

## Master Plan Initiatives & Development Opportunities





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**HISTORICAL CHALLENGES TO SMALL TOWNS**

The Winchester Downtown Master Plan presents the community with the opportunity to look back into the rich history of the region and the things that made its towns and rural villages attractive, sustainable and successful over time. In some communities however, uncontrolled growth, suburban sprawl, planning and architectural trends - practiced from the mid to late 20th century - shattered many components of small towns that gave them both character and quality of life. Sadly, many downtown areas were neglected and buildings abandoned, leading to the substantial decline of their physical and economic viability. Priority was given to automobile-oriented uses, transportation corridors and new architecture forms that often ignored or destroyed traces of architectural heritage by adopting proportions and forms which ruined street frontages, pedestrian routes and spatial relationships.

Winchester did not escape this transformation; however, the town was able to preserve fragments of both architecture and urbanism that will serve as the foundation for the revitalization of Winchester that is described by this Downtown Master Plan.

From August 12 to 14, 2008, the design team came to Winchester for a three-day design workshop to brainstorm ideas for the future of downtown through a series of meetings with various community leaders, business owners and other stakeholders.

The Master Plan design process took into account both the historical patterns and the spatial characteristics of the core of Winchester. It also afforded the opportunity to discover the essence of the place by understanding its existing building densities, building disposition and architectural character. The study area was analyzed to find the underlying elements that composed the downtown fabric and the main characteristics of the place.

**THE DOWNTOWN MASTER PLAN**

The Winchester Downtown Master Plan uses proven place making strategies that will enable the downtown area, including the Courthouse Square, to become the vibrant, attractive and safe core of the community that it can be by instituting the following basic principles:



- Create a clearly defined urban network comprised of compact walkable streets, a regional trail system, and street improvements that connect the existing Courthouse Square with businesses along 1st Ave NW.
- Create a public/civic space network composed of new public squares, plazas and trails, recreational areas, and natural interconnected corridors.
- Permit a variety of building types and uses, including mixed use, commercial and residential buildings, to be built around the Courthouse Square and 1st Ave NW. Higher intensity development and density will be focused around well-defined public/civic spaces.
- Connect the downtown public spaces to the surrounding lake and other natural areas by trails and improved streets.

The Courthouse Square and its surrounding buildings form the core of the downtown area. Given the history and the civic/public uses of the space, it has value inherent in its architecture and urban form. Its pattern might be similar to that of other Mid-South towns, however what is unique to Winchester is its scale and spatial definition based upon the urban layout and architectural quality of its buildings.

This Master Plan suggests maintaining and celebrating the civic function of the Square, while simultaneously completing the surrounding architecture and uses on the blocks around the square. The blocks should be reconstituted by combining existing structures with new buildings, improved parking areas, and new uses that will bring vitality to the immediate area. There could be commercial uses (convenience stores, specialty local shops, hardware stores, hotel or inn, grocery stores etc.), service commercial (small service oriented business, cafes, pubs and restaurants, etc.), museums and possible office uses either located above ground-floor commercial space or as small independent store fronts. The breadth of this transformation could extend one or more blocks in all directions from the Square and especially along 1st Ave NW, the main commercial spine that links the Courthouse Square with the rest of Winchester.

1st Ave NE, designated as US Highway 41, has been the main artery for the city and so the Master Plan proposes to make it more complimentary to the rest of the existing urban fabric by reinstituting more urbane building forms along both 1st Ave NE and South College St. This will provide a clear building block structure with buildings facing the street and parking



Pedestrian friendly streetscape at Courthouse Square



Entering Downtown Winchester from US Hwy 41 / Dinah Shore Boulevard



New Infill buildings



Farmers Market



Small Public Squares

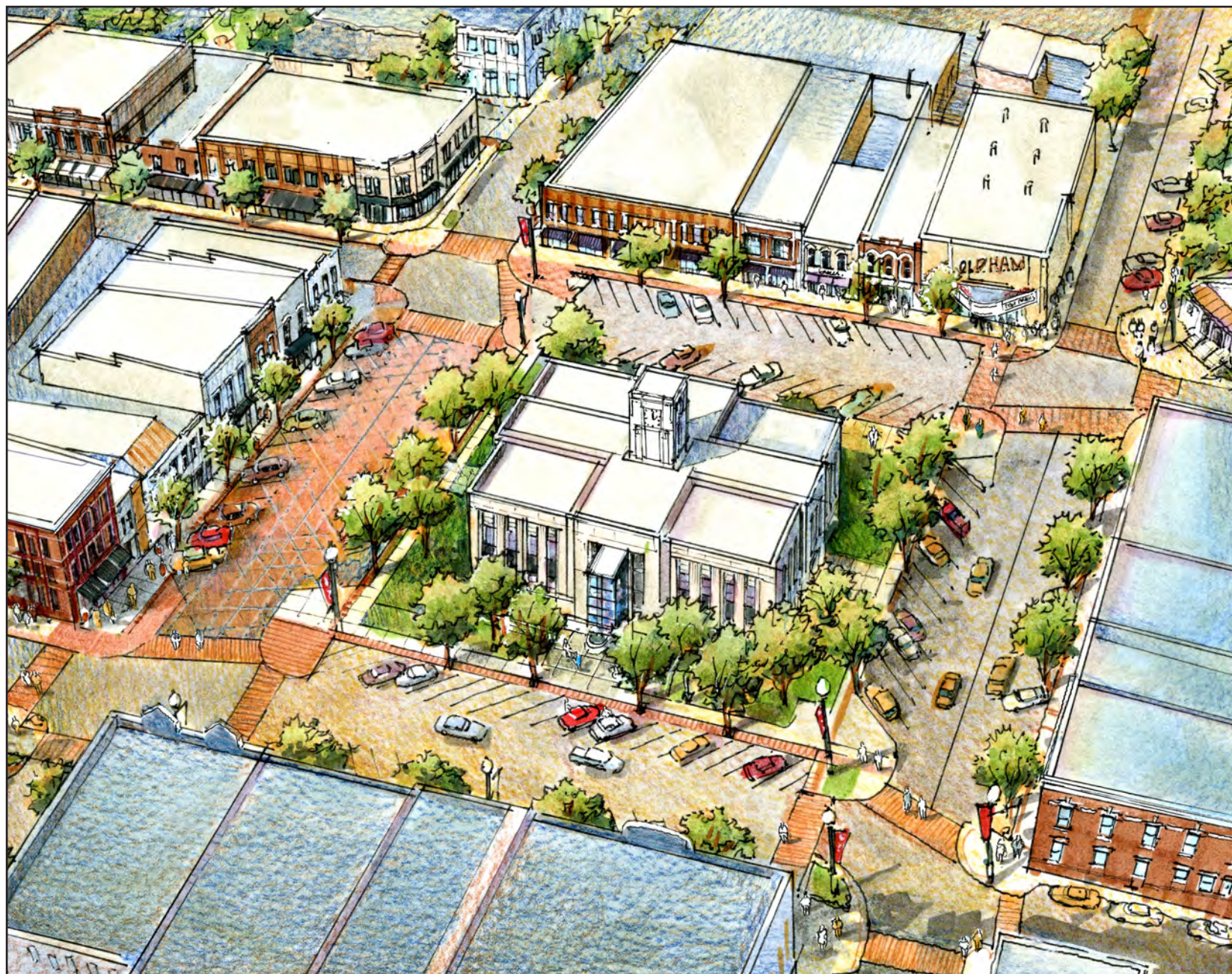


Screened parking



Small Commercial





Perspective

areas located to the center of the block to serve the local parking demand. On-street parking is encouraged around the block perimeter in order to provide convenient parking and to help slow traffic speeds through the middle of town.

Across the bridge, a building on each side of the street will provide for new street frontages and will serve as a new gateway to downtown from the east. On-street parking is encouraged to be combined with center block parking for the new uses.

Streetscape improvements for both 1st Ave NW and all four sides of the Courthouse Square are designed to bring back pedestrians and create a safe environment where vehicles will travel at slower speeds in this new urban environment. A boulevard-type street with a central landscaped median is proposed on 2nd Ave SW from the intersection of South Porter St to South High Street, redefining the institutional district corridor. Within the core area of downtown, around the Courthouse Square, the existing on-street diagonal parking is retained to serve the activities around the Square.



THE COURTHOUSE SQUARE

The revitalization of the Winchester Courthouse Square is incumbent on both public and private interests in order to create the kind of attractive, vibrant and sustainable center that the community desires. This is accomplished through the improvements of the public streets, and by private investment in the buildings and vacant properties around the area.

The Tennessee Department of Transportation (TDOT) is currently executing a plan for the right-of-way surrounding the court house. This plan will serve to improve vehicular traffic patterns and pedestrian connectivity around the square. Plans for the square illustrated in this document are intended to serve as recommendations for consideration in the TDOT plan.

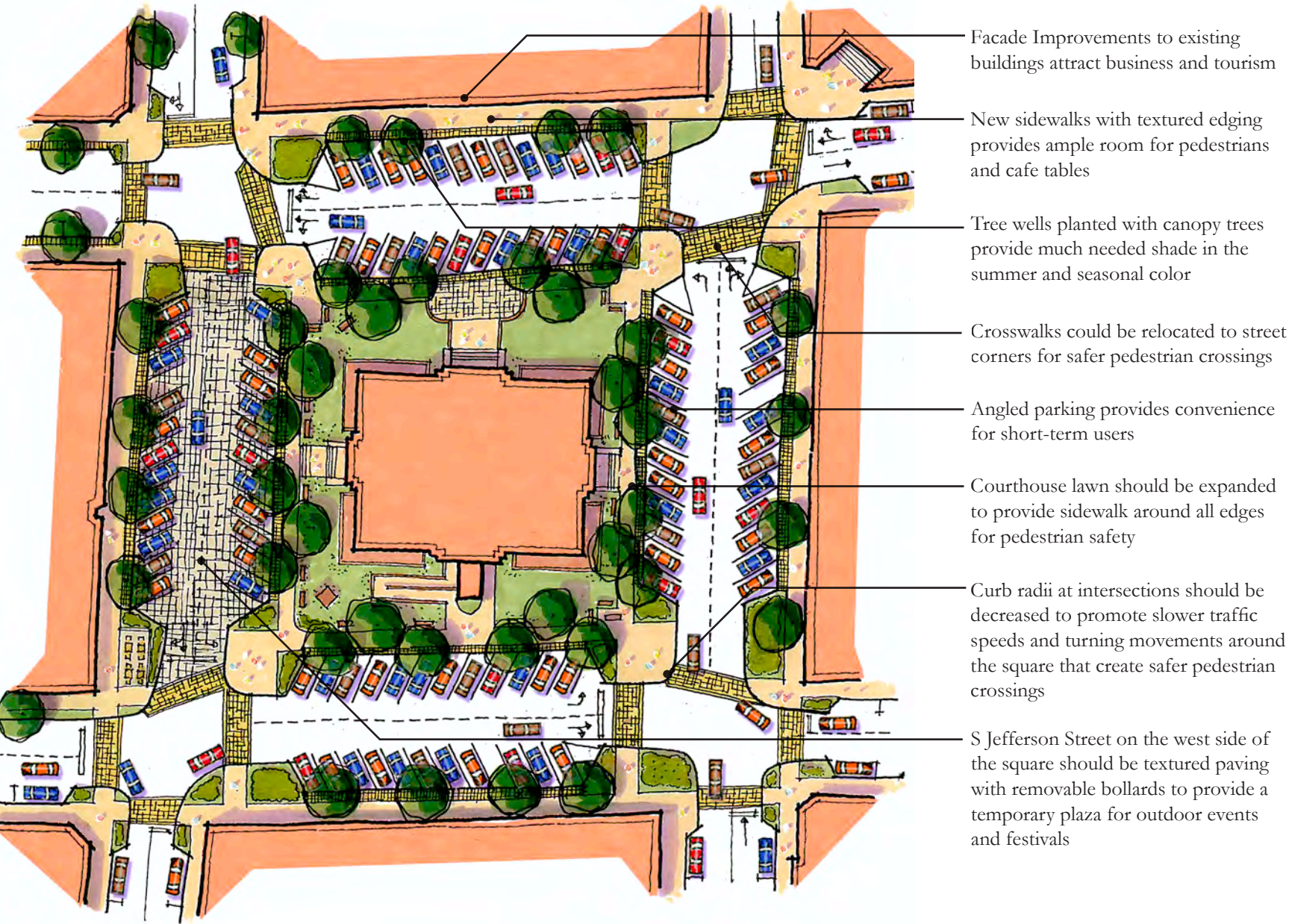
PUBLIC RIGHT OF WAY AREAS — PEDESTRIAN RELATED

**Sidewalks:** Sidewalk crossings at the street corners should be ramped to allow easy crossing of the street by the disabled or families with strollers. Broken sidewalks should be repaired. Textured paving in certain locations can be introduced where space allows. Where transitions from the street are large, steps at regular intervals should be introduced. Consideration should be given to adding sidewalks around the Courthouse lawn at street level to provide visitors a safer path.

**Landscaping:** Planting beds should be maintained to permit pedestrian access where needed, and new street trees, planters or other landscaping should be introduced where possible without negatively impacting storefronts.

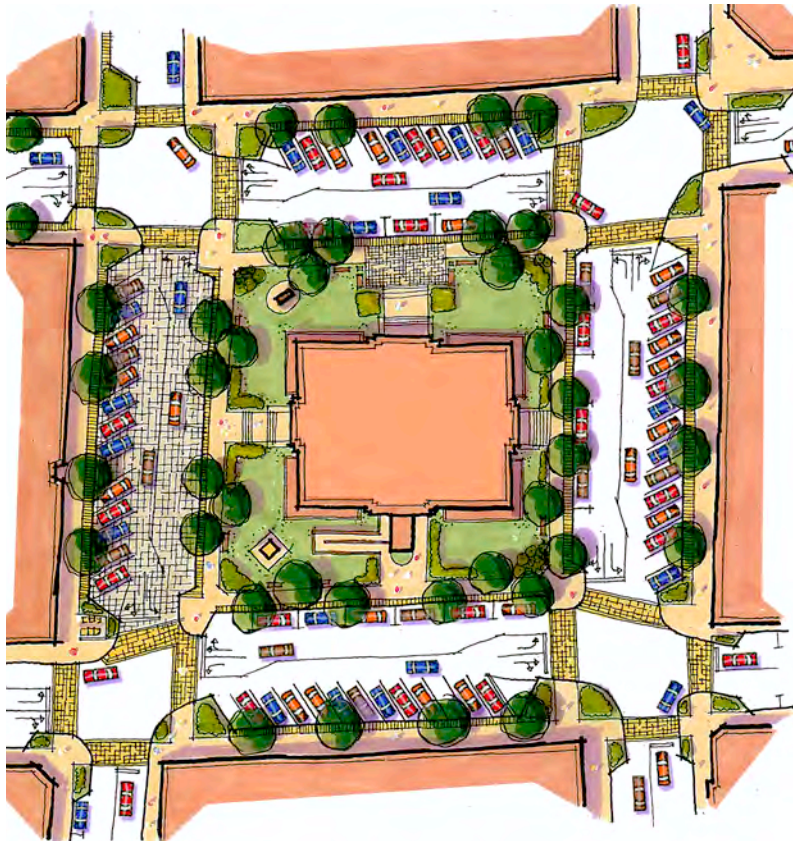
**Lighting:** Street lighting should be replaced with historically accurate fixtures that are appropriate to the era of most of the buildings such as those used for the TDOT Courthouse Square Streetscape Improvement program. Building lighting should be done with traditional fixtures, including gooseneck, pendant and gaslight inspired fixtures. Bare bulbs, wall-pack fixtures, and neon lighting should not be permitted in any exterior location.

**Furniture:** Benches or other furniture should be located at vantage points around the Square where one can sit and watch people walk by. Benches should be wood and wrought iron in appearance. Trash receptacles should be strategically placed at points where they will be most used along pedestrian paths of movement.

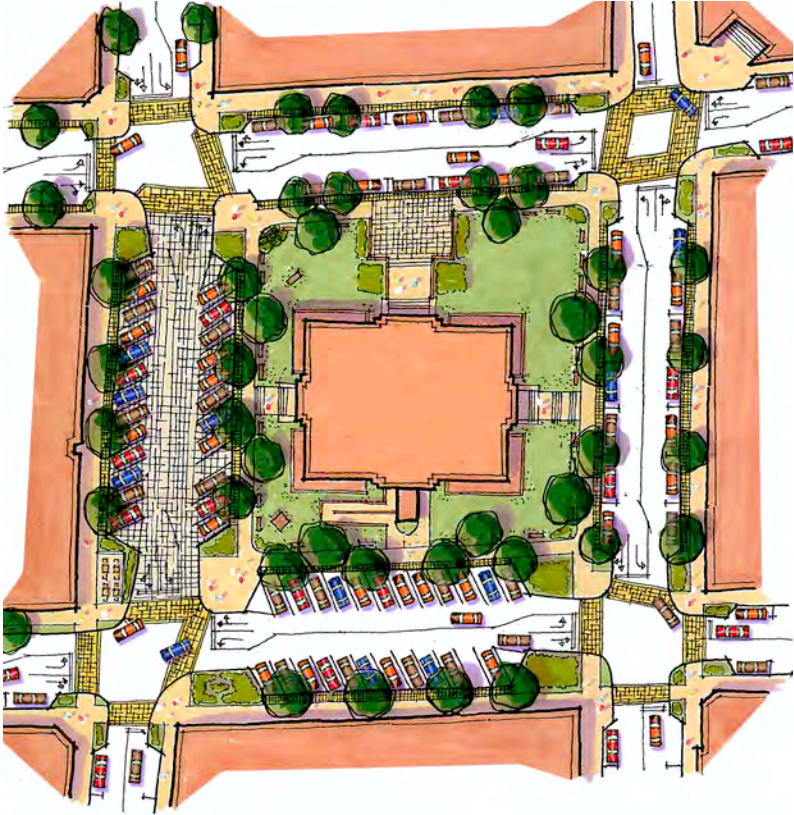


Detailed Plan of recommended Courthouse Square improvements.





Alternate 1



Alternate 2



Improved Streetscapes



Street trees



Clearly delineated pedestrian zones



Signage

**Newspaper & Shipping Boxes:** Newspaper boxes, and shipping/ mail drop-boxes should be located where they do not detract from the pedestrian pathways, and don't dominate the view. Enclosures could be made to help hide these boxes.

**Crosswalks:** Crosswalks at street corners, or in the middle of the block, should be clearly marked, possibly with textured paving or contrasts in color. Signage and lighting appropriate for pedestrians should be incorporated.

**On-Street Parking:** Parking on-street should remain wherever possible either in angled or parallel spaces. Parking meters could be installed to promote short-term usage and help generate income for other improvements.

#### PUBLIC RIGHT OF WAY AREAS — VEHICULAR RELATED

**Street width:** Existing streets are excessively wide in places and inefficient in terms of travel lane widths (widths of 80 feet from face of curb to face of curb exist in some areas around the Courthouse). This enables motorists to drive considerably over the speed limit and the wide streets do not enhance the pedestrian environment, especially around the Square. By using standard travel lanes of 11 feet, effective street widths are narrowed and help provide traffic calming.

**Bump outs:** The use of bump outs will help calm traffic by forcing turning vehicles to slow down in the narrowed section provided, in addition to reducing crossing distances and providing access for wheelchair users crossing the street outside the clear travel zone of sidewalks. These bump outs should be provided in heavy pedestrian zones particularly around the Courthouse.

**Traffic calming:** Additional traffic calming can be achieved by introducing raised mid-block crossings. These crossings should be marked to clearly delineate pedestrian zones.

**Drain inlets:** Existing drain inlets are located in the path of pedestrian crossings and potential cyclist traffic. Inlets should be standardized in type and placed within the length of the block and not at the corners. Where possible, inlets can be concealed by placement within the height of the face of curb.

**On-street parking:** Angled on-street parking should be striped at 60 degrees.

**Temporary Street Closings:** S Jefferson Street on the west side of the Square should be textured paving with removable bollards to create a temporary pedestrian plaza for special events and festivals.





Farmers Market



Street Festivals

These Initiatives are intended to give direction to groups like the Winchester Downtown Program, the City of Winchester and others as to which activities to pursue in order to improve the downtown area.

**MASTER PLAN INITIATIVES - DOWNTOWN WINCHESTER**

The initiatives for the downtown core range from restoration and improvement of existing architecture to development opportunities (streetscape improvements, infill development, farmers market, inn or hotel, connectivity to the Tims Ford Lake), incentives for private property owners (building improvements, new uses), establishing development regulations (design guidelines, new zoning/land use controls), and activities (festivals, study traffic, pursue funding).

**Improve What You Have**

- Enhance the pedestrian realm to encourage pedestrian activity by improving the streetscape. Expand streetscape improvements to surrounding blocks in later phases.
- Restore the exterior of the Franklin County Courthouse (fix the clock) and landscape its grounds.
- Enforce all existing building and property codes.
- Screen existing corner parking lots with well-maintained evergreen hedges until infill or redevelopment occurs.
- Make facade improvements to buildings that have removed, covered, painted over or obscured original details, windows, storefronts or doors.
- Maintain/establish connectivity between downtown and surrounding neighborhoods.

**Attract More People Downtown**

- Work with groups like the Chamber of Commerce to actively recruit development such as destination restaurants, micro-brewery, hotel, arts and entertainment venues, and new specialized retail to create activity on the street after office business hours.
- Promote extended downtown business hours into the evening and on weekends.
- Collaborate with institutes of higher learning (Sewanee, Motlow, Columbia State, University of Tennessee) to create extension facilities in or near downtown.

- Develop a Business Incubator to help with local start-up business ventures.
- Address perceptions of public safety in downtown – foot/bike patrols during select hours; crime prevention programs for downtown merchants; Neighborhood Watch for downtown; Youth Activities Center/programs oriented toward teenagers.
- Keep remaining City/County government functions downtown.
- Promote and market downtown redevelopment and provide a calendar of events of activities in Downtown Winchester. Introduce seasonal /holiday block parties and street festivals to encourage more activity downtown.
- Create a Visitor/Tourist Center to promote downtown, the City of Winchester, and Franklin County.
- Establish a Farmers Market to connect residents with locally-grown produce in a fun atmosphere.
- Create financial incentives for mixed-use ground-floor retail and upper-level residential uses in existing and future development.

**Invest In the Public Realm**

- Revise/update existing development regulations (expand to include mixed use opportunities around fringe areas of downtown); Unified development standards between City and County.
- Create a Downtown Overlay District to address land use and design standards specific to study area – streetscape, green infrastructure, architecture, land use, screening, and plan review process.
- Develop design guidelines for promoting the proper redevelopment of downtown.
- Create/update anti-neglect regulations; enforcement.
- Create a Business Improvement District (BID) – nearly 15,000 BIDs are in place across the U.S.
- Embellish the Gateway arrival on both sides of the Hwy 41 bridge leading into downtown.
- Install Wi-Fi Internet Service for use throughout Courthouse Square.
- Look for opportunities to convert 3 and 4 lane arterial streets to boulevards.
- Introduce bicycle routes and trolley service to encourage alternative transportation and recreational activity.
- Construct and repair sidewalks and add street trees, benches, and waste receptacles, to encourage pedestrian activity.



- Relocate utility lines to enhance the visual realm.
- Add historically appropriate pedestrian scale lighting similar to the fixtures used for the TDOT Courthouse Square Streetscape Improvement program. to enhance safety and security.
- Maintain and add on-street parallel and/or angled parking as a critical element for business prosperity.

**Compel Private Stakeholders to Match Improvements**

- Create financial or development incentives such as tax breaks or grants to encourage property owners to improve their properties.
- Encourage property owners to renovate upper floors of existing buildings and locate retail on the first floors and residential space or offices on second floors.
- Energize Downtown Merchants Association as “champion for change” in downtown.
- Organize Shared Parking – public/private partnership with places of worship, civic/institutional uses, and businesses.

**Connect to Tims Ford Lake**

- Improve streetscapes and pedestrian access from the Square to the Lake.
- Reconnect with the Lake along a new linear greenway. Locate parks, performance venues, pedestrian and bicycle trails, picnic areas, camping, and boat launching and docking opportunities along this greenway. Connect to the City Park, Swimplex and proposed marina.
- Create a “Rails to Trails” greenway along the abandoned rail line south of downtown that crosses Boiling Fork Creek and connects to Franklin County High School, Decherd, and other regional points of interest.
- Water Taxi – shuttle between Bear Trace and downtown and other points of interest on Tims Ford Lake.
- Look for business development opportunities along the Lake edge on both sides of Boiling Fork Creek such as restaurants, bed and breakfasts, and outdoor equipment outfitters.

**Plan for Development Opportunities**

- Establish residential housing and offices downtown that encourages “eyes on the street” surveillance, activity on the street, and provides a stronger market for retail activity.

- Look for opportunities to redevelop corner parking lots with mixed-use buildings that match the urban fabric of Downtown Winchester.
- Encourage/require all new development to locate buildings adjacent to the street while placing off-street parking in the rear of the buildings.
- Require new construction to adhere to design guidelines that promote attractive architectural facades and storefronts, entrances that face the street to encourage pedestrian activity along all streets.
- Use infill or redevelopment opportunities to extend the downtown urban development pattern east along US Hwy 41 to the bridge.

**Create a Managing Entity**

- Hire an experienced individual and/or a committee to review redevelopment plans and ensure that development adheres to development guidelines.
- Enlist a Special Events Coordinator to fill the calendar with events (Ex: Barber Shop Haircut Day).
- Create a Joint City-County Economic Development Authority.
- Create a Vacant Properties Coordinator to address vacant properties and under-utilized properties and fill the voids.

**MASTER PLAN INITIATIVES - FRANKLIN COUNTY**

From the discussions that occurred during/at the design workshop, it became clearly evident that the future of downtown rests not only on what happens immediately around the Franklin County Courthouse Square, but also that initiatives far from the core have a significant impact on what happens in Winchester. The following should be addressed as part of the overall coordination of what happens in the County Seat so that advances made can be generated into forward momentum in the rest of the County.

- Create ecologically sensitive opportunities for recreation on the Tims Ford Lake that generate revenue for the County.
- Promote regionalism with other cities in the County, working together as a united County for growth and development.
- Consider building a corporate retreat or convention center.
- Create a new county-wide development code that preserves the best of Franklin County while allowing for growth.



Dining along the Waterfront



Waterfront park and Amphitheater



COURTHOUSE SQUARE IMPROVEMENTS

Based upon our observations of the condition around the Square, improvements could be made to enhance the appearance, and functionality, of the buildings, sidewalks and other elements which would make the area more attractive.

Improvements are required to bring the existing buildings in the area up to a level of quality and usability that will help them become attractive places to work, shop or conduct other business. The building and property owners should make improvements such as improving upper-story areas, cleaning facades, restoring covered windows, signage, lighting and making other exterior or interior improvements. Particular recommendations follow on subsequent pages.

Possibilities exist for infill development in the blocks surrounding the square, where vacant or under-utilized land could be used for new commercial or residential uses. The Development Opportunities Map, found on page 29, shows possible locations for new development in a manner that permits buildings to face the streets with parking areas located towards the center of the block.

BUILDINGS

**Brickwork:** Brickwork should be brushed clean and repointed with matching mortar (color and composition) but not cut with tools. Paint should be removed by non-abrasive or chemical means. Stucco, concrete, wood paneling, siding or shingles are not appropriate and should be replaced with brick or wood trim.

**Storefront Windows:** The traditional pattern of storefront window design should be restored, including large windows on either side of a mostly-glass door. Transom windows above should be restored (in many cases they are simply covered by signage or blocked by internal drop ceilings that can be set back).

**Doors:** 8 ft. tall wood or metal doors with large window areas should be used, sometimes recessed into the storefront to create more window display area and provide weather protection.



Improvements - North of 1st Avenue NW at Courthouse Square.



Improvements - East of South College Street/US Hwy 41 at Courthouse Square.



Storefronts



Store - recessed entrance/  
Facade composition



Awnings/Canopies



Doors



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Improvements - West of South Jefferson Street at Courthouse Square.



Improvements - South of 1st Avenue SE at Courthouse Square



Signage



Lighting



Upper Floor Windows



Trash Receptacles

**Upper Floors:** Upper floor spaces should be restored to use, and boarded up windows replaced with operable and historically accurate replacements. Original windows should be restored, and if new replacements are needed then the shape and pattern of divided lites need to be replicated from historic sources.

**Awnings:** Wood or vinyl awnings, canopies and porches as well as metal awnings and porches should be replaced with fixed or operable canvas awnings or simply removed. No backlit signage awnings should be permitted. Signage areas on the awning is encouraged to be limited to the skirt area only. Metal canopies suspended from the building structure should be permitted where appropriate.

**Signage:** New signs should be placed in the area between the top of the storefront transom windows and the underside of the upper-story windows (the so-called signage band). Lettering should be lit by gooseneck fixtures, not internally lit. Perpendicular and sandwich board signs are permissible if appropriately sized and located.

**Trash & Utilities:** Trash receptacles and signal boxes should be screened or properly located and maintained.

### MAINTENANCE & SERVICES

**Storefronts:** Storefronts on the ground floor should be filled with active uses, such as retail, restaurants or other public offices with frequent visitors, and not with private offices that are infrequently occupied. Vacant storefronts should be leased. Until leased, they should be filled with displays of local history or merchandise of nearby shops.

**Regular Cleaning:** A regimen of regular cleaning should be enacted, including picking up trash, emptying dumpsters and receptacles, window washing and periodic maintenance of trim, painting, etc.

**Screen Services:** Utility meters and trash dumpsters should be hidden from view, screened by mature landscaping or fencing materials compatible with the surrounding buildings.

**Utility Poles:** Wherever possible, relocate power, data and other wired services to the alley side of the buildings or underground, removing unnecessary wires and poles from in front of buildings.

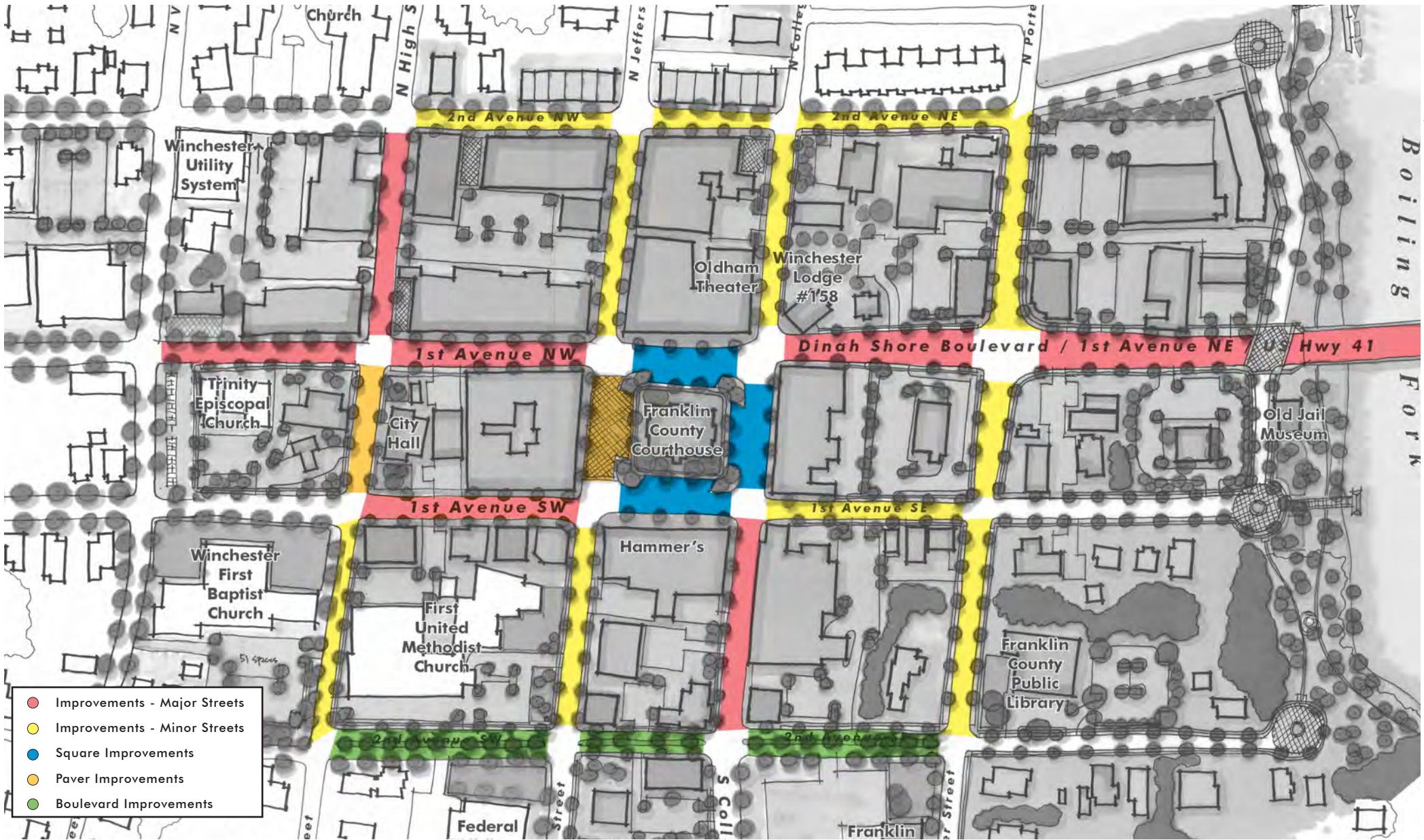


STREETSCAPE IMPROVEMENTS

Important to a pedestrian experience is the attraction and retention of ground floor retail shops, art galleries, visitors centers, museums, restaurants and entertainment venues. Improvements to the streetscape can be a catalyst for redevelopment of a downtown. At the Courthouse Square and along 1st Avenue NW: street trees, pedestrian scale lighting, appropriate way-finding signage, banners, and street furniture such as benches, litter receptacles, newspaper kiosks, mailboxes, bicycle racks, as well as the design of the hardscape itself are specific elements targeted, for a unified sidewalk design including an attractive surface finish and scoring pattern. Crosswalks will be distinctly marked, and lanes narrowed at pedestrian crossings, to slow traffic. Regularly spaced street trees will provide refuge from the southern summer sun without obstructing pedestrian flow. Utility structures will be relocated from visible locations to hidden or underground locations. Lastly, but equally as important is to create attractively designed storefront displays that activate the streetscape and arouse curiosity. Each element, when incorporated into the improvement of the overall streetscape, plays a vital role in creating an inviting and memorable pedestrian experience.

Second Avenue SW and SE presents an opportunity to create a landscaped boulevard to connect religious and civic institutions in a pedestrian friendly, campus-like corridor.

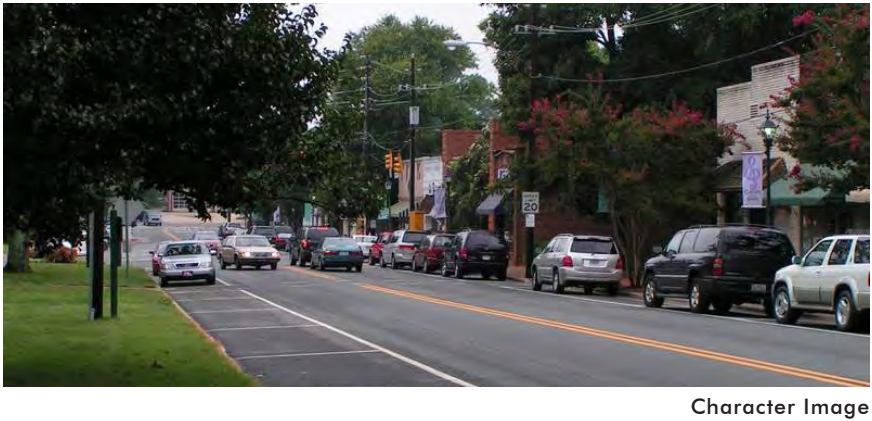
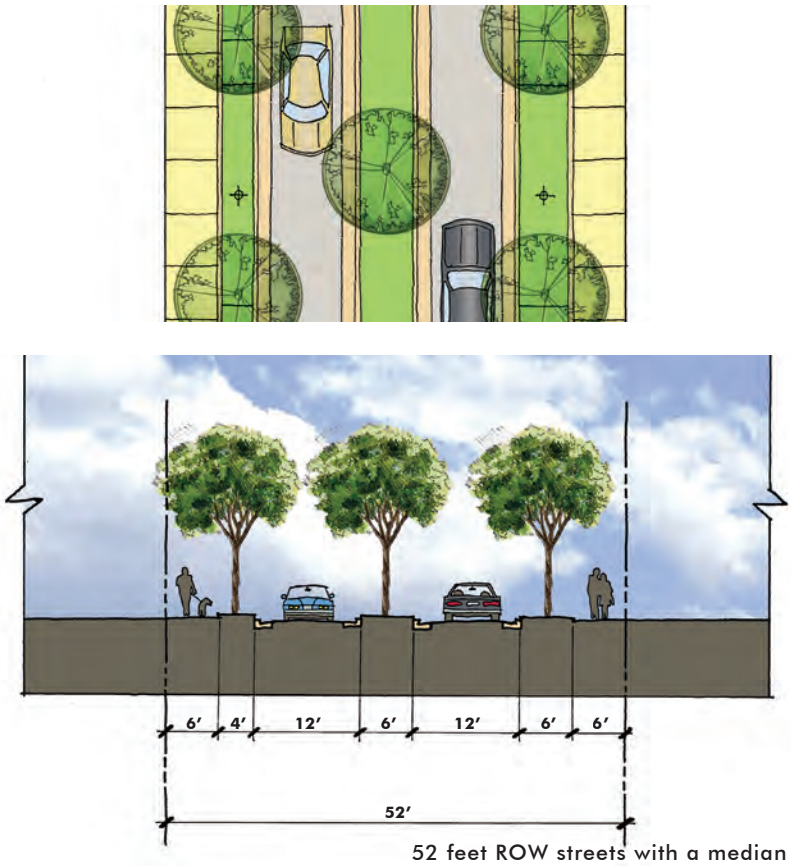
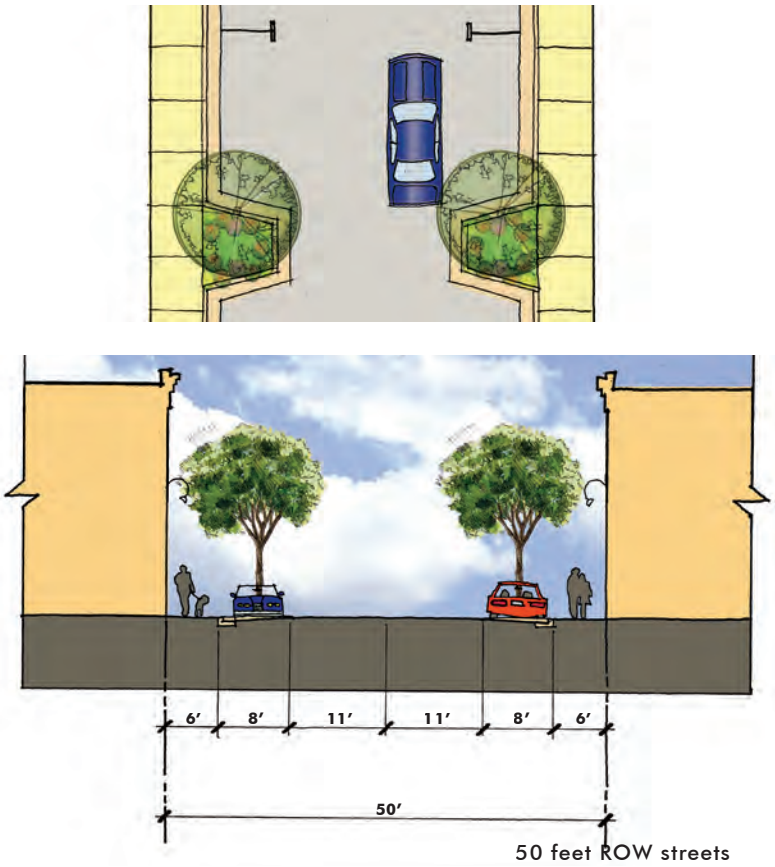
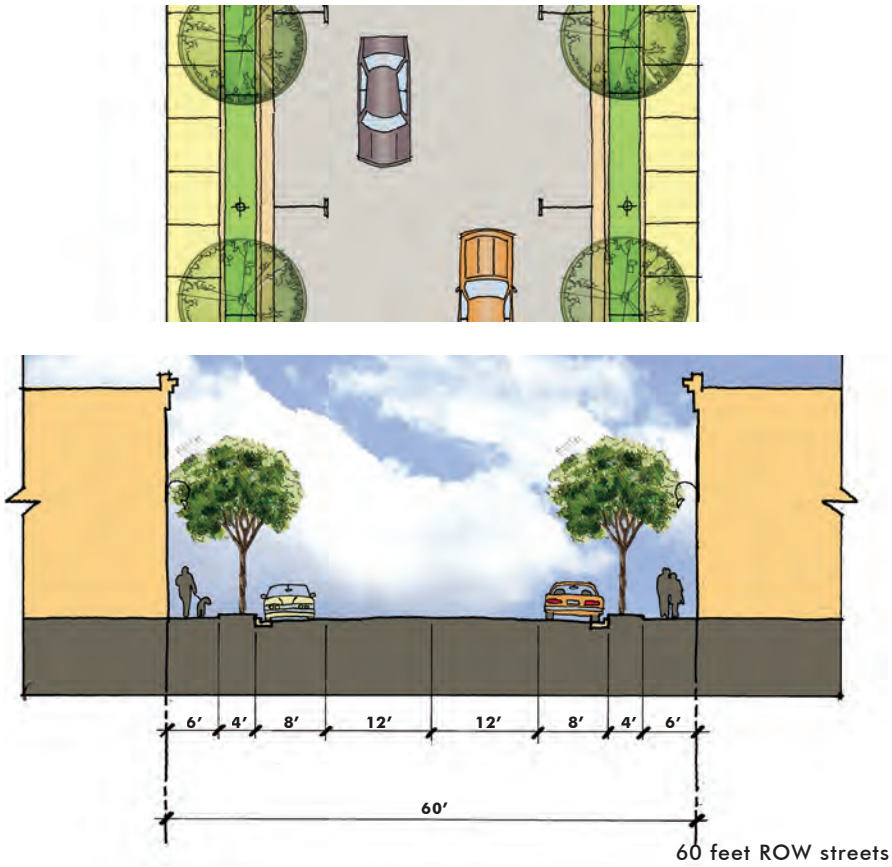
First Avenue NE from the Square to the bridge should be improved with wider sidewalks, street trees, textured crosswalks, and pedestrian scaled lighting with banners. Infill and redevelopment opportunities should complement the development standards around the Square. The City and County should work with the State to reduce the width of inbound and outbound traffic lanes along this corridor to calm traffic speeds prior to entering the Square. These improvements will create a welcoming gateway to the Square and inform visitors that pedestrians are present in this downtown.



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Plans, Sections and Character Images



OTHER OPPORTUNITIES

Several other opportunities were presented during the design workshop that occur outside of the official nine-block study area. These opportunities include:

**Riverfront Development Project**  
Parcels located along Boiling Fork Creek could be assembled to create an urban waterfront park within two blocks of the Courthouse Square. This waterfront park could provide such amenities as transient boat docking, walking trails and boardwalks, an amphitheater, and retail kiosks. Parcels on the south side of the bridge could be assembled to extend the riverfront park south around the bend in the creek and support existing neighborhood assets such as the County Public Library and the Old Jail Museum. Opportunities could include a new bed and breakfast, destination restaurant, and a visual arts gallery. The waterfront park and development would be a highly visible gateway greeting for those entering downtown across the Hwy 41 bridge.

**Hwy 41 Bridge Improvement Project**  
The Hwy 41 bridge across Boiling Fork Creek is such an important entry element into Winchester that it may warrant an improvement project. This project could improve pedestrian walkways, lighting, railings, and may even improve the appearance of the structure from beneath the bridge.



Waterfront Development Opportunities



Perspective



Public Art

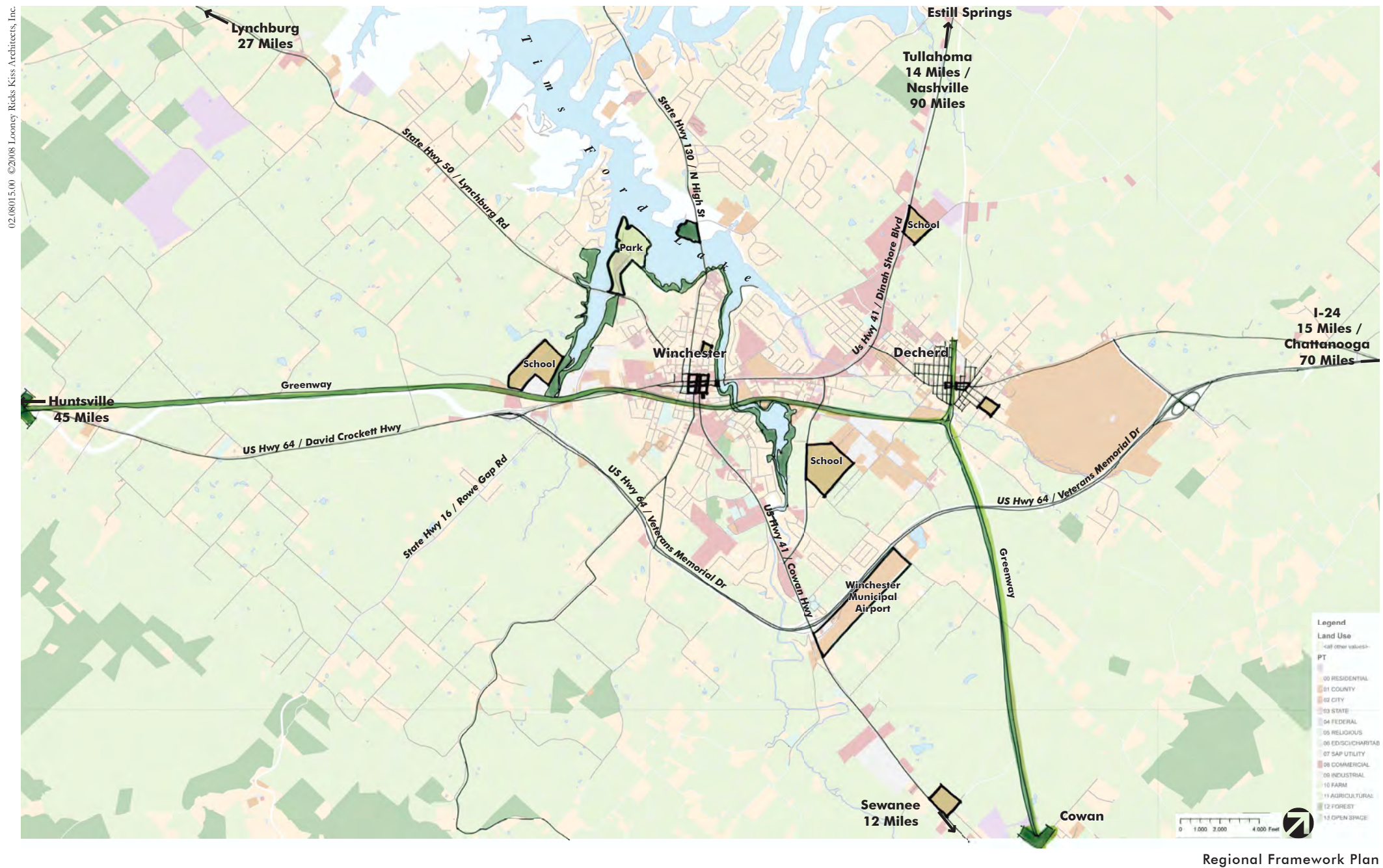


Play Areas



Waterfront





Several other ideas have arisen over the course of the Master Planning process, which are worth mentioning here as other potential catalysts to contribute to the improvement of the Downtown Winchester area, or Franklin County as a whole. They include:

- Utilizing abandoned rail lines and bridge piers for a “Rails-to-Trails” program serving as the catalyst for a regional greenway system
- Linking Downtown Winchester with trails along the banks of Boiling Fork Creek to Tims Ford Lake and the City Park, Swimplex, and proposed marina
- Improvements to the Winchester Municipal Airport
- A corporate retreat and conference center
- Incorporating improvements to the areas surrounding US Highway 64 Bypass including signage advertising the downtown area
- County-wide development controls preserving the best of Franklin County such as developing an Urban Growth Boundary defined by Tims Ford Lake on the north, the Hwy 64 Bypass on the south and west, and Decherd on the east
- Creating a Corridor Overlay for Hwy 64 between Decherd and Winchester to address access control, signage standards, streetscape improvements, and development standards







## Action Items







**PROPOSED ACTION ITEMS**

Now that the Master Plan has outlined what makes a great downtown, examined the study area, identified development opportunities, and proposed initiatives to be undertaken, what remains is to embark upon the action items to make the opportunities and initiatives real.

To undertake any single opportunity will undoubtedly require more resources than any one person or group can provide. By dividing the various tasks into smaller pieces, the massive task of making substantive changes becomes more manageable.

The following list identifies a number of the key action items by category, suitable for delegation to committees or professional service providers.

**DESIGN PROCESS**

- Present the Winchester Downtown Master Plan.
- Design and implement catalytic improvements: Courthouse Square improvements; coordinate with TDOT streetscape improvements around the Square and along 1st Avenue NW; create trail links to Tims Ford Lake; identify sites for infill buildings (retail, mixed-use and residential).
- Study future traffic and parking demands; work with transportation consultant and TDOT to narrow street section and improve streetscape from Courthouse Square to bridge on US Hwy 41.
- Establish a Shared Parking Plan for downtown that involves civic and religious institutions with business owners.
- Identify locations for potential future parking garages and lot locations.
- Design and implement a Facade Improvements Program for buildings in the nine-block downtown core.
- Re-visit and update master plan every few years.

**STREETSCAPE IMPROVEMENTS**

- Identify and secure funding for further streetscape improvements.
- Survey remaining downtown sidewalks, curbs, lighting and utilities.
- Create streetscape design standards for future phases and select specified materials: hardscape elements (sidewalks, ramps, crosswalks); light fixtures; street trees and planters; street furniture (benches, trash

receptacles, bicycle racks, water fountains); parking meters; stop lights; wayfinding and street signage.

- Hire consultants to complete construction drawings.
- Relocate utilities where possible to the rear of properties or bury overhead utility lines.
- Implement the streetscape plans in phases, possibly in order of: current TDOT plan for the four sides of the Square; 1st Avenue NW from N Jefferson to N Vine St; 1st Avenue SW from S Vine St to S Jefferson St; US Hwy 41(1st Avenue NE) from S College St to the bridge; 1st Avenue SE and 2nd Avenue SE links to the waterfront; S College St from the Square to the old railroad bridge; and the remainder of the downtown core.

**DEVELOPMENT OPPORTUNITIES**

- Provide regular updates on the progress of downtown redevelopment through various media channels (newspaper, radio, TV, Internet).
- Reestablish retail and restaurants in the ground floor of buildings around the Square.
- Incentivize property owners to renovate upper floors of existing buildings into residential or office space.
- Establish a marketing campaign to lure new establishments to downtown such as restaurants, retail shops, arts and music venues, antique stores, museums, book stores, coffee shops, news and video stores.
- Incentivize urban infill redevelopment of corner parking lots.
- Locate spaces for use as small business incubators and Institutions of Higher Learning, possibly tied to University of Tennessee or University of the South.
- Create a new Winchester Farmers Market downtown.
- Attract a signature destination restaurant, paired with other complementary restaurants.
- Encourage the County to maintain some civic services in the existing historic courthouse.
- Investigate the possibility of building a new Bed & Breakfast or boutique Hotel near the Square or on the waterfront.
- Develop a detailed Waterfront Master Plan and implement in phases as funding is secured and properties become available. Actively market the waterfront asset to potential restaurant and hotel business owners.



**ESTABLISH REGULATIONS**

- Create a special overlay district for downtown and the waterfront to ensure proper land use until design guidelines are adopted.
- Develop and adopt a set of design guidelines to guide appropriate development. Topics include: Building Siting; Massing; Facade Composition, Colors and Materials; Service, etc.
- Update signage regulations for the downtown core area to be in keeping with the character of downtown.
- Create a Design Review Commission to oversee and review redevelopment plans.
- Institute land use regulations to control sprawl along the US Hwy 64 Bypass corridor and intersections.

**ACTIVITIES AND EVENTS**

- Keep the Dogwood Festival downtown and introduce additional block parties and street festivals to encourage more activity downtown, seasonal concerts, monthly events, merchant fairs, arts festivals, History Days, and major holiday celebrations.
- Introduce housing/residential use to activate downtown after business hours.
- Introduce active recreation activities along the Lake, such as boating/fishing competitions, horseback riding, hiking/biking/walking trails, and equipment rentals.
- Connect downtown to surrounding neighborhoods, parks, and schools with a greenway trail using the abandoned rail line south of downtown (Rails to Trails).
- Encourage the use of alternate transportation to serve downtown especially during peak events.
- Create and regularly update a calendar of events of activities in downtown Winchester (monthly newsletter or web site).
- Instate a Special Event Coordinator

**FUND-RAISING**

- Maximize the benefit of the Courthouse Square Pilot Grant Program from the State of Tennessee by focusing on projects that optimize return on investment such as filling vacancies with new business.
- Explore methods for obtaining funding for catalytic projects, including: Hire a full-time grant writer and solicit existing grant funding sources

(state and federal government, US RDA, foundations); create a Tax Increment Financing (TIF) district; consider Business Improvement District taxes; metered parking; corporate donations; generate income from downtown festivals.

- Establish a 501(c)3 Community Development Corporation to receive and direct funding.
- Create incentives for luring destination developments with grants, reduced rents or taxes.

**COUNTY-WIDE INITIATIVES**

- Establish a county-wide development code and urban growth boundaries protecting the best of Franklin County for guiding future development of the County.
- Create consistent “Welcome” signs upon entry to each municipality in the County.
- Create “Grants” for each downtown besides Winchester to permit study and improvements.
- Restore the exterior of the Franklin County Courthouse and “Fix the Clock”.
- Continue to explore additional opportunities in other outlying communities that would contribute to a more desirable and financially healthy Franklin County.
- Work with TDOT to properly design and implement corridor improvements along US Hwy 41 from Decherd to the Courthouse Square.
- Work with TDOT and the County to implement an enforceable truck route around Downtown Winchester.
- Work with TDOT, the Tennessee Department of Tourism, and Jack Daniels Distillery to erect wayfinding signage to Lynchburg through Downtown Winchester.
- Submit to Governor Haslam the idea of creating a Test Case for economic development through combined efforts to establish Franklin County as a destination for tourism, recreation, history, leisure, and business.
- Form a Tims Ford Lake Conservancy to initiate projects to best utilize and protect the Lake.
- Create boat launch points into the Tims Ford Lake basin that are paired with appropriate development.
- Make improvements to the Winchester Municipal Airport
- Create a corporate retreat and conference center



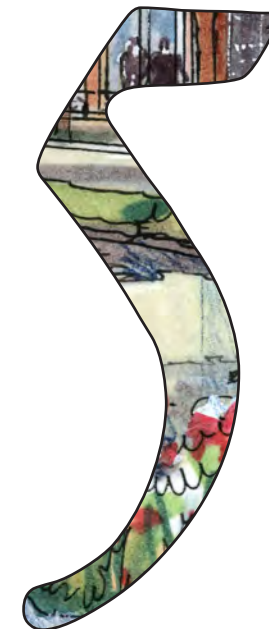
Town Festival



Tims Ford Lake



## Appendix









**PUBLIC MEETING - 8/12/08 - 6.30PM**

What are Best Elements of Downtown?

- Waterfront
- Street configuration
- Nice people
- University
- Civic buildings – library
- Strong architecture – preserve and protect architectural character as an asset
- Tourist traffic – need to capture business from tourists traveling through community
- Create a reason for people to stop
- Good building stock
- Building community support and momentum for change
- Opportunity for community to grow/diversity its economic base

What are the Elements we need to Improve?

- Find opportunities to improve pedestrian experiences w/o impacting vehicular traffic patterns
- Too much traffic – free flow needs to be calmed
- Reduce sign clutter
- Reconfigure parking – angled versus parallel alignment needs to be analyzed; convenience for customers and employees; improve perception of availability
- Leverage proximity to waterfront – create community amenity on waterfront (public dock)
- Capitalize on upper story residential – many buildings downtown have unused second stories
- Create financial incentives to promote redevelopment
- Need to understand the full impact of moving judicial functions out of downtown (traffic patterns, parking demand, loss in revenue from those no longer coming downtown for court system)

What is your vision/dream for Downtown?

- Vibrant downtown on weekends
- Desirable destination – Grocery and Theater are major points of attraction
- Unique shops – uniqueness to region – showcase what makes Winchester different

- Expand pedestrian realm around the Courthouse Square
- Create places for people – outdoor pavilion, plazas, parks
- Expand green space around Courthouse for people
- Look at alternatives and trade-offs – assess peoples willingness to compromise so that most residents are satisfied with the outcome of the downtown initiative
- City/County partnership – look for common ground (economic development) to work collaboratively and to consolidate resources to leverage investments for the benefit of cities and Franklin County
- Waterfront – public dock (need to work with local/state agencies to secure permits)
- Relocate overhead utilities underground where practical – remove obstructions to solid waste collection points
- Residents are comfortable and accepting of “Change” – community needs to create a “capacity” for change and provide people an opportunity to shape their future

**CIVIC/INSTITUTIONAL STAKEHOLDER MEETING  
8/13/08 - 9.00AM**

What are the strengths of Downtown Winchester?

- Quaintness
- Convenience/Walkability
- Mix of uses
- Safe
- Downtown “feel”
- Ideal Footprint
- Waterfront opportunity
- Free Parking
- Art Guild – needs a home in downtown
- Customer service – friendliness and personal service
- Central location to community

What are the challenges facing Downtown Winchester?

- Parking – Perception there are a limited number of spaces
- Property maintenance
- Sidewalk conditions – replacement, repair, filling in missing gaps
- Façades need enhancement
- Appearance

- Need to create “visible” momentum
- Enforcement
- Places of Worship – understand impact on types of uses found in downtown including restaurants selling alcoholic beverages
- Economic development incentives for small businesses to reduce potential for failure
- Noise impact from Racetrack

Opportunities

- Wireless “hotspot” needed throughout Courthouse Square
- Create “lifestyle environment – Live, Work, Play, Learn all in one place!
- Improve gateway experience entering downtown area
- More diverse mix of businesses
- Attractive appearance/authenticity
- Historic Preservation – consider creating a Historic District designation
- Reintroduce green space to downtown – parks, open spaces, streetscapes
- Waterfront Connection
- Pedestrian Connectivity – Connect points of interest throughout downtown (Library, Courthouse, Board of Education, shops/businesses, and neighborhoods)
- Art Galleries (not Craft stores)
- Specialty foods – grocery, organic foods, gourmet foods
- Wine shop
- Boutiques and specialty retail shops
- Restaurants/Cafés – more choice and longer hours of operation
- Bookstore/Music Shop
- Venues for entertainment – Music (Example: Pucketts Grocery in Franklin, TN)
- Ice Cream Shop
- Bike Shop/Outfitters Shop (Woody’s left downtown)
- Special Events Calendar – activity each month – Advertise special events in all forms of public relations media
- Hotel – Boutique hotel and/or B&B
- Library – Expansion of facilities being planned
- Wayfinding signage needed – make downtown experience more “user-friendly”



**CITY AND COUNTY OFFICIALS STAKEHOLDER MEETING**  
**8/13/08 12.00PM**

- Judicial functions will relocate from Courthouse to new building in Industrial Park
- County administrative functions will remain in place
- City functions will remain downtown with the exception of the Fire Hall which may eventually relocate to a nearby parcel that will still provide timely emergency response
- Interest expressed by City and County officials to explore opportunities for the creation of a Joint Economic Development Authority
- Interest in exploring various forms of taxation authority to create additional revenue streams serving downtown (Business Improvement District, TIF, Land Acquisition Fund/Trust
- Programming and planning for public improvements (parks, open spaces, amenities including waterfront) need to be sensitive to limited City manpower
- Limited sharing of resources between City and County – explore opportunities to share resources to minimize expenses
- Unified development standards – create consistency between City and County (land use standards, building codes, signage, etc.)
- Parking – need to address perception of existing parking areas not being safe
- Parking – need to provide adequate parking for handicap
- Traffic flow around the Courthouse – need traffic calming to create “friction” and slow down vehicles to enhance safety for pedestrians
- Wayfinding signage needed to direct visitors and residents to points of interest
- Explore alternative truck routes to further reduce truck traffic through downtown
- Create a “point of interest” – waterfront; Example includes Maryville TN
- Need to plan for pedestrian walkway along waterfront

**CITY STAFF STAKEHOLDER MEETING - 8/13/08 2.30PM**

City Departments Represented: Utilities (Power, Water & Sewer), Street Department, Fire Department and Fire Inspection, Parks and Recreation, Building Codes, Finance & Administration, and Police

Most Common Complaints

- Parking – not enough parking
- Emergency access obstructed at times
- Pedestrian safety
- Traffic congestion
- Truck traffic
- Appearance of buildings
- Building Safety and condition
- Loitering – most often youth that have nothing else better to do
- Utilities – insufficient space/clearance for transformers and underground placement (most utilities competing for limited space available)

What needs to be addressed/corrected in Downtown?

- Change the flow of traffic (speed, traffic direction to reduce congestion; crosswalks)
- Trolley for downtown employees – give employees an alternative to parking in front of a store
- Refuse collection needs to be more centralized in location – convenient access for multiple customers
- Need to provide youth (young teen) activity center and variety of activities geared to preventing youth from loitering in and around downtown
- Need to improve signage – simplify; reduce amount; simplify wording; placement
- Sidewalks in inside edge of Courthouse square adjoining courthouse
- Consistent enforcement of City codes and development standards
- Provide clear accessibility along street driving lanes for emergency access; avoid parking in front of fire hydrants

Key Elements for Waterfront Project

- Lighted pathways and sidewalks
- Fishing Pier
- Special Event Venue
- Skateboard Park
- Consistent Water Level
- Restaurants (high quality)
- Play ground – visible to parents
- Young teens facilities
- Connect both sides of Highway 41 along waterfront with pathways
- Provide more specialty retail that is unique to Winchester and surrounding region
- Fitness Center

What is your Vision for Downtown Winchester?

- Preserved/protected architectural character
- More retail/less office
- Aesthetics/Appearance
- One of a kind retail shops and services – “make it unique and they will come”
- Specialty retail
- Abundance of gathering places – parks, open spaces, plazas
- Pedestrian friendly – returned streetscape to the pedestrian
- Explore alternatives managing demand for parking – considering the creation of a parking authority; structured parking
- High quality restaurants
- Outdoor shop



**BUSINESS STAKEHOLDER BRIEFING 8/14/08 8.30AM**

Elements of Downtown that should be addressed:

- Fix the Clock
- Special Events – create a calendar of monthly events
  - Barber Shop Day (each month)
  - Barber Shop Quartet- leverage Hall of Fame proximity to Nashville
- Visitor/Tourist Center – determine most suitable location
- Create an Ambassadors Program for store owners to promote Winchester
- Main Street Program – help downtown business community get organized and stay focused
- Waterfront – need a public restroom
- Open Hours – explore opportunities for extended business hours
- Look for opportunities for the community to support the success of downtown – give people an opportunity to do business on occasion in downtown to do their part
- “Perception is reality”
- Change the mind set of people
- Create predictable/consistent experiences
- Create traditions and memories
- Angled parking versus Parallel – keep as much parking along street as practical
- Street trees and attractive streetscape
- Loading Zones – must provide loading zones in select locations to service businesses including restaurants

**MEETING WITH DEMPSEY, DILLING & ASSOCIATES AND CITY STAFF 8/14/08 1.30PM**

Attendees-

Chuck Downham, LRK

Beth Rhoton, City Administrator

Steve Goodwin, Public Works Director

Jerome Dempsey, PE, Dempsey, Dilling & Associates

Frank Ricks, AIA, LRK

Goodwin summarized the status of the project. The project was bid and subsequently awarded to Sain Construction from Manchester TN. Rogers Group may be a subcontractor to this project. Anticipate beginning construction in the next 4 to 6 weeks once TDOT approves contract documents

Goodwin indicated that only minimum change orders would be considered in order to manage cost which is already at around \$1.3 million as bid. The construction must begin on this project as scheduled to avoid delays and cost overruns.

Dempsey indicated that in previous versions of the streetscape plans that many of the changes recommended by LRK were introduced and later not allowed by TDOT including the planting of street trees and the use of alternative traffic calming measures.

Goodwin and Rhoton noted that in the past the Franklin County Commission did not favor expanding the grounds surrounding the Courthouse and was not willing to consider sharing in the expenses for such expansion. However, they indicated with the recent change in leadership with the County that there may be an opportunity to reintroduce the concept to explore the possible city-county partnership in such an expansion.

Downham identified several “minor” improvements/enhancements for the City to consider relative to the limitation to only minor modifications:

1. Landscaping – reintroduce the planting of trees within each landscape island/planting bed (previously denied by TDOT)
2. Textured Pavement on Jefferson Street – introduction of stamped asphalt treatment during asphalt installation to provide texture – street is not within jurisdiction of TDOT (City street).
3. Bollards on Jefferson Street – provide sleeves for placement of bollards in the pavement during special events (confirm inclusion of this feature in current bid specifications/construction details)
4. Crosswalk Ramping on Outer Perimeter Sidewalks – the design should be modified to not have any sort of ramping within the sidewalk surface. The ramp should be located in front of the curb to provide transition from the pavement surface to the finish elevation of the sidewalk between landscape islands where sufficient distance

exists. This will minimize changes in elevations/surface conditions for the narrow sidewalk conditions remaining.

5. Delete the decorative banding treatment in the middle of blocks on the sidewalks and instead reposition this treatment to the intersections to provide more visible impact to entryways into the Courthouse square. These can be textured pavers or a stamped concrete treatment or a colored concrete treatment for visual interest.
6. Regulatory/Directional Signage – need to reduce the size of the directional signage grouping of signs (2 separate instances) where multiple highway and interstate signs are grouped together and installed on a large sign structure that is obstructing the view of the buildings.

LRK will follow up on Item #'s 1 and 6 with TDOT representatives including Ed Cole to see if there is relief from the design conditions imposed by TDOT.

Dempsey will review the items enumerated by Downham to determine how plans can be modified to address the refinements enumerated by LRK.

A copy of the initial markup prepared by LRK is attached for reference in the refinement of plans by Dempsey, Dilling & Associates.