**Location:** This sub-area is located on the northern edge of the study area and to the southeast of the Courthouse Square. The northern portion is part of a much larger historic residential area. The area in the southeast is more geographically isolated.

**Intent:** To preserve and reinforce a historic neighborhood.

**Proposed Uses:** Primarily single-family houses with limited neighborhood-serving commercial and low-impact offices.

**Proposed Form & Character:** One to two-story residential type buildings with pitched roofs and shallow front and side yards.

#### Sub-Areas Character



*Courthouse Square*



*Downtown Core*



*Gateway Corridor*



*Historic Neighborhoods*



## B) PLAN OVERVIEW

### Sub-Areas Character



*Transitioning Neighborhoods*



*Light Industrial District*



*Institutional District*



*Civic Space*

### SUB-AREAS (CONTINUED)

#### Transitioning Neighborhoods

**Location:** This sub-area is located to the north and south of the western Gateway Corridor, as well as in the southeast and southwest portions of the study area.

**Intent:** This sub-area is referred to as “transitioning” both because it geographically transitions between commercial and residential areas and because it might transition to more cohesive commercial and mixed uses if market forces support that and compatible development design is employed.

**Proposed Uses:** As indicated above, these areas should be residential unless market forces support a transition to low-impact commercial uses and compatible design is employed.

**Proposed Form & Character:** Regardless of the actual uses, one to two-story residential type buildings with pitched roofs and shallow front and side yards should predominate.

#### Light Industrial District

**Location:** This sub-area is limited to the east end of the secondary study area (purple area on Framework Plan map).

**Intent:** It is dominated by existing light industrial and warehousing uses. It is proposed that the area continue as such. Areas such as this need protection so that other uses do not encroach and jeopardize their continued existence.

**Proposed Uses:** Light industrial and warehousing.

**Proposed Form & Character:** Generally consistent with the current form and character, including buildings that related strongly to their streets (see photo at left for this area). However, introducing more landscaping and minimizing signage volume and size would enhance the area.

#### Institutional District

**Location:** Although there are other institutional uses within Downtown that are part of other sub-areas, such as the City and County governmental facilities, this small area on the north edge of the study area features exclusively institutional uses. In fact, they are all religious institutions.

**Intent:** It is the intent of this sub-area to continue with institutional uses, but to physically enhance it with landscaping and similar means.

**Proposed Uses:** Houses of worship and other institutional uses, as well as parking for a range of Downtown visitors.

**Proposed Form & Character:** Classic religious architectural styles, such as the existing Gothic and Georgian revival styles.

#### Civic Space

**Location:** This sub-area, shown in green on the Framework Plan map, consists of four very different areas, as follow:

- The Courthouse Square
- The former Sir's site, which is proposed here for a public space and facility
- The current Lincoln County Museum property
- The floodplains along the west and north sides of Norris Creek that now feature industrial, residential and park uses.

**Intent:** Because of the varied conditions and issues for these sites, there is no single intent that applies to each. However, in general, the intent is to preserve and enhance the current uses. The exception would be industrial and residential properties in need of elimination from the Norris Creek floodplains.

**Proposed Uses:** Civic uses, such as parks, plazas, museums, governmental facilities (courthouse), and public restrooms (Sir's property on the corner of Edison Street & Elk Avenue).

**Proposed Form & Character:** Varies by site and use.

# C. DESIGN STRATEGY





## C) DESIGN STRATEGY



### URBAN DESIGN PLAN

Below are the main components of the Urban Design Plan, which are expanded upon in the following pages:

#### Street Network

The street grid should be maintained, including the few alleys where they exist.

#### Blocks & Lots

Blocks are approximately 350 ft. by 450 ft., making them very pedestrian friendly. Lot sizes vary.

#### Buildings to Remain

Most are historic and/or urban in form by directly fronting the associated street.

#### Proposed New Buildings

Sites are either vacant and without operating parking lots or they feature incompatible infill development. Building footprints are hypothetical based on this plan's design principles.

#### Public Spaces

These areas include the grounds of the Courthouse Square and proposed new spaces, as at the Sir's site.



# C) DESIGN STRATEGY

## Federal Preservation Standards Summary

The Secretary of the Interiors Standards and Guidelines for Historic Rehabilitation are *summarized* below:

1. A property shall be used for its historic purpose or a new use with little change.
2. The historic character of a property shall be preserved.
3. Properties are a record of their time, place, and use.
4. Property changes that have acquired historic significance shall be preserved.
5. Distinctive features, building techniques and craftsmanship shall be preserved.
6. Deteriorated historic features shall be repaired rather than replaced.
7. Treatments that cause damage shall not be used.
8. Significant archeological resources affected by a project shall be protected.
9. Additions, alterations and new construction shall not destroy historic materials.
10. New additions shall be reversible.

## EXISTING BUILDINGS

See [pages 13-14](#) for background on this topic. Although there are numerous opportunities for new infill development in specific locations, the sensitive *rehabilitation of existing historic buildings should be given the highest priority* for the following reasons:

- The history and historic character of Downtown Fayetteville is a key element for “branding” the downtown to give it a very specific identity.
- Every dollar spent on historic rehabilitation has a greater local economic impact than the same dollar spent on new development. This principle is based on the fact that rehabilitation is more labor-intensive than new construction, while new construction is more material-intensive. Labor tends to be local, while materials generally are not.
- There are more existing financial incentives for historic rehabilitation, such as the federal investment tax credits, than there are for new construction.

It is important that all future building rehabilitations in Downtown Fayetteville follow federal preservation standards to ensure the highest quality work and to meet the standards to achieve the federal investment tax credits for historic rehabilitation. See this plan’s “Implementation” section on tax credits.

### Recommendations

- The City should put into effect the historic preservation ordinance that it has already adopted, but it has not yet implemented via a historic preservation program.
- The implementation of a preservation program should include:
  - The designation of one or more local historic districts.
  - Appointment and staffing of a preservation commission.
  - Adoption of regulatory design guidelines.

- Vigorously promote the federal investment tax credits for historic rehabilitation.
- See [page 59](#) for recommendations related to financial incentives for historic building rehabilitations, and see [page 64](#) regarding historic zoning.



*Although the upper floor of this building has been well-preserved, the storefront has been altered and offers an excellent opportunity for a historically-accurate rehabilitation.*



*The removal of the mid-20th century “slipcovers” that were applied to the facades of these upper floors would greatly add to Downtown Fayetteville’s overall historic character.*



## C) DESIGN STRATEGY

### NEW BUILDINGS

The Urban Design Plan on [page 30](#) of this plan identifies sites having potential for new infill development. They include both underdeveloped sites, which do not include historic buildings, and undeveloped sites not currently used as a parking lot. Although they are geographically scattered throughout Downtown Fayetteville, there is a concentration of such properties in the southeast corner of the Downtown.

#### Compatible Design

It is critical that any new development in Downtown Fayetteville is compatible in design with the area's existing historic architecture. As noted elsewhere in this plan, the City has adopted historic zoning provisions, but a local historic district mandating historic design standards has yet to occur. Recommendations for historic zoning are provided on [page 64](#) of this plan. The photographs at right provide examples of infill development that would be compatible with Downtown Fayetteville.

#### Locational Priorities

The following priorities should be considered for new infill development in Downtown Fayetteville:

- Sites on key corridors with high visibility, such as the south segment of Main Avenue and the west segment of College Street, should be given a high priority.
- Corner lots should be given a high priority because of their high visibility.

#### Liner Buildings

"Liner Buildings" are relatively shallow structures that help to screen parking lots to maintain a cohesive building frontage along an urban street. Some of the existing vacant lots throughout Downtown are candidates for such buildings, which provide additional space for Downtown uses, visual cohesiveness, and needed rear parking.

#### Example Infill Buildings



*This new corner building has an overall design and level of detailing that mimics a historic building. Key features include vertically-oriented windows, transom windows above the storefront windows, a clipped corner emphasizing the corner location, and decorative brick work.*



*Relative to the building above, these new buildings have less detailing and cleaner lines that feel more contemporary, yet they manage to fit nicely into the context of a historic downtown.*

#### Infill Development Design Principles

Although Downtown Fayetteville features multiple National Register Historic Districts, such designation provides no "teeth" to ensure compatible infill. Below are some key principles that should be followed:

***Building Heights:*** Based on historic development patterns, building heights should range between one (1) and three (3) stories.

***Front Setbacks:*** Should be within a few feet of the average of the block face.

***Facade Massing:*** No facade plane should be more than roughly twenty-five (25) feet in width without an interruption by a recess or projection.

***Facade Transparency:*** At least 70% of the ground floor should be transparent with door or window glass.

***Facade Materials:*** Most commercial / mixed use buildings should be masonry clad (brick, etc.).

***Roofs:*** Flat roofs should feature parapet facades.

***Site Design:*** New driveways should be avoided and parking should be in the rear.

# C) DESIGN STRATEGY

## Event Centers Feasibility Study

Should the City decide to pursue a new event center, the following questions, among many others, should be answered by a feasibility study:

1. What are the specific event types and sizes to be housed in the new facility?
2. What are the design parameters for the building footprint size and shape?
3. What is the best location for access and sufficient parking?
4. What location can help to leverage economic spin-off benefits to nearby businesses?
5. For a Downtown location, can the building be designed in a manner that will be compatible with a human-scaled and historic context?
6. Can the identified optimal sites be acquired?
7. What will be the total costs between site acquisition and development?
8. What will a financial pro forma of expenses versus revenues look like?

## NEW BUILDINGS: EVENT CENTER

### Existing Facilities

The two primary existing event centers in the Downtown area include the following:

#### City Hall Auditorium

While this space works well for a typical City-related meeting, the relatively small size and fixed seating limit its flexibility.

#### County Museum & Event Center

This facility is larger and more flexible than the auditorium, but it is not a state-of-the-art space and its location outside of the Downtown core limits its economic leveraging potential.

### Potential Downtown Area Locations

A feasibility study is needed to determine the optimal location and design for a new events center (see sidebar at left). However, below are two sites to consider, as mapped at right (the number of Vehicles Per Day are indicated on the map):

#### Option #1 Site: Former Industrial Site at Main & Elk

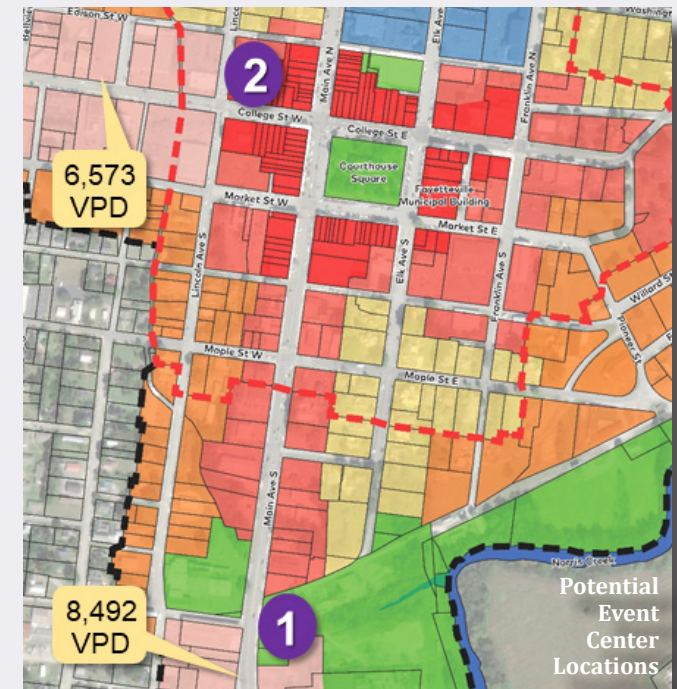
- *Pros:* Good access and visibility; reuse of a site needing re-development.
- *Cons:* Located in a floodplain; limited economic leveraging for Downtown due to the distance.

#### Option #2 Site: Buildings at NE Corner of College & Lincoln

- *Pros:* Strong economic leveraging due to the location.
- *Cons:* Slightly less accessibility and visibility.



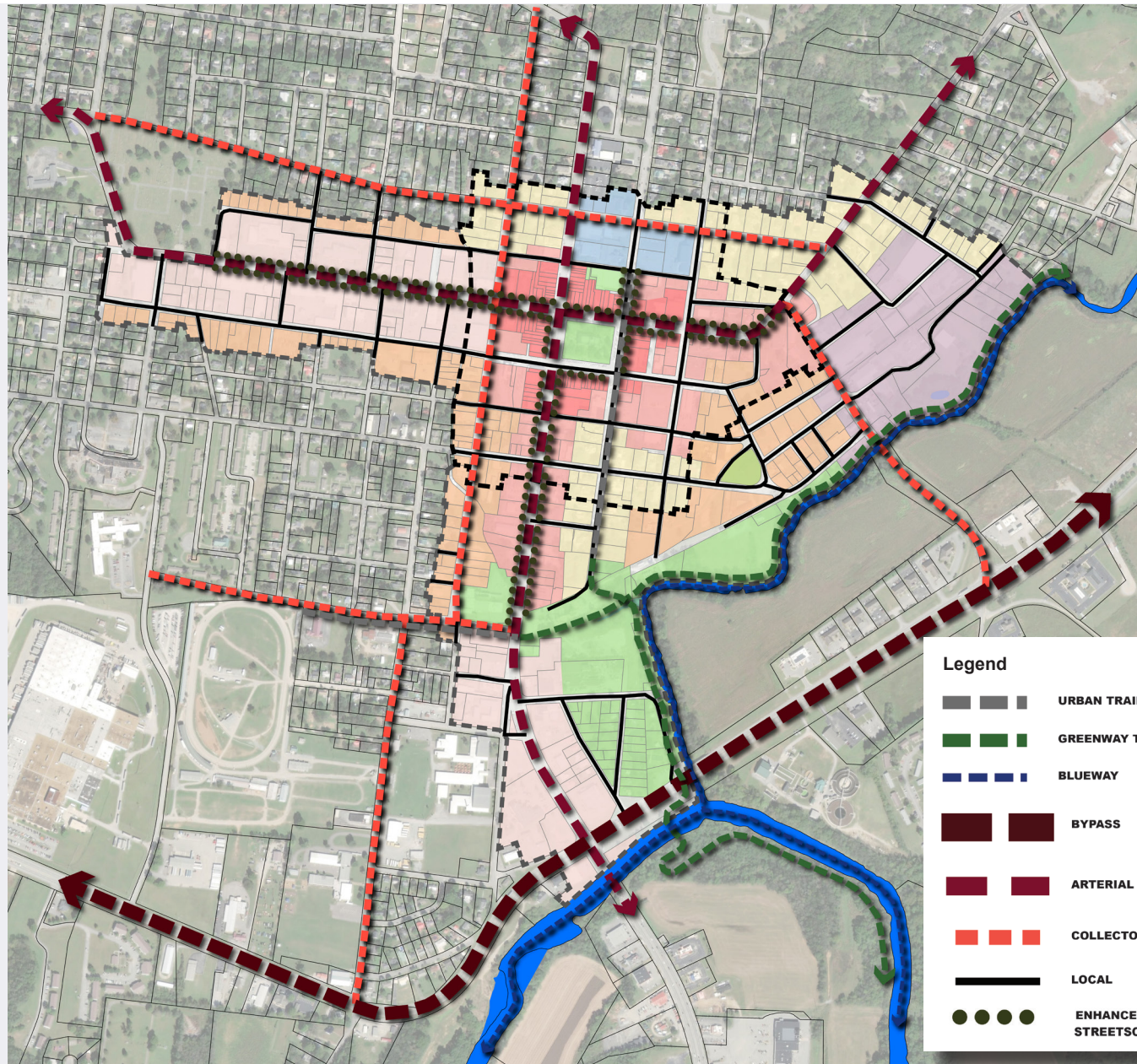
Although they are not architectural gems, the facades of the existing buildings at the Option #2 site might be integrated into a new events center to retain historic character.



This convention center built in the 1990s in Natchez, MS, illustrates how the massing of a large footprint building can be broken up.



## C) DESIGN STRATEGY



### MOBILITY: GENERAL

The overall existing transportation network for Downtown Fayetteville and the surrounding area works well. Multi-modal connections using greenways, blueways, and bike routes should be a future focus. The Courthouse Square needs good connectivity to Stone Bridge Park, Camp Blount, the Museum and Farmers Market, and the Main Avenue and College Street gateway corridors. The following mobility priorities should be followed:

- Extend streetscape enhancements and wayfinding signage from the Courthouse Square outward along the key streets - Main Avenue and College Street.
- Provide streetscape enhancements and wayfinding signage along Elk Avenue to tie the Square to public parking lots and this plan's proposed public plaza at the former Sir's site ("Volunteer Plaza").

Also, City is working with the Planning & Development District to start a trolley program between Downtown and the hotels.

# C) DESIGN STRATEGY

## Street Cross-Sections:

All dimensions proposed would require a survey and right-of-way verification.

### Courthouse Square:

Using Market Street as the specific street segment, the following cross-section components are recommended to be continued (going from left to right in the graphic at right):

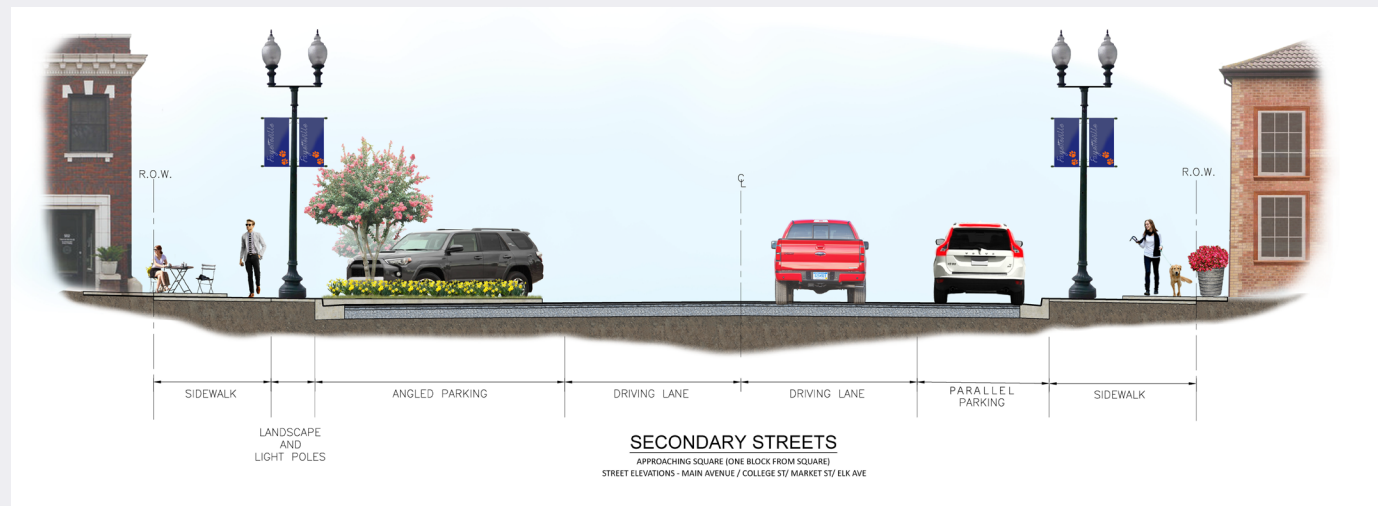
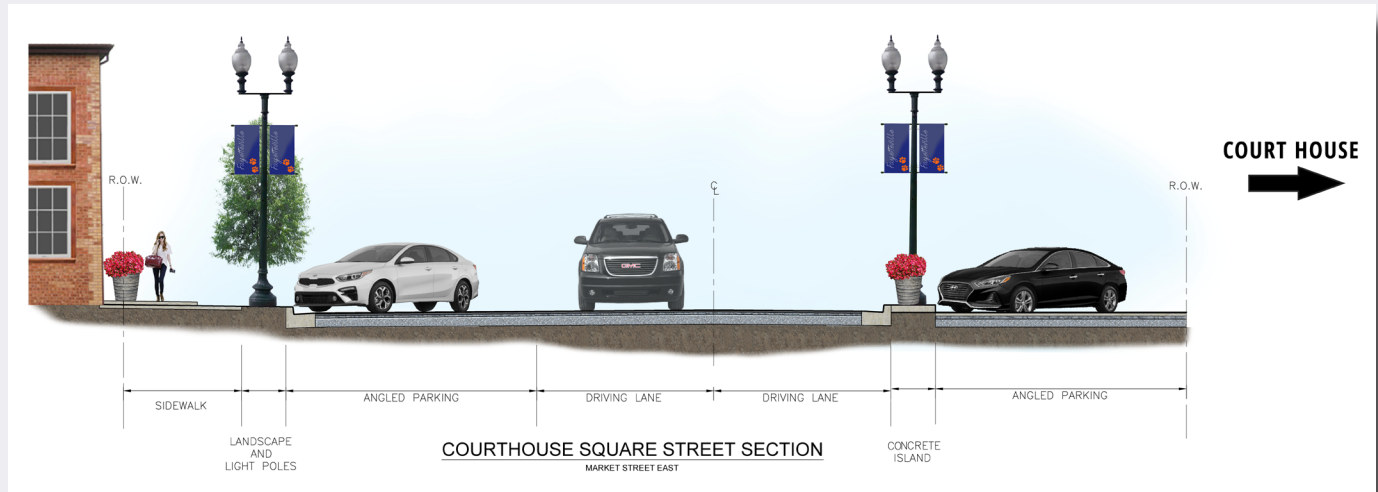
- Sidewalk along outside perimeter of ROW
- One angled parking lane on the outside of the two driving lanes
- One driving lane each way
- A narrow concrete island between the primary Square ROW and the inside Courthouse area
- Angled parking lanes flanking the driving aisle internal to the Courthouse area

### Secondary Streets:

The following cross-section components are recommended for the streets approaching the Square (Main, College, Market & Elk):

- Sidewalk on each side of the street
- One driving lane in each direction
- One angled parking lane on one side of the street and one parallel parking lane on the other side of the street

## MOBILITY: STREET CROSS-SECTIONS





# C) DESIGN STRATEGY

## MOBILITY: STREETSCAPES



At left is a graphic explaining the three primary “zones” that comprise an urban streetscape. Typically, the dining zone is located closest to the adjacent building facades. However, another alternative that can sometimes work is to locate the dining area within the utility zone. That approach is best used with the following streetscape conditions:

- A sidewalk width of at least twelve (12) feet
- On-street parking to provide both a physical and psychological buffer between diners and moving motorized traffic
- The use of some modest removable barrier between diners and pedestrians, such as a series of removable low posts connected by a chain to delineate the dining area or a series of large planters



The streetscape illustrated at left has the general character of the streetscape recommendations for Downtown Fayetteville’s Courthouse Square. Examples of characteristics to emulate include:

- At least two of the three streetscape “zones” as described elsewhere on this page (pedestrian and utility zones)
- Scored concrete sidewalks as recommended in this plan for the Courthouse Square
- Street canopy trees along the utility zone that are compact and columnar in shape with lower branches pruned to maintain a minimum ten (10) to twelve (12) feet of clearance above grade
- Street furnishings within the utility zone such as street lights, benches, and trash receptacles

### Streetscape Zones

Downtown Fayetteville’s Courthouse Square streetscapes, where the widest sidewalks exist, should be viewed in terms of distinct zones, as follows:

- **Pedestrian Zone:** This is the most critical zone because it allows pedestrians to travel in an unobstructed manner. The minimum width for pedestrian flow should be five (5) feet.
- **Utility Zone:** This is the second most critical streetscape zone. Located closest to the street curb, it includes features such as street trees, utility poles, bike racks, benches and trash receptacles.
- **Dining Zone:** While dining can sometimes occur in the utility zone (see above at far right), it is best located abutting the adjacent buildings. This area can also be utilized for storefront planters and retail displays.

See the following page for recommendations on the sidewalk design. See *Appendix B* for recommendations on the Courthouse Square’s street trees.



# C) DESIGN STRATEGY

## Features to Reconsider

There are a few existing Courthouse Square features that detract from the character of a historic downtown and warrant reconsidering:

- *Vending Machines:* Consider relocating them inside the pharmacy.
- *Traffic Signal Boxes:* To remain readily accessible, there may not be an alternative to the current locations, but the issue should be explored.



## MOBILITY: STREETSCAPES (CONTINUED)

### Sidewalk Design

The City is about to install new utilities on the north, south and west sides of the Square that will require the sidewalks to be dug up. Given that the current design of the sidewalks on those sides of the Square are attractive and liked by most stakeholders, it is recommended that this design be continued as follows:

- Scored concrete to visually break up the concrete into rectilinear segments
- Brick bands along the curb side of the sidewalk (utility zone)
- Street trees, street lights, and similar features belong in the utility zone.
- Where the sidewalk must be rebuilt because of the utility work, it should be done in cohesive-looking segments to avoid a patch-work appearance.
- The east side of the Square should be rebuilt to match the balance of the Square's streetscapes.



*This segment of sidewalk on the south side of the Courthouse Square reflects the design that is recommended to continue throughout this area.*



*The segment of sidewalk in front of City Hall on the east side of the Square features a concave surface. That situation should be rectified with a new streetscape design.*



## C) DESIGN STRATEGY

### Trash Receptacle Screens

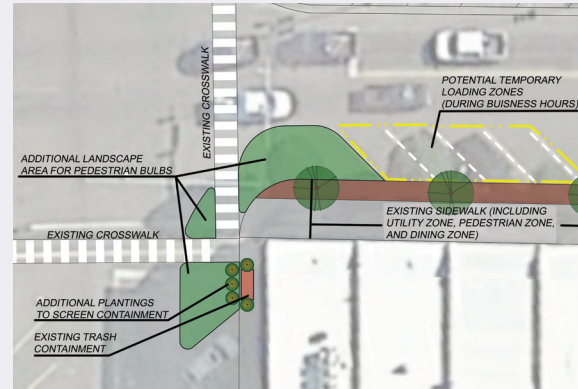
As illustrated by the photo below, trash receptacles are currently located near street intersections and screened with a low enclosure structure. While this effort to visually screen the receptacles is commendable, it is recommended that a further step be taken to screen them a bit more. As the graphic at right conveys, it is recommended that the following design intervention be pursued:

- Provide landscaped “pedestrian bulbs” at corners to: A) protect the end vehicles in parking rows, and B) to lessen the distance that pedestrians must walk to cross the street.
- Utilize these landscaped pedestrian bulbs to allow for the planting of evergreen shrubs to provide a year-round visual screen of both the receptacle enclosures and the receptacles.

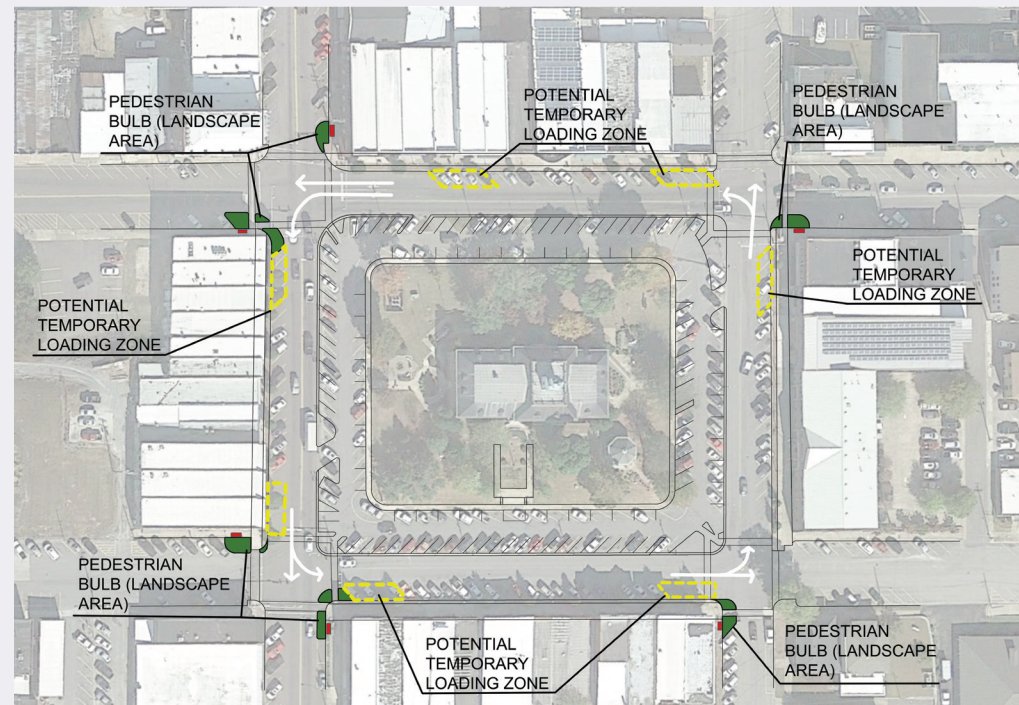


### MOBILITY: OTHER ISSUES

Other key issues related to mobility for Downtown Fayetteville include pedestrian bulbs, the screening of trash receptacles, and loading areas. Proposed pedestrian bulbs are explained on the previous page and mapped out below. The screening of trash receptacles is also mapped out below and addressed in the sidebar at left and the graphic at right. Loading areas are also mapped out below and addressed here at right.



Sample Design: SW corner of College & Main



### Loading Areas

One issue expressed by some Downtown stakeholders was the challenges with loading for businesses. Below are some options to be considered:

#### Rear Loading Opportunities

Although Downtown Fayetteville lacks a contiguous alley system, there are some existing rear loading opportunities. The east and west sides of the Square have the best rear loading opportunities, while the north and south sides are very limited.

#### Informal Approach

The primary existing informal approach to loading is for trucks to simply park in a driving lane and quickly load from there. While not an ideal approach, many examples of this approach exist all across the country and can work.

#### Designated Loading Areas

While only suggested for temporary loading to leave available for regular parking otherwise, suggested locations are illustrated on the map at left.

## C) DESIGN STRATEGY

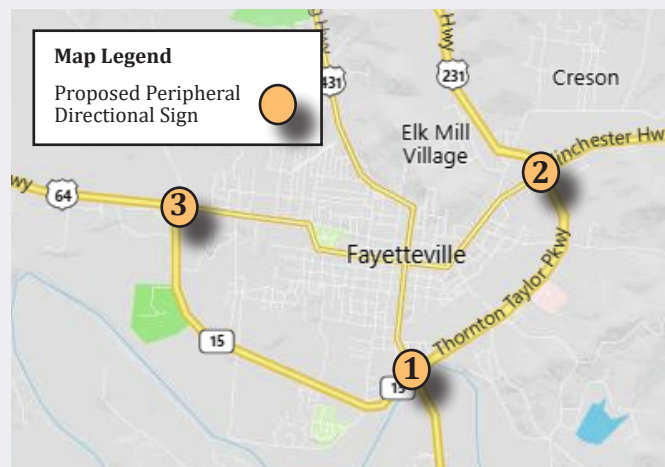
### WAYFINDING

Wayfinding is the process of directing visitors to a community to various destinations. In addition to maps and digital devices, one of the primary tools used for wayfinding is directional signage. Because improved wayfinding would be helpful need for Downtown Fayetteville, this topic is addressed here with respect to locating and designing wayfinding signage.

#### Internal Sign Location Principles

Internal signage refers to signs located within the Downtown:

- *Locate signs at key intersections*, including all four of the intersections within the Courthouse Square.
- *Locate signs where they do not visually compete* with other signs within the rights-of-way.
- *Locate signs to not visually obscure* other signs, landmarks, or drivers' safe visibility.
- *Utilize existing sign poles and street light standards* when that can be achieved without competing with other associated signage.



#### Sign Design Principles

There are two different directional sign types relevant to Downtown, accommodating two different designs, as follows:

##### Peripheral Signage

The signs located outside of Downtown only need to guide visitors to Downtown. Because Downtown Fayetteville includes multiple National Register Historic Districts and is a cultural attraction, it can utilize the standard brown signs used for cultural sites.

Historic  
Downtown  
Fayetteville

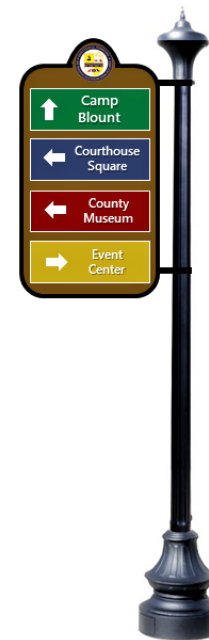


##### Internal Signage

The following design principles apply to wayfinding signs located within the Downtown:

- Utilize a consistent design template
- Create a theme-based color coding system
- Integrate a consistent logo in the design, which may come out of the City's current branding project
- Mount the sign on a well-designed pole, such as the ornate metal style depicted at right or a similar high-quality design.

The conceptual design at right is an example that employs the design principles listed above, but the City should explore other design options as well.



#### Placement of Directional Signage

It is important that signage be installed to guide visitors to Downtown and then within the Downtown once they have arrived. Consequently, there are two different types of wayfinding signage:

##### Peripheral Signage

Signs located outside of Downtown to direct visitors to Downtown should be located at the following places (see map below at left):

1. Main Ave. & Taylor Pkwy. (64 by-pass)
2. Mulberry Ave. / Shelbyville Hwy. (231) / Winchester Hwy. (64)
3. Washington St. & Wilson Pkwy. (64 by-pass)

##### Internal Signage

Once visitors have made it to Downtown Fayetteville, they will need signage to direct them to key destinations. See sign location principles above at right for guidelines on locating signs.

##### TDOT Approval

Whether peripheral or internal, any directional signage proposed for state-designated roads, such as Hwy. 64 (College St.) and Hwy. 431 (Main Ave.), will require TDOT approval. As with textured crosswalk approvals, this may be a lengthy and tedious process.



## C) DESIGN STRATEGY

### On-Street Parking Enforcement

Below is an excerpt from page 35 of *"Parking Strategies to Support Livable Communities"* by the Chicago Metropolitan Agency for Planning (April 2012):

If resources for enforcement are limited, only issue tickets two or three days a week, but shift the days so that drivers do not know when enforcement will happen. Design enforcement routes so that a complete circuit coincides with the local time limits, where applicable. Evening enforcement is a lower priority because traffic volumes are typically lighter, but in areas with many restaurants and two-hour time limits, the hours of enforcement should extend until 7 pm to prevent wait staff arriving at 4 pm from parking on-street all night. Investments in new technology can improve the efficiency of collections, reduce challenges, and lead to fewer violations. Automated license plate scanning machines, photos of violations, hand-held ticket writers, are all available for enforcement officers. The handheld devices should also contain police information regarding stolen vehicles, warrants, "shuffling," unpaid tickets, etc.

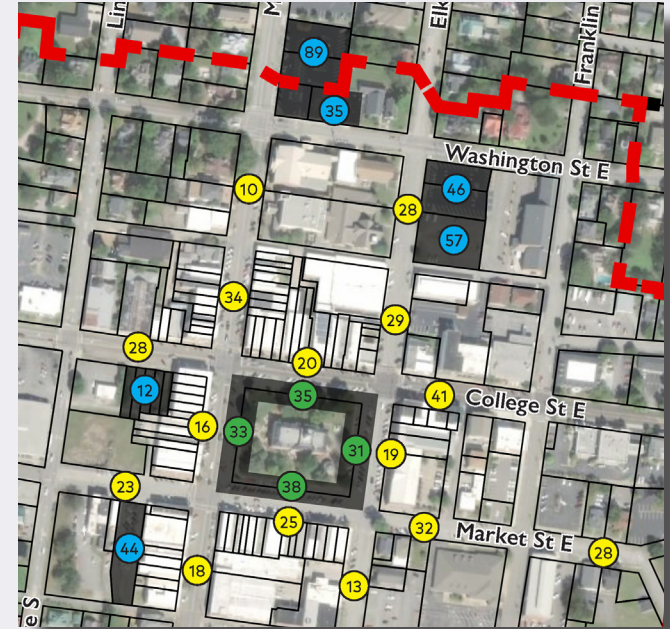
### PARKING

Parking is often a hotly debated issue for any downtown, regardless of how much parking supply versus demand actually exists. As Downtown Fayetteville revitalizes in the future, parking will become a more important issue. Unfortunately, people often apply the standards of suburbia to downtowns with expectations of parking directly adjacent to their destination. See [page 17](#) for background information on parking.

#### On-Street Parking Recommendations

There are currently approximately 620 on-street spaces within roughly one block of the Courthouse Square. Below are suggestions for maximizing those limited spaces:

- Install signs limiting parking to 3 hours in the core portions of Downtown where parking is in the highest demand. Parking meters are not recommended for the following reasons:
  - Meters may discourage people from visiting Downtown
  - Meters contribute toward visual clutter
  - Meters are not needed to enforce time limits for parking
- Enforce on-street parking regulations more rigorously, but usher in this new policy with a one-month "grace period" to give warnings rather than tickets.
- Convert at least some of the parking within the Courthouse's parking to public parking and relocate most of the County employee parking to lots located just beyond the Square, such as in the church lots on Elk Avenue and Washington Street. It is recommended that the outer ring of parking within the Courthouse area be reallocated for public parking.
- Work with the Fayetteville Main Street to strongly discourage Downtown employees from parking in on-street spaces and to educate them on the benefits of such a strategy.



*Page 17 of this plan provides a larger version of this map illustrating existing parking. The green dots represent County parking, yellow dots represent angled on-street parking, and blue dots represent public parking lots.*



*Handheld "e-ticketing" devices make on-street parking enforcement much easier than in previous eras.*  
Graphic Source: United Public Safety

# C) DESIGN STRATEGY

## PARKING (CONTINUED)

### Off-Street Parking Recommendations

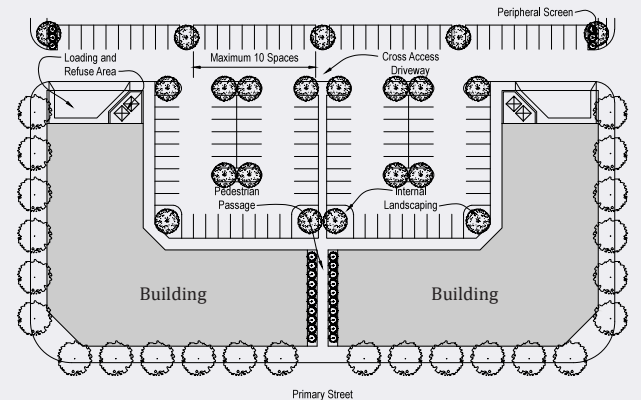
There are currently approximately 285 off-street spaces available to the public within roughly one block of the Square. Below are recommendations for parking lots:

- Develop any new parking lots and improve existing lots per the design standards provided below.
- Provide directional signage for public parking.

### Design Standards for Downtown Parking Lots

The conceptual site plan at right illustrates the recommended standards below, which should also apply to enhancements to existing parking lots:

- Locate parking lots behind buildings to be visually screened from streets.
- Use evergreen landscaping and shade trees to supplement building screening of parking lots. Low walls and fencing can also be used.
- Locate street access points to parking lots along alleys and/or side streets.
- Provide for cross-access between adjacent parking lots so that drivers do not have to reenter the street if not necessary.
- Provide lighting for the convenience of parkers and safety, which may increase usage of off-street parking.
- Provide internal landscaping with shade trees for both aesthetic and environmental benefits.
- Visually screen dumpsters and loading areas within parking lots with fencing, walls, gates and/or landscaping.



**Model parking lot design**



*This parking lot is located behind an urban grocery store. Where it interfaces with a public street, it has been visually screened using fencing, shrubs and street trees. While it minimizes the negative visual impact of a parking lot, it is not so heavily screened that it prevents surveillance for public safety.*

### Parking Garages Don't Have to be Ugly

This plan does not recommend the construction of a parking garage anytime in the foreseeable future. However, should a garage be pursued at some point in the distant future, below are some key design standards to follow for garages:

- The vehicle entrance points should be as narrow as practicable
- Facades fronting streets should have their massing broken into bays not exceeding roughly 35 ft. in width.
- A series of openings at each level should generally mirror the cadence of building windows.
- Exteriors should feature masonry architectural cladding.
- On shopping streets, ground floor retail should front the street.



*This parking garage in Downtown Franklin, TN, reflects the area's historic architecture. Ground floor retail space would make it even better.*



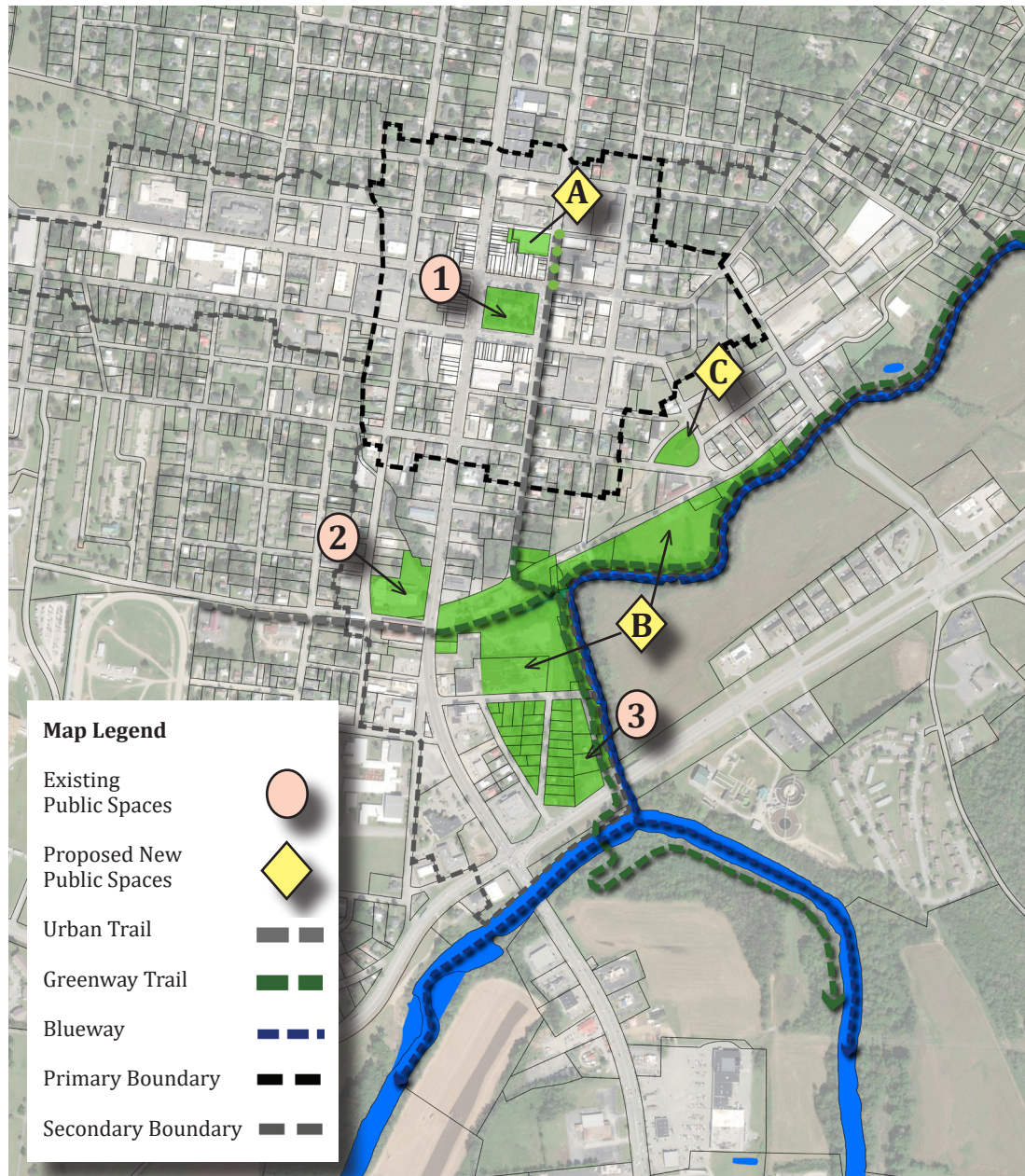
# C) DESIGN STRATEGY

## PUBLIC SPACES: OVERVIEW

Most successful downtowns feature a variety of public spaces, including everything from small formal plazas to large green spaces for passive recreation. Public spaces are important for the use of area residents, visitors and citizens in general, for recreational activities, and for special events.

Consequently, a variety of public spaces are proposed in this plan. Some already exist, while some new ones are proposed. Their locations are mapped at right and listed to the right of the map. Recommendations for the proposed new public spaces are provided later in this plan, including conceptual site plans for:

- A new plaza and associated public restrooms at the former Sir's Fabrics site
- A new plaza adjacent to the City's new mural fronting Campell Street
- A new small park in the proposed Stockyard Neighborhood area



## Existing Public Spaces

The ovals and numbers on the map at left coordinate with the same below:

- 1) Courthouse Lawn  
Maintain the physical conditions, but expand the Saturday farmers market to more than a monthly event to leverage economic benefits.
- 2) County Museum & Farmers Market  
No changes are recommended.
- 3) Stone Bridge Park  
Keep the park as is, but see below for expansion ideas for adjacent areas.

## Proposed New Public Spaces

The diamonds and letters on the map at left coordinate with the same below:

- Volunteer Plaza  
This new public space with public restrooms would occupy the Sir's Fabrics store site. See details on [pages 45-48](#).
- Expanded Park Space  
Expand the park along the north side of Norris Creek and in other directions to connect to Main and the museum.
- Stockyard Neighborhood  
See [page 51](#) for details on this proposed new park.



# C) DESIGN STRATEGY

## PUBLIC SPACES: GREENWAY SYSTEM

Greenways are linear green spaces that are used for both non-motorized transportation and recreation. They often follow existing rights-of-way, such as streets or railroad lines, as well as streams. Streams are especially useful for greenways because they follow a linear path that can traverse most topography and their adjacent floodplains make land acquisition relatively affordable. Below are some of the most basic recommended features for the greenway system proposed here for Downtown Fayetteville and areas beyond:

**Location:** Within Downtown: from the proposed new Volunteer Plaza south down Elk Avenue. South of Downtown: along Norris Creek, the Elk River, and west along Mayberry Street.

**Intended Users:** Walkers, joggers, cyclists, roller bladers, etc.

**Design:** 10 foot wide asphalt path (not including in Downtown) with lighting, benches and trash receptacles where appropriate.

**Trailhead Features:** Parking, information kiosks, and (where they can be accommodated) water fountains.

**Trailhead Locations:** While there might be numerous trailheads throughout an expanded greenway system, those to potentially be located within and near the study area include:

- Proposed new Volunteer Plaza
- County Museum & Farmers Market
- Stone Bridge Park



Example Trailhead Kiosk



Example Greenway Trail



### Greenway Types

As illustrated in the map below at left, the proposed greenway would traverse two distinct types of environments. The northern leg is within the historic Downtown, while the balance of the greenway is within much less urban areas, including along streams. Below is a summary of the design characteristics of each proposed greenway type:

#### Urban Trail

Because of existing urban development patterns, this leg of the greenway along Elk Avenue has no options but to follow existing ROWs. Thus, this segment will have to utilize the existing sidewalk on Elk Avenue, but might have a special design treatment relative to other streets to make it stand out as a greenway. Such treatment might include: 1) more landscaping than other streets; and 2) a special paving or paint color as part of the sidewalk designating the greenway.

#### Greenway Trail

This greenway is the type more typically envisioned and developed. As described at far left, it would feature a ten (10) foot wide asphalt path, as well as lighting, benches and trash receptacles where appropriate.



# C) DESIGN STRATEGY

## AREA-SPECIFIC CONCEPT PLANS: OVERVIEW

This page is the first of several that address specific areas of Downtown Fayetteville with particular potential for redevelopment. The following four sites are proposed for redevelopment:

- 1) Volunteer Plaza
- 2) Lincoln & Market Blocks
- 3) Stockyard Neighborhood
- 4) South Main Corridor

These sites are identified on the map at right using the same numbers as used above. Most of these areas have some common denominators. First, while most include some historic buildings worthy of preservation, they also include either buildings that can be eliminated or vacant land ready for development. Also, two of the three areas (Lincoln & Market Blocks and the South Main Corridor) have a high degree of visibility and reflect strongly upon Downtown Fayetteville in general. Please see the note in this page's top right corner regarding the Volunteer Plaza site.





## C) DESIGN STRATEGY

### AREA-SPECIFIC CONCEPT PLAN: VOLUNTEER PLAZA

#### Existing Site Conditions

The previous pages provide an overview of the Downtown's existing and proposed public spaces. One of the most significant proposed new spaces is the Volunteer Plaza. This site has the following features:

- *Location:* southwest corner of Edison Street & Elk Avenue
- *Site Size:* .68 acres (29,621 square feet)
- *Current Use:* vacant land (former Sir's Fabrics store that burned down in February of 2018)
- *Ownership:* privately owned and on the market

Advantages of this site include proximity to the Courthouse Square and parking at the adjacent Methodist Church, which permits public parking when not needed by the church during specific peak hours. However, there are other similar sites that could equally serve for this concept.



#### Proposed Plaza Features

As illustrated in the concept plan on the next page, the following key features are proposed for this public space:

- Public restrooms, to perhaps include a small visitors center.
- A hardscaped plaza with a kid-friendly fountain and splash pad, and a lawn area adjacent to the plaza
- Screening treatment along the rear of buildings that front College Street

This project will provide multiple solutions to issues voiced by Downtown stakeholders, including:

- Public restrooms for both typical days and special events
- A splash pad to provide an activity for children during warmer months

Also, if this site is ultimately utilized for the plaza versus options, the proposed public space would provide greater visibility for the adjacent Methodist Church.



#### Telling the Stories

Another amenity proposed for this public space is a series of interpretive wayside exhibits to tell stories related to local history. Among those that should be considered are the following:

##### Camp Blount

While located to the south of Downtown, this is arguably the most historically significant site in town. The camp was used by Andrew Jackson during the War of 1812 to muster troops, including for the Battle of New Orleans. The property is now being developed into an interpreted tourist attraction with the help of the Tennessee Historical Commission.

##### Tennessee Volunteers

Reportedly, the term "volunteer state" originated from the many military volunteers who showed up to Camp Blount to serve under Jackson. This term is also this public space's namesake.

##### Richard Sappington

Among the stories related to the planning of Fayetteville and the delineation of the Courthouse Square in 1810 is the story of Richard Sappington. A free man of color, he cleared the existing cane break to accommodate the new Square.



## C) DESIGN STRATEGY

### Concept Plan Features

As described on the previous page, below are the key features of the proposed plaza, with letters keyed to the concept plan at right:

- A) Public restrooms and small visitors center
- B) Plaza with fountain and splash pad
- C) Lawn area
- D) Screening for rear of buildings (landscaping and pergola)
- E) New infill building

The new small infill building proposed on Elk Avenue achieves two objectives: it visually screens the parking lot behind it and it helps to better frame the proposed new plaza across the street.

The specific locations of the interpretive wayside exhibits described on the previous page can be determined once the plaza area is constructed.



Sample interpretive wayside exhibit

### AREA-SPECIFIC CONCEPT PLAN: VOLUNTEER PLAZA (CONTINUED)

As noted in the previous two pages of this plan, this concept is not site-specific and could occur elsewhere on similar locations. Such similar locations would be peripheral to the Courthouse Square and should not require the demolition of any historic buildings. The site chosen to illustrate the concept was selected because a specific site was needed to design a concept plan, and this site can work.





## C) DESIGN STRATEGY

### AREA-SPECIFIC CONCEPT PLAN: VOLUNTEER PLAZA (CONTINUED)

#### Character Imagery



#### Splash Pads

A splash pad is a recreation area, often in a public park, for water play that has little or no standing water. Consequently, there is no need for lifeguards or other supervision, as there is no risk of drowning. Typically there are ground nozzles that spray water upwards out of the splash pad's raindeck. For those more recreational in nature, there may be features such as movable nozzles to allow users to spray others. The showers and ground nozzles are often controlled by a hand activated-motion sensor to run for a limited time. The proposed splash pad for Volunteer Plaza would be a bit more formal and might include a traditional fountain. Splash pads are often surfaced in textured non-slip concrete or in "crumb rubber" (recycled rubber produced from scrap tires).

As an article in *Athletic Business* magazine put it (Paul Steinbach - August, 2014), "They represent a space where parents and grandparents can bring kids. The kids can play, and the moms have a cup of coffee. They don't have to be right next to the kids in case they have to grab them like in a wading pool. It's very much a social, community-building space."



## C) DESIGN STRATEGY

### **Mural & Plaza**

Prior to the initiation of this planning project for Downtown, the City had begun a project to install a large mural on the rear of a building fronting the west side of the Courthouse Square. Consequently, this plan responds by proposing a small plaza in front of the mural so it can be better enjoyed by the public.

### New Mural

The new mural is being funded by a grant from the Tennessee Arts Commission and a match by the City. The local sponsor of the project is the Fayetteville-Lincoln County Arts Center. Because the back of the building has various pipes and other utilitarian features that would not work for a mural being painted directly to the rear wall, it will be applied via a series of panels installed on the wall. The theme of the mural will be businesses from Downtown's past.

### Proposed Plaza

The concept plans on the following page offer two options. Each option features a slightly different plaza size and design. Regardless of the ultimate design, a key objective is to provide a public space that preserves the mural's visibility.

### **AREA-SPECIFIC CONCEPT PLAN: LINCOLN & MARKET BLOCKS**

#### **Existing Conditions**

The subject two blocks are bound by Lincoln Avenue on the west, Main on the east, College on the north, and Campbell on the south. Because this area slopes upward substantially from west to east, it is extremely visible for those arriving to Downtown from the west. Much of the area is undeveloped, with the exception of the Square-fronting historic buildings along Main Avenue.

#### **Proposed Concept Plan**

Two different optional scenarios are proposed on the following page. In both scenarios, the south block is treated the same: townhouses fronting Lincoln Avenue, a single-family detached house at the corner of Lincoln and Campbell. The northern block features two options: A) a multi-family building on the corner of Lincoln and Market, two commercial /mixed use buildings fronting College, and a small plaza; and B) the



*This existing condition view is taken from Lincoln Avenue and shows the rear of buildings framing the west side of the Courthouse Square. Market Street is shown at right in front Cahoots restaurant.*



# C) DESIGN STRATEGY

## AREA-SPECIFIC CONCEPT PLAN: LINCOLN & MARKET BLOCKS (CONTINUED)

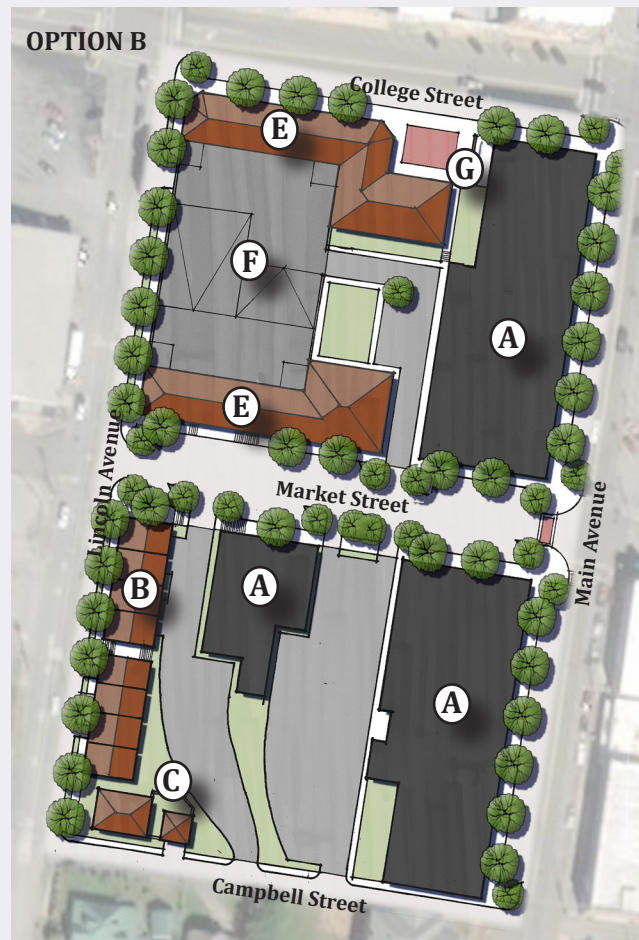
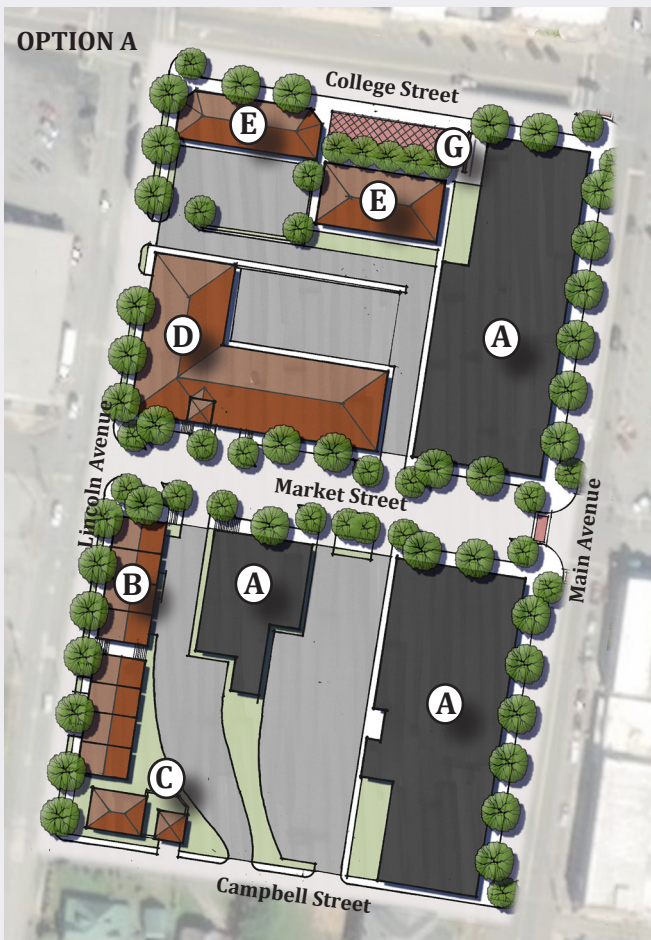
assembly of multiple lots to build a parking structure with liner buildings on the College and Market Street ends, and a plaza.

### Legend

- |                           |                           |
|---------------------------|---------------------------|
| A) Existing Buildings     | D) Multi-Family Building  |
| B) Townhouses             | E) Commercial / Mixed Use |
| C) Single-Family Detached | F) Parking Garage         |
|                           | G) Plaza                  |

### Character Imagery

The images below convey the type of general character envisioned for this area of Downtown Fayetteville.





# C) DESIGN STRATEGY

## Character Imagery

The images below convey the type of general character envisioned for this area of Downtown Fayetteville.



## AREA-SPECIFIC CONCEPT PLAN: STOCKYARD NEIGHBORHOOD

### Existing Conditions

Located in the southeast corner of Downtown, this area has the following characteristics:

- Floodplains associated with Norris Creek
- Areas are undeveloped
- Existing housing consists of older cottages
- Light industrial buildings

### Proposed Concept Plan

The objective for this area is to create a cohesive and stable urban neighborhood to benefit the balance of Downtown, including:

- The primary land use should be housing of different types, including single-family detached houses, townhouses, and small multi-family buildings
- Buildings should be elevated to address floodplain issues, as needed
- There should be some small-scale non-residential development
- A green with small playground is proposed





# C) DESIGN STRATEGY

## AREA-SPECIFIC CONCEPT PLAN: SOUTH MAIN CORRIDOR

### Existing Conditions

South Main Avenue is a key corridor linking Huntsville to Downtown Fayetteville. It is the most heavily traveled of the roads entering Downtown at 8,492 vehicles per day. As evidenced by the few surviving historic buildings along this corridor south of Campbell Street, it was once more urban in form. As one travels south, buildings start to move back from the street, signage gets larger, and parking lots and driveways dominate the corridor, undermining any sidewalks that may exist. There is also virtually no landscaping along this corridor.

### Proposed Concept Plan

As illustrated by the concept plan at right, it is proposed that this corridor redevelop over time into a more attractive and walkable environment that leaves visitors to Downtown Fayetteville with a more positive first and last impression. Key proposed elements include:

- Mixed-use buildings, which might include upper-floor housing, fronting onto the street
- Townhouses and small cottages on side streets, such as Maple Street
- Streetscapes with wide sidewalks and street trees
- Rear parking lots accessed off of the side streets

Building design does not need to fit the character of a historic downtown to the extent that infill should in the core, but it should be attractive and urban.

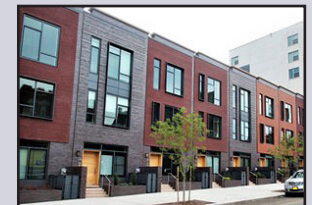


#### Legend

- A) Mixed-Use Buildings
- B) Townhouses
- C) Cottages

### Character Imagery

The images below convey the type of general character envisioned for this area of Downtown Fayetteville.





## C) DESIGN STRATEGY

### BIRD'S EYE RENDERING OF FUTURE DOWNTOWN FAYETTEVILLE (VIEWED FROM THE SOUTHWEST)



#### Big Picture View of Area-Specific Concept Plans

The bird's eye rendering of Downtown Fayetteville above illustrates how it might appear after the four proposed area-specific concept plans are implemented. The following three sites are proposed for redevelopment and highlighted in the rendering above (The Volunteer Plaza concept is not visible per the angle of this rendering):

- 1) Lincoln & Market Blocks
- 2) Stockyard Neighborhood
- 3) South Main Corridor

See the following page for an unaltered version of this rendering that does not distinguish the concept plan areas.



## C) DESIGN STRATEGY

### BIRD'S EYE RENDERING OF FUTURE DOWNTOWN FAYETTEVILLE (VIEWED FROM THE SOUTHWEST)



***"Make no little plans; they have no magic to stir men's blood and probably themselves will not be realized. Make big plans; aim high in hope and work..."***

- Daniel Burnham (1907) - Father of American City Planning





# D) ECONOMIC STRATEGY

## Section Overview

This plan's Economic Strategy provides input on marketing and investment for Downtown Fayetteville based on stakeholder input, existing market and business conditions, and other factors. Ideas are presented for new Downtown uses to help add value and revitalize the Downtown area. Those ideas would need to be tested further for their economic viability and/or financial feasibility, but they provide an indication of the types of uses that the community perceives to provide opportunities Downtown. Marketing concepts are also offered based on Fayetteville's competitive features, location and lifestyle. Finally, a list of prospective incentives or approaches are offered for leveraging revitalization based on the best practices that may be applicable to Fayetteville.

See [pages 18-19](#) for a brief summary of existing economic and market conditions, and see [Appendix A](#) for a much more detailed report. The recommendations portion of the report has been provided here on the next few pages, but expanded text and editing changes have occurred.

## IDEAS FOR DOWNTOWN USES

Several ideas have been generated for Downtown uses. These ideas have not necessarily been shown to be economically or financially viable, as market and feasibility analysis was not part of this planning project's scope. However, they do represent opportunities identified through stakeholder discussions and analysis of existing economic and market conditions.

### Public & Semi-Public Uses

#### Farmer's Market

There may be opportunities to more frequently operate the existing Farmers Market (currently near the County Museum) at the Courthouse Square to create more activity on the Square and to attract residents on a more regular basis. The present location lacks proximity to Downtown businesses to leverage economic spin-off benefits. Fayetteville is, in many ways, the quintessential American small town, so having a more regular farmer's market would coincide with branding and marketing opportunities that draw on Fayetteville's strengths. Perhaps the monthly "First Friday" event at the Square, which includes crafts, can occur more frequently.

#### Childrens' Park & Public Restrooms

Stakeholders have noted the need and opportunity for a children's park, as well as public restrooms that can accommodate more families on the Square. Where children's activities exist, there are also opportunities to attract families, including parents who will eat at local restaurants and shop Downtown for goods and services. See [pages 45-48](#) for a concept plan to develop Volunteer Plaza at the former Sir's Fabric site to achieve this idea.

#### Downtown Theater

Carriage House Players is a community theater group in Fayetteville. Most of their performances are held in the theater of

the Lincoln County Museum, but larger shows require the use of the Adria Rice Theater at Lincoln County High School. They have purchased a building at 301 East Market Street to remodel as a more formal, purpose-built theatre space in Downtown Fayetteville. It can also be used by other groups. More venues for arts, culture, and entertainment will help to strengthen Downtown as a destination for residents and visitors alike.

#### Tennessee Whiskey Museum

There is also the opportunity to establish a Whiskey Museum or other whiskey-themed attraction to help position Fayetteville as part of the Tennessee Whiskey Trail. Being part of that trail will help Downtown capture more of the Lynchburg-bound tourism that flows past the city. A parallel project to this one is a branding project for Fayetteville. That project has pursued the idea of a museum, which might even be funded, in part, by one or more of the area distilleries. See more on this theme on [page 58](#) in the section on marketing concepts.



*Although the map above is not comprehensive, it conveys the fact that Fayetteville is located squarely in the center of some of Tennessee's most significant whiskey distilleries.*

Graphic Source: Betsy Gill Designs



# D) ECONOMIC STRATEGY

## IDEAS FOR DOWNTOWN USES (CONTINUED)

### Local Government Facilities

City and County governmental offices have been a mainstay of Downtown Fayetteville for many years. In fact, the most significant first building constructed in Fayetteville was the temporary log Courthouse building, which was built in 1810. It was replaced by a more permanent brick structure in 1815. The Downtown benefits from the many local government employees and visitors who spend money in restaurants and other businesses, so it is critical they they remain Downtown. To make the local governments' presence Downtown even more beneficial, the following two issues should be addressed for the County government:

- As noted in this plan's section on parking, off-site parking should be utilized by a large percentage of the County employees currently parking adjacent to the Courthouse
- Because many stakeholders have noted the negative perception caused by handcuffed prisoners who periodically come and go from the Courthouse, measures to lessen their visibility should be explored with the County.

### Private Sector Uses

There is a broad range of private-sector uses that may be successful in Downtown Fayetteville, including the following:

### Distillery & Brewery

Consistent with the concept of creating an anchor whiskey-themed museum attraction is the possibility of recruiting a distillery and/or micro-brewery to Downtown Fayetteville. A distillery would help strengthen the community's positioning vis-à-vis the established Tennessee Whiskey Trail and help it capture more of the Jack Daniel's traffic currently traveling to nearby Lynchburg. The branding project that is currently being

conducted for Fayetteville has already identified the potential of this theme, so it may succeed in furthering this concept. While not tied to the community's history in any distinct way, micro-breweries have been critical in recent decades to the revitalization of countless small downtowns across the country. It is recommended that, as with a whiskey distillery, the City recruit a micro-brewery to Downtown Fayetteville. It could be either a new start-up or an additional facility for an existing business with one or more operations in other locations within the region.



*In June of 2018, the Dueling Barrels Distillery and Brewery opened in Downtown Pikeville, Kentucky, a community of roughly 6,630 people. Tied into the area's feuding and moonshining heritage of Appalachia, it has been greatly leveraged as a tourist draw for Downtown Pikeville.*

It is noteworthy that distilleries and micro-breweries are not among the permitted or special exception uses for the C-1 district (Central Business District) and the C-3 district (General Commercial District) under the current zoning. It is recom-

### **Lincoln County Process**

A key theme to market Fayetteville's whiskey heritage is the "Lincoln County Process," a step used in producing almost all Tennessee whiskeys. The whiskey is filtered through charcoal chips before going into the casks for aging. The process originates from the era during which the Jack Daniel's Distillery was located within Lincoln County (that part of the County later became part of the newly-established Moore County). In addition to Jack Daniel's, other notable distilleries that employ the Lincoln County Process include George Dickel, Uncle Nearest, Nelson's Green Brier, Collier and McKeel, Southern Pride, and Clayton James. Ironically, the county's best-known distillery - Prichard's - does not use the process. On May 13, 2013, the governor of Tennessee signed House Bill 1084, requiring maple charcoal filtering to be used for products produced in the state labeling themselves as "Tennessee whiskey," although an exemption was allowed for Prichard's. Because federal law requires statements of origin on labels to be accurate, this Tennessee law effectively provides a definition for Tennessee whiskey.

# D) ECONOMIC STRATEGY

## Key Stats for Downtown Fayetteville

The following statistics related to local economic and market conditions are expanded upon in the background section of this plan's *Appendix A*.

- 7,017 - estimated 2018 population of Fayetteville
- \$31,223 - median annual household income in 2017
- 8,500 - number of jobs within Fayetteville
- 28% - portion of Fayetteville's jobs that are in manufacturing
- 17 - average number of residential building permits since 2000
- 440,000 sq. ft. - amount of utilized building space in Downtown Fayetteville
- 20% - amount of Downtown's vacant retail, dining and services space
- 70 - approximate existing number of Downtown businesses
- \$12 - average per square foot rental costs for Downtown retail space
- 300,000 - approximate number of annual visitors to Lynchburg's Jack Daniel's Distillery

## IDEAS FOR DOWNTOWN USES (CONTINUED)

mended that those uses be added to the list of "Limited Manufacturing Activities" as either permitted or special exception uses for both commercial zones so long as provisions are included to limit their scale given the proposed location.

### Dining & Entertainment

In addition to a distillery and micro-brewery, a wine bar has been suggested as another use that could attract more people to Downtown Fayetteville for eating and drinking, particularly during the evening hours. Several stakeholders have voiced the need for more diversified dining options that can help attract more shoppers to Downtown. Certainly the fact that Fayetteville has four lunch diner restaurants Downtown provides a "hook" for marketing a small town "Mayberry" image. However, local residents and tourists will still want a diversity of dining options, especially for dinner.



*Over time, many downtowns have evolved into essentially entertainment districts. Whether its on sidewalks or in courtyards, outdoor dining is a main component of that trend.*

### Retail & Services

A market analysis to determine the market potential for specific types of retail and service businesses was not part of the scope for this planning project. However, based on a review of the

existing business mix, Downtown Fayetteville does have some existing merchandise gaps, including the following:

- |                              |                       |
|------------------------------|-----------------------|
| • Specialty foods            | • Musical instruments |
| • Jewelry and accessories    | • Gifts & novelties   |
| • Shoes                      | • Luggage             |
| • Hardware and garden supply | • Office supplies     |
| • Electronics                | • Sporting goods      |

An important point to keep in mind is that unique stores or destination goods that are not carried elsewhere, such as those commonly in highway strip centers, can help to attract shoppers from a broader geographic region into Downtown Fayetteville.

### Downtown Housing

Housing is important for downtowns not simply to provide additional market support to businesses, but to also give it a more lived-in feeling that will, in turn, attract more visitors. The amount of existing housing in Downtown Fayetteville is relatively limited at present. There is a handful of upper floor units around the Square, and there are single-family houses immediately surrounding the Square. There may be opportunities for attracting more Downtown housing both in existing upper floor spaces and as infill buildings on vacant lots. As demographics shift, "empty nesters" and "millennials" will drive the housing market. Certain niches within those two groups have shown a preference for urban living in a walkable environment, such as downtowns. Thus, Fayetteville has increasing opportunities to direct this market niche toward Downtown housing if it can be developed in a way that is both affordable for residents and financially feasible for developers. See [pages 49-52](#) for proposed housing as part of the area-specific concept plans for three high-priority areas of Downtown.

Again, all of these ideas for Downtown uses have not been validated through market analysis or financial feasibility assessment, but they illustrate the kinds of opportunities that may exist due to a gap in supply or local preferences.



## D) ECONOMIC STRATEGY

### MARKETING CONCEPTS

First, it must be recognized that the City is currently going through a separate branding project. Because the results of that project are not yet available at the time of this plan's preparation, the following marketing concepts may need to be adjusted later to be consistent with those results.

Several marketing concepts are provided here to build on Fayetteville's existing strengths and to take advantage of opportunities for destination tourism. These concepts emerged from field reconnaissance and identification of the community's competitive strengths, its geographic location, and other factors. However, more in-depth market analysis would be required to identify the targeted businesses and approaches for attracting more of the market base to Downtown Fayetteville. Two key marketing identities for Downtown have been identified through this project thus far, as follow:

#### America's Authentic Small Town

Many small communities across the country lay claim to being the authentic "small town America." However, Fayetteville truly offers the best of what is defined as the heart of small town life, such as unhurried and friendly people, independent and locally-owned businesses, the quintessential "picture-perfect" town square, and a civic life oriented to the people that comprise the community. Downtown Fayetteville has five small luncheon cafes, offering that rare opportunity to sit, eat, and chat with neighbors in a locally-owned establishment. Certainly the local invention of slawburgers helps solidify Fayetteville's reputation for good, simple diner food. The traditional Host of Christmas Past festival, as well as other annual special events, also forms part of the community's small town image.

The County Courthouse and the associated Square help provide a backdrop for community events and civic life that matches the image of small town America for residents and visitors alike.

Parades and festivals centered around the Square help activate the streets and provide a glimpse into the heart of the community. A home-grown movie theater, a local arts center (Fayetteville & Lincoln County Art Center), and independent businesses also help strengthen the brand.



*This circa 1970 photo of whittlers on the Courthouse Square strongly conveys the image of Fayetteville as "small town America." Graphic Source: Jim Cashion*

#### Distillery Heritage

As previously noted, Fayetteville has a distinct distilling heritage that could be captured to celebrate and market Downtown for tourism and local destination activity. The historically-based "Lincoln County Process" employed to create Tennessee whiskeys provides a theme. Pritchard's and Southern Pride provide a local complement to Jack Daniel's and other distilleries positioned along the Tennessee Whiskey Trail, an established guiding tool for visitors that links various sites to increase marketing strength. The map on [page 55](#) highlights the Lincoln County Process and shows what a central role Fayetteville and Lincoln County can play in tourism marketing from the Whiskey Trail.

#### Slawburgers

Slawburgers are a hamburger topped with a mustard-based slaw and they are one more thing that makes Fayetteville unique. They have been in existence for nearly a century and, according to the Chamber of Commerce Director in a 2015 article, three restaurants in town serve the slawburger. According to Honey's restaurant owner Lee McAlister, his great-grandfather started it in 1923. The slaw is often served on other types of sandwiches, and Honey's reportedly sells out of the slawburger every day. This food is so legendary in Fayetteville that they hold an annual Slawburger Festival every April, which includes activities such as the slawburger eating contest.



Graphic Source:  
Johnson City Press

## D) ECONOMIC STRATEGY

### Sample Façade Projects

Below are examples of façade enhancements that have occurred in Downtown through the existing commercial façade project.



125 Main Ave. - Dragon Fly: painted south & east façades



120 College St. - Lincoln Theater: new light bulbs & marquee letters



102 College St. - Bagley & Bagley: painted façade

### INCENTIVES & FISCAL POLICIES

An inventory and review was completed of existing fiscal and other incentives that are available to businesses and investors in Downtown Fayetteville. Based on some of the ideas that were presented earlier for new businesses and development, there are some incentives or other approaches suggested for ways to leverage business and financial investment in Downtown.

#### Existing Incentives

There are three existing incentives that are particularly relevant to Downtown Fayetteville. Every effort should be made by the Main Street program and the City to promote the availability and use of these incentives to assist with revitalization.

#### Federal Investment Tax Credit for Historic Rehabilitation

This federal program provides a 20% tax credit for qualified historic building rehabilitation projects so long as the project meets several requirements. For example, the building must be listed on (or eligible for) the National Register of Historic Places or be a “contributing” building within a National Register historic district to qualify for the credits. Also, the project costs must exceed the properties adjusted cost basis (essentially the amount of funds invested prior to the project) and it must follow the federal preservation standards - Secretary of the Interior’s Standards and Guidelines for Rehabilitation. Nevertheless, this incentive can provide a significant up-front financial benefit to investors, and it can be the difference between a financially viable project and one that is not. At present, there are three National Register districts within this project’s study area, including one encompassing the Courthouse Square.

#### Commercial Façade Project

Fayetteville Main Street administers a façade improvement program that is funded, in part, through a matching grant program operated by the Tennessee Department of Economic & Community Development. Property owners can receive grant

funds, so long as at least 25% of the cost of improvements is paid through by the owners themselves. So far, nearly \$150,000 in grant funds have been expended for physical improvements to buildings housing 19 Downtown businesses. Although this program has been considered successful, stakeholders have indicated it would be more attractive if the grant amounts were larger and the required matches were smaller.



#### Tax Increment Financing (TIF)

The State of Tennessee enables municipalities to establish TIF districts to re-capture the incremental increase in tax revenues generated from development to pay for capital investments within a specific designated TIF district. In short, borrowed funds are paid off in the future based on increased property values and corresponding tax revenues caused by investment in the relevant development project. Fayetteville has used TIF only once to-date for financing capital improvements to support development of the new Hampton Inn located on Hwy. 431 south of Downtown. To better leverage TIF for the Downtown, it is strongly recommended that:

- A TIF district be formally designated by the City;
- District boundaries to consist with those for this plan’s study area;
- Future TIF benefits are not applied to properties outside of the TIF district; and
- The revamped TIF program be strongly promoted with the private sector for greater Downtown investment.



# D) ECONOMIC STRATEGY

## INCENTIVES & FISCAL POLICIES (CONTINUED)

### Proposed Incentives

There are various opportunities for creating new incentives for leveraging or encouraging Downtown growth and revitalization. Such incentives should be targeted to the real needs of Downtown Fayetteville and not just implemented because other cities have them or because of a handful of specific project opportunities. Detailed information on Downtown's economic potentials through market analysis (not part of this project's scope) would help to determine how best to leverage that potential. Nevertheless, based on the ideas generated from Downtown stakeholders and based on experience, several possible incentives to consider might include the following:

#### Business Recruitment Incentives

There is a need to assist in attracting or expanding businesses Downtown because of the high vacancy rate and the need to increase economic activity within Downtown buildings. While the specific types of businesses to target have not been identified through a market analysis, there are various types of incentives that could be used to help recruit businesses of various types, such as the following:

- *Restaurant/Bar & Venue Equipment Capital Grants*  
Often, equipment and other capital costs rank among the highest barriers for start-up of new restaurants and other venues. Therefore, providing a grant targeted to the funding of new equipment, such as kitchen appliances or live performance stages, can help reduce the start-up costs of businesses and lower barriers to entry.
- *Loan Guarantee Program*  
Cities sometimes provide guarantees to help reduce the cost of financing by eliminating or reducing risk. A bank can lower points on a loan if there are assurances that the City will

back or guarantee financing in case of a failure. When such failure occurs, the City would assume ownership.

- *Rental Subsidy Program*  
Often, cities will offer a temporary rental subsidy to help reduce pressures from overhead costs on a start-up business. Such programs have time limits and require businesses to meet key standards and requirements, including location within the downtown area. Private developers of New Urbanist traditional neighborhood developments (TNDs) and town centers will often subsidize rent for small businesses for a short period of time because such businesses are seen as part of the marketing of a broader mixed-use concept that helps to sell houses. The same could be said of helping downtown businesses, which strengthens the overall marketing image of the city for attracting businesses and retaining residents.

#### Property Owners Incentives

There are other types of incentives that can be targeted to property owners and investors.

- *Rental Subsidy Program:* This program, described above, can be shown to help property owners by helping to recruit businesses that will pay rent over the longer term.
- *Pop-Up Businesses & Art Programs:* Fayetteville Main Street and private companies in the area can assist property owners by sponsoring pop-up businesses and art programs that occupy storefronts that are otherwise vacant. Activity within these storefronts helps to reduce the impact and perceptions of too many vacant buildings.
- *Developer Recruitment:* Finally, the City and Fayetteville Main Street could help facilitate the recruitment of developers to partner with property owners to rehabilitate buildings or develop land for housing or mixed-uses.

### Pop-Up Retail

Pop-up-retail is a relatively new trend that can greatly benefit downtowns having vacant ground floor space and a need for retail diversity. This type of program is typically managed by a Main Street program that works directly with property owners having vacant ground floor space. Key components of such a program include:

- *Finished-out flex space* - The interior of the space to be leased to a temporary tenant must be finished out sufficiently that they have a high quality space, yet it needs to be flexible enough to accommodate a variety of retail business types.
- *Program promotion* - The program sponsor must vigorously promote the program and the availability of spaces to secure the temporary tenants.
- *Short-term lease* - The lease agreement term can vary. It needs to allow the business to remain for at least one month, but not more than six months.
- *Business incubation* - The program sponsor should provide support to help the tenant eventually "fly from the nest" to a permanent downtown location.

A black and white photograph of a historic brick building, likely a town hall or city hall, featuring a prominent clock tower. The building is surrounded by large, leafy trees. In the foreground, several vintage cars from the mid-20th century are parked along the street. The text "E. PUBLIC POLICY STRATEGY" is overlaid in white, bold, sans-serif capital letters across the center of the image.

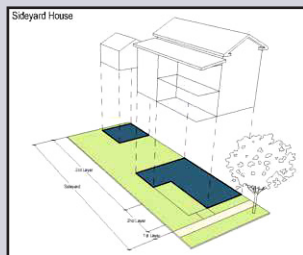
# E. PUBLIC POLICY STRATEGY



# E) PUBLIC POLICY STRATEGY

## Form-Based Codes

FBCs are a type of zoning and development regulations that have gained popularity nation-wide over the past few decades as an alternative to conventional regulations. In short, they place much greater emphasis on design issues than on land uses. They are an outgrowth of the New Urbanism movement and are especially useful for urban, mixed-use pedestrian-friendly areas. However, they have also been known to generate substantial push-back from many in the development industry, in part, because the approach seems so foreign to them. While it is not recommended that the City pursue a FBC at present, it might be considered (perhaps in a hybrid form) at some point in the future.



Sample FBC graphics



## ZONING

To ensure that this plan's land use and development recommendations can be legally implemented, the City's existing zoning regulations were reviewed in light of this plan. The following recommendations are provided for needed zoning revisions:

### Commercial & Mixed-Use Zones

Referred to in the existing zoning as "commercial" zones, they should actually be referred to as "mixed-use" zones. The two relevant zones under this category are the Central Business District (C-1) and the General Commercial District (C-3).

#### Permitted Land Uses

In general, these zones work well for Downtown, as they allow a wide range of uses, such as mixed-use and housing. However, the following revisions should be considered:

#### Permitted Uses to Add

The following uses are not permitted in the C-1 or C-3 zones, but should be added (in some cases with conditions):

- Micro-Breweries
- Small-Batch Distilleries
- Tattoo Parlors (based on changing public perceptions)

#### Permitted Uses to Eliminate

The following uses are permitted in the C-3 zones, but should be reconsidered:

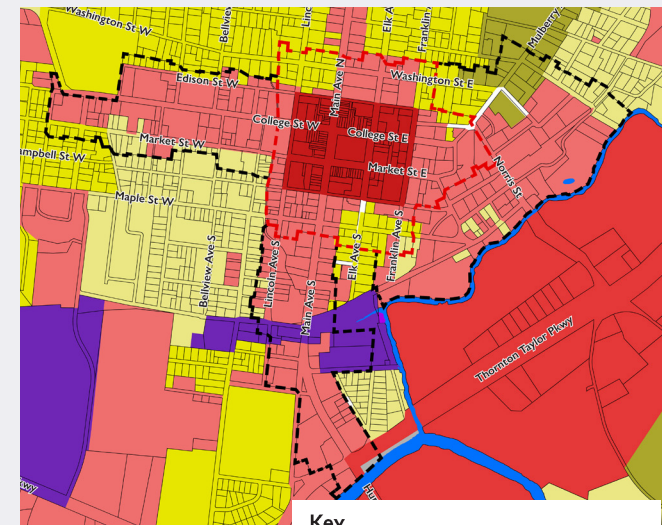
- Race Tracts (autos, motorcycles, dogs and horses)
- Vehicular, Craft and Related Equipment (dealers for cars, motorcycles, mobile homes, boats, etc.)
- Plant and Forest Nurseries
- Stockyards
- Transportation and Warehousing
- Amusement Parks

#### Permitted Uses to Change to Special Exception Uses

The following uses are permitted in the C-3 zone, but should be

reconsidered as a special exception use:

- Automotive Services and Repair (this includes a lengthy list)
- Self-Service Gasoline Pumps
- Batting and Golf Driving Ranges
- Drive-In Restaurants
- Fast Food Restaurants with Drive-Thru Service



#### Key

- Downtown Core Boundary
- Secondary Boundary
- A1 - Agricultural District
- C1 - Central Business District
- C2 - Major Highway Service District
- C3 - General Commercial District
- I1 - General Industrial District
- R1 - Low-Density Residential District
- R2 - Medium-Density Residential District
- R3 - High-Density Residential District

Also, upper floor residential units require Planning Commission approval for the C-1 and C-3 zones. Single-family dwellings also require Commission approval within C-3 zones. The City should consider changing upper floor units to an as-of-right permitted

# E) PUBLIC POLICY STRATEGY

## ZONING (CONTINUED)

use to avoid creating any more barriers to a use that would greatly benefit the Downtown. Since the main part of the study area where single-family dwellings would be appropriate is in the proposed Stockyard Neighborhood, continuing Commission approval for single-family *detache* is likely appropriate. Also, the C-3 zone only allows residential units as an accessory use, which should be changed to a primary use.

Finally, it is recommended that, within the C-1 zone, parking be changed from a primary use to a special exception use that is accessory to a primary use. Streets within the core of a historic downtown, such as the Courthouse Square area of Downtown Fayetteville, should be fronted by buildings (with the rare exception of public spaces). Parking lots should be an accessory use that is screened from streets by buildings.

### Design-Related Standards

Commonly referred to as “bulk standards” in the context of zoning ordinances, these standards relate to issues such as permitted building heights and setbacks. If a local historic district is designated and design guidelines tailored to the district are adopted, those “overlay” guidelines will supersede the “underlying” base zoning. However, until such a local historic district is designated, below are recommended revisions to Fayetteville’s zoning ordinance for design-related standards within the Central Business District (C-1) and the General Commercial District (C-3):

#### *Central Business District (C-1)*

- **Yards:** No “minimum” building setbacks are currently required, which is appropriate for a historic downtown. However, “maximum” setbacks are also needed to ensure that any new buildings front directly onto the sidewalks and side yard gaps do not exist between buildings on the Square.

- **Building Heights:** Reduce the current maximum of 75 feet to three stories or 45 feet (whichever is higher).
- **Landscaping:** This district currently requires that “Each site shall be landscaped...” Given that most lots within the Courthouse Square are fully occupied with a building other than their alley-fronting rears, this type of requirement is not applicable. Street trees are within the public realm and not part of a privately-owned lot that would be regulated via zoning.
- **Maximum Residential Units:** The current zoning states that, for upper floor housing, there shall be “a maximum of two (2) units per floor, maximum four (4) per dwelling.” The intent of these restrictions is unclear and they should be eliminated to maximize the potential for upper floor housing in the C-1 district.

#### *General Commercial District (C-3)*

- **Minimum Lot Size:** Revise from 10,000 square feet to 3,000 square feet.
- **Minimum Lot Width:** Revise from 100 feet to 30 feet.
- **Minimum Front Setback:** Eliminate the 35 foot requirement and add a maximum front setback requirement of roughly 10 feet (with an exception for a greater setback when designated outdoor dining is provided).
- **Sideyards:** Replace the required 40 foot sideyard when adjacent to a residential zone to 20 feet.
- **Maximum Lot Coverage:** Revise the percentage for coverage by buildings from 70% to approximately 85%.
- **Building Heights:** Reduce the current maximum of 75 feet to three stories or 45 feet (whichever is higher).

***Every increment of development either dilutes or reinforces community character.***

## **Parking Requirements**

Section 14-501 of the City’s zoning ordinance regulates off-street parking requirements. Below are recommendations for Downtown’s two commercial districts.

### Central Business District

As indicated previously, the C-1 zone does not require off-street parking. That is a good practice for such areas since they are intended to be densely developed and on-street parking requirements could preclude the rehabilitation or redevelopment of properties. As also noted previously, it is recommended that parking not be treated as a permitted primary land use within this zone, but instead treated as a special exception.

### General Commercial District

With the exception of the C-1 zone, all other zones in the city are treated the same with respect to parking requirements. It is assumed that everyone will drive to the associated property as in the suburbs, despite the fact that the C-3 zone is relatively urban and walkable. Likewise, these requirements do not recognize the mixed use nature of the C-3 zone. Consequently, it is recommended that a roughly 25% reduction of required spaces be permitted within this zone.



# E) PUBLIC POLICY STRATEGY

## Neighborhood-Specific Zoning

With respect to all three of the residential zoning districts that are now applied to this plan's study area, none of them fit very well with the existing and proposed physical characteristics of their areas. The same issue occurs for the proposed Stockyard Neighborhood (see [page 51](#)), which is primarily zoned General Commercial District (C-3), yet it is proposed for primarily residential uses. Consequently, it is recommended that a neighborhood-specific zoning district be established that is tailored for the proposed new neighborhood, as well as other residential zones where the zoning standards are incompatible with this plan. While a new zoning district will require numerous detailed standards, it will be important that new single-family houses feature: a raised foundation (18-24"), traditional materials (no creek stone), vertically-oriented windows with shutters that fit, and no front-loaded garages. Furthermore, if the City were to consider pursuit of a Form Based Code (FBC), as addressed on [page 61](#), the proposed Stockyard Neighborhood would be a good candidate for the application of FBC provisions.

## ZONING (CONTINUED)

### Residential Zones

There are three residential zoning districts that are part of study area for this Downtown master plan: the Low-Density (R-1), Medium-Density (R-2), and High-Density (R-3) residential zoning districts. Below are recommendations to improve all three zoning districts to more closely align with the recommendations of this plan.

#### Permitted Land Uses

There are no suggested revisions for permitted uses within the R-1 and R-2 zones.

#### *High-Density Residential District (R-3)*

There are only two small areas within this project's study area that are zoned R-3. They are both very different from each other with respect to existing land uses and they call for different approaches, as follows:

- **South Side of Market Street West:** This area has a very diverse range of uses, including light industrial, institutional, commercial and residential. The R-3 designation is likely not the best for this area, but it is not clear if any other existing zoning districts are a better fit.
- **North Side of Green Street:** Located east of Mulberry Avenue, this small area within the study area features relatively modest cottage type houses dating from the early to mid-20th century. Given that multi-family buildings and mobile home parks are permitted in the R-3 zone, it is not a very good fit for this portion of the zone within the study area.

#### Design-Related Standards

Recommendations for design issues include the following:

#### *Low-Density Residential District (R-1)*

- **Minimum Lot Size per Dwelling Unit:** For lots served by sew-

ers, the requirement is 12,000 square feet for single-family detached dwellings and 15,000 square feet for duplexes. Several existing lots with historic houses are substantially smaller than those requirements. While these sizes may make sense for other parts of town, they should be revisited as applied to the study area.

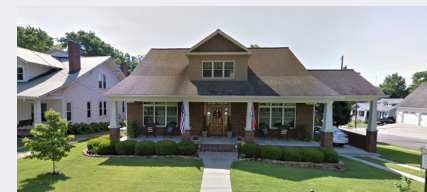
- **Minimum Lot Size per Family:** Revisions are recommended here consistent with those recommended above for lot sizes per dwelling units.
- **Lot Widths, Yards & Coverage:** As with lot sizes, the requirements for these design issues work for some properties, but not others. In general, the standards should be less restrictive as applied to R-1 areas close to Downtown.

#### *Medium-Density Residential District (R-2)*

The design issues identified for the R-1 district are generally identical for the R-2 district. In other words, while the standards may work for some of the existing large lot properties, there are many others - particularly the 1920s through 1940s era development - for which the standards are too restrictive. For those properties, the minimum lot size and width requirements are too large, the minimum building setbacks are too deep, the lot coverage percentages are too great, and so forth.

#### *High-Density Residential District (R-3)*

While most of the design standards for this zone are relatively consistent with the existing housing portions of this zone within the study area, as noted previously, there are many non-residential properties that these standards do not fit.



*This infill house built in 2012 on Mulberry Avenue is patterned after a bungalow and fits well into its surrounding context.*

# E) PUBLIC POLICY STRATEGY

## HISTORIC ZONING

### Background

Although the Downtown study area features three separate National Register Historic Districts (as described on [page 21](#)), and such designation helps to make the investment tax credits for the rehabilitation of historic buildings easier to secure, the City lacks the type of local preservation program that would offer protections to historic resources. Consequently, some historic buildings have been negatively altered over the years, particularly at the ground floor levels, which negatively impacts the character of Downtown Fayetteville. Sadly, other buildings have been lost altogether.

In the past, an effort was made to establish a local preservation program, to include a local historic districts that would have the regulatory “teeth” to protect resources. In fact, a very well-written preservation ordinance to establish such a program was drafted and adopted by the City (Section 14-609.2 - Historic Zoning Overlay District). Nevertheless, no historic districts have been designated, and no Historic Zoning Commission has been appointed to implement the program. Among the reasons pointed out by stakeholders as to why the earlier effort may have failed are the following:

- The proposed district boundaries were too expansive
- The proposed regulations were too restrictive, including regulating paint colors.

### Recommendations

Given that historic buildings are essentially Downtown’s “brand,” it is recommended that a comprehensive preservation program be established by the City, to include the following components:

- One or more designated local historic districts, starting with the Courthouse Square as the top priority
- Appointment and staffing of a Historic Zoning Commission

- Preparation of design guidelines for the Commission to use in the evaluation of applications for Certificates of Appropriateness (COAs).
- A design review process to review and decide on COA applications for proposed demolitions, changes to existing buildings, relocation of buildings, and new infill development.

In addition to the more obvious benefits of such a program already recognized here, it would also make Fayetteville eligible for the State’s Certified Local Government (CLG) program. This program rewards local governments that have a comprehensive preservation program with technical support and the potential to secure preservation grants limited to CLGs.

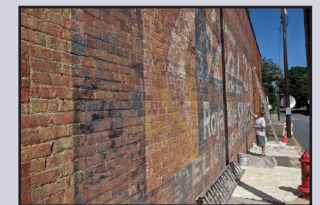
However, before pursuing a local preservation program as proposed here, substantial support should first be generated among impacted property owners. It is recommended that the City and Main Street program partner to start with a campaign to educate stakeholders on the various pros and cons of a local preservation program. The Tennessee Historical Commission will be happy to advise and assist with this effort.



*These ghost signs on the south side of a building on the northeast corner of Main and Campbell are prime candidates for a restoration project as described in the sidebar at right.*

### Mooresville Ghost Sign Preservation Project

Located 30 miles north of Charlotte, Downtown Mooresville has great stock of ghost wall signs that were recognized as an asset to preserve and accentuate. Thus, a partnership was created by the Town’s Historic Preservation Commission and Beautification Committee, with funding from the Board of Commissioners. As Tim Brown, a Senior Planner with the Town, stated in his 2019 article for Main Street America, *“The intrinsic merit of these signs, as well as their contribution to the overall character of the town, made their restoration an important undertaking.”* Consequently, the Town hired artists from Asheville who devised a technique to preserve and accentuate the signs’ graphic qualities, but in a manner that is subtle and retains their historic appearance. This approach now serves as a model for other communities.



*Ghost sign restoration in progress in Mooresville, NC.*



# E) PUBLIC POLICY STRATEGY

## Examples of Designated Entertainment Zones

One key to creating entertainment districts is to eliminate open container laws that would preclude people from walking around the streets of the district with alcoholic beverages. Examples communities that have lifted open container bans citywide include Fort Worth (TX), Indianapolis (IN), Mobile (AL), New Orleans (LA) and Treasure Island (FL).

### Districts

Notable entertainment districts with laws targeted to specific areas within a community include the following:

- Birmingham, AL - Uptown District
- Dalton, GA - Downtown
- Erie, PA - Downtown
- Fredericksburg, TX - Main Street District
- Huntsville, AL - Quigley District & Meridian District
- Kansas City, MO - Power & Light District
- Louisville, KY - 4th Street
- Memphis, TN - Beale Street
- Montgomery, AL - The Alley District
- Roswell, GA - Canton Street District
- Savannah, GA - Historic District
- Tampa, FL - Riverwalk

## OTHER PUBLIC POLICY STRATEGIES

Some of the recommendations in this plan that are detailed in other sections of the plan will ultimately require public policy revisions. The previous few pages have already addressed zoning and historic zoning policies. Other policy-related recommendations include the following:

### Parking Regulations

As described on [page 41](#), parking policy changes should include:

- Enforce on-street parking regulations more rigorously, but usher in this new policy with a one-month “grace period” to give warnings rather than tickets.
- Convert at least some of the parking within the Courthouse’s parking to public parking and relocate most of the County employee parking to lots located just beyond the Square, such as in the church lots on Elk Avenue and Washington Street.

### Fiscal Incentives

Described in more detail on [pages 59 and 60](#), key recommended fiscal policy revisions or initiatives include:

- *Commercial Façade Project*: pursue larger grants and smaller match requirements for this existing program
- *Tax Increment Financing (TIF)*: establish a district limited to the Downtown area
- *Business Recruitment Incentives*: restaurant/bar & venue equipment capital grants; loan guarantee program; rental subsidy program
- *Property Owners Incentives*: rental subsidy program

### Public Area Drinking & Dining

This issue was raised during the planning process by multiple Downtown stakeholders as a means of encouraging more outdoor dining and making special events more appealing.

### Sidewalk Dining

Of all the issues tied to the public consumption of alcohol, the issue of sidewalk dining is the most significant one. City ordinance 8-113 is a bit unclear, but it appears to prohibit drinking on sidewalks, even adjacent to a restaurant. A top priority should be for the City to amend its current regulations to explicitly permit sidewalk dining and the consumption of alcohol when it is directly adjacent to the associated dining business.



*Revising Downtown Fayetteville’s regulations for serving alcohol on sidewalks may help to encourage more outdoor dining, which would enliven the Downtown area.*

### Special Events & Entertainment Districts

Tennessee laws currently allow the consumption of alcohol at special events so long as it is limited to a designated area with controls for who enters and exits, confirmation of age, and similar parameters. Some stakeholders in Fayetteville have expressed the desire to have an entertainment district designated Downtown that would waive the statewide open container laws. However, there is currently only one such known place in the state - Beale Street in Downtown Memphis. Assuming that other communities have unsuccessfully pursued similar entertainment district laws with the state legislature in the past, it is unlikely that Fayetteville would have success in that effort. Also, a new state law was passed in 2018 (PC 755) that allows carrying drinks between one or more physically contiguous restaurants/bars. However, carrying drinks is limited to a common area or connected courtyard and cannot occur on a sidewalk within the public right-of-way.





# F) IMPLEMENTATION

## ORGANIZATION

The successful implementation of any downtown master plan requires a high degree of organization by multiple entities. Page 22 of this plan summarizes the primary entities in Fayetteville that might play a role in this plan's implementation. Below are the primary roles of those key entities:

### City of Fayetteville

As the sponsor of this plan, the City can help in the following manners:

- Street and streetscape improvements
- Stone Bridge Park area expansion
- Establishment of a greenway system with trailheads
- Development of the proposed new Volunteer Plaza
- Promotion of the redevelopment of the other three areas for which concept plans were prepared via this plan
- Enhanced on-street parking enforcement
- Zoning changes
- Establishment of a historic zoning program, including the adoption of design guidelines
- Pursuit of Certified Local Government (CLG) designation via the Tennessee Historical Commission
- Elimination of regulations that discourage sidewalk dining
- Initiation of wayfinding project
- Adoption of this plan's various proposed incentives for property and business owners
- Increased funding for Fayetteville Main Street

### Lincoln County

The County's role includes the following assistance:

- Relocation of some employee parking out of the Courthouse Square
- Increased funding for Fayetteville Main Street
- Seeking ways to minimize the visibility of prisoners who periodically come and go from the Courthouse

### Fayetteville Main Street

As the sole organization having a singular focus on Downtown Fayetteville, the Main Street program's role should include:

- Pursuit of expanded funding and resources so that the program's Manager can be funded closer to a full-time position.
- The continuation and expansion of current activities once additional resources can be secured
- Pursuit of this plan's recommendations for public and semi-public uses, including relocation of the farmers market, development of the new downtown theater, and establishment of a Tennessee Whiskey Museum.
- Pursuit of this plan's recommendations for the many private uses proposed
- Building stakeholder support for recommended City initiatives such as increased on-street parking management and the establishment of a historic zoning program
- Promotion of the various existing and proposed incentives for property and business owners
- Management of the proposed pop-up retail program
- Continuation and expansion of existing special events, such as First Fridays.

### Fayetteville / Lincoln County Chamber of Commerce & Tourism Bureau

The area's business and tourism entity can play the following role in this plan's implementation:

- Pursuit of a new Event Center located in Downtown and starting with a feasibility study
- Implementation of the recommendations contained in the new branding and tourism report that was prepared parallel to this Downtown planning project, such as strengthening the community's position within the Tennessee Whiskey Trail.

### Main Street Program Funding

To achieve sustainable success in the revitalization of Downtown, it is proposed that the Main Street program be better funded. Funding sources for redevelopment activities, such as the designation of a tax increment financing (TIF) district for Downtown, are worthy of pursuit. However, such funds must be utilized for specific projects and/or properties.

The Downtown Research & Development Center published a 2010 report entitled "Funding Sources for Downtown Organizations." Based on a survey of over 300 downtown entities, most communities surveyed had populations below 60,000. The results of the survey, as it pertains specifically to Main Street programs, found that average funding source allocations were as follows:

- |                        |     |
|------------------------|-----|
| • City government -    | 50% |
| • Special events -     | 17% |
| • Membership dues -    | 11% |
| • Corp. sponsorships - | 6%  |
| • Government grants -  | 4%  |
| • Foundation grants -  | 3%  |
| • Investment income -  | 1%  |
| • Other -              | 8%  |

*This report underscores the importance of local government funding given the uncertainty of special event and dues revenues.*

# F) IMPLEMENTATION

## Priorities & Sequencing

This plan features many recommendations, and there is a particular sequencing that should occur for at least some of them. Others will be driven by the availability of funding and/or their level of priority.

### Main Street Program Funding

Increased funding for this program should be one of the highest priorities of the plan. For example, spending \$20,000 more annually on a Main Street program so it can be more functional will reap much greater benefits than the same amount spent on some physical improvement.

### Low-Hanging Fruit

These types of projects are those that require minimal funding, such as the initiation of a historic zoning program or more aggressive regulation of on-street parking spaces.

### Physical Improvements

Public realm improvements, such as new streetscapes, tend to precede the timing of private sector improvements. It is often necessary for public improvements to occur first as an incentive to leverage the private sector investment, such as building rehabilitations. Also, physical improvements can be important to convince the public of an upward trend for Downtown. See the [next page](#) for ideas on “quick victory projects.”

## COSTS & FUNDING

### Implementation Costs

For reasons explained below, only some plan implementation costs can be projected at this point.

#### Physical Improvements Costs

For most physical improvement recommendations of this plan, the next step of implementation is detailed design and engineering. Until that work can be completed, costs are difficult to estimate. However, in some cases, rough estimates can be made using a “cost per unit” approach.

#### Streetscape Costs

The overall streetscape recommendations are to rebuild them after the upcoming utility work with a design similar to the existing one. The provision of corner “pedestrian bulbs” is an additional improvement. It is estimated that these would cost approximately \$7,500 to \$10,000 per intersection corner based on similar recent projects in the region. Actual costs will depend on the level of design detail and the selected amenities proposed for these pedestrian bulb areas.

#### Policy Initiatives Costs

Some of the policy initiatives proposed in this plan could be done without the expense of outside professionals. For example, City staff could adjust the zoning as it relates to this plan’s recommended uses for the various zoning districts that comprise the study area. However, below is an example of a policy initiative that would require outside expertise.

#### Design Guidelines

Depending upon the specific boundaries of the local historic district that might be designated, the drafting of guidelines would likely cost between \$30,000 and \$50,000.

#### Programmatic Costs

The key programmatic recommendation of this plan relates to

the Main Street program’s funding.

#### *Fayetteville Main Street*

Based on the program’s current budget and a potential \$20,000 increase, a simplified version the annual budget includes:

Executive Director total compensation:	\$45,000
Office space & overhead:	\$10,000
Professional development:	\$2,000
Marketing:	\$2,500
Other costs:	<u>\$2,000</u>
TOTAL	\$61,500

### Implementation Funding

The following proposed funding approach is proposed:

#### Physical Improvements Funding

- *Project-Specific:* Tax Increment Financing (see [page 59](#))
- *City:* General Obligation Bonds (GOBs)  
Community Development Block Grant (CDBG) funds

#### Policy Initiatives Funding

- *Certified Local Government (CLG) funds:* Historic District Design Guidelines (see [page 64](#))
- *City:* General Funds

#### Programmatic Funding

As noted previously, the primary programmatic cost for implementing this master plan will be the Main Street program. The primary funding source for most successful Main Street programs is their City government. When the downtown is also a county seat, the County government also usually participates in funding. While that funding scenario already exists for Fayetteville, it is proposed that both current sources increase their levels of funding. Also, because the City has recently identified the potential need for a Tourism Director, there may be an opportunity to combine those positions in some way. Finally, because grants and special events are unpredictable funding sources for programs, they should be tied to the funding of projects.



# F) IMPLEMENTATION

## OTHER IMPLEMENTATION ISSUES

### Implementation Committee

It is recommended that the steering committee that helped oversee the creation of this plan - the City's Economic Development Team - be utilized as an implementation committee to spearhead the implementation of this master plan for Downtown. Also, this committee should either add the Main Street Manager to it or, at the very least, include the Manager at each of its meetings. It is recommended that the committee meet at least monthly to monitor plan implementation.

### Promoting the Plan

To better ensure successful implementation of the plan over time, it will be helpful if it be promoted throughout the community among both municipal leaders and the public in general. While the average Fayetteville citizen cannot be expected to read the full plan document, there are three opportunities for promoting the plan in a user-friendly format, as follow:

#### City and Main Street Websites

A PDF of the full document should be provided on the websites of both the City and Fayetteville Main Street for public viewing.

#### Plan Summary Document

The front pages of this plan include a concise summary of the plan that summarizes the key ideas in text, and it is supported by the plan's primary graphics. This plan summary should be broadly distributed when opportunities avail themselves.

#### PowerPoint Presentations

The final presentation of this master plan by the consultant team will be made available to the City. That presentation, or an edited down version of it, can be used by City officials and Main Street representatives to give "dog and pony" shows for implementation of the plan.

### Adopting the Plan

To give the plan greater political weight than it might have otherwise, it is recommended that the City formally adopt the plan as part of its public policy. While the plan would not have the same legal "teeth" as zoning and development codes (legislation), it would help to direct future decisions by the City.

### Quick Victory Projects

The City might consider one or more "quick victory projects" to begin with to build momentum for plan implementation. Such a project should:

- Be achievable within a relatively short period of time
- Have strong odds for success, and
- Have high visibility once completed

### Implementation Flexibility

There are no components of this plan that serve as a "linchpin" that, if not implemented, would cause the rest of this plan to unravel. Also, any useful plan should never be viewed as being "etched in stone." Not only are there often multiple approaches to achieving a plan's objectives, but changing circumstances over time can prompt the need to adjust the recommendations of a plan. In fact, changing circumstances are the main reason that most plans require a periodic update, as explained below.

### Future Plan Updates

It is recommended that this plan be updated every five years, and it may be worthwhile to create a separate new plan at that time, depending upon this plan's relevance as time evolves. At the very least, a revised or new plan is needed every ten years as an absolute minimum. While the physical characteristics of a downtown may not change dramatically over time, political, social and economic conditions will certainly change.

### Implementation Matrix

The following pages feature an Implementation Matrix summarizing the key recommendations of this plan. Some are repeated because they fit multiple categories:

#### Topic Category

Each key recommendation is given an alphanumeric designation for easy reference and organized by topic category:

- A. Buildings & Properties
- B. Mobility
- C. Public Spaces
- D. Economic Strategy
- E. Public Policy Strategy
- F. Implementation Strategy

#### Page Number

This column indicates the plan's page numbers that explain the recommendation in detail.

#### Responsible Party

This column indicates the recommended party (or parties) to spearhead implementation. Parties are listed in order of their level of responsibility. There are several recommendations that the City will spearhead it, but Main Street will support.

#### Time-Frame

This final column sequences implementation into the following three time-frames:

- Near Term: (Year 1)
- Mid Term: (Years 2-3)
- Long Term: (Years 4-5)

# F) IMPLEMENTATION

## IMPLEMENTATION MATRIX

Explained in detail in the sidebar on the previous page, this Implementation Matrix will serve as a handy tool for this plan's recommended Implementation Committee.

No.	Recommendation	Page #	Responsible Party	Time-Frame
<b>A. Buildings &amp; Properties</b>				
A-1	Utilize the City's adopted preservation ordinance to establish a local historic district and regs.	31-32, 64	City / Fayetteville Main Street	Near Term (Yr. 1)
A-2	Conduct a feasibility study and, if deemed viable, develop a new events center in the Downtown	33	Chamber & Tourism Bureau / City	Mid Term (Yrs. 2-3)
A-3	Develop public restrooms and a small visitors center as part of the proposed Volunteer Plaza	43, 45-48	City	Mid Term (Yrs. 2-3)
A-4	Redevelop the Lincoln & Market Blocks for mixed use development in an urban form	43, 49-50	Property Owners / City	Mid Term (Yrs. 2-3)
A-5	Redevelop the Stockyard Neighborhood located within the southeast part of the study area	43, 51	Property Owners / City	Long Term (Yrs. 4-5)
A-6	Redevelop the South Main Corridor for mixed use development in an urban form	43, 52	Property Owners / City	Long Term (Yrs. 4-5)
A-7	Support the Carriage House Players in their establishment of a new theater Downtown	55	Fayetteville Main Street / City	On-Going
<b>B. Mobility</b>				
B-1	Redevelop the Courthouse Square's streetscapes as part of the planned utility improvements	34-39	City	Near Term (Yr. 1)
B-2	Install peripheral wayfinding signage to direct visitors to Downtown Fayetteville	40	City	Near Term (Yr. 1)
B-3	Prepare a plan for internal wayfinding signage to direct visitors within the Downtown	40	City	Mid Term (Yrs. 2-3)
B-4	Install new on-street parking signage and regulate more vigorously for turnover	41	City	Near Term (Yr. 1)
B-5	Relocate a large portion of the County employee parking outside of the Courthouse Square	41	County / Fayetteville Main Street	Near Term (Yr. 1)
B-6	Develop new parking lots, enhance existing parking lots and provide directional signage to them	42	Fayetteville Main Street	Mid Term (Yrs. 2-3)
B-7	Construct a greenway system connecting Downtown with other areas, such as Camp Blount	43-44	City	Long Term (Yrs. 4-5)
<b>C. Public Spaces</b>				
C-1	Develop Volunteer Plaza at the former Sir's site to include public restrooms and other amenities	45-48	City	Mid Term (Yrs. 2-3)
C-2	Expand Stone Bridge Park to other adjacent areas along Norris Creek, to the Museum, etc.	43	City	Long Term (Yrs. 4-5)
C-3	Construct a greenway system connecting Downtown with other areas, such as Camp Blount	44	City	Long Term (Yrs. 4-5)
C-4	Develop a small plaza as part of the proposed Lincoln & Market Blocks redevelopment	49-50	Property Owner	Mid Term (Yrs. 2-3)



# F) IMPLEMENTATION

## IMPLEMENTATION MATRIX (CONTINUED)

<b>Economic Strategy</b>				
1	Hold the current farmers market at the Courthouse Square on weekends for greater leveraging	55	Fayetteville Main Street / County	On-Going
2	Support the Carriage House Players in their establishment of a new theater Downtown	55	Fayetteville Main Street / City	On-Going
3	Pursue a potential whiskey museum and prominence on the Tennessee Whiskey Trail	55-58	Chamber & Tourism Bureau / Main St.	Near Term (Yr. 1)
4	Pursue the development of a whiskey distillery and a micro-brewery in the Downtown	56-57	Private Sector / Fayetteville Main Street	Near Term (Yr. 1)
5	Pursue new dining, entertainment, retail, services, and housing (consider doing market analysis)	57	Fayetteville Main Street	On-Going
6	Utilize this plan's marketing concepts/themes, but adjusted as needed per the branding project	58	Chamber & Tourism Bureau / Main St.	On-Going
7	Promote existing incentives and improve them as needed per this plan (façade program & TIF)	59	City / Fayetteville Main Street	Near Term (Yr. 1)
8	Adopt and promote new business recruitment and property owner incentives per this plan	60	City / Fayetteville Main Street	Near Term (Yr. 1)
<b>Public Policy Strategy</b>				
1	Utilize the City's adopted preservation ordinance to establish a local historic district and regs.	31-32, 64	City / Fayetteville Main Street	Near Term (Yr. 1)
2	Prepare and adopt Design Guidelines for the new local historic district	31-32, 64	City / Fayetteville Main Street	Near Term (Yr. 1)
3	Adopt/enforce the parking regulations and fiscal incentives recommended elsewhere in this plan	41, 59-60, 65	City / Fayetteville Main Street	Near Term (Yr. 1)
4	Revise the City's existing regulations to allow and encourage outdoor dining	65	City / Fayetteville Main Street	Near Term (Yr. 1)
<b>Implementation Strategy</b>				
1	Increase funding for Fayetteville Main Street so the Manager can expand their productivity	66-67	City / County / Fayetteville Main Street	On-Going
2	Adapt the steering committee for this planning project into an implementation committee	68	City / Fayetteville Main Street	On-Going
3	Promote this plan through websites, the plan summary, and PowerPoint presentations	68	City / Fayetteville Main Street	Near Term (Yr. 1)
4	Adopt this plan to give it added weight and strengthen the odds for successful implementation	68	City	Near Term (Yr. 1)
5	Consider selecting one or more "quick victory projects" to build momentum early on	68	City	Near Term (Yr. 1)
6	Remain flexible in plan implementation and update this plan every 5 to 10 years	68	City / Fayetteville Main Street	On-Going







# APPENDIX A:

## Existing Market Conditions Report



## **Downtown Fayetteville Plan**

*Existing Economic & Market Conditions Assessment*



*Prepared for The Walker Collaborative and the City of Fayetteville  
December 5, 2019*

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## **INTRODUCTION**

This report provides findings from an assessment of existing economic and market conditions relevant to Downtown Fayetteville. In order to understand the overall economic and market context, a broad range of relevant factors have been analyzed, including existing land use and development, business base and building occupancy, and area economic and development trends. These findings are based on information collected through field reconnaissance, interviews, available economic and demographic data, and other sources. In addition to this assessment of existing conditions, several ideas are generated for marketing and incentives to investment in the downtown area, as a starting point for policymaking.

## **Section 1. ECONOMIC & DEMOGRAPHIC OVERVIEW**

This section provides an overview of existing economic and demographic conditions. An analysis of key demographic factors including population, households, and income is provided along with assessments of the economic base and employment trends for important sectors in the Fayetteville and Lincoln County economy. This information provides context for planning and development within the Downtown Fayetteville area.

### **Demographic Trends**

Key demographic factors were examined, including population, households, and income. Household income is an important factor impacting on the demand for retail goods and services downtown. Fayetteville household incomes have been falling even since the end of the recession, which is distressing to local downtown retailers who depend on the trade-area income base for survival. Often, tourism and regional inflow can fill the gap left in the wake of a declining or stagnant local income base, but Fayetteville has not yet captured its fair share of regional tourism expenditures. With nearly 300,000 tourists per year visiting nearby Lynchburg and Jack Daniel's Distillery, it would seem that Downtown Fayetteville still holds unlocked potential for capturing some of this huge tourism expenditure base.

### **Population**

Fayetteville had an estimated 2018 population of 7,017, according to the U.S. Bureau of the Census. The city's population fell from a height of 7,691 in 1970 to 6,827 by 2010, but has been increasing slowly (at a rate of 0.4% per year) since that time. At the current rate of growth, Fayetteville's population would not return to its 1970 peak until 2043. While the city's population stagnated, Lincoln County's has continued to expand, increasing by 1,000 every seven to eight years. The county has a total estimated population of 34,117, up by about 3.8% (0.5% per year) since 2010. The demographics of the area are also shifting, with a growing Latino population and increasing diversity.



## Households

The city's household base was falling up until 2010. Since that time, the number of households has increased by about 0.4% per year to about 3,100 (2017). The county's household base stands at about 13,700, up 0.2% per year since 2010. Household size is shrinking in the city while growing larger countywide, suggesting that the city is attracting more singles and couples, while suburban and rural areas of the county are attracting larger families.

## Income

Fayetteville and Lincoln County median household income fell in real dollar terms (after accounting for inflation), between 2000 and 2010. That trend is not surprising, given that there was a global financial crisis and ensuing recession during that period that impacted negatively on employment and household incomes nationwide. However, it is somewhat surprising that Fayetteville and Lincoln County household incomes continued to fall (in real terms) through 2017. Fayetteville median household income fell 0.5% per year from 2010 through 2017 (from an inflation-adjusted \$32,333 in 2010 to \$31,223 by 2017). Similarly, the Lincoln County median household income fell 1.8% per year to \$42,150 by 2017.

Fayetteville's household incomes are 25% lower than those of the county as a whole, which is not surprising if one considers that average household size (including the number of wage earners per household) is lower in the city than in the county. Both Fayetteville and Lincoln County had household incomes significantly lower than the 2017 national median of \$61,372. In fact, Fayetteville's incomes were just 50% of the national median.

**Poverty Levels.** According to 2010 Census data, nearly 21%, or one in five, of Fayetteville residents lived below the official Poverty Line. This poverty rate compares with a national average of 14.9% in 2010. Nearly 30% of Fayetteville children under the age of 18 were living below the poverty line, compared with about 20% nationwide.

## Key Economic Indicators

Fayetteville is a manufacturing hub that has fared relatively well, despite national and regional trends in technology and productivity that have contributed to a reduction in manufacturing employment. The city is located just 30 miles from Huntsville. As such, it is well-positioned for future growth as a more "affordable" alternative to Huntsville for manufacturing

and administrative services that support Redstone Arsenal and Huntsville's large and growing base of engineering contractors.

### **Economic Base**

Manufacturing is Fayetteville's largest industry, accounting for about 28% of all jobs. The continued importance of manufacturing in Fayetteville contrasts sharply with nationwide trends, which have seen the sector slip from 32% of all jobs in 1948 to just 8% by 2017. Much of this decrease is attributable to a technological revolution which has increased productivity and created new technology and service jobs while decreasing the need for manual labor. Fayetteville and other parts of the region have succeeded in attracting and retaining manufacturing, as noted above, because of the combination of a good location, relative affordability, and a strong work ethic among the available labor force. Fayetteville's manufacturing employment has been increasing at a rate of about 2.3% annually.

Other key sectors in Fayetteville include retail, education, health care, accommodation & foodservice, and government.

The city has 85% of Lincoln County's jobs base, although that share is falling over time.

### **Employment Trends**

The city of Fayetteville has about 8,500 jobs, representing an increase of nearly 1,000 or 12.8% since 2010. This growth reverses a decrease in employment of about 100 jobs that occurred between 2000 and 2010, mainly during the recession. The fastest growth sectors in the city are administrative services (36.9%), transportation & warehousing (28.1%) and government (13.0%). Meanwhile, declining sectors include arts & recreation (-18.7%), management services (-12.0%), and health care (-8.5%). While administrative services have experienced the fastest rate of growth, the largest number of jobs has been added in manufacturing (862), retail trade (248), and then administrative services (212). Significant numbers of jobs have been lost in health care and education. Again, these trends buck the national context, where health care has been growing rapidly and manufacturing declining.



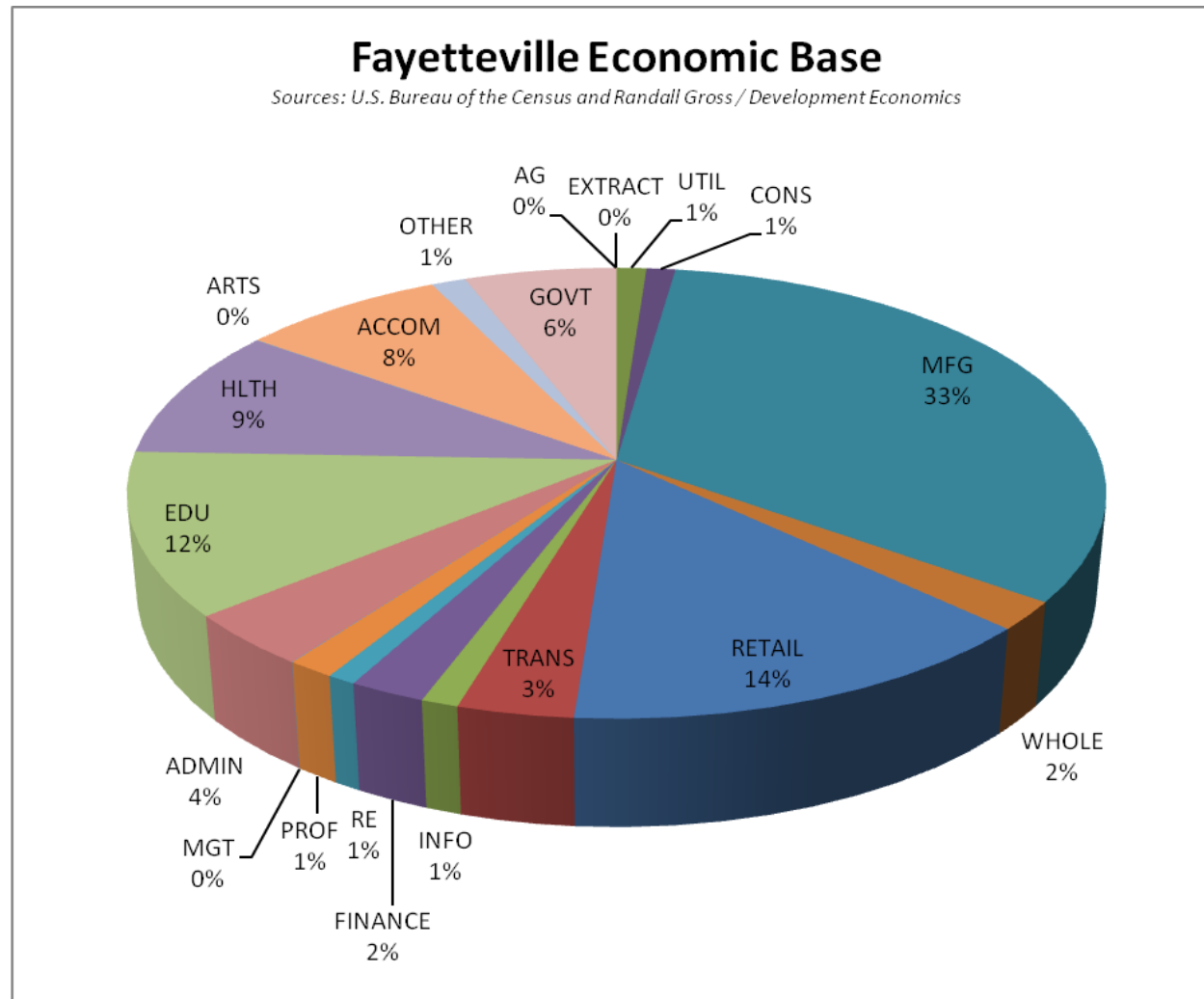


Table 1. AT-PLACE EMPLOMENT TRENDS, FAYETTEVILLE: 2002-2017					
Industry Sector	2002	2010	2017	2002-10	2010-17
				Change/Yr	Change/Yr
Agriculture	3	14	-	36.7%	-20.0%
Extraction	-	1	-	N/A	-20.0%
Utilities	138	101	96	-2.7%	-1.0%
Construction	78	90	93	1.5%	0.7%
Manufacturing	2,010	1,918	2,780	-0.5%	9.0%
Wholesale Trade	189	202	174	0.7%	-2.8%
Retail Trade	995	947	1,195	-0.5%	5.2%
Transport/Warehouse	84	118	284	4.0%	28.1%
Information	110	75	91	-3.2%	4.3%
Finance	131	196	187	5.0%	-0.9%
Real Estate	196	67	70	-6.6%	0.9%
Prof, Scientific, Tech	101	101	116	0.0%	3.0%
Management Services	7	5	2	-2.9%	-12.0%
Admin Services	110	115	327	0.5%	36.9%
Education	941	1,064	990	1.3%	-1.4%
Health Care	1,389	1,393	799	0.0%	-8.5%
Arts, Recreation	24	31	2	2.9%	-18.7%
Accomm/Foodservice	762	670	664	-1.2%	-0.2%
Other Services	88	106	111	2.0%	0.9%
Government	257	298	492	1.6%	13.0%
<b>TOTAL</b>	<b>7,613</b>	<b>7,512</b>	<b>8,473</b>	<b>-0.1%</b>	<b>2.6%</b>
Sources:	U.S. Bureau of the Census and Randall Gross / Development Economics.				



Since most of Lincoln County's jobs are concentrated in Fayetteville, the county employment trends mirror those of the city. Exceptions include agriculture, where most jobs are not surprisingly located in rural areas. Overall Lincoln County employment trends are summarized in the Appendix of this report.

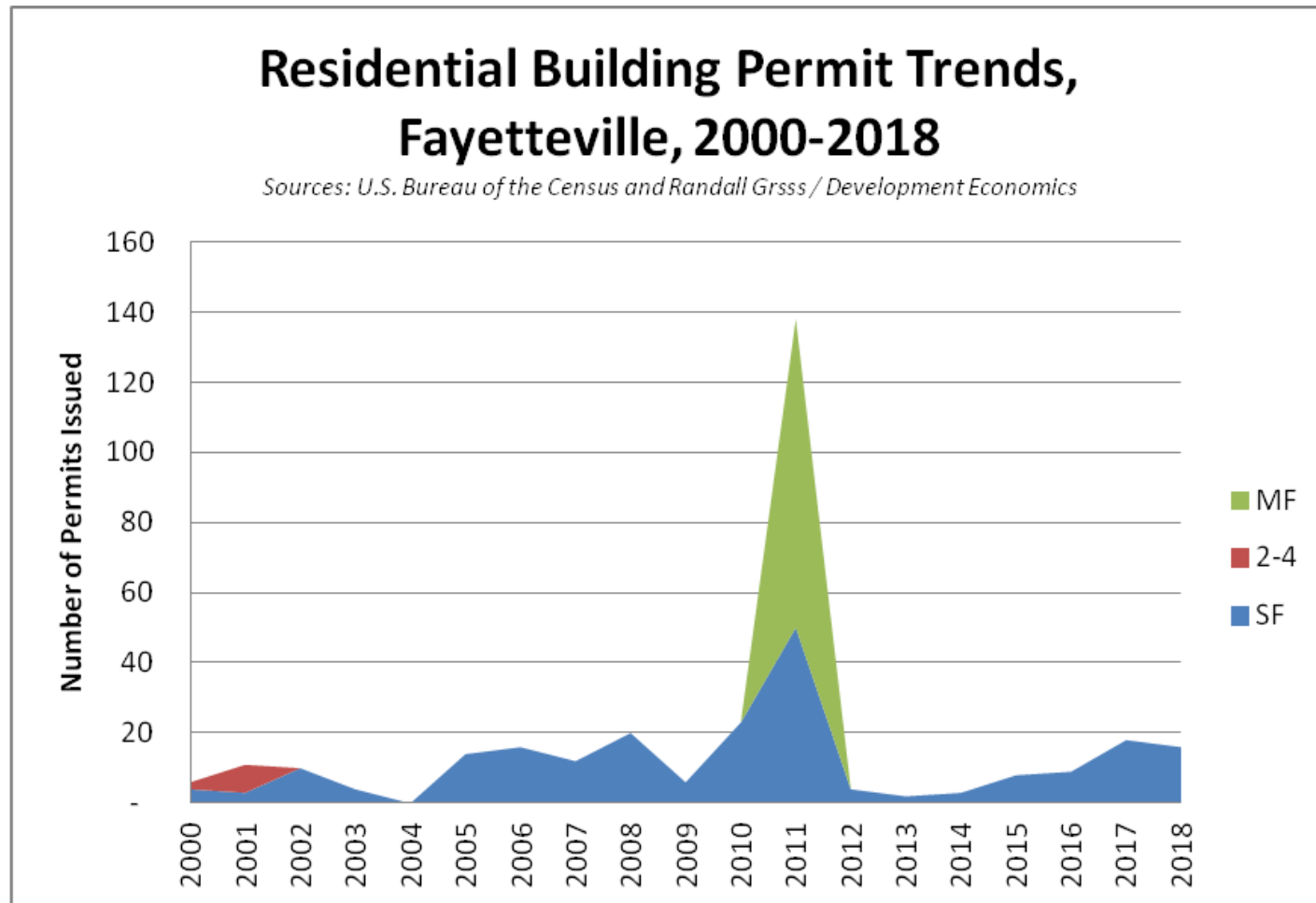
### **Commutation & Competition**

There is significant commutation into Fayetteville for employment opportunities in the city. About 86.1% of the city's jobs are held by workers who commute into the city from other parts of Lincoln County or beyond. Meanwhile, 59.6% of Fayetteville's adult working residents commute out of the city for their jobs. About 1,000 residents live and work in Fayetteville. Ultimately, the city has a net gain in daytime population. However, this positive factor is negated by the fact that many of the residents commuting out of Fayetteville to work around Huntsville end up spending much of their disposable income there instead of in Downtown Fayetteville. Thus, there is "leakage" from the local household base for retail expenditures to places like Bridge Street Town Center, Oakwood, University Place, College Plaza and other retail hubs along AL255, US72, US431, or other commuter routes between Fayetteville and Redstone Arsenal or Huntsville.

### **Residential Construction Trends**

Fayetteville has seen 320 residential units permitted since 2000, for an average of 17 per year. However, construction has remained relatively static at that level. This building trend is consistent with the city's declining household base, with new construction mainly oriented to move-ups and replacement.

There was one multi-family project of about 90 units permitted in 2011, a year that also saw peak single-family construction of 50 units. But otherwise, there has been little multi-family or apartment construction in the city in recent years. Some residential construction was permitted in the county in 2017-2018.





## **Section 2. DOWNTOWN BUSINESS BASE**

The downtown business base and existing market conditions were analyzed as another input to the planning effort for Downtown Fayetteville. Input to this analysis came from field reconnaissance, building-by-building detailed inventories, interviews with downtown businesses and real estate professionals, and other research. The existing buildings and business base was inventoried and analyzed, in terms of the mix of uses and retail businesses in the downtown area. Vacancy issues were identified and rental trends reviewed, based in part on interviews with business owners. Background information is provided in order to place downtown business performance in context.

### **Background**

Fayetteville long served as a trading hub for Lincoln County and for a broad region that extended into surrounding communities including Lewisburg, Shelbyville, Winchester, and Pulaski. The city was relatively isolated from larger cities and, as such, had not (until relatively recently) faced direct competition from large malls and commercial hubs. The trade area was so extensive that the city became a shopping destination, particularly as the home for such region-serving businesses as Sir's Fabrics.

Over time, the community has lost market share as access has improved and shoppers increasingly commute to larger metro areas including Huntsville and Nashville (Franklin/Cool Springs). That trend may have accelerated with the recent loss of Sir's Fabrics due to a fire, although some retailers note that some former Sirs shoppers still come to Fayetteville out of force of habit. More importantly, since 60% of Fayetteville's working residents now commute out for employment, there is significant "leakage" in local sales for retail, restaurants and entertainment, especially to the Huntsville market.

### **Downtown Business Inventory**

Downtown Fayetteville has about 440,000 square feet of active uses including 234,000 square feet (53%) in retail, 186,000 square feet (42%) in office, and the rest in institutional and other uses including a 17,000 square-foot funeral home, museums, library and others. Downtown is the government, finance, and shopping hub for Lincoln County. Both

City and County Government are headquartered in Downtown Fayetteville. Other key civic anchors include the Fayetteville-Lincoln County Museum & Event Center, Lincoln Theatre, Fayetteville-Lincoln County Art Center, and others. Restaurants, retail stores and personal services comprise a large portion of downtown along with law offices attracted by proximity to County Courts. A business inventory is summarized by use on the following page, generated based on field reconnaissance, interviews, and an inventory conducted by the City of Fayetteville using data from the County Assessor.

<b>Table 2. BUSINESS SPACE BY CATEGORY, FAYETTEVILLE CBD, 2019</b>				
<b>Category</b>	<b>Number</b>	<b>Sq. Feet</b>	<b>Percent</b>	<b>of Total</b>
Convenience Goods	10	57,735	25%	13%
Shoppers Goods	23	81,538	35%	18%
Eating & Drinking	8	21,947	9%	5%
Entertainment	1	7,788	3%	2%
Personal Services	14	17,851	8%	4%
Vacant	14	47,425	20%	11%
<b>Sub-Total</b>	<b>70</b>	<b>234,283</b>	<b>100%</b>	<b>53%</b>
<b><u>Non-Retail Use</u></b>	<b>Number</b>	<b>Sq. Feet</b>	<b>Percent</b>	<b>of Total</b>
<u>Office (Excl Government)</u>	35	185,177	100%	42%
Finance	2	54,466	29%	12%
Insurance/RE	7	23,697	13%	5%
Legal/Prof Services	14	50,874	27%	12%
Non-Profit	2	2,892	2%	1%
Medical/Health	1	20,256	11%	5%
Media, Corp Sales	2	8,720	5%	2%



Vacant	7	24,272	13%	5%
Industrial-Mfg/W/Dist	-	-	N/A	0%
Auto Service	-	-	N/A	0%
Religious	-	-	0%	0%
Civic/Lodges	-	-	0%	0%
Funeral Home	1	16,674	74%	4%
Educ/Museum/Library/Rec	3	5,800	26%	1%
Residential-SF Units	-	-	N/A	0%
Residential-Apt Buildings	-	-	N/A	0%
Hotels	-	-	N/A	0%
<b>Sub-Total</b>	<b>39</b>	<b>207,651</b>	<b>100%</b>	<b>47%</b>
Storage Facilities	-	-	N/A	0%
<b>TOTAL</b>	<b>109</b>	<b>441,934</b>	<b>100%</b>	
Sources:	City of Fayetteville & RGDE.			

### Retail Business Inventory

As noted above, there is about 234,000 square feet of retail space in Downtown Fayetteville in 70 businesses. The business base is surprisingly well-distributed between convenience goods stores, shopper's goods businesses, eating & drinking establishments, and personal services. However, there is fairly limited entertainment (other than the 7,800 square-foot Lincoln Theatre).

<b>Table 3. RETAIL BUSINESS SPACE BY CATEGORY, CBD, FAYETTEVILLE 2019</b>			
<b>Category</b>	<b>Number</b>	<b>Sq. Feet</b>	<b>Percent</b>
Convenience	10	57,735	24.6%
Shoppers Goods	23	81,538	34.8%
Eating & Drinking	8	21,947	9.4%
Entertainment	1	7,788	3.3%
Personal Services	14	17,851	7.6%
Vacant	14	47,425	20.2%
<b>TOTAL</b>	<b>70</b>	<b>234,283</b>	<b>100.0%</b>
Sources:	Lincoln County, City of Fayetteville, and Randall Gross / Dev. Economics.		

This business inventory is based on a fairly generous definition of downtown that includes businesses like Gerald's Foodland that are located off the Square on what some might consider the "edge" of downtown (although the store is actually just one block off of Main Street). As such, two grocery stores are located in this area with a total square footage of more than 33,000 square feet. Two pharmacies have nearly 15,000 square feet. These uses, along with a convenience food store, gas station, and florists comprise the convenience goods businesses in the downtown area. Shopper's goods stores include nearly 25,000 square feet in two furniture stores, 24,000 square feet in nine antiques and used merchandise stores, 18,000 square feet in six apparel stores; and the rest in auto supply, home furnishings, books & music, hobby/toys, pets, and other stores. Nearly 21,000 square feet is in 7 full-service restaurants including Cahoots and four small diners. A detailed inventory by specific store type is located in the Appendix of this report.



**Vacancy.** It is distressing that nearly 50,000 square feet of ground-floor commercial retail space in 14 storefronts is vacant, accounting for more than 20% of the total retail inventory in Downtown Fayetteville. Normally, a target vacancy rate for shopping centers would be closer to 5%; and vacancy in an historic downtown area without the advantages of centralized management and marketing might still be considered “healthy” at 7 to 8%. But 20% is much too high, suggesting that downtown efforts should focus on business recruitment and reducing vacancy at least by half as an initial target.

### Office Inventory

There is about 185,000 square feet of private, non-government or institutional office space in Downtown Fayetteville in 35 businesses. The largest number of businesses (14) provides legal and other professional services, occupying about 51,000 square feet.

<b>Table 4. ESTIMATED OFFICE SPACE INVENTORY FAYETTEVILLE CBD, 2019</b>				
<b>Tenant Type</b>	<b>Number</b>	<b>Sq. Feet</b>	<b>Percent</b>	<b>of Total</b>
Finance	2	54,466	29.4%	12.3%
Insurance/RE	7	23,697	12.8%	5.4%
Legal/Prof Services	14	50,874	27.5%	11.5%
Non-Profit	2	2,892	1.6%	0.7%
Medical/Health	1	20,256	10.9%	4.6%
Media, Corp Sales	2	8,720	4.7%	2.0%
Vacant	7	24,272	13.1%	5.5%
<b>TOTAL</b>	<b>35</b>	<b>185,177</b>	<b>100.0%</b>	<b>41.9%</b>
Sources:	Lincoln County, City of Fayetteville, and Randall Gross / Development Economics.			

However, the two financial services companies occupy more downtown space, at nearly 55,000 square feet or 29.4% of the total. Other key office uses include insurance & real estate (7 businesses occupying 24,000 square feet or 12.8%) and a medical & health-related business with about 20,300 square feet (10.9%). Media, corporate sales, and non-profit uses occupy much of the remaining office space. Based on the amount of occupied space, it is estimated that there are 400 to 600 non-government office workers in Downtown Fayetteville.

**Vacancy.** As with retail, there is a problem with high vacancy in downtown office space, currently estimated at 24,300 square feet (13.1%) in 7 office spaces. Ideally, again, this number should be cut at least in half as a target (6-7% vacancy) for revitalization in downtown office space.

### **Business Performance Factors**

Interviews were conducted with downtown businesses in order to collect information on business performance and to identify key opportunities as well as challenges facing downtown business operators. Store visits also helped examine current merchandising practices, store layout, building conditions, and other factors impacting on business performance.

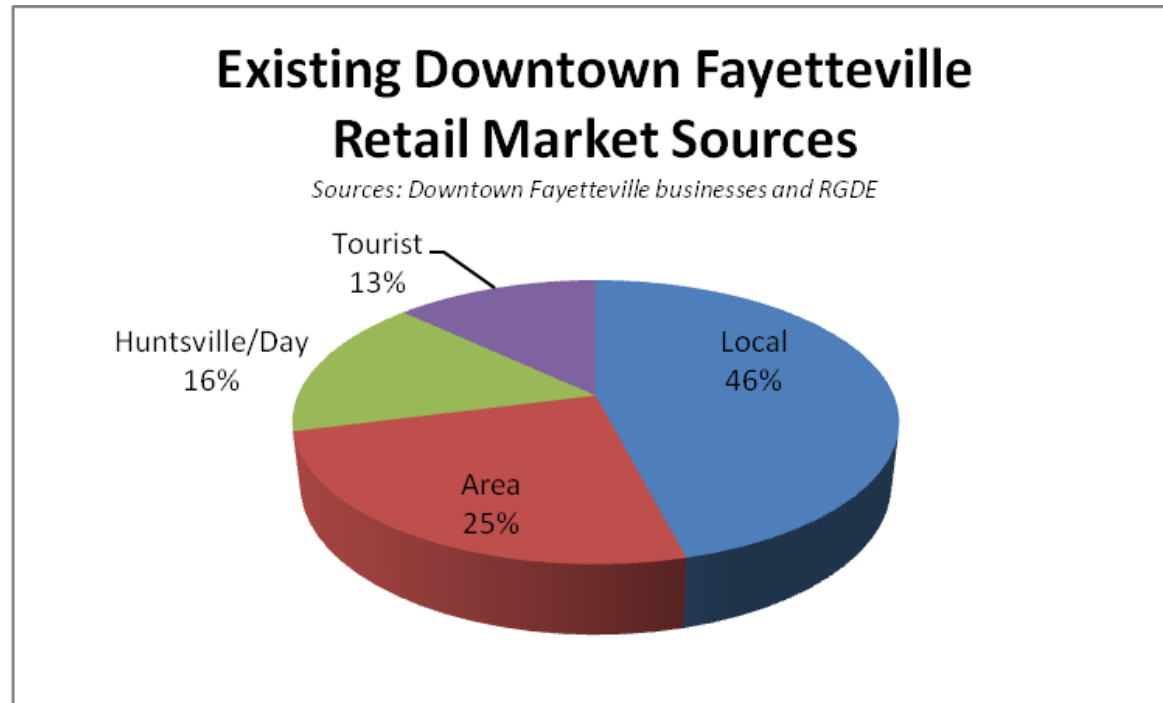
### **Operating History**

Downtown Fayetteville businesses interviewed for this assessment have been operating from a range of four to 96 years, with an average of 30 years in business. So, most business operators are experienced in the Fayetteville market and there are only a few new businesses that have opened within the last few years.

### **Market Sources**

Downtown retail and service businesses are generating nearly 50% of their current market base from within Fayetteville or nearby, based on interviews with a sample of those businesses.





Businesses generate another 25% of their sales from within the surrounding area, including Manchester, Tullahoma, Shelbyville, Pulaski, Franklin, Columbia, and Lawrenceburg. Another 16%, on average, is generated from Huntsville or other “day trippers” and 13% from tourists. The fact that only about one in ten dollars is generated from tourists does indicate that there may be a need to expand efforts to capture this market when there is otherwise a dearth of local market support to help reduce retail vacancy. As noted previously, Jack Daniel’s Distillery attract 300,000 visitors, many of whom pass by Fayetteville en route to Lynchburg. There are clearly opportunities to capture more of this tourist traffic in part by creating more destination attractions and “plugging” into the state’s Whiskey Trail as a way of linking into regional tourism flow.

## **Sales Trends**

Downtown businesses report that sales have been stable, on average. About 40% report slowly increasing sales, 40% report “stable” sales and 20% report decreasing sales. At least one business has been impacted severely by the closure of Sir’s Fabrics, which had served as an anchor for attracting destination shoppers to Fayetteville. Other stores report that their loyal, “regular” out-of-town customer (initially attracted by the presence of Sir’s) continues to shop in Fayetteville out of force of habit, but the demographics of this group are aging and there is nothing new to attract younger shoppers and other new niche markets.

## **Rents**

Downtown **retail rents** are averaging \$12.00 per square foot, with a range of \$7.00 to \$14.00 per square foot, net of taxes. Surprisingly, these rents are high compared with those for space in the city’s commercial corridors (e.g., Business Perimeter and 231/431 Huntsville Highway), which offer excellent exposure for shopping center rents in the range of \$5.00 to \$10.00 per square foot. Relatively high rents may provide one explanation for the higher vacancy rate in downtown buildings, since the tenants most likely to rent downtown may not be able to afford rents at those levels.

By comparison, downtown **office rents** are aligned with those in the commercial corridors. Office rents in both locations (downtown and in the Business Perimeter) generally average \$12.00 per square foot, with a range of \$7.00 to \$14.00 per square foot, net of taxes. There is some logic to downtown office rents being on par with or even higher than those in a more suburban location, since downtown offers proximity to key institutions like County Courts for lawyers as well as a central hub for banks and financial services.

According to building owners and brokers, there is an existing base of downtown apartments, which today rent for \$750 to \$950 per month. There may also be some interest in larger or higher-end apartments renting for \$1,000 or more. However, a key issue downtown is that rehabilitation costs are too high to generate returns-on-investment from current rent structures.



## **Merchandising**

While some stores have operated successfully by “knowing their customer base” and marketing to them effectively, there are several stores that are highly dependent on an aging, repeat customer base and that fail to market or merchandise to changing market conditions. For outsiders and visitors, it is sometimes challenging to discern exactly what some stores are actually selling, based on the exterior signage (or lack thereof) and window displays. Some businesses seem to be in a perpetual “going out of business” mode, while others send a garbled message on their product line based on the positioning of merchandise within their store format.

The fact that four downtown restaurants effectively operate as lunchtime diners is interesting and quaint but also somewhat disconcerting for people who are trying to find a variety of dinner choices. Knowing that 60% of local residents commute out of town for work, it is important to recruit restaurants that will serve to local evening eating & drinking needs and help Downtown Fayetteville re-capture some of its sales leakage to Huntsville.

### **Section 3. IDEAS FOR MARKETING & INVESTMENT**

This section provides input on marketing and investment for Downtown Fayetteville, based on stakeholder input, existing market and business conditions, and other factors. Ideas are presented for new downtown uses to help add value and revitalize the downtown area. Those ideas would need to be tested further for their economic viability and/or financial feasibility, but they provide an indication of the types of uses that the community perceives to provide opportunities downtown. Marketing concepts are also offered, based on Fayetteville's competitive features, location and lifestyle. Finally, a list of prospective incentives or approaches are offered for leveraging revitalization, based on the best practices that may be applicable to Fayetteville.

#### **Ideas for New Downtown Uses**

Several ideas have been generated for new Downtown Uses. These ideas have not necessarily been shown to be economically or financially viable, but they do represent opportunities identified through stakeholder discussions and analysis of existing conditions.

##### **Public & Semi-Public Uses**

There are opportunities to locate the Farmers Market on the Public Square, in order to create more centralized activity on the square and attract residents on a more regular basis. Fayetteville is, in many ways, the quintessential American small town, so having a regular farmer's market would coincide with branding and marketing opportunities that draw on Fayetteville's strengths.

Stakeholders have noted the need and opportunity for a children's park as well as public restrooms that can accommodate more families on the Square. Where there are children's activities, there are also opportunities to attract families including parents who will eat at local restaurants and shop downtown for goods and services.

There has been discussion about creating a more formal, purpose-built theatre space for the Carriage House Player's Theater in Downtown Fayetteville. More venues for arts, culture, and entertainment help to strengthen downtown



as a destination for residents and visitors alike. There is also the opportunity to establish a Whiskey Museum or other whiskey-themed attraction to help position Fayetteville as part of the Tennessee Whiskey Trail. Being part of that trail will help Downtown capture more of the Lynchburg-bound tourism that flows past the city.

### **Private Sector Uses**

Consistent with the concept of creating an anchor whiskey-themed museum attraction is the possibility of recruiting a micro-brewery and distillery to Downtown Fayetteville. Such a facility would help strengthen the community's positioning vis-à-vis the Whiskey Trail and help it capture more of that Jack Daniel's traffic. A wine bar has been suggested as another use that could attract people downtown for eating & drinking. Several stakeholders have mentioned the need for more specialty retail and diversified dining options that help attract more shoppers downtown. Certainly the fact that Fayetteville has four lunch diner restaurants downtown provides a "hook" for marketing a small town, "Mayberry" image. However, local residents and tourists will still want a diversity of dining options, especially for dinner.

There may be opportunities for attracting more housing downtown, both in upper-floor spaces and as infill development or on vacant lots. As demographics shift, empty nesters and Millennials drive the housing market. Certain niches within those two groups have shown a preference for urban living in a walk-able environment, like downtowns. So, Fayetteville has increasing opportunities to direct this market niche into downtown housing if it can be created in a way that is both affordable for the resident and financially feasible for the developer. Again, these ideas have not been validated through market analysis or financial feasibility assessment, but they illustrate the kinds of opportunities that may exist due to a gap in supply or local preferences.

### **Marketing Concepts**

Several marketing concepts are provided here in order to build on Fayetteville's existing strengths and to take advantage of opportunities for destination tourism. These concepts emerged from field reconnaissance and identification of the city's competitive strengths, its location and other factors. However, more in-depth market analysis would identify the targeted businesses and approaches for attracting more of the market base to Downtown Fayetteville.

### **America's Authentic Small Town**

Many small (and larger) communities across the country lay claim to being authentic “small town America.” However, Fayetteville truly offers the best of what is defined as the heart of small town life, such as unhurried and friendly people, independent and locally-owned businesses, the quintessential “picture-perfect” public square, and a civic life oriented to the people that comprise the community. Downtown Fayetteville has five small luncheon cafes, offering that rare opportunity to sit, eat, and chat with neighbors in a locally-owned establishment. Certainly the local invention of Slawburgers helps solidify the city’s reputation for good, simple diner food. The traditional Host of Christmas Past festival also forms part of the city’s small town appeal.

The County Courthouse and the Square help provide a backdrop for community events and civic life that matches the image of small town America for residents and visitors alike. Parades and festivals centered around the square and Main Street help activate the streets and provide a glimpse into the heart of the community. A home-grown movie theater, a local arts center (Fayetteville & Lincoln County Art Center), and independent businesses help strengthen the brand.

### **Distillery Heritage**

Fayetteville has a distinct distilling heritage that could be captured to celebrate and market downtown for tourism and local destination activity. There is, of course, the “Lincoln County Process,” employed by Jack Daniel’s and other distilleries to create the unique (and branded) Tennessee Whiskey flavor. Pritchard’s and Southern Pride provide a local complement to Jack Daniel’s and other distilleries positioned along the **Tennessee Whiskey Trail**, an established guiding tool for visitors that links various sites together to increase marketing strength and volumes. The following map specifically highlights the “Lincoln County Method” and shows what a central role Fayetteville and Lincoln County can play in tourism marketing from the Whiskey Trail.





## **Incentives & Fiscal Policies**

An inventory and review was completed of existing fiscal and other incentives that are available to businesses and investors in Downtown Fayetteville. Based on some of the ideas that were presented earlier for new businesses and development, there are some incentives or other approaches suggested for ways to leverage business and financial investment in downtown.

### **Existing Incentives**

There are several incentives that are particularly relevant to Downtown Fayetteville. Every effort should be made by Main Street and the City to promote the availability and use of these incentives to assist with downtown revitalization.

- **Federal Investment Tax Credit for Historic Building Rehabilitation.** This federal program provides a 20% tax credit for qualified projects, so long as the project meets federal standards for historic rehabilitation. Buildings must be listed on the National Register or be located within a National Register historic district to qualify for the credits, which can provide a significant up-front financial benefit to investors. At present, there are three National Register historic districts in Fayetteville, and one includes buildings on the Square.
- **Commercial Façade Improvements Grant Program.** Main Street Fayetteville administers a façade improvement program, which is funded in part through a matching grant program operated by the Tennessee Department of Economic & Community Development. Property owners can receive grant funds, so long as 25% of the cost of rehabilitation is paid through by the owners themselves. So far, nearly \$150,000 in grant funds have been expended for physical improvements to 19 downtown businesses.
- **Tax Increment Financing (TIF).** The State of Tennessee enables municipalities to establish TIF districts in order to re-capture the incremental increase in tax revenues generated from development to pay for capital investments within a specific district. Fayetteville has used TIF once to-date, for financing capital improvements to support development of the new Hampton Inn. The City also has the opportunity for establishing a TIF district that includes the downtown area, in order to finance improvements and recruit businesses to downtown.



## **Proposed Incentives**

There are various opportunities for creating new incentives for leveraging or encouraging downtown growth and revitalization. Such incentives should be targeted to the real need and not just implemented because other cities have them or because of a handful of specific project opportunities. Detailed information on downtown's economic potentials would help to determine how best to leverage that potential. Nevertheless, based on the ideas generated from stakeholders and based on experience, several possible incentives to consider might include the following:

- **Business Recruitment Incentives.** There is a need to assist in attracting or expanding businesses downtown because of the high vacancy rate and the need to increase economic activity within downtown buildings. While the specific types of businesses to target have not been identified through a market analysis, there are various types of incentives that could be used to help recruit businesses of various types, such as:
  - **Restaurant/Bar & Venue Equipment Capital Grants.** Often, equipment and other capital costs rank among the highest barriers for start-up of new restaurants and other venues. So, providing a grant targeted to funding of new equipment like kitchen appliances or live performance stages can help reduce the start-up costs and lower barriers to entry.
  - **Loan Guarantee Program.** Cities sometimes provide guarantees to help reduce the cost of financing by eliminating or reducing risk. A bank can lower points on a loan if there are assurances that the City will back or guarantee financing in case of a failure. When such failure occurs, the City would assume ownership.
  - **Rental Subsidy Program.** Often, cities will offer a temporary rental subsidy to help reduce pressures from overhead costs on a start-up business. Such programs have time limits and require businesses to meet key standards and requirements including location within the downtown area. Private developers of traditional neighborhood developments and town centers will often subsidize rent for small businesses for a short period, because such businesses are seen as part of the marketing of a broader mixed-use concept that helps to sell houses. The same could be said of helping downtown businesses, which strengthens the overall marketing image of the city for attracting business and retaining residents.

- **Property Owners Incentives.** There are other types of incentives that can be targeted to property owners and investors. The rental subsidy program can be shown to help property owners, by helping to recruit businesses that will pay rent over the longer term. The City, Main Street, or private companies in the area can assist property owners by sponsoring pop-up businesses and art programs that occupy storefronts that are otherwise vacant. Activity within these storefronts helps to reduce the impact and perceptions of too many vacant buildings. Finally, the City could help facilitate the recruitment of developers to partner with property owners in order to rehabilitate buildings or develop land for housing or mixed-use.



## APPENDIX

Table A1. AT-PLACE EMPLOMENT TRENDS, LINCOLN COUNTY: 2002-2017					
Industry Sector				2002-10	2010-17
	2002	2010	2017	Change/Yr	Change/Yr
Agriculture	76	105	118	3.8%	2.5%
Extraction	-	2	4	N/A	20.0%
Utilities	164	143	132	-1.3%	-1.5%
Construction	279	307	316	1.0%	0.6%
Manufacturing	2,310	2,148	2,999	-0.7%	<b>7.9%</b>
Wholesale Trade	271	296	256	0.9%	-2.7%
Retail Trade	1,136	1,154	1,406	0.2%	<b>4.4%</b>
Transport/Warehouse	117	172	353	4.7%	<b>21.0%</b>
Information	123	84	119	-3.2%	8.3%
Finance	190	268	207	4.1%	-4.6%
Real Estate	198	80	78	-6.0%	<b>-0.5%</b>
Prof, Scientific, Tech	133	140	183	0.5%	<b>6.1%</b>
Management Services	7	5	2	-2.9%	<b>-12.0%</b>
Admin Services	157	216	456	3.8%	<b>22.2%</b>
Education	953	1,064	990	1.2%	-1.4%
Health Care	1,455	1,424	842	-0.2%	-8.2%
Arts, Recreation	26	40	10	5.4%	-15.0%
Accomm/Foodservice	826	747	767	-1.0%	0.5%
Other Services	122	145	165	1.9%	2.8%
Government	264	298	499	1.3%	<b>13.5%</b>
<b>TOTAL</b>	<b>8,807</b>	<b>8,838</b>	<b>9,902</b>	<b>0.04%</b>	<b>2.4%</b>
Sources:	U.S. Bureau of the Census and Randall Gross / Development Econ.				

<b>Table A2. RETAIL INVENTORY, FAYETTEVILLE CBD, 2019</b>				
<b>Category</b>	<b>Number</b>	<b>(Percent)</b>	<b>Sq. Ft.</b>	<b>(Percent)</b>
<u>Convenience</u>				
Grocery	2	3%	33,400	14%
Convenience	1	1%	1,750	1%
Specialty Food	-	0%	-	0%
Health/Personal Care	2	3%	14,740	6%
Gas/Convenience	2	3%	2,080	1%
Florist	3	4%	5,765	2%
Liquor	-	0%	-	0%
Misc	-	0%	-	0%
Sub-Total	<b>10</b>	<b>14%</b>	<b>57,735</b>	<b>25%</b>
<u>Shoppers Goods</u>				
Apparel	6	9%	18,019	8%
Accessory	-	0%	-	0%
Jewelry	-	0%	-	0%
Shoes	-	0%	-	0%
Furniture	2	3%	24,370	10%
Home Furnishings	1	1%	2,304	1%
Appliances	-	0%	-	0%
Hardware/Paint	-	0%	-	0%
Garden Supply	-	0%	-	0%
Home Centers	-	0%	-	0%
Department Store	-	0%	-	0%
Used/Antiques	9	13%	23,810	10%
Auto Dealers	-	0%	-	0%
Auto Supply	1	1%	6,840	3%
Electronics	-	0%	-	0%
Books/Music	1	1%	660	0%
Musical Instruments	-	0%	-	0%
Gift, Novelty, Svr, Misc	-	0%	-	0%
Hobby/Toy/Game	1	1%	1,849	1%
Luggage/Leather	-	0%	-	0%
Office Supply/Sta	-	0%	-	0%
Sewing/Piece	-	0%	-	0%
Sporting Goods	-	0%	-	0%
Misc SG-Pets, Art	<u>2</u>	<u>3%</u>	<u>3,686</u>	<u>2%</u>



## Randall Gross / Development Economics

Sub-Total	23	33%	81,538	35%
<u>Dining &amp; Entertainment</u>				
Restaurant-LS	-	0%	-	0%
Restaurant-FS	7	10%	20,904	9%
Drinking Establishmts	-	0%	-	0%
Non-Alcohol	1	1%	1,043	0%
Entertainment	1	1%	7,788	3%
Sub-Total	9	13%	29,735	13%
<u>Personal Services</u>	14	20%	17,851	8%
<b>TOTAL</b>	<b>56</b>	<b>80%</b>	<b>186,858</b>	<b>80%</b>
<i>Existing Vacant</i>	14	20%	47,425	20%
<b>GRAND TOTAL</b>	<b>70</b>	<b>100%</b>	<b>234,283</b>	<b>100%</b>
Sources:	Lincoln County Assessor, City of Fayetteville, Businesses, & Randall Gross / Development Econ.			



# APPENDIX B:

## Courthouse Square Tree Recommendations





## COURTHOUSE SQUARE TREE RECOMMENDATIONS

### Existing Trees

Currently, the existing street trees in Fayetteville's Courthouse Square are Nellie Stevens Holly. These trees have provided some visual and environmental benefit, but they also have limitations as a street tree. They tend to have a naturally dense pattern that can block building visibility, and the evergreen leaves do not shed to allow wanted sunlight penetration in the winter. This type of tree is not typical of a street tree selection.

### Planned Utility Work

At the time of this plan's preparation, the City has utility work planned for the north, south and west sides of the Courthouse Square. That work will entail digging up portions of the sidewalk system. However, at this point, the extent of digging is not known and the potential impacts are also not known. It will ultimately be the City's decision, but if the existing trees will not be damaged, one option is to keep the hollies. However, if the existing trees will be damaged, it is strongly recommended that they be replaced by a more appropriate species. Below are options to be considered.

### Options to Consider

#### Option A: Keep the Existing Trees

If it is determined to keep the existing Nellie Stevens Holly trees, they can continue to function as viable street trees if a good pruning regime is applied. Trees should have the lower branching pruned to a consistent height around the Courthouse Square at a minimum clearance of 9' to allow easy clearance of people and vehicles, and to promote good storefront and building entrance visibility. They can be adjusted in size and height by evenly cutting them back 12" every year until they reach their desired shape.

#### Option B: Replace the Existing Trees

Should the City elect to replace the existing trees, options for street trees might include the following:

- *Chinese Pistachio (Pistacia chinensis)* - A dependable deciduous street tree that stays moderate in size, has a light branching and leaf pattern that allows dappled shade, and features a brilliant red fall color.
- *Pyramidal European Hornbeam (Carpinus betulus 'Fastigiata')* - A tightly shaped columnar, deciduous tree that takes well to pruning and urban conditions. This slow-growing tree can be easily shaped to stay 10' to 15' wide. It has a yellow fall color.
- *Columnar English Oak (Quercus robur 'Fastigiata')* - A narrow upright deciduous street tree with dark green leaves that turn brown in the fall. It provides a strong vertical statement in front of multi-story buildings without blocking views of buildings.



*Chinese Pistachio*



*Pyramidal European Hornbeam*



*Columnar English Oak*