

## **CHAPTER 6: PRIORITIES AND NEXT STEPS**

**A. PRIORITIES**

Ambitious strategies are needed where positive change is desired, and protections are needed for exemplary existing conditions. While the initiatives do not offer any guarantee for a particular parcel's long-term status or funding availability one way or another, they represent a particular general position the Town will take for each of the three distinct areas (Heart of Downtown, Surrounding Neighborhoods, Gates) to incrementally implement this Small Area Plan (see Figure 1-4). The designations in this section also serve to:

- implement the Guiding Principles contained in Chapter 1 of this Plan for specific areas of need;
- refer to the existing condition of the area at the time of the adoption of this Plan; and
- address each area's relationship to the Plan's vision long term.

**I. Investing in Downtown Initiative:**

The public investment priorities are based upon the policies of the Guiding Principles, Character Areas, and Special Areas, as well as input from the Steering Committee. As a general policy, Downtown Collierville as a whole should be a priority for public investments, and the Town should develop a 5-year capital improvement plan (CIP) for projects specific to the Downtown Study Area (see Figure 6-3 for a recommended ranking system for Downtown CIP projects). In addition to CIP investments, the Town should encourage development within Downtown Collierville by providing a broad range of incentives, if possible.

Unfortunately, the Town has limited resources and cannot provide improvements everywhere within Downtown. Public investments should be prioritized based upon level of need and the

ability to leverage additional private development and improvements. In order to meet this goal, three general priorities are defined in this chapter and graphically depicted in Figure 6-2. This section intends to provide a policy framework and implementation strategy to provide public officials and Town staff a guideline for future development decisions, public improvement investments, and annual goal-setting.

These priorities are divided into three tiers based upon feedback from the Steering Committee. First-tier projects are attainable in the short term, while Third-tier projects cannot be easily tied to a timeframe. Second-tier projects are designed to be accomplished within several years of implementation if funding sources can be secured.

**First-tier Priority Projects:**

The first-tier projects are feasible in the short-run. Although they can all be directly tied to the Vision and Guiding Principles, they will not necessarily have the biggest impact on Downtown long-term; however, they are either high-priority areas where change should happen soon with minimal cost compared to other priorities, or can happen within the framework of existing implementation responsibilities.

*Stormwater Solution Plan:* Such a project would also include the creation of a stormwater management master plan for downtown, and specific projects that would be identified with that plan, such as one or more regional stormwater detention facilities. Drainage and retention/detention facilities should be designed as an amenity, connecting with the Greenbelt and GreenStreet described in Chapters 4 and 5, with homes and businesses facing them where practical. This stormwater management master plan, and the projects it recommends, will not be quick or inexpensive to implement; however,

TOWN INITIATIVES FOR IMPLEMENTING THE VISION			
TOWN INITIATIVE	HEART OF DOWNTOWN	SURROUNDING NEIGHBORHOODS	GATES
Investing in Downtown	X	X	X
Destination	X	X	X
Live, Work, Play	X		
New Rooftops	X	X	X
Historically Significant Districts	X	X	
Neighborhood Stabilization		X	
Adaptive Reuse	X	X	
Traditional Design	X	X	X
Visual Cues	X	X	X
Funding and Implementation	X	X	X

Figure 6-1

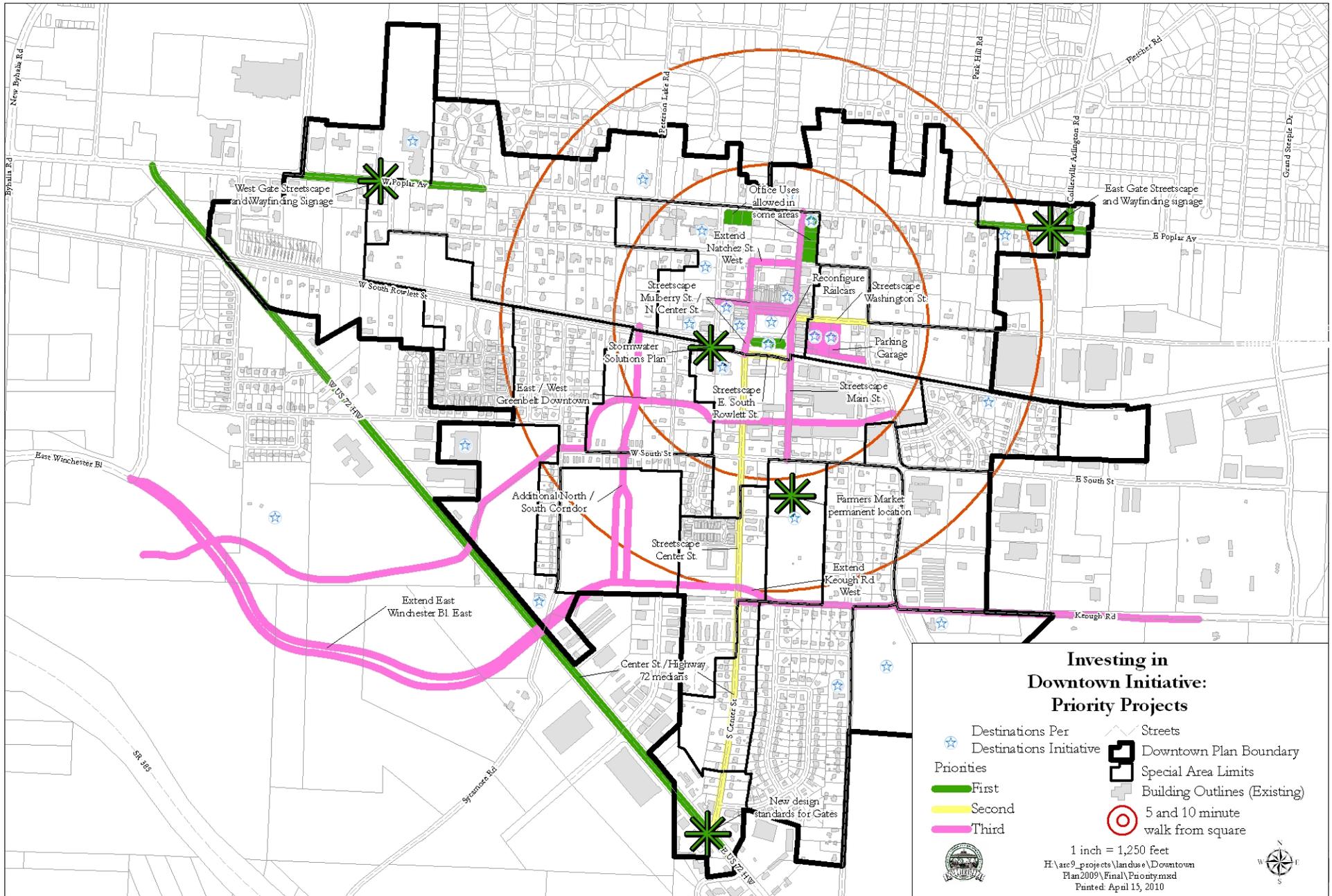


Figure 6-2

once complete, it will have a tremendous positive impact on downtown. The important first step is to develop the stormwater management master plan.

*Office Uses Allowed in Some Areas (e.g. Main Street, Parts of Poplar adjacent to existing office uses):* Unlike other priorities that are capital projects, this would involve a new zoning tool created for some places downtown, such as the east side of Main Street next to Bess Morton Crawford White Church Museum of Collierville History, which is currently zoned and used as

residential, to allow for office uses. Such a tool may take the form of new standards that encourage “adaptive reuse,” conditional uses, or new zoning districts, or combination thereof.

*Center Street/Hwy 72 Intersection Streetscape and New Design Standards:* This would include applying a streetscape program to the intersection of Highway 72 and Center Street to acknowledge its role as the “Center Gate”. Such a project would include coordinated signage, directional signage, street furnishings, (benches), pedestrian lighting (bollards, orna-

mental poles), street and median plantings, etc. This project would also include working with TDOT to add landscape medians in the cross section for the planned Hwy 72 widening, with the rational being both aesthetic as part of the Visual Cues Initiative described in this chapter, and for improved safety (see Chapter 3).

*Streetscape and Wayfinding Signage of Both Poplar Avenue “Gates” (East and West): with Directional Signage at Poplar and Main.* This would include applying a streetscape and Wayfinding signage program to two areas along the Poplar Avenue corridor that serve as the eastern and western approaches, also referred to as the “Gates,” to the downtown area. Such a project would include coordinated directional and “Historic Collierville” entrance signage, street furnishings (benches), pedestrian lighting (bollards, ornamental poles), street and median plantings, etc. So that travelers entering through these “Gates” can find the Historic Square to the south, special directional signage would also be installed as part of this project near the intersection of Poplar Avenue and Main Street directing visitors to the south.

*Reconfigure Railcars to Open Up Visibility of the South Side of the Square:* To create improved visibility for a fourth side of the square south of the railroad tracks, this would include a reconfiguration of the existing railcars immediately adjacent to the depot, with the possible exception of the Town’s refurbished business car. Options include moving the cars to the west to be parallel with the existing locomotive’s site, or even to the east on a new spur built for the purpose of preserving railroad history and providing a multimodal transit station. Pedestrian safety would be paramount, and care should be given to design a public space that keeps pedestrians away from the active railroad tracks, as is done around the platform adjacent

**TEST FOR ANY PUBLIC CAPITAL INVESTMENT FOR DOWNTOWN COLLIERVILLE, WHETHER IT IS IDENTIFIED AS A PRIORITY PROJECT IN FIGURE 6-2 OR NOT, SHOULD INCLUDE THE FOLLOWING CRITERIA:**

- Project helps to implement a first, second, or third tier project as described in Chapter 5?
- Concentration of investment?
- Project in a high priority area and along a high image street?
- Beautification?
- Enhances surrounding areas?
- Provides connections for both pedestrians and vehicles?
- Creates or maintains jobs?
- Immediate project impact?
- Leverages additional investment?
- Helps to Stabilize a Neighborhood?
- Consistent with the Recommended Block Network (Chapter 3) or Green Infrastructure/Corridors Map (Chapter 5)?

Figure 6-3

to the depot. This project could include relocation of the cars, construction of rail lines, coordinated directional signage, street furnishings, pedestrian lighting, street plantings, interpretive centers, and ornamental pedestrian barriers, etc. Depending on the prospect of regional light rail transit, this project could potentially involve a multimodal transit station and associated parking structure.

*Farmers Market Permanent Site:* This would involve a permanent structure built to serve as the permanent home for the farmers market as well as other year-round uses. If Suggs Park is selected as this site, the structure should be located so as not to take away the much-loved athletic fields. There is an opportunity for this structure to be the visual terminus to Main Street looking south. When coupled with the streets aping of Main Street from Poplar Avenue to South Street and anchored to the north by the Bess Morton Crawford White Church Museum of Collierville History, a southern anchor to what could become a vibrant pedestrian corridor that is bisected by the Historic Square could be created. Suggs Park may not be the only appropriate location for a Farmers Market, but as a general rule, it should be no farther than a 5-minute walk of the Square to have the most economic impact on the Heart of Downtown.

#### **Second-tier Priority Projects:**

The second-tier projects can be accomplished, but will be predicated upon the identification of funding sources. To undertake them, moderate to significant community support for this Plan must be demonstrated. They can all be directly tied to the Vision and Guiding Principles, and have been chosen for their long-term impacts on Downtown. These projects will need to be carefully coordinated with property and business owners in the affected area and governmental and quasi-governmental agencies. Alt-

hough complex, they can happen within the framework of existing implementation responsibilities.

*Streetscape of Washington Street (Main to Mt. Pleasant):* This would include applying a streetscape program to the segment of Washington Street between Main Street and its intersection with Mt. Pleasant Road. Such a project would include screening the existing surface parking lots, utility repair/upgrades, new sidewalks, curb and gutter repair, street resurfacing, relocation of overhead lines underground or behind buildings, coordinated signage, street furnishings (benches), pedestrian lighting (bollards, ornamental poles), street plantings, etc. Landscaping should also be added to the Washington Street public parking lot. This project should also provide better pedestrian and vehicular connectivity between the Square and the parking lot by adding streetscape and better road definition to the currently unimproved drive parallel to the north side of the railroad tracks.

*Streetscape of Center Street (South Rowlett to South Street, South Street to Hwy 72):* This would include applying a streetscape program to the segment of Center Street from South Street to South Rowlett. Such a project would include screening the existing surface parking lots, utility repair/upgrades, new sidewalks, curb and gutter repair, street resurfacing, relocating overhead lines underground or behind buildings, coordinated signage, street furnishings, (benches), pedestrian lighting (bollards, ornamental poles), street plantings, etc. A more residential version of these streetscape improvements should also be applied from South Street south to where Center Street intersects with Hwy 72.

*Streetscape of East South Rowlett (Center to Main):* To create a fourth side of the Square south of the railroad tracks, this would include applying a streetscape program to the segment of South Rowlett between Center Street and Main Street. Such a project would include screening the existing surface parking lots, utility repair/upgrades, new sidewalks, curb and gutter repair, street resurfacing, relocating overhead lines underground or behind buildings, coordinated signage, street furnishings (benches), pedestrian lighting (bollards, ornamental poles), street plantings, etc. Although some work can be done without development, some of the streetscape elements should be completed with redevelopment of properties along the south side of the South Rowlett.

#### **Third-tier Priority Projects:**

The Third-tier projects are high-impact projects that can only be accomplished if solid funding sources exist. To undertake them, a very high degree of community support for this Plan must be demonstrated. They are extremely complex projects that will need to be carefully coordinated with property and business owners in the affected area and governmental and quasi-governmental agencies. Although the existing regulatory and implementation framework has proven to be able to accomplish such projects in similar communities, Third-tier projects are so complex, they may necessitate creating a new framework for implementation and funding responsibilities. The Third-tier projects can all be directly tied to the Vision and Guiding Principles, and would have significant long-term impacts on Downtown.

*Streetscape of Main Street and Square Area (Poplar to South):* This would include applying a streetscape program to the segment of Main Street from Poplar Avenue to its intersection

with South Street. Such a project, which could possibly be broken into two phases based the location of the railroad tracks, would include screening the existing surface parking lots, utility repair/upgrades, new sidewalks, curb and gutter repair, street resurfacing, relocating overhead lines underground or behind buildings, coordinated signage, street furnishings (benches), pedestrian lighting (bollards, ornamental poles), street plantings, etc. For a cohesive look and to repair missing or aging infrastructure, these improvements should also include select improvements to Mulberry Street and North Center Street.

*Parking Garage:* This project would include at least one multilevel public parking garage built somewhere near the Square to supplement the parking already in Downtown and to offset any new demand for parking created by new uses downtown. Construction of a garage should come only after a thorough supply and demand study is done for downtown based on existing and future uses (see Appendix A-3). Carefully located and screened surface lots may be needed in the short-term to allow for phased construction of a parking structure and gradual meeting of existing and emerging demand. The design of the garage would vary depending on its location. A Washington Street garage, for example, should have active ground-floor uses along Washington Street, whereas a garage concealed in the middle of a block surrounded by development could be less ornate and could only be used for parking. Liner buildings are encouraged to conceal the internal parking and make for more economically viable streetscapes.

*East/West Greenbelt:* This project includes a new linear greenspace system running through the Heart of Downtown and its Surrounding Neighborhoods. It should have a public edge

that is physically and visually accessible to the public. The purpose is to connect the existing parks to other parks in the Town as described in Chapter 3. This system will create points for passive recreation, small informal gatherings, environmental education opportunities and scenic vistas, but it can also be designed to help provide improved stormwater conveyance. These links will be provided through two tools referred to in this Plan as Greenbelts and GreenStreets, and are described further in Chapters 3 and 5. Such a project would be related to the stormwater management master plan for downtown, as the drainage and retention/detention facilities would be designed as an amenity, with homes and businesses facing them.

*Natchez Street Extension to the West:* This project would include the extension of Natchez Street to the east of Main Street for the purpose of providing increased access to future development opportunities on the north side of the Square, which may make possible new attached residential dwellings and additional public surface or structured parking. Another benefit of this project is that it makes long-term redevelopment of Magnolias on Main office complex more realistic and any new streets or private drives created would create smaller and more pedestrian friendly block sizes in this area. This project would involve the removal of one existing nonresidential structure and trees, and would include screening the existing surface parking lots, new sidewalks, new road construction, pedestrian lighting, street plantings, etc.

*Improved North/South and East/West Traffic Movement:* With increased traffic created from the New Rooftops and Destination Initiatives described in this Chapter, improved traffic flow will be needed. Currently, Downtown is not eas-

ily reached from the overtaxed Byhalia Road, which is our only uninterrupted north/south road on the east side until the new I-269/SR385 extension is completed. Such a new north/south corridor would intersect the extension of Keough Road as described in this Chapter. The Recommended Block Pattern in Chapter 3 promotes this through retention of key corridors like Main Street and Center Street; however, new north/south connections should be studied in future updates to the Major Road Plan. The extension of Keough to intersect with the Winchester Boulevard extension at Highway 72 should also be studied to provide a more direct western entry point to downtown.

**II. Destination Initiative:** Activities and places that are visited by people, or “attractors,” are important to the vibrancy of the study area as a functional and living neighborhood, but they also make it a destination for people living outside of Downtown. To compensate for the decision for Town Hall and the library to be moved from Downtown, the Destination Initiative is specifically intended to:

- increase community awareness of the critical importance of the attractors that remain Downtown; and
- encourage new attractors to be created to draw people to Downtown.

Activity surrounding attractor uses can give investors confidence and encourage the commercial activity and expansion described in the Live, Work, Play Initiative. Some of these attractors, like the Post Office, are long-established and not likely to change; however, the location of some attractors, like the Farmers Market or the Health Department, may not be fixed over the years as they use Town-owned property that will likely be used for different purposes over time based on the recommendations of this Plan. New attractors Down-

town could be places for children and families, such as recreation/community center, life center, branch library, meeting space for Scouts, playground, ball courts, all within walking distance of the surrounding neighborhoods.

As a general rule, attractors need to be within a 5 or 10 minute walk from the Square to have the most economic impact to the Heart of Downtown. Although many attractors are Downtown, and this list is not inclusive of all that are within, or that could emerge over time, these specific uses should be retained near the Square over time.

*Collierville Middle School:* Discussed further in Chapters 3 and 5, Collierville Middle School is an important attractor to Downtown and the presence of an educational facility is imperative given the demographics of the Study Area as described in Chapter 2. If the Middle School was no longer to use the Historic Collierville High School Building, the ultimate use of the structure could be for a University of Memphis Satellite Campus and/or a YMCA. Such a use could generate traffic and boost business on the Square.

*Bess Morton Crawford White Church Museum of Collierville History:* As this Plan was being drafted in 2009-2010, the Town was renovating the historic church building at Poplar and Main. The former Christian Church was donated to the Town to eventually become the Bess Morton Crawford White Church Museum of Collierville History. Such a museum should be tied in with tourism efforts described in Chapter 4, and could potentially serve as the northern anchor to the north/south pedestrian corridor created along Main Street with the advent of the Live, Work, Play Initiative and Third-tier Projects described in this Chapter and with the private development anticipated by Chapter 5.

*Train Depot and Main Street Collierville (MSC):* MSC is located in the Historic Railroad Depot on the south side of the Square and serves to promote downtown. Collierville's involvement in Tennessee's prestigious Main Street Program provides an important civic forum, where members of the community can congregate. MSC events, like the Summer Concert Series, and others held on Town Square reinforce an intangible sense of community. Also, Historic Districts of Main Street communities become tourist attractions by virtue of the character of buildings, location, selection of unique businesses, and events held within the District. To date, MSC has received four Southeast Tourism awards for its events. Two highly-visible and impactful initiatives undertaken by MSC near the adoption of this Plan were a cultural mural on the side of the Mason's Lodge at the corner of Main Street and Washington, and most of the images found in this plan were provided through a ECD grant administered through MSC.

*Public Parks:* Town Square Park (Figure 3-4), which is the trademark of the Town, the 13-acre Suggs Park (Figure 3-6), and Tom Brooks Park (Figure 3-5) are publicly-accessible destinations within or near the Heart of Downtown, and should be retained.

*Collierville Farmers Market:* Begun on Washington Street in 2009, the Collierville Farmers Market brings visitors to the Square Area. While there may be many appropriate locations for a Farmers Market, as a general rule, it should be no farther than a 5-minute walk of the Square to have the most economic impact on the Heart of Downtown.

*Shelby County Health Department, Food Pantry, and Literacy Council:* Currently located on Washington Street, these uses bring people to

Downtown seeking health care and food. Given that the neighborhood has many low and moderate income households, these uses should remain somewhere in the Study Area as it helps to further the goals of the Neighborhood Stabilization Initiative, and it is imperative that they be within walking distance of the neighborhoods they serve.

*Other Civic, Institutional, Entertainment, and Community Services:* Located within Downtown Collierville are a variety of other destinations that are important for keeping Downtown a vibrant destination and living neighborhood. These include the Town Post Office, Fire Hall #1, the Police and Town Court Facility, Bible History Museum, numerous churches, and even the FunQuest bowling and skating rink near the intersection of Harris Street and Hwy 72. All of these uses are important for bringing people to Downtown, and they should be retained.

**III. Live, Work, Play Initiative:** Through the policies of the Mixed Use Activity Center and Downtown Core Character Areas and the Priority Projects as described by the Investing in Downtown Initiative, the Town will facilitate expanding of the "Heart of Downtown" concept beyond just the Historic Square area on the north side of the Square surrounding Town Square Park (see Figure 1-4). Such vibrancy would spill down Washington Street and to the south side of the railroad tracks. To make this happen, this initiative would involve the following:

- Upper floor residential uses will be encouraged on the Square.
- The appearance of the "backside" Square should be improved. This is especially true for the north and west sides.
- To gain critical mass to build and strengthen business in the entire Heart of Downtown, there needs to be a viable nightlife on the

Square. “Nightlife” means nighttime restaurants (open after 5pm), upscale drinking establishments, and special events on the Square, should be able to serve low-alcohol content beer. As they were toured and interviewed by the Steering Committee during the development of this Small Area Plan, the Town should specifically look to similar Southern communities like Franklin, TN or Oxford, MS as model ordinances for how to accomplish careful regulation of alcohol in historic upscale settings without compromising small-Town charm.

- A more thorough study of parking demand and supply is needed (see Chapter 3), and should factor in shared parking and public parking.
- Main Street Collierville (MSC) should continue to be utilized as the primary arm of the implementation of the Live, Work, Play Initiative by providing additional organized programming and professional marketing efforts to attract citizens to downtown.
- Encourage extended business hours on weeknights and weekends.
- More diversity of vibrant, neighborhood shopping, services, and entertainment venues is needed. These uses should be walkable and bikable, and some of the needed uses are a grocery store, bookstore, ice cream shop, sundries, drug stores, cleaners, more restaurant choices; and theater/movie venue (Friday/Saturday Movie Night).

**IV. New Rooftops Initiative:** Downtown Collierville is home to a variety of neighborhoods, ranging from those in the historic core to the post-World War II era suburbs and commercial and industrial activity centers that surround Downtown. The health and stability of these neighborhoods also vary dramatically. Many historic neighborhoods are in excellent condition and relatively stable, due to continued re-

investment and maintenance. Other neighborhoods outside of the Historic District were vulnerable to development pressures over the past several decades, and, in some cases, are beginning to show signs of disinvestment and neglect. In some of these neighborhoods, residents feel disconnected from the rest of the community.

Some areas are appropriate for the new rooftops that are planned for Downtown and, over time, will see fairly dramatic changes. Around 840 homes are in the Downtown Study area as of 2010, and with the Special Area policies of Chapter 5, it could be possible to reach 2,400 dwellings at build-out. Such infill and redevelopment opportunities are specifically planned to bolster the long-term health and vitality of the Heart of Downtown and its surrounding neighborhoods.

Sites appropriate for redevelopment have been identified in the Special Area Policies in Chapter 5 based upon a variety of factors, including the desirability or proximity of their location to the Historic Square, the desire to improve a perceived gateway to the downtown area, the compatibility—or lack thereof—of existing uses on the site with adjacent uses, and the need for improvement to a particular building or site. Potential uses have been identified in the Special Areas section, which is intended to provide general guidance. Future infill and redevelopment activities will need to be carefully considered within the confines of maintaining scale and context, current market conditions, adjacent development patterns, historic preservation, and the overall mix of uses within Downtown Collierville at the time of development.

*Infill and Redevelopment:* The Town recognizes the importance of infill and redevelopment for the health and vitality of the Heart of Down-

town, and will work to strengthen this role by taking the following actions.

- The ongoing condition of Neighborhoods of Historical Significance will be monitored, and changes to the underlying zoning districts will be encouraged when necessary to implement the policies of this Plan.
- Where these properties are within the Local Historic District, the Historic District Commission and its guidelines will serve as the main protection tool of these valuable resources.
- Should these properties be proposed for infill or redevelopment, the Town will look to the policies of the Character Area, Special Areas, and Character Studies for guidance on what form such redevelopment should take.
- When property owners are in agreement with the policies of this Plan for an infill opportunity site, the Town’s Development Division will provide, through brochures and a website devoted to the Plan’s implementation, detailed examples, illustrations, and other informational and marketing information to aid in the redevelopment of a given property. The purpose of these images will be to inform property owners, neighbors, public officials, staff, potential investors, lending institutions, and real estate professionals of the types of development forms possible per the policies of this Plan.

*New Developments:* Some areas have seen residential or commercial development or redevelopment in recent years, and are highlighted in this Plan to demonstrate that community change towards the vision of this Small Area Plan has already begun. Recent developments like Magnolia Square (2000), Washington Gates (2009), the Twinings at Collier (2010), the Featherstone Office Building (2011), Aldi’s (2010), and Christian Brothers Automotive (2011), have attributes that blend well with Downtown Collierville’s community character by

being welcoming, respectful of history, and having lush greenery and a timeless appeal. The Town recognizes the important role that these new developments will play in the health and vitality of the downtown, and will take the following position regarding these areas.

- These developments should be emulated.
- The ongoing condition of these areas will be monitored, and changes to the underlying zoning districts will be discouraged unless they further the goals of the applicable Special Area or Character Area in Chapter 5.
- The Town will continue to respond promptly to and enforce reported code violations in these areas.

*Inappropriate Development:* In some cases, such as the apartments along Center Street, these non-historic contemporary areas may not necessarily conform to the policies of the applicable Character Area for their area, and thus should not be emulated by new development and redevelopment in the Downtown area (see Chapter 5). It is possible that they may change to match the applicable Character Area for their area, and such change would be welcomed by the Town, but it may not be likely in the short term due to factors such as recent substantial investment/construction and multiple property owners. The Town will take the following position regarding these areas:

- The ongoing condition of these areas will be monitored, and changes to the underlying zoning districts will be discouraged unless they further the goals of the applicable Special Area or Character Area in Chapter 5.
- The Town will continue to respond promptly to and enforce reported code violations in these areas.
- The Conventional Suburban Neighborhood and Technology-Light Industry Activity Center Character Areas should not be expanded to new neighborhoods in Downtown Collierville.

In the future study of the Highway 72 corridor as recommended by the I-269 Small Area Plan, residential land uses should be considered to the west of Highway 72, and with better east/west connections, and coupled with the build out of Schilling Farms and the Villages at Porter Farms, could be an additional infusion of rooftops to support downtown. A Major Road Plan update should consider these impacts as well as provide additional options for connectivity in and around downtown (see Chapters 3 and 6).

**V. Historically Significant Districts Initiative:** Collierville's historic districts continue to be some of the most desirable in the Town and will continue to be very viable during the coming years. The stability of these neighborhoods is reinforced by the limited availability of vacant land suitable for infill development and by limited outside development pressure. Historically Significant Districts are intended to retain their existing design, land use and other distinguishing characteristics throughout the life of the plan. The Town recognizes the important role that downtown Collierville's historic neighborhoods and resources play in the community character, historic preservation, and expanding the health and vitality of the Heart of Downtown, and will work to strengthen this role by taking the following actions.

- The ongoing condition of Neighborhoods of Historical Significance will be monitored, and changes to the underlying zoning districts will be discouraged.
- Where these properties are within the Local Historic District, the Historic District Commission and its guidelines will serve as the main historic protection tool of these valuable resources (see also Chapter 4).
- This designation may include areas of historic significance that may not be eligible for protection using traditional preservation tools or areas of high scenic value to the community.

The Town's emphasis in these areas will be on the identification of appropriate tools for the long-term protection of these areas, including the use of neighborhood conservation districts in residential areas or targeted development standards to preserve the scenic quality of key parcels.

- The ongoing condition of the Square will be monitored, and changes to the underlying zoning districts will be discouraged unless they further the goals of the applicable Special Area or Character Area in Chapter 5.

**VI. Neighborhood Stabilization Initiative:** All of the neighborhoods around Collierville's Square are important, from the standpoint of the homes and sense of community they provide, for their rich architectural character and history, and for the role they play in supporting the Heart of Downtown. However, some areas and neighborhoods face unique issues that warrant additional discussion. The quality, health and continued viability of these neighborhoods are important components of the Downtown Collierville Small Area Plan and the Town as a whole. Maintaining—and in some cases rebuilding—community involvement and pride in South Collierville's neighborhoods is also an important component. This is of particular concern on Sycamore, South Street, and Halley Street. These areas need further attention, but, unless they are already within the Local Historic District Overlay, they would not necessarily benefit from stringent historic-preservation guidelines applied in other historic neighborhoods within the community.

These areas include a mix of structures ranging in condition from well maintained and viable to severely deteriorated. Homes in these areas remain largely occupied by direct descendants of its original settlers, and many of the homes are passed down to family members. Visioning

efforts in 2009 discovered that some residents from these areas feel a sense of detachment from the rest of the Town and a general decline in the level of maintenance of homes in the area that some fear will lead to wholesale redevelopment.

For the stability of the entire study area, the Town should strive to create a higher standard of living for area residents. It is important that this Plan highlight areas that need assistance to improve the standard of living, and that the plan be consulted often when considering grants and other funding of projects. This is especially true for neighborhoods and streets to the south side of the railroad tracks and along North and South Rowlett.

The Town recognizes the important role that downtown Collierville's existing residential neighborhoods play in the health and vitality of the Heart of Downtown and will work to strengthen this role by taking the following actions:

- Encourage the creation of neighborhood revitalization programs to support and engage residents in the long-term health and appearance of their community. Specifically, such programs will be targeted towards improving home ownership and improvement opportunities, making creative financing tools available and addressing aging housing issues.
- To support neighborhood stability and revitalization efforts, the Town will continue to respond promptly to and enforce reported code violations in downtown Collierville's neighborhoods.
- Workforce/affordable housing could be added to South Street, and could even have front porch architecture (see policies and images for Special Areas 7 and 14).
- The Town will continue to provide staff representation at organized neighborhood meet-

ings on an as-needed basis to provide assistance with specific neighborhood issues.

- The Town will engage residents in ongoing and future planning efforts adjacent to their neighborhoods.
- The Town will work with interested property and business owners to identify appropriate locations for and facilitate the reintroduction of small-scale neighborhood services into the neighborhood through necessary zoning changes and incentives as they become available.
- The Town is open to change in these areas, and if property owners are willing to sell their property for development or redevelopment, the Town will:
  - be open to considering such applications on a case-by-case basis;
  - look to some of the New Traditional Neighborhoods for examples of how to develop and be consistent with Downtown Collierville's community character; and
  - look to the policies of the Character Area and Special Areas in Chapter 5 for guidance on what form such redevelopment should take.

Care should be given to not displace existing workforce houses, and if they are in areas that cannot be rehabilitated, attempts should be made to carefully and fairly relocate residents within the downtown area to quality workforce housing. Eminent domain (taking of houses/property) by public agencies for the purposes of allowing for new development downtown is not consistent with the hometown community feel of Collierville, and should not be used. This should not be interpreted to include willing sale of property between private parties or from a private party to a public agency.

Furthermore, the Town will continue to seek Community Development Block Grant (CDBG) funds through HUD to expedite capital improvements plan (CIP) projects identified for neighborhoods within the study area. The Town should engage residents in the Low to Moderate Income Area (LMI) area to develop a 5-year plan for projects that could be done with CDBG funds.

**VII. Traditional Design Principles Initiative:** In many instances in this Plan, properties or areas are recommended for certain types of development forms that are walkable and/or have a mixture of uses. This is not simply a style of architecture or other design treatment, it is a system of multiple design characteristics specially designed to foster complete and walkable neighborhoods, streets, and land uses. When specifically referenced in the policies for a Special Area or Character Area, these design principles apply.

With this Small Area Plan, the I-269 Small Area Plan adopted in April 2009, and 2009 amendments to the Schilling Farms and Price Farms are Planned Developments, portions of the Town being planned for being walkable, traditional in design, and/or having mixture of uses. The Town should develop a new regulatory framework through special zoning districts, overlays, and/or Design Guidelines, based on the Traditional Design Principles, that insure that new development or redevelopment is easily accommodated and consistent with the intended development form. Examples include the New Urbanist Transect and Smart Code or the Memphis Urban Design Code (UDC).

The Traditional Design Principles are modeled after the pattern of development popular up through the mid-20<sup>th</sup> century. Such patterns created a human scale and walkable communi-

ties with a mix of uses and densities and mixed-use cores. These principles are a modern adaptation of this historic pattern, and are seen as a viable and desirable form for some areas of the Town of Collierville.

This design is typically characterized by a “grid”—or frequently interconnected—street network, typically with alleys, mixed-housing types and some mixed uses. These mixed uses, with basic architectural consideration, can be integrated into a neighborhood, even if the neighborhood is new. This type of development usually requires a different set of physical standards, including maximum setbacks or “build-to” lines, as well as standards for porches and rear-facing or detached garages. These developments typically have a higher degree of compactness than what is common in the Town, which can be appropriate for many reasons, including efficiency of infrastructure, efficient use of land, and more potential pedestrian opportunities.

In this type of development, for example, the appearance and building form are often more important than use. For the proper execution of this design, lots, buildings, parking, sidewalks, streets, and open space should be patterned after the following Traditional Design Principles:

- Respect the existing character of established neighborhoods. They should help to create and to maintain the “small-town” image that Collierville strives to maintain.
- Use a modified grid street system with:
  - multiple interconnections, which will allow multiple opportunities for people to walk to local destinations by a variety of routes;
  - a design for slower speeds to allow for mixing pedestrian and vehicular traffic;
  - a prevalent, but not necessarily exclu-

sive, use of alleys; and

- cove (cul-de-sac) streets only where topography or other natural constraints exist.
- Incorporate lots with variable sizes for multiple housing types, widths, and orientations in proximity to one another along with the provision of formal open spaces interspersed in the development that are fronted by homes, buildings, or roads.
- Developments designed to incorporate and capitalize on options for open-space/greenbelt connectivity.
- Promote pedestrian-oriented buildings with high quality exterior materials located within proximity or adjacent to the primary streets they front. Dwellings should relate to and address the street. The main entrance of buildings—not the garage—should be the view from the street, and the progression of public to private characteristics of traditional neighborhoods (street to sidewalk to front yard to front porch) should be preserved.
- Encourage pedestrian and transit orientation, with:
  - widespread provision of on-street parking and off-street surface parking areas located beside or behind buildings; and
  - Short distance to amenities. Sites should be designated for churches, parks, schools, stores and other public gathering places within a five-to-ten-minute walk from homes.
  - Consideration should be given to multiple forms of transit (bike, pedestrian, car, bus, rail)
- Integrate residential and nonresidential land uses in the same building or in proximity to one another without extensive buffering. Mixing housing types (Detached Dwellings, Attached Dwellings) should be permitted when

compatible. Alternative accessory housing options, such as “accessory units,” are encouraged.

- Allow a wider spectrum of permitted uses and layouts to encourage internal movement and reduce auto congestion often caused by lack of connecting streets and isolated residential uses.

This concept is particularly appropriate for development occurring in areas studied by the Town through its Land Use Plan as being appropriate from traditional development forms, adjacent to existing traditional development patterns, or within the planned developments that are intended to be traditional neighborhood (or neo-traditional) developments.

**Adaptive Reuse Initiative:** Adaptive reuse is the use of a building that is different from its original or previous use, often involving conversion work. Put simply, it is a new use for an old building. Old buildings often outlive their original purposes. Adaptive reuse, or re-use, is a process that adapts buildings for new uses while retaining their historic features. An old factory may become an apartment building or church. A church may find new life as a restaurant. Local examples include the conversion of a former church on Walnut Street to a restaurant or the former Collierville Christian Church at the corner of Main and Poplar into the Bess Morton Crawford White Church Museum of Collierville History. Adaptive reuse is encouraged in Downtown Collierville, particularly for historic structures, and zoning and building codes should be flexible enough to allow for this. When a historic resource is involved, adaptive reuse projects should follow the Secretary of Interior’s Standards and Guidelines for Rehabilitation and the Town’s Historic District Design Guidelines (if applicable).

**Visual Cues Initiative:** A community's major road thoroughfares are often its most visible features and create an important first impression for visitors. Downtowns that are well defined and easy to navigate not only attract new activity and investment, but they help create neighborhoods and amenities that are worth preserving. As they exist today, Downtown Collierville's roadway entry points, referred to in this plan as its "Gates", provide residents and visitors with a clear glimpse of some of Collierville's best—and worst—features. Historic homes, smaller setbacks, sidewalks, a handful of historic commercial buildings and churches, and mature trees and lush landscaping provide a hometown feel in some areas, while others are distinguished only by aging commercial buildings, inappropriate contemporary residential development, and haphazard development, that provide no indication of the history and character so evident in the Heart of Downtown, which in some cases is just a block away. The significance of this issue within the community is evidenced by the tremendous outpouring of discussion that has emerged during recent visioning efforts and previously planning efforts. These discussions have resulted in a number of ideas and plans, many of which have yet to be realized. Development along these corridors should be planned for and managed to protect and improve their quality, and Chapter 5 contains many policies that should achieve this goal when properties redevelop. Just as the ancient city wall once indicated to people the beginning of a town, visual cues at Collierville's "Gates" are an important means to help visitors and residents distinguish areas from one another. Often subtle, sometimes blatant, these cues will act as either focal points or wayfinding aids to attract and direct pedestrian and automobile flow to commercial or entertainment activities (see also Chapter 4). In so doing, cues create virtual borders around, and give shape and def-

inition to the Historic District and Downtown Collierville Study Area, and contribute to the unique look and feel of Historic Collierville. Cues can be explicit, such as signs directing visitors to important locations or through character-based architecture, which contributes to a pleasant visual experience along roadways. Visual cues can be more subtle, as well, and include elements such as reduced building setbacks, unique light posts, novel street signs, variegated materials for streets or sidewalks, distinct landscaping styles, or awnings or overhangs above businesses. Open space and natural features, such as greenbelts, creeks, or other prominent natural features, are other examples. As with other policies to achieve distinctive communities, visual cues can be incorporated into new and existing communities through the combined efforts of the public and private sectors.

Four primary Gates to Downtown Collierville were identified as part of the planning process, and a summary of some of the preferences articulated are as follows.

Center Gate: Center Street  
at Highway 72

The intersection of Center Street and Highway 72 is expected to remain the southernmost entry point to the Square, and with the advent of SR385 and I-269, a second front door into the community. In 2010, the existing commercial buildings and sites in the Center Gate are not reflective of the Village Retail Character and the policies of Special Area 12. Recommendations for the Center Gate are:

- Working with TDOT to provide landscape medians and bike lanes in the widening plans for Highway 72;
- Planning for an eventual 4-way intersection with decorative mast arms;
- Wayfinding signage signifying entry into the

study area and pointing to the Downtown Square;

- Decorative pedestrian lighting;
- Decorative street furnishings (benches);
- Street plantings in tree lawns and medians (where practicable); and
- The development of specialized form-based design standards that will produce the envisioned Village Retail Character.

East Gate: Poplar Avenue at  
Collierville-Arlington Road

This area will be the first experience that west-bound travelers along Highway 57/Poplar Avenue have of Downtown Collierville. In 2010, the sites had little vegetation, and the site and building designs of the car wash and three fuel stations do not meet the current Design Guidelines for the Town, and do not reflect the desired character of Village Retail as described in Chapter 5 for Special Area 18. Furthermore, the convergence of three roads (Collierville-Arlington, Poplar Avenue, and Eastly Drive) creates an unusually offset intersection. Recommendations for the East Gate are:

- Working with the State to align Collierville-Arlington Road so that there is a signalized 4-way intersection with decorative mast arms;
- Wayfinding signage signifying entry into the study area and pointing to the Downtown Square;
- Decorative street furnishings (benches);
- Decorative pedestrian lighting;
- Street plantings in tree lawns (where practicable); and
- The development of specialized form-based design standards that will produce the envisioned Village Retail Character.

West Gate: Poplar Avenue at Maynard Way  
As it affects the Visual Cues Initiative for Downtown Collierville, the area along Poplar Avenue

west of the West Gate and Byhalia Road should be studied by the Town, along with TDOT, for land use, access control, streetscape. Recommendations for the West Gate are:

- Working with the State to add landscape medians where appropriate, adjacent to the study area;
- Finding ways to increase the capacity to four lanes of traffic by using the existing pavement, but not widening the right-of-way except for sidewalks or needed turn lanes;
- Wayfinding signage signifying entry into the study area and pointing to the Downtown Square;
- Decorative street furnishings (benches);
- Decorative pedestrian lighting;
- Street plantings in tree lawns (where practicable);
- Underground or relocated utility lines (where practical); and
- The development of specialized form-based design standards that will produce the envisioned Village Retail Character.

Sycamore Gate: Sycamore Street  
at Highway 72

The intersection of Sycamore Street and Highway 72 is expected to remain a secondary north/south entry point to the Square, and with the extension of Winchester Road and Keough Road per the Recommended Block Pattern (see Figure 3-20), may increase in importance over time. In 2010, the existing commercial buildings and sites in the Sycamore Gate area are not reflective of the Village Retail Character and the polices of Special Area 13; however, the planned rebuilding of Saint Mark's Church will put a fresh face on the Sycamore Gate area. The church plans an iconic historical marker at the intersection of Sycamore and Highway 72. Recommendations for the Sycamore Gate are:

- Working with TDOT to provide landscape me-

dians and bike lanes in the widening plans for Highway 72;

- Decorative pedestrian lighting;
- Decorative street furnishings (benches);
- Street plantings in tree lawns and medians (where practicable); and
- The development of specialized form-based design standards that will produce the envisioned Village Retail Character.

**Funding and Implementation Initiative:** A variety of regulatory tools, financial incentives, funding mechanisms for preservation and redevelopment are currently available to the Town of Collierville and its property owners. This plan section addresses ways in which the community can better utilize, promote, and/or improve these existing implementation tools. With the Town government being able to implement this Plan, two primary implementation goals emerged from the development of this Plan.

- **Removing Regulatory Barriers:** To implement the policies recommended in Chapter 5, the creation of zoning regulations specific to Downtown Collierville is needed to allow certain development activities to occur by-right, and not through the issuance of zoning variances.
- **Providing Adequate Funding Sources:** The Town has the ability to receive funds from a variety of sources, including government grants, fees, and taxes. The Town also has the ability to finance infrastructure improvements. Perhaps most intriguing is the ability to set up new organizations, like a redevelopment district, that can use best-practice, progressive funding tools, such as Tax Increment Financing (TIF), to finance key infrastructure improvements, environmental remediation, and other non-developer-financed enhancements to the District. This section outlines many of the funding sources available.

*Development Impact Fees:* At present, the Historic District's primary public improvements exist in the form of streetscape-type enhancements associated with the Town Square. The Town made a substantial investment in this area a few years ago. Improvements have included landscaping, sidewalks, historic streetlights, and handicapped accessibility measures. In order to help pay for these improvements, all new commercial and industrial development in Collierville is assessed an impact fee that is earmarked for the Town's Historic Preservation Fund. These funds are used to retire the debt associated with physical improvements that have been completed on the Town Square. This debt is scheduled to be fully amortized by the year 2014. At that time, the Town may elect to either terminate the impact fee or continue it for additional improvements elsewhere in the historic district. The development fee amounts to \$0.25 per square foot of gross floor area and is applicable to all new office, industrial, and commercial development.

*Community Development Block Grants:* The Town has secured Community Development Block Grant (CDBG) funds in the past through HUD to expedite capital improvements plan (CIP) projects (drainage improvements, sidewalks) identified for neighborhoods within the study area, as well other Low to Moderate Income (LMI) Areas to the west of the study area. The Town will continue to pursue CDBG funds to address needs in this area.

When the population of Collierville reaches 50,000, the community becomes eligible to become an "entitlement community" for CDBG funds. To achieve this status, the Town would need to develop a Consolidated Plan and work towards completing its Citizen Participation Plan as part of the HUD requirements.

The Department of Housing & Urban Development awards grants to entitlement community grantees to carry out a wide range of community development activities directed toward revitalizing neighborhoods, economic development, and providing improved community facilities and services. Entitlement communities develop their own programs and funding priorities. Use of CDBG funds is strictly regulated and there would be increased administrative burdens on the Town to implement such a program. Some entitlement communities report using CDBG funds for activities which include, but are not limited to:

- acquisition of real property;
- relocation and demolition;
- rehabilitation of residential and non-residential structures;
- construction of public facilities and improvements, such as water and sewer facilities, streets, neighborhood centers, and the conversion of school buildings for eligible purposes;

- es;
- public services, within certain limits;
- activities relating to energy conservation and renewable energy resources; and
- provision of assistance to profit-motivated businesses to carry out economic development and job creation/retention activities

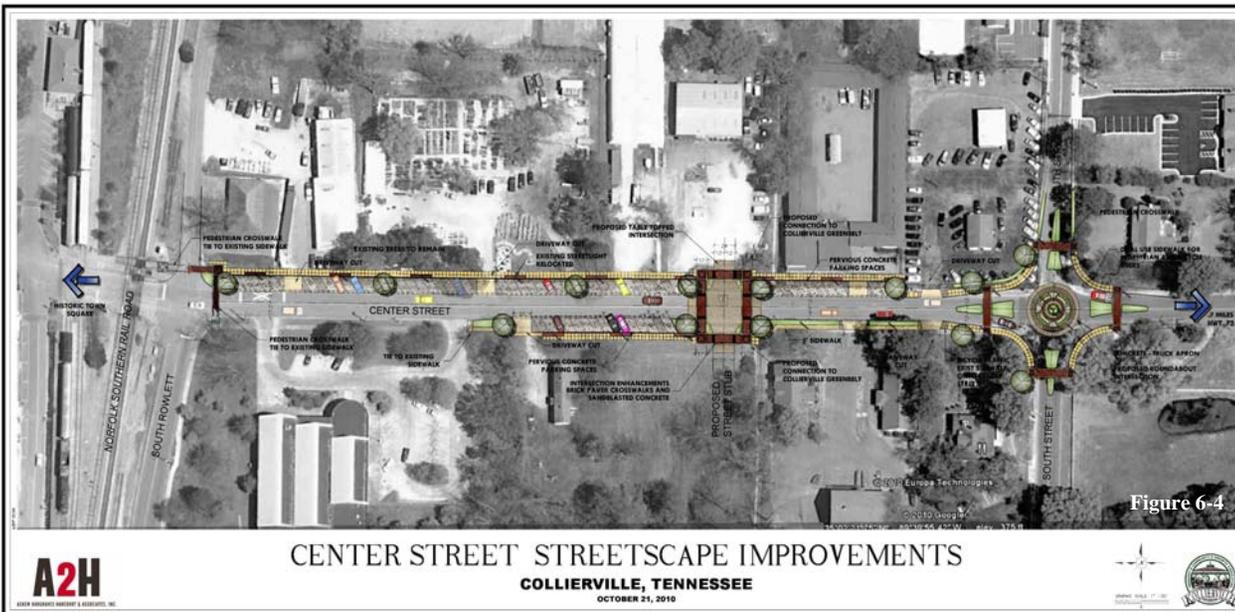
*Tennessee Department of Transportation (TDOT) Enhancement Grants:* Through the Federal Transportation Enhancement Program, local officials in the State of Tennessee have used these funds to build sidewalks, bike and pedestrian trails, renovate historic train depots, and other transportation related structures. The impact of some of the projects is primarily local, such as the Brian Brown Memorial Greenway in Martin and the Covington Square Streetscape project; however, these facilities are enjoyed annually by thousands of Tennesseans and tourists. The projects serve the purpose of improving access and providing a better quality of

life for people in the state. The Town should apply for a TDOT Enhancement Grant to implement some of the improvements identified in this Chapter (see Exhibit 6-4).

*Miscellaneous Fees:* The Town has many other existing fees that could be used to implement this Plan. The follow is a partial listing of such fees.

- *Parkland Dedication Fees:* Developers of residential projects must pay fees to the Town based on the number of dwelling units proposed. Such funding could prove helpful in developing new parks or greenbelts downtown.
- *Stormwater Utility Fee:* The Town currently assesses a stormwater utility fee; however, the fee structure is not based upon the amount of imperviousness of the site like some other cities of Collierville's size. It is expected that the creation of a Stormwater Master Plan based on realistic computer modeling of drainage basis throughout Town will be the basis for restructuring the stormwater utility fee's formula. Given the number of stormwater improvements needed downtown, as well as the large amounts of imperviousness expected Downtown (especially in Special Areas 1, 2, and 3), the stormwater utility fee is expected to be an important revenue source over time.

*Tax Increment Financing (TIF):* In recognizing the costs of the types of projects advocated in this Chapter, the Steering Committee discussed the importance of financial feasibility and the identification of potential revenue sources as critical elements of a successful planning program. Since its inception in the 1970's, TIF is a method that many local communities have used to provide capital for publically funded improvements and to incentivize privately funded development projects. TIF is not a tax increase.



Instead, it is a tool that enables a local government to set aside the incremental taxes generated in a designated area (that come from new developments and reassessments) and use these funds on projects located in the same designated area. In theory, the projects funded are intended to stimulate more private investment in the designated area which will increase the tax base over the long term.

For example, if a designated area generated \$1,000,000 in property tax revenues in 2010 – and that became the TIF “base” year – the property tax revenues that came from that area exceeding \$1,000,000 in the ensuing years would be the annual “increment” that would be directed to the TIF fund. If the property tax revenues in 2011 were \$1,050,000, then \$50,000 would be the annual “increment” paid to the TIF fund for year one. The taxing authorities (Town and Shelby County) would still receive their shares of the \$1,000,000 in tax revenues in year one, and would continue to receive this same annual allotment for the full period that the TIF was in effect. If the TIF were established for a 20-year period - and presuming that the tax base in the area increased due to new development projects and reassessments - the revenue stream to the TIF

fund would continue to grow. An annual “increment” amount in excess of \$1,000,000 by 2030 would be plausible in this example. The basic steps in the process to establish TIF are summarized as follows.

- First, the BMA would need to determine (at a public hearing) that the study area is “blighted” as defined in state law. This designation appears to be justifiable based on some of the same factors that qualified some of the Downtown’s census tracts as a “Target Area” for the Community Development Block Grant (CDBG) program.
- The next step would be for the BMA to approve a “Redevelopment Plan” that met the provisions and notice requirements contained in state law. The “Redevelopment Plan” needs to list and estimate the cost of projects proposed to be funded in full, or in part by TIF.
- The final step involves Mayoral appointment of a 5-member “Redevelopment Authority”. The powers and duties of the authority, which are the same as a “Housing Authority”, are enumerated in state law. They include a broad range of activities associated with adoption and implementation of the Redevelopment Plan such as property acquisition, infrastructure improvements, and

borrowing money to fund projects in accordance with the tax increment financing provisions.

To estimate the potential TIF revenues, the property assessor records were examined. In 1999, the total assessment of all of the properties in the Downtown Study Area was \$25,820,000. By 2009, this increased by 81% to \$46,790,000. New development projects and reassessments added an average of \$2,097,000 per year to the tax base during this timeframe. In 2009, the tax rates for Collierville (0.0118) and Shelby County (0.0406) generated a total of \$2,451,796 in tax revenues from the Downtown Study Area.

Figure 6-5 (below) assumes that \$2,097,000 will be added to the tax base per year between 2009 and 2019. It further assumes that the tax rates will remain at 2009 levels. Based on these assumptions, it is projected that more than \$6 million in total TIF revenues would be generated over a 10-year period. As shown in this example, the annual increment amount increases each year (in a linear manner). Thus, the time period that the TIF is set will have a major impact on the projected revenue stream and totals. For example, if the same assumptions and

ESTIMATED TIF REVENUES BASED ON DOWNTOWN GROWTH FROM THE PAST DECADE										
(ASSUMING TIF WAS INITIATED IN 2010)										
YEAR	2010	2011	2012	2013	2014	2015	2016	2017	2018	2019
Projected Assessment	\$48,887,000	\$50,984,000	\$53,081,000	\$55,178,000	\$57,275,000	\$59,372,000	\$61,469,000	\$63,566,000	\$65,663,000	\$67,760,000
Collierville Revenue	\$576,867	\$601,611	\$626,356	\$651,100	\$675,845	\$700,590	\$725,334	\$750,079	\$774,823	\$799,568
Shelby County Revenue	\$1,984,812	\$2,069,950	\$2,155,089	\$2,240,227	\$2,325,365	\$2,410,503	\$2,495,641	\$2,580,780	\$2,665,918	\$2,751,056
<b>Total Tax Revenues</b>	<b>\$2,561,679</b>	<b>\$2,671,562</b>	<b>\$2,781,444</b>	<b>\$2,891,327</b>	<b>\$3,001,210</b>	<b>\$3,111,093</b>	<b>\$3,220,976</b>	<b>\$3,330,858</b>	<b>\$3,440,741</b>	<b>\$3,550,624</b>
Less 2009 Baseline	-\$2,451,796	-\$2,451,796	-\$2,451,796	-\$2,451,796	-\$2,451,796	-\$2,451,796	-\$2,451,796	-\$2,451,796	-\$2,451,796	-\$2,451,796
<b>Projected Increment</b>	<b>\$109,883</b>	<b>\$219,766</b>	<b>\$329,648</b>	<b>\$439,531</b>	<b>\$549,414</b>	<b>\$659,297</b>	<b>\$769,180</b>	<b>\$879,062</b>	<b>\$988,945</b>	<b>\$1,098,828</b>
10-year Sum of TIF Rev.	<b>\$6,043,554</b>									
Average Annual TIF Rev.	<b>\$604,355</b>									

Figure 6-5

methodology were used to project a 20-year period, the total TIF revenues would exceed \$23 million. The effective time period is an important factor if the Redevelopment Authority would use its bonding capabilities to borrow against the future revenue stream. A longer effective time period for the TIF would also mitigate against the negative impact of any potential short-term recessionary period of declining property values.

## B. Next Steps and Implementation Tools

Now that the Small Area Plan has outlined the vision for Downtown Collierville, examined the study area, identified future land use and developed character, and proposed catalytic initiatives to be undertaken, what remains is to embark upon the action items to make the opportunities and initiatives real. To undertake a complete and thorough plan for Downtown Collierville undoubtedly required more resources than could be provided during the 2009-2010 visioning and planning efforts, and many tasks to implement this plan must be undertaken. By dividing the various tasks into smaller pieces, the massive task of making substantive changes to Downtown Collierville becomes more manageable. The following list identifies a number of the key action items by category, suitable for future Fiscal Year Town Department Goals, Capital Improvement Projects (CIP), or delegation to Town Boards or Committees or local non-profits.

### Catalytic Projects and Infrastructure Improvements

Specifically, the Town should design and implement a 5-year Capital Improvement Project (CIP) specific to the Downtown Collierville Study Area based on the recommendations of

the Investing in Downtown Initiative as described in this chapter. For other CIP improvements in the area, the test provided in this chapter should be applied as part of the decision making process.

### Zoning and Regulatory Tools

1. The Town will undertake targeted revisions to existing development regulations that focus on removing potential barriers to infill development, while minimizing adverse impacts on existing neighborhoods. To ensure proper land use and character, this will likely take the form of a new form-based overlay or base zoning district that draws from the polices of the Character Areas and Special Areas. Develop and adopt a set of design guidelines to guide appropriate development. Topics include: Streamlined approval processes, creating building types that would be allowed in each Character Area; Building Siting; Massing; Façade Composition, Open Space, Colors and Materials; Service, etc.
2. To facilitate the Adaptive Reuse Initiative described in this chapter, the Town should review building code regulations to allow flexibility for adaptive reuse of older and historic buildings. From this review, it should adopt any new codes needed to provide improved flexibility and seek training on how to make retrofits to existing properties. The Town should then promote the flexibility in existing codes through increased outreach to Downtown property owners .
3. Set new energy and water efficiency standards that at least meet state guidelines.
4. The Town should create parking regulations that allow for share parking using the ULI's recommended ratio, and reduce multifamily parking requirements for downtown areas.

5. The Town should lower its open space requirements for portions of the study area, while also allowing for pervious pavements to be counted towards minimum requirements.
6. The Town should amend is beer permit requirements to allow for low-alcohol content beer to be served in all buildings surrounding the Square and at special events in the in the Heart of Downtown to further the goals of the Live, Work, Play Initiative as Described in this chapter.
7. Create an Office/Residential District to allow for areas like Main Street to have flexibility, while allowing for the maintenance of historic residential neighborhood character.
8. Revise the accessory use regulations to permit "accessory dwellings" on single family or townhouse lots with neighborhood protection provisions (e.g., size limits, design standards, process, etc)
9. Revise parking regulations to address shared parking, modernize formulas, etc.
10. Revise the Historic District Zoning and Design Guidelines to:
  - clean up local historic districts to remove suburban development areas per the recommendations of the Preservation Plan.
  - better address alleys for attached dwellings and detached dwellings on small lots, especially when it helps to accomplish other design goals of the guidelines (lot rhythm, building setbacks, scale).

### Further Areas of Study and Action Needed

1. The Town should model the stormwater implications of the build-out scenario for Downtown based on this Plan (see Appendix A-3), and create from the modeling effort a Stormwater Master Plan & Improvement project for Downtown. A new stormwater

- fee structure based off of the amount of imperviousness should be developed.
2. The Town will undertake a Traffic Impact Study for Downtown Plan based on assumptions and recommendations of Chapters 3, 5 and 6, and Appendix A-3. From this study Traffic Analysis Zones (TAZ) should be developed, and this model should serve as the basis for a future amendment to the Major Road Plan to reflect Figures 3-18 and 3-20.
  3. The Town will model water demands for downtown, especially related to fire protection, based on the recommendations of Chapters 5 and Appendix A-3.
  4. The Town will model sewer demands for downtown based on the recommendations of Chapters 5 and Appendix A-3. and identify design alternatives and potential funding sources to allow for the GPD anticipated by the build-out scenario (Appendix A-3).
  5. A Comprehensive Wayfinding and Streetscape Master Plan for the Downtown Study area should be developed, building upon the recommendations for Wayfinding, Gates, and Corridors, in Chapters 3, 4, and 5, and include coordinated signage, street furnishings, pedestrian lighting, street plantings, etc.
  6. The Town will study parking supply and demand downtown to create a downtown parking strategy. Such a study will look at the existing demand and supply, as well as future needs. This study will also identify locations for future surface lots in the short term, and parking garage locations for the long term.
  7. The Town's Major Road Plan should be updated to reflect the recommendations of Chapter 3 and the Recommended Block Pattern (see Figures 3-18, and 3-20), including corresponding updates to the Subdivision Regulations for new road cross sections that promote walkability and tradition-

al development forms. For roads not on the Major Road Plan, the Town should consider adopting a Local Road Plan supplement to the Major Road Plan that matches the Recommended Block Pattern.

8. The Town will update its Greenbelt Master Plan to reflect existing trails, new parks, and the recommendations of this Small Area Plan related to new Greenbelts and GreenStreet Sidewalk Connectors as depicted in Chapters 3 and 5.
9. The Town will establish a truck route for the downtown area and its existing and surrounding industrial neighborhoods.
10. Work with TDOT to properly design elements of Highways 57 and 72 as they relate to Downtown Collierville (see Chapters 3 and 6 for specific recommendations).
11. A more targeted reconnaissance in the form of a full market study of Downtown Collierville is needed. The analysis should provide insight into the potential impacts of market trends and the policies of this Plan on future retail, office and residential opportunities.
12. The Town should work with the newly-formed Heritage Commission to:
  - report on previous and ongoing discovery of historic records of Collierville;
  - develop a 5-year cultural resources action plan; and
  - create a Battlefield Preservation Plan for the Battle of Collierville.

#### **Implementation Responsibility**

1. The Town will identify options for oversight of the Downtown Plan's Implementation, with the goal being to identify an individual staff person and/or organization that can work with private property owners and the public sector to implement the Plan.
2. The Town will create posters and brochures for marketing Downtown Collierville Small Area Plan's infill opportunity sites.

3. The Town will create a website devoted to the implementation of the downtown Collierville Small Area Plan with:
  - Links to Main Street, Town Staff;
  - Posters and Brochures for marketing;
  - Walking tours; and
  - Sample site plans for select properties in need of redevelopment.

#### **Funding and Incentives**

1. The Town should develop a funding matrix that directs who pays for what (Town, Developers, owners, grants). The Town should study the use of Tax Increment Financing (TIF) as one of those funding vehicles because of its proven ability to accelerate the implementation of the types of projects recommended in Chapters 3 and 6.
2. When the population of Collierville reaches 50,000, the community becomes eligible to be an entitlement community eligible for Community Development Block Grant (CDBG) funds through HUD. The Town would need to develop a Consolidated Plan and work towards completing its Citizen Participation Plan as part of the HUD requirements. When this study occurs, the Areas in need of Stabilization as described in Chapter 5 will be studied in greater detail with specific target areas identified.
3. The Town should develop a new Five (5) Year Capital Improvement Project (CIP) Plan for Downtown Collierville.
4. Develop an amendment to the current Shelby County Urban County 5-year CDBG program to incorporate eligible projects as recommended by the Downtown Collierville Small Area Plan.
5. At some point in the future, the Town should hire a full-time grant writer, or have one on a consulting contract, to solicit and administer grant funding sources (state and federal government, US RDA, foundations).