



*City of Cleburne*  
*This is Texas*

## **Cleburne Downtown Master Plan**

**Planning a Sustainable  
Future for Downtown**

July 2014

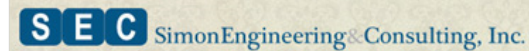


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# CITY OF CLEBURNE: Planning a Sustainable Future for Downtown

Cleburne Downtown Master Plan Report | July 2014



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## Acknowledgements

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*A. J. Wright Building with employees out front on Caddo Street with a Luck Chaparral car; photo taken approximately 1912. Source: Layland Museum*

## Executive Summary

The Cleburne Downtown Master Plan addresses the long-term needs of this important area of the community in the context of local and regional growth for Cleburne and Johnson County. It provides a roadmap for redevelopment in such a way that Downtown is pedestrian friendly, aesthetically pleasing, and, most importantly, economically thriving. The Redevelopment Plan resulted from extensive research and collaboration and involved the North Central Texas Council of Governments (NCTCOG) and the City of Cleburne lead by a team of planning consultants. Also engaged were representatives of the Texas Department of Transportation (TxDOT), Johnson County, Cleburne Chamber of Commerce, Downtown Cleburne Association, Friends of the Cultural Arts, Save Old Cleburne, Keep Cleburne Beautiful, and residents. The Project Review Committee (PRC) included representatives of the City, TxDOT and NCTCOG.

Cleburne's rich history was explored and referenced throughout the study process. Being a "watering hole" on the Chisholm Trail, a staging area for Confederate soldiers during the Civil War, and a



*This quintessential view of Downtown Cleburne along Caddo Street includes Wright Plaza to the left, Art Ally in the middle ground and Johnson County Courthouse in the background.*

regional rail hub, contributed significantly to the economic vitality of the city which was incorporated in 1871. In fact, future marketing activities of Downtown Cleburne should always reference the city's heritage.

Key components of the planning process were: (1) an analysis of existing conditions including Downtown's urban character, transportation, land use, zoning, cultural offerings, natural features and economics; (2) public engagement including stakeholder interviews, public meetings, and visioning workshops, and (3) case studies about downtowns with similar geography, circumstances, and goals.

### Existing Conditions

Numerous challenges to the redevelopment of Downtown exist, especially high volumes of truck traffic, one-way streets and parking as well as sidewalk accessibility and continuity. Zoning ordinance and building codes lack clarity and consistency, and absentee ownership is a problem. Signage is lacking and/or inconsistent, and the city's cultural resources need additional community and retail support.

Case studies of the redevelopment efforts of the Cities of Lewisville, San Marcos and New Braunfels provided insights to those communities' redevelopment efforts and their applicability to Cleburne.

### Downtown Vision

Recognizing the importance of community engagement in the master planning process, the consulting team with the leadership of the City successfully involved stakeholders and the public in planning exercises integral to the creation of a vision and implementation of its plan. Public engagement activities were encouraged through personal invitations, flyers, website postings, and news articles. Activities included one-on-one interviews with key stakeholders, two community meetings, a

roundtable discussion among representatives of local governmental entities and a visioning workshop.

Overall, the community is excited about the Master Plan process and believes that Cleburne should weave its rich history, friendly nature and the presence of Buffalo Creek into all aspects of Downtown's redevelopment initiatives. All persons agree that "high impact and low hanging fruit" aesthetic improvements and code enforcement must begin immediately.

### Governance and Partnerships

Unprecedented cooperation between the City and County is essential, and public/private partnerships can be the catalyst for reinvestment in the downtown community. Funding strategies for public improvements must be creative and workable while not creating additional tax burdens on property owners. Moreover, it is critical that the City work with TxDOT to address traffic generated by commercial trucks on Business US67 (Henderson and Chambers Streets) and SH171/174 (Main and Caddo Streets) in Downtown.



*This photo was taken in 1909 at the corner of Caddo and Henderson Streets looking northeast toward the historic Railroad Shops from the courthouse. In the middle right of the picture is the Church of the Holy Comforter, which is the oldest church building left standing in Cleburne today. Source: Layland Museum*

## Guiding Principles

Mixed-use development provides the flexibility required to balance commercial, retail, housing, entertainment and historic preservation. Cultural resources and the arts provide educational opportunities, as well as tools for economic development. Moreover, urban character, including buildings, outdoor public areas, open space, streets and sidewalks, defines the essence of Cleburne's downtown environment. Historic references serve as additional guiding principles for planning efforts.

Multimodal transportation (including automobiles, pedestrians, transit and bicycles) is conducive to the successful operation of a downtown by offering choices for users who include residents, business owners and their employees, public sector employees, tourists and pass-through travelers.

The success of Downtown as a vibrant destination hinges on the accessibility and availability of public amenities. Open spaces including creek-associated environments hold a huge attraction as public gathering spaces. Buffalo Creek, Market Square and other smaller plazas are such places in Downtown Cleburne.

## Market Analysis

Current market conditions in Downtown Cleburne require a targeted approach to redevelopment by focusing on the areas of the greatest potential (e.g. undeveloped County property) and highest activity (e.g. between Courthouse Square and Market Square). Parallel to this approach, the opening of the Chisholm Trail Parkway will bring many new residents and visitors to Cleburne, with its population expected to double by 2030 to just under 60,000. It is believed that with improvements to the physical environment in Downtown and an aggressive marketing campaign,

Downtown can capture approximately 5% of the projected population growth, which translates to at least 154 residential units and 276 new jobs locating in the downtown area by 2020.

## Planning Scenarios

Alternative planning scenarios, referred to as "Gravity Centers," were developed to explore the potential for public redevelopment efforts and targeted zones for encouraging private investment. One planning scenario focused on Market Square; the second on the Buffalo Creek area. After the analysis of both, it was determined that a combination provides the most flexibility for infill, redevelopment and revitalization—as well as the ability to respond to varying market forces and opportunities. The combined scenario incorporates key cultural and historical destinations, including the Courthouse, Market Square, Buffalo Creek, Plaza Theater and Layland Museum, and provides a link to the future Transit Orient Development (TOD) area.

Small infill developers can find immediate opportunities in the core areas around Courthouse Square, and mid-tier developers investing from \$10 million to \$45 million will find opportunities along Buffalo Creek. Larger and longer term developers can focus on the TOD area when the market supports it.

## Catalyst Projects

Catalyst projects include both private and public sector investment. Private investment is typically incentivized by public sector investment, which demonstrates not only the potential of an area but also the long-term commitment of a public entity to the area.

Six areas of Downtown are targeted for public sector investment. Specific redevelopment elements include streetscapes, pedestrian walkways, reconfiguration of

certain streets to be pedestrian focused, creek-side improvements to Buffalo Creek, a signature pedestrian bridge over Buffalo Creek, and links to the intermodal rail station.

Seven private investment areas are identified, with the opportunities of each corresponding to the areas targeted for public participation.



*The care and attention to detail applied with the creation of the mural at Wright Plaza is commendable.*

## Immediate Opportunities

"High impact and low hanging fruit" refer to projects that will bring immediate results when implemented. Actions which support these immediate opportunities are:

- Implementing Public Investment Area A to bring immediate benefit to the Plaza Theater and its patrons. This will encourage the private sector to open cafes, restaurants and other entertainment venues.
- Modifying city ordinances to allow for food truck parks in key areas.
- Designating the Old Jail as a historic structure and discussing how to repurpose it from storage to a more active use with the owner/potential investors.



- Committing to completion of Art Alley with improved sidewalks, pedestrian lighting and other amenities.
- Organizing and promoting events celebrating historic happenings throughout Downtown.
- Developing a walking guide for visitors through Downtown among cultural and historic locations and other destinations.
- Implementing clean-up activities such as street sweeping, cosmetic repairs, streetscapes and code enforcement.
- Increasing collaboration and cooperation between the City and the County.

### Economics and Incentives

Officials should explore and implement, where reasonable, funding mechanisms whereby the City stimulates economic development. These funding scenarios may include one or more of the following: tax increment financing, chapter 380 grants, public improvement districts, municipal management districts, and special purpose districts.

The most common and effective means to bring in private developers is utilize publically-owned lands. The public entity offers the land as equity to the most appropriate and promising concept as presented by development teams. This process should be through a formal Request for Proposal process, not merely a Request for Qualifications.

Other support and guidance can be found through the National Main Street Center and its focus on preservation-based commercial revitalization. The center is a subsidiary of the National Trust for Historic Preservation.

### Implementation

The successful revitalization of Downtown as a vibrant destination for people to work, live and play requires sound implementation strategies. Along with the economic incentives referenced above, the City should move forward to:

- Preserve green space
- Create access to Buffalo Creek
- Seek out Contest Sensitive Solutions (which provide for safety, mobility, environmental safeguards, and historic preservation)
- Implement traffic calming solutions
- Consider how bicycling may enhance Downtown
- Plan for long term utilization of the multi-modal rail station
- Begin immediately to make streetscape and sidewalk improvements
- Address parking limitations
- Study the benefits of a rubber-tired trolley connecting entertainment and historic venues

An important goal of the Cleburne Downtown Master Plan vision is to establish an effective regulatory environment. The City should have in place an enforceable maintenance code, form-based code and overlay district. The creation of a Downtown Implementation Advisory Board can be the champion of the master plan’s immediate and full implementation.

- Encourage mixed-use developments by requiring ground level commercial (with no more than 30 percent office) and upper stories devoted to office and residential.
- Implement Form Based Code to ensure visual cohesiveness and long term flexibility.
- Ensure infill and development fit the scale and visual proportions of Downtown’s urban character.

- Develop a unified set of Revitalization Improvement Standards.
- Develop Design Standards.

Additional tools that should be pursued are: (1) creation of a branding/signage program specifically for Downtown; (2) establishment of a Downtown Arts and Cultural Resources Task Force, and (3) integration of public art into infrastructure improvements.

### Conclusion

This report provides an implementation plan which serves as logical and sequential steps/actions to implement the Downtown Master Plan. The overall benefit of this study lies in the creative and focused efforts of the City of Cleburne and its leadership to move forward at a steady pace to meet the community’s collective goals.



*The intermodal rail station is earmarked to become part of vibrant TOD with convenient pedestrian and bicycle access to Courthouse Square and the rest of Downtown.*

## Section 1: Introduction

### 1.1 Planning Objectives

The Cleburne Downtown Master Plan was developed to address long-term needs within the context of local and regional growth of the City and Johnson County respectively. The overall goal of this Master Planning effort is to provide a vision and a roadmap for a downtown that is economically thriving, aesthetically pleasing, and pedestrian friendly. The master plan is a collaborative initiative between the City of Cleburne and the North Central Texas Council of Governments (NCTCOG).

Serving as the county seat for Johnson County, it is vital that the City of Cleburne and its downtown prosper as a regional beacon for success. In order to meet this objective, Downtown is in need of attention and a set of incentives to boost both public and private sector investment.

This Master Plan is timely due to the projected growth in Johnson County largely prompted by the Chisholm Trail Parkway opening in 2014. In addition, Downtown Cleburne is adjacent to an active passenger rail line and station that will eventually show increased use as the Regional Rail system is expanded in Johnson County.

Cleburne's Downtown Master Plan is the culmination of many years of planning in advance of projected growth in an area of Johnson County that has a rich history and cultural significance to North Texas. In addition to establishing a vision for Downtown this document suggests catalyst development actions and implementation strategies that will enhance Downtown Cleburne as a vibrant place to live, work, visit and play.

### 1.2 Planning Methodology

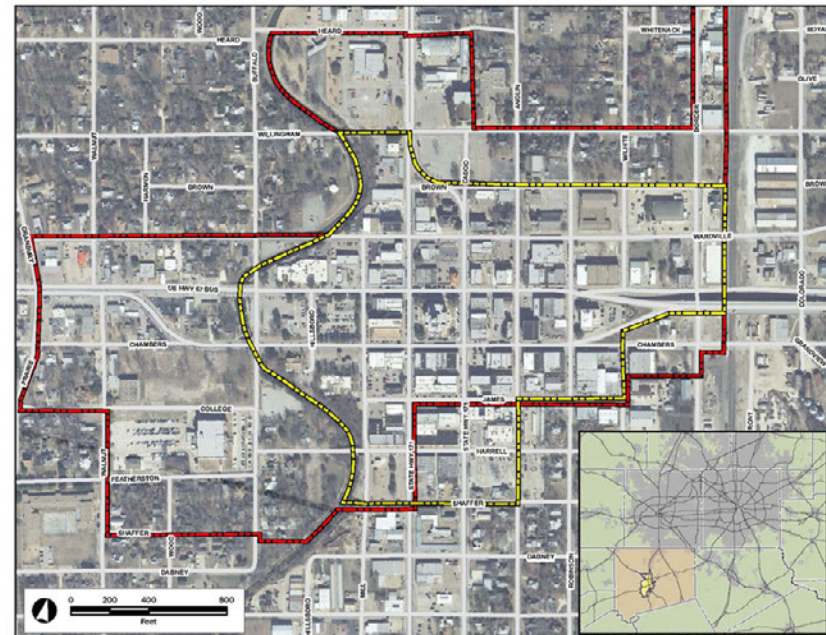
The planning methodology used for the Downtown Master Plan comprises data collection and analysis, community involvement and visioning, documentation of findings, preparation of a development plan, and implementation strategies. The Master Plan was prepared by a multi-disciplinary planning team including urban planners, economists, landscape architects, transportation engineers, and public involvement specialists.

The planning process was guided by the Project Review Committee (PRC) which provided project support and technical review for the Downtown Master Plan. The PRC includes the City of Cleburne, members of NCTCOG, Texas Department of Transportation (TxDOT), and the Cleburne Chamber of Commerce administration.

The foundation and products of the planning process comprise the following:

- An analysis of existing conditions including existing urban character, transportation, land use, zoning, cultural offerings, natural features, and economics (see **Appendix 1**).
- Public involvement which included stakeholder interviews and visioning workshops (see **Appendix 2**).
- A review of case studies about downtowns with similar geography, goals, or circumstances (see **Appendix 3**).
- A detailed sidewalk review (see **Appendix 4**).

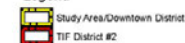
The project includes the consideration of two alternative planning scenarios for Downtown, the pros and cons of each and a combined scenario that forms the basis of the Downtown Development Plan.



Study Area

Map 1.1 Study Area

Legend



## Section 2: Planning Context

### 2.1 Location and Surroundings

Downtown Cleburne has historically been an important location within Johnson County. In the 1800s, when the famous Chisholm Trail was active, Buffalo Creek (which serves as the western boundary of the study area) was an important source of water for livestock and travelers.

Cleburne and its downtown prospered through the years due to the development of numerous rail lines that connected it with Dallas, Fort Worth, Waxahachie, Temple, and destinations beyond. Today, Downtown Cleburne continues to be connected to other cities via freight rail and passenger rail, although highway transportation has become far more prominent. The main roadways in the downtown area include Henderson and Chambers Streets (Business US67) and Main and Caddo Streets (SH171/174). Wardville and Anglin Streets serve as secondary roadways for the area as they are continuous corridors stretching well past the boundaries of the study area.

The county seat for Johnson County is Cleburne. Located in the center of Downtown, the historic Johnson County courthouse with its clock tower is a landmark that is easily identified from the surrounding area. This imposing structure replaced the original courthouse of 1882, destroyed by fire in 1912. Most court-related activity moved to the Guinn Justice Center immediately to the west of Buffalo Creek, after the 1911 high school building was remodeled in 2004.

**Map 2.1** illustrates how Cleburne and Johnson County are connected to surrounding cities and counties with networks of rail lines and roadways.



**Map 2.1** Regional Map of the City of Cleburne, Johnson County, and Surrounding Cities.

## 2.2 Demographics

According to the 2010 U.S. Census, the population of Cleburne was 29,377 at the time. It is expected that the city will grow to over 58,000 and possibly up to 70,000 residents in 2030 as projected by the recently completed Comprehensive Plan. This means Cleburne will grow at a rate of 0.04 annually. This projection is based largely on the opening of the Chisholm Trail Parkway that connects Cleburne with the highly populated and fast growth area of Dallas-Fort Worth including a huge supply of developable land.

## 2.3 Key Findings

Understanding the existing conditions of an area that is deemed appropriate for redevelopment is fundamental; what has existed in the past and what is in place today must be studied to be successful in blending the culture of a community with future opportunities for economic growth (see **Appendix 1: Existing Conditions Report**). Cleburne's intense pride in its rich history is the constant that must always be considered, especially in the downtown sector. Being a "watering hole" on the Chisholm Trail, a staging area for Confederate soldiers in the Civil War, and a significant rail hub contributed significantly to the vitality of the area that was incorporated as the City of Cleburne in 1871. In the last half of the 20th Century, population and employment growth centered to the north and east of Cleburne in Tarrant and Dallas Counties, and rail gave way to the faster and more convenient travel modes of the automobile and airplane.

The Master Plan Study Team carefully researched and analyzed recent City-sponsored initiatives, an academic study, and NCTCOG materials. Early discussions with the PRC and community stakeholders provided additional perspectives on the existing conditions of the study area. Team members walked and drove the area, researched archives and

photographed community assets and problem areas extensively.

The **NCTCOG Regional Rail Corridor Study (2005)** reviewed transit mobility within a six-county region (Johnson, Tarrant, Dallas, Collin, Denton, and Ellis Counties) of North Central Texas to serve rapidly growing populations in the region. Rail Corridor W-4 Cleburne Line, which is a 29-mile corridor paralleling Interstate Highway (IH) 35W, State Highway (SH) 174, and Chisholm Trail Parkway, is one of eight passenger rail corridors that were discussed. This rail corridor extends from Downtown Fort Worth to the Cities of Crowley, Burleson, Joshua, and Cleburne. Relevant recommendations include:

- Two rail passenger stations are proposed for Cleburne, including one at Cleburne North located near the SH174 overpass, and the other at the existing Downtown Cleburne Intermodal Terminal which is also the terminus for Rail Corridor W-4.
- Transit Oriented Development (TOD) is specifically encouraged around many of the Rail Corridor W-4 Station areas where a mix of both vertical and horizontal land uses at medium to high densities is feasible. TOD would provide a pedestrian friendly environment with a walkable system of streets and blocks leading to housing, employment, leisure activities, and green open space. Convenient automobile access for transit users needing to access park-and-ride facilities would also be provided.

The **City of Cleburne Master Thoroughfare Plan (April 2008)** evaluated the roadway network at final build-out for the City and its extraterritorial jurisdiction and provided cost estimates of major projects. The following recommendations are most relevant to the Cleburne Downtown Master Plan:

- Adjusting traffic signals including new pedestrian signals.

- Planning truck routes to move pass-through trucks around the congested urban core.
- Creating a more transit friendly transportation system.
- Designing a City Park N' Ride or Park N' Pool lot.

The **City of Cleburne, Texas Comprehensive Land Use Plan: An Update and Addendum to the Comprehensive Plan (January 2006)** contained the following recommendations which are relevant to Downtown Cleburne:

- Reviewing and monitoring the Comprehensive Land Use Plan on an annual basis.
- Initiating re-zoning where land use differs from the Future Land Use map.
- Conducting periodic review of the Thoroughfare Plan.
- Monitoring compliance with Subdivision Regulations and Zoning Ordinances.
- Promoting higher densities for residential districts.
- Promoting Mixed-Use through the Planned Development Process.
- Planning for future development of trail systems and parks.
- Involving the public in the development process.

Another study, **Downtown Cleburne Revitalization: University of Texas at Arlington School of Urban and Public Affairs (2010)**, focused on land use, transportation, urban design, economics, and marketing/culture/tourism and serves as the most comprehensive assessment of Downtown in recent years. Urban design projects were recommended as follows:

- Phase One. Improvement of streetscapes and connector streets including Main, Caddo, Henderson and Cleburne Streets and installation of monuments and streetscapes at gateways into the downtown area.
- Phase Two. Sites for revitalization include

a City Plaza, amphitheater, art gallery in alleyways, and Farmer’s Market (now called Market Square).

- Phase Three. Development of green space adjacent to Buffalo Creek, and construction of a downtown parking garage.

### Demographics

Overall, Cleburne lags behind the population growth rate of the benchmark cities of Burleson, Granbury, Waxahachie and Weatherford, which were selected for this study. Also, the general educational attainment is less than those cities, Johnson County and the State of Texas. Cleburne underperforms in the areas of retail sales, hotel receipts, and per capita income.

### Urban Character

The urban character of the Downtown District is largely defined by the buildings, sidewalks and streets. Visual and physical characteristics are defined by building facades, alleyways and signage. While for the most part the building scale and style is typical of the late 1800s in Texas, many newer buildings do not fit Downtown’s character. The vehicular approach to Downtown is different from each of four directions; south, north, east and west. Pictures of streetscapes and buildings can be found in the Existing Conditions Report in **Appendix 1**. The Johnson County Courthouse and Square as well as the trees along the sidewalks and streets are primary focal points. Alleys are important connectors and provide opportunities for different pedestrian experiences.

### Cultural and Natural Resources

With the City of Cleburne’s origin and early growth attributed to its historic role as a major crossroads and transportation center, the downtown area currently offers numerous cultural resources, including the collections of the Johnson County Historical Commission and Layland Museum, Plaza Theater, and the annual Antique Alley event and a host of other special events. Downtown properties are listed on the

National Register of Historic Places and Texas Historical Commission.

Buffalo Creek is by far the most dramatic natural feature in the Downtown District and offers opportunities to create entertainment venues while preserving the community’s history. Trees and their beautiful canopies are among the area’s greatest assets.

### Land Use and Zoning

The three predominant land uses in Downtown are civic/institutional, office and retail. However, a large part of the study area is parking and many of the retail structures are vacant. Of note is the industrial corridor along the north-south rail line on the eastern border. Many buildings are two-story, offering mixed-use redevelopment opportunities. Distinct from other parts of the City, Downtown is characterized by a tight grid of streets, small blocks and narrow parcels. In the northern quadrant are historic structures; in the west, predominantly government services. South of Courthouse Square is oriented toward tourism. Much of the eastern quadrant is vacant and contains the intermodal rail station. Hill College has converted a church property to its automotive technology program.

The City of Cleburne’s zoning ordinance was first enacted in 1996, with minor amendments adopted in 2009 and 2010. Four main zoning categories are in place in Downtown: Commercial, Residential, Industrial and Planned Development. Sixty-four percent of the study area is zoned C3 which together with C2 zoning accommodates restaurants and retail as well as heavy uses such as auto sales and building material sites. The City established a special use district called the Original Downtown Overlay District to allow flexibility. This designation encourages mixed-use establishments, including loft and studio apartments on upper floors of commercial businesses. This overlay does not place additional parking

requirements on primary use commercial property.

### Vehicular and Pedestrian Traffic

Regionally, Downtown Cleburne is accessed from two primary corridors. One is Business US67 which runs east-west and intersects US67 on the western edge of Cleburne. The second corridor is SH171/174, which runs north-south. These highways merge south of US67; and they diverge approximately 1.5 miles south of Downtown. SH171/174 provide access from rural areas and communities south of Cleburne and serve rock quarries in this area also—all of which brings high volumes of truck traffic through Downtown. In 2014, the new Chisholm Trail Parkway opens to connect Cleburne with Fort Worth and is expected to spur tremendous growth in at least the northern part of Cleburne as well as bring more people to Downtown.

Downtown Cleburne has a rectilinear grid of major, minor and local streets. Such a circulation system is conducive to walking and bicycling. Bike lanes do not exist and many sidewalks are in need of repair. One-way streets are efficient for through traffic but limiting and somewhat dangerous for pedestrians. All four sides of Courthouse Square experience large volumes of traffic and its associated noise, decreasing the comfort for pedestrians and making street crossings challenging. A total of 2,228 parking spots exist in the study area. This represents one space per 320 square feet of ground-floor retail, office and civic/institutional space. Head-in and angle parking present safety issues.

Most streets in the study area have continuous sidewalks on both sides of the roadway, in part due to walking being the primary mode of transportation when Downtown was established. Common are surface cracking, chipping and flaking on most every block. Curbs and unmarked sidewalks create accessibility issues.

## 2.4 Summary of Challenges

In summary, as analyzed by the Study Team, the following challenges to redevelopment of Downtown exist:

### Economic and Market Conditions

- There is continued underperformance as indicated by economic and demographic trends in the study area and surrounding market.
- The rate of building vacancies in Downtown is much higher than that of surrounding areas.
- A balanced mix between commercial and residential development to compete with local area businesses is lacking.

### Visual and Urban Design Inventory

- The entry points to the Downtown District are undefined and unmarked.
- Some existing structures are proportionally (building mass) and visually (facades and overhangs) out of context with the surrounding historic character.
- The existing refurbishments and façade improvements of some buildings are inconsistent with the surrounding urban character.
- Inconsistent signage is found throughout the Downtown District.
- The appropriate application of colors that adds, rather than detracts from the historic and cultural character of the surrounding buildings is a challenge.
- The alleyway connection between Main Street (southbound SH171) and Mill Street is uninviting.

### Cultural Resources

- Neighboring buildings and structures adjacent to the downtown cultural venues are in need of restoration.
- A number of building vacancies exist in Downtown which detracts from the visual character and rich cultural history.
- There is a void of strategically located parking in close proximity to cultural attractions.
- Venues that support cultural resources and community events (eateries, live music, coffee houses) are sparse.

### Natural Features

- Existing available land is not adequate to create an appropriately-sized retention/detention pond, without raising the 100-year floodplain, along Buffalo Creek.
- The mature tree canopy within Downtown has the potential to be lost without proper protection.
- Trees are aging and will cause large scale voids of tree cover if not replenished over time.

### Land Use/Urban Form

- Large expanses of surface parking disrupt the historic, tightly-woven building pattern. This is especially the case between the courthouse and Buffalo Creek, where parking lots serve as uncomfortable mental barriers for pedestrians.
- The challenge is to determine the appropriate mix of residential, retail and office space, both horizontally and vertically to allow for a vibrant 24/7 downtown.

### Zoning Regulations

- The majority of the downtown study area is zoned for C3 (commercial district) commercial use to accommodate existing businesses.
- Residential zoning districts in Downtown are limited, primarily SF4 (Single Family dwelling districts).
- Building codes and zoning ordinances lack clarity and consistency.
- The ability to enforce site design guidelines and address absentee ownership in Downtown in a timely manner is lacking.

### Transportation/Traffic

- One-way streets are generally not ideal in retail environments. They limit access and are, therefore, less attractive to retailers. Henderson Street and Chambers Street (Business US67) and Main and Caddo Streets (SH171/174) are one-way in order to accommodate traffic volumes, not retail.
- The traffic volumes in the study area are exceedingly high for a small downtown environment. More than 40,000 vehicles per day travel around Courthouse Square—a large percentage of which is heavy truck traffic—which adds noise, diesel exhaust, and pedestrian hazards to the environment.
- Visual and physical clutter, dumpsters, signs, columns, and planters negatively affect the aesthetic character of the area and can make navigating Downtown challenging.
- Sidewalks in the area are generally old but in decent condition. Major accessibility issues are primarily found at crosswalks and curb ramps.
- Visual and physical clutter—such as utility poles, parking meters, dumpsters, signs, columns, and planters—affect the aesthetic character of the area and can make navigating Downtown challenging.

## 2.5 Case Studies Review

The purpose of the case studies is to learn about downtown redevelopment in cities comparable to Cleburne. Three case studies are abstracted in memo format and include the Cities of San Marcos, Lewisville, and New Braunfels (see **Appendix 3: Case Studies**).

Each case study provides an overview and facts about the downtown including size, major components and/or destinations, visitor attendance of relevant events, investment level for downtown improvements, key players and/or developers involved with these improvements, and redevelopment strategies.

The following summarizes how certain conditions and actions of each relevant downtown may apply to Cleburne's goal to revitalize its downtown.

### City of Lewisville

#### Public commitments and investment

- Establishing a Tax Increment Financing (TIF) district for Old Town
- Relocating City Hall to Old Town
- Developing Grand Theater
- Improving streetscapes
- Developing a public plaza with NCTCOG grant funding
- Implementing the façade program to support the rehabilitation and physical appearance of buildings in Old Town
- Collaborating closely with the Old Town Business Association
- Programming events to drive traffic to Old Town
- Collaborating with the Denton County Transportation Authority (DCTA) to establish a station on the east end of Old Town

- Establishing development standards with new development proposals reviewed by a citizen review committee
- Dialoging with prospective property buyers and developers
- Assisting with brownfield assessment
- Developing vision plans for specific areas, e.g. a TOD development along the eastern part of Old Town

#### Funding support

- TIF funding
- Bond elections
- Grants (e.g. NCTCOG)
- General Revenue funding
- Tax abatement targeting specific businesses

#### Applicability to Cleburne

##### One-way couplet with pass-through traffic

- A bypass street provides landfill access for heavy trucks previously on downtown streets.
- Main and Church Streets comprise a one-way couplet. Main Street runs through the center of the Old Town core and emphasizes placemaking and redevelopment.
- The ultimate section through the Core will include two travel lanes, two parking lanes, a bike lane, and 18.5' sidewalks. Church street will have a similar cross-section, with the exception of 12.5' sidewalks.

##### Multi-nodal emphasis

- The TOD Master Plan for Lewisville focuses mixed-use/commercial development in the Old Town core with a smaller destination node (primarily food and entertainment) surrounded by new residential in the Station area.

#### Low-hanging fruit

- The TOD Master Plan identifies three catalyst project areas, including a half-block infill opportunity on City-owned land to build upon the energy created by the new City Hall, the Center for the Creative Arts, and Old Town Plaza.

#### Limited parking in the Old Town core

- Short-term solutions include wayfinding signage to parking lots, and restriping and better defined, on-street parking spaces to maximize the number of cars that can park on each block.
- Long-term solutions include public parking lots and enhancing alleys for parking, requiring property owners to pay a parking impact fee, and establishing on-street parking limitations (e.g., 1 hour parking, 2 hour parking, etc.).

#### Neighborhood stabilization:

- New housing development types—such as townhouses—are encouraged, as are design standards that would allow traditional building materials to be used.
- In the pedestrian realm, landscape standards are proposed to improve aesthetics.
- The continuation of sidewalk construction and rehabilitation is identified as an important task.

## City of San Marcos

### Public Private Partnerships

- San Marcos created a Request for Proposal (RFP) for soliciting developers to purchase county-owned land in the downtown adjacent to the rail line, where the Lone Star Rail Station will eventually occur.
- The City created a Public Improvement District (PID) for purposes of creating streetscape improvements and ultimately a parking garage.
- The City hired a consultant after the downtown plan was adopted to create various designs and then to analyze whether the anticipated financial “capture” with these improvements under the PID would pay for those improvements.

### Applicability to Cleburne

#### By-Pass Roads and Other Major Roadways

- Major highways connect visitors to two major retail outlets that serve as the second and third largest employers of the area. The city’s population nearly triples during peak shopping seasons due to shoppers at these regional retail giants. In the future, land-intensive industry development will be concentrated around major roadways, while arterial connections, public transportation, and bike lanes will serve to connect the City’s internal components.

#### Attitude towards Courthouse Square

- Courthouse Square is the historic core of Downtown San Marcos. All of the buildings have been restored to their original size and appearance. The majority of buildings are two storied with a mixed-use development strategy integrated within the district.
- The Main Street Program of San Marcos was one of 67 Texas cities recognized in 2013 for meeting strict national performance criteria. It

has received this honor for the last 14 years.

- Community members recognize Downtown Marcos as a key resource that can be leveraged in making the city a competitive regional center and acknowledge that the tools available for planning future developments, such as building codes and mixed-use developments, could be used for protection of cultural resources. The Plan emphasized mutually agreed upon goals for the future of downtown including compactness, cultural authenticity, great streets, pedestrian and bike accessibility, and increases in public spaces for social gatherings.
- The downtown development zone is adjacent to the proposed commuter rail line.

#### Creek Adjacency to Downtown:

- The San Marcos River is a major recreational asset for students, residents and visitors.
- The 2008 Downtown Master Plan incorporates the protection of natural resources a priority.
- Environmental factors are key as for the encouragement of more land-intensive development along major transportation corridors where water and wastewater management systems are adequate, and less ecologically sensitive.

#### Connections to Commuter Rail

- The Lone Star commuter rail is seen as a major opportunity to improve the visibility and attractiveness of the historic downtown district and also as a connection to local job centers such as the planned “intensity zones” along I-35.
- The downtown plan suggests a specific area be targeted for the rail station and that pedestrian/bicycle linkages from the station through the downtown to the University be a major focus for future infrastructure improvements.

- Industrial parks like Texas State’s STAR park business and entrepreneurship incubator will benefit from commuter rail adjacency by increasing access to area talent and improving visibility of the park’s contributions to the field of material science.
- The implementation of mixed-use development
- The 2008 Downtown Master plan identifies mixed-use as a key for preserving local character and for protecting natural resources in central downtown. Reducing the stringency of building codes and encouraging multiple uses for development will also strengthen pedestrian activity and enliven the Downtown Historic Square so as to improve its local competitiveness and attract visitors into San Marcos to appreciate its unique, local culture and amenities.

#### Parking

- While downtown parking is free, it is highly competitive and does not allow medium to long term options.
- Off-street parking is limited even for employees of downtown facilities.
- Improving pedestrian and bike traffic within downtown districts and corridors is thought to reduce strains from restricted parking.
- The city is also drafting ways to incentivize off-street parking development and is planning to charge for on-street parking while providing mid- to long-term parking options.
- A parking study was completed after the Downtown Plan and a PID were created, with the hope to fund a parking garage.



## City of New Braunfels

### Public Commitments and Investment

- Since 1991 New Braunfels has followed the guidelines set forth by the Main Street City Program.
- A Downtown Review Board prioritizes the Downtown Implementation Plan, meets monthly and makes recommendations to City staff that develops cost estimates/budget for implementation projects and determines funding source.
- New Braunfels prioritized parking reform, sidewalk improvements, and lighting within the Downtown Implementation Plan.
- A Downtown Merchants Association exists to assist with marketing downtown businesses, help with city events, and host their own sponsored events.
- The City implemented a facade improvement program (using grant funds).
- The City dialogues with prospective property buyers and developers.
- The City currently looks at design criteria for a Downtown Planning Historic Manual.
- A grant officer looks and applies for grants on a consistent basis.
- The Chamber and Convention and Visitors Bureau prepared an Historic walking tour.
- The City handles promotions and programming of downtown events.

### Funding support includes:

- TIF funding
- Bond elections
- Grants (e.g. San Antonio Bexar County Metropolitan Planning Organization (SABCMPO))
- General Revenue funding
- Tax abatement targeting specific businesses

### Applicability to the City of Cleburne

The New Braunfels Downtown Implementation Plan recommends key strategies, all of which are applicable to Cleburne. These recommendations are:

#### Aesthetics

- Implement short-term downtown beautification projects to improve aesthetics and pedestrian infrastructure in areas accessing the Main Plaza.
- Complete enhancement projects (lighting, landscaping, public art) and maintenance on existing bridges and underpasses to preserve historic structures and announce entry to Downtown. Include pedestrian lighting, street furniture, landscaping, trees and shading devices starting with high priority areas.
- Develop Design Guidelines to improve overall aesthetics in Downtown for public /private improvements in the study area, and consider an overlay zone to help administer guidelines and potential Downtown historic district.

#### Wayfinding

- Develop a wayfinding historic tour of Downtown.
- Identify downtown to travelers at key access points off highway and major thoroughfares; direct travelers to the downtown core and key cultural destinations.

#### Parking

- Funds from tickets for parking violations can be used to pay for enforcement and streetscape maintenance and improvements.
- Downtown employees and day visitors should park in parking lots, allowing short-term visitor to use on-street parking to patronize local businesses.

### River Access

- Invest public funds in trails along river and to surrounding parks to improve conditions expand hike/bike system.
- Perform feasibility studies to construct pedestrian bridge across the Comal River, creating greater access.
- Widen sidewalks and streets heading to the river area to improve bike/pedestrian access.
- Maintain trails and waterways.

### Mixed-use and Open Space

- Explore opportunities for Downtown rental housing to include smaller scale (infill) residential or mixed use development to provide a transition from retail and office to single family residential.
- Increase open space in Downtown through incentives, subsidies, and public engagement
- Transit Oriented Development.
- Identify locations next to proposed commuter rail to encourage transit-oriented development in order to generate tax revenue, attract a greater number of potential visitors to Downtown as well as increase value of land around the transit station.

## Section 3: Downtown Vision

### 3.1 Introduction

The purpose of a vision is to establish the potential of Downtown, generate ideas, and garner support for implementing the vision. In this study, these ideas for Downtown is based to a great degree on input from stakeholders and the public.

Public engagement is an essential component of the planning process. When stakeholders and the public at large are engaged, the process is more transparent. The community takes “ownership” of the master plan and, ultimately, commits to its implementation. The public engagement component of the Downtown Cleburne Master Plan successfully involved the community in planning exercises integral to the long term vibrancy and sustainability of this historically-rich and centrally-located area of Johnson County.

Guiding the activities were members of the PRC which included representatives of the City of Cleburne, TxDOT and NCTCOG. Facilitating and summarizing the discussions were members of the Halff project team. A detailed public engagement plan was developed at the outset of the master planning process and executed over a three-month period. Elected officials and key city staff members were completely engaged throughout the effort. They encouraged public engagement through personal letters of invitation, flyers, City website postings, Cleburne Chamber of Commerce promotion, outreach to community advocacy groups, and stories in the local media including Cleburne’s lifestyle magazine.

### 3.2 Visioning and Public Engagement Summary

Approximately 157 persons participated in the variety of activities that included one-on-one interviews with key stakeholders, two community meetings, a roundtable discussion among representatives of local governmental entities and a visioning workshop in which 26 property owners and community leaders participated.

In all components of the public engagement effort, participants overwhelmingly expressed dislikes of truck traffic, limited parking, lack of code enforcement, poor sidewalks, no wayfinding signs and a shortage of retail. Their opinions about what should be done to redevelop downtown were consistent among the great majority of participants.

In two public meetings, residents expressed support for the following goals with the most important being listed first and descending in priorities: (1) shaping the future of downtown to be visually attractive; (2) enhancing the economic opportunities and business growth; (3) creating a more walkable and accessible downtown; (4) expanding tourism, and (5) preserving and expanding Cleburne’s cultural, historical and artistic landmarks. Of least importance to participants was the consideration of downtown housing options.

Seven community leaders were interviewed including public officials, major property owners and persons in leadership roles. The interviewees agreed on the strengths and weaknesses of Downtown Cleburne and share a vision for an economically-viable destination. All love Cleburne’s history and want to preserve historic structures. They understand that a successful redevelopment plan demands consistency throughout the process. Redevelopment of Downtown needs the full engagement and energy of the Downtown Cleburne Association, Keep Cleburne Beautiful, Friends of the Cultural Arts, Save Old Cleburne and

the Cleburne Chamber of Commerce. The collective comments of the stakeholders who were interviewed are summarized as follows.

- Downtown must be “cleaned up” immediately by:
  - Adhering to a regular street sweeping schedule;
  - Strengthening code enforcement;
  - Enhancing landscaping;
  - Improving security and general appearances by installing decorative street lighting; and
  - Addressing derelict buildings, absentee ownership and asbestos removal.
- Building and maintenance codes and regulations should be reviewed and modified to encourage historic preservation, quality construction and innovative land uses.
- Parking must be addressed.
- Pedestrian walkways should be enhanced throughout Downtown.
- More open spaces and public art are needed.
- Traffic patterns should support retail, and truck traffic should be diverted out of Downtown.
- The Cleburne Chamber of Commerce and the Downtown Merchants Association should engage, and together, pull more retail into Downtown.
- City and county properties should be studied to determine their highest and best uses.
- Market Square can be a tremendous draw. The community and the City should host concert series, festivals and other special events in this area, beginning immediately.
- Residential development should include condominiums, loft living units and apartments.
- Public transportation options to be developed long term include light rail to the multi-modal station, trolley service from Downtown up Anglin Street, and trolley or street car service from the intermodal rail station to locations throughout Downtown to Buffalo Creek.

A total of 13 representatives of public entities responsible for various aspects of Downtown Cleburne’s infrastructure convened for a roundtable discussion facilitated by the Halff project team. Agencies included: City of Cleburne, Johnson County, Cleburne Chamber of Commerce, Hill College, TxDOT, NCTCOG, and TIF District No 2.

Participants agreed that infrastructure repairs, updates, and redesigns are essential for Downtown Cleburne’s vibrancy and economic success in the future. Planning should be done immediately, with the City of Cleburne, Johnson County and their respective economic development entities fully engaged and cooperating. They share the vision of community leaders and stakeholders for more varied entertainment venues including festivals at Market Square and along Buffalo Creek.

Safety and mobility are priorities. Trucks should be diverted out of Downtown, in part by completing the SH67 bypass. Completion of the intersection of SH360 and SH67 will provide a third gateway into the city. A new bypass from Keene south in Johnson County could help move more trucks out of the inner city onto Loop 9.

By improving sidewalks, curbs, gutters and lighting in TIF No. 2, the area will become more “walkable” and attractive to shoppers and entertainment seekers. Downtown venues should appeal to younger adults and families. Specifically, as bike trails are developed, the Veloweb should be updated.

Rezoning areas of Downtown and reworking building codes can be expected to spur private investment in the area. In addition, support should be given to Hill College as it renovates its downtown property.

In the final phase of the public engagement program, 26 community leaders convened for a “visioning” session facilitated by Halff team members. A diverse group of community leaders participated. At various times during the meeting, they participated jointly as a group, and at other times, they broke out into four groups. All groups discussed: (1) which cities to study as examples of positive redevelopment, and (2) what are the successes that the community can achieve immediately or within the next two years. Subjects discussed by one of the four groups included: (1) redeveloping Downtown with pride; (2) a focus on mixed-use development; (3) key connections, and (4) opportunities for public spaces. For more detailed comments, charettes created by each of the four groups, and listings of specific action items and time lines, please see **Appendix 2** of this report.

### Public Engagement Conclusion

Overall, the community is excited about the Master Plan process and believes that Cleburne can and should weave its rich history and friendly nature into all aspects of business/retail, food and beverage offerings and entertainment venues that can be expected to come on line with the implementation of the Master Plan.

All persons agree that “high impact” aesthetic improvements must begin immediately and redevelopment must be targeted to make downtown more walkable with enhanced public spaces. Code enforcement and a friendlier City Hall are important while safety and mobility are among the top priorities. Truck traffic through Downtown should be diverted.

Responsibilities for redevelopment must be shared by the public and private sectors, and the greater community should be encouraged to stay engaged in the process at all levels.



*Public meeting during the week of visioning and public engagement.*



*An interview with Johnson County Judge Roger Harmon during the Visioning Week.*



*Roundtable discussion with government officials during the Visioning Week.*

### 3.3 Key Visioning Ideas

From a master planning point of view, the visioning ideas that were generated during the public engagement effort are essential for the following: they form the basis for preparing a Downtown Master Plan, they provide insight into the desired governance approach to implementation, and they provide insight on short actions that will bring immediate benefit for the downtown community.

#### Ideas for the Downtown Master Plan

The following are key visioning ideas that inform the development of the Master Plan:

- Historic structures must be preserved by the public and private sectors working together.
- Redevelopment must be targeted to make downtown more walkable with enhanced public spaces.
- Code enforcement is essential.
- Safety and mobility are among the top priorities.
- Housing options and commuter rail in the future are expected to further enhance the area.
- In addition to the visual attractiveness of the historic courthouse square, Buffalo Creek is seen to offer numerous venues for families and tourists alike to enjoy; a “river walk” would broaden public access to this natural feature and community asset.
- The community desires a fully-developed Arts District.
- Improved connections with surrounding neighborhoods are important.

#### Governance and Public/Private Partnerships

Specific to governance and the involvement of the private sector in redevelopment and improvements of Downtown, the following items were mentioned during the visioning effort by stakeholders, many of whom understand that governance and public/private partnerships are acknowledged by Cleburne leaders as part of the “vision” for Downtown:

- Economic success depends on stakeholders and local governmental entities working together.
- Unprecedented cooperation between the City and the County is essential.
- A balance among market forces is important.
- Public/private partnerships can be the catalyst for reinvestment in the community.
- Funding strategies for public improvements must be creative and workable while not creating additional tax burdens on property owners.

#### High Impact and Low Hanging Fruit Opportunities

Community leaders and downtown property owners who participated in the Downtown Cleburne Master Plan Visioning effort, overwhelmingly agreed on many activities that could be initiated immediately to help jump-start redevelopment. Twenty- five people divided into four groups were asked by the consultants:

*What are the successes that we (as a community) can achieve immediately or within the next two years as we work together to redevelop Downtown Cleburne?*

Immediate, fast-paced and low budget activities are general clean-up such as street sweeping, cosmetic repairs to buildings, streetscapes, and code enforcement. Safety improvements are crucial, and parking should be studied and better managed.

By creating a festive Market Square with programming to bring families into Downtown, the foundation for developing future leisure activities along Buffalo Creek can be established. Perception is that the City and the County do not cooperate or collaborate. It was agreed that both governmental entities must work more closely together. The creation of the position of a city ombudsman to help the public know how to apply for permits and inspections as well as understand code compliance matters would create a more customer-friendly environment.

The following are specific recommendations made by participants:

##### Cleanliness, upkeep

- Create pride on the part of property owners
- Sweep streets regularly
- Do cosmetic repairs immediately; i.e. painting
- Create design standards for trash receptacles, benches, lighting, and other features

##### Safety

- Adjust sequencing of red lights Downtown
- Repair roads and sidewalks with exposed dirt
- Improve lighting in county parking lots
- Cover up holes left by the removal of parking meters
- Establish unified lighting standards

## Landscaping

- Enforce codes
- Provide list of drought tolerant plants to business owners/redevelopers
- City to contract out pesticide/weed spraying
- Improve access across Buffalo Creek
- Work with Keep Cleburne Beautiful to plant trees east of E. Henderson Street overpass lanes

## Ordinances, codes, and standards

- Improve neighborhoods through code enforcement
- Avoid selective code enforcement
- Address code issues with the book store on Main Street.
- Reduce the conflict between city code requirements and the fire marshal's code regulations
- Create a maintenance ordinance specific to Downtown to address vacant lots, broken windows and abandoned buildings
- Adopt city building codes for historic structures
- Put architectural design standards on new construction

## Signage

- Create wayfinding signage
- Spotlight city's history on signage and kiosks
- Install signage along the creek

## Parking

- Develop realistic parking uses/fees
- Establish parking maximums

## Incentives/grants

- Inform building owners about state grants for façade improvements and the like
- Use city properties to entice retail and restaurant developments
- Explore public/private partnerships (PPP)

## Short term projects

- Create a food truck park
- Consider plans to redevelop the Old Jail
- Connect Market Square to the creek and dining possibilities
- Add a Farmers Market and other programming to Market Square
- Focus first on Buffalo Creek between Wardville and Chambers
- Encourage private donors to fund an amphitheater along Buffalo Creek
- Install a water feature in Buffalo Creek near Wardville street to reduce fish kills
- Digitize county records
- Complete Art Alley
- Create an inventory of downtown structures, date constructed, ownership, etc.
- Review Buffalo Creek CLOMER and flood plain

## Other

- Assure that the City and County are on the same page
- Find a way to make business work; work with local lenders
- Create an ombudsman position at City Hall
- Secure commitments by land and business owners to maintain properties
- Close James Street on a temporary/trial basis during festivals and gatherings and observe the effects on traffic and pedestrian circulation; this will help to inform the Downtown Master Plan recommendations
- Install street scenes in vacant windows
- Begin design and engineering for streetscapes
- Conduct engineering studies for the south bypass now
- Conduct a city/county facilities needs study
- Commit to a plan and implement it



*The Courthouse Square with its clock tower functions as the heart of Downtown Cleburne. Source: City of Cleburne*



*Key destinations seen from this aerial photo include Liberty Hotel (top left), mural artwork at Wright Plaza (top middle), Plaza Theater (bottom middle), and Art Ally (bottom left). Source: City of Cleburne*

## Section 4: Guiding Principles

Based on information and analysis gathered on existing conditions in Cleburne, visioning ideas discussed in the community involvement phase, and interviews with public officials, several common planning themes arose to form guiding principles for a Downtown Development Plan. Historic references serve as additional guiding principles in that they are reminders and a source of inspiration for planning ideas appropriate to Downtown Cleburne.

The guiding principles build upon existing assets of Downtown Cleburne, aim to increase economic vitality, and form the basis of this Downtown Master Plan. The guiding planning principles include the following:

### Mixed-use

- The vibrancy of any downtown is dependent on the presence and activity of people – “people attract people”. For example, workers ensure a daytime presence, whereas downtown residents ensure a presence in the evening. Mixed-use applied in a dense urban environment, coupled with walkability, is key to ensure such vibrancy.
- A healthy downtown consists of a good balance of market-rate and mixed-income housing, employment opportunity in the form of offices, and support services such as retail. Applied in a culturally rich environment, this can make the mixed-use area a tourist destination in itself.
- Mixed-use allows for various land uses to co-exist both horizontally and vertically.
- Zoning needs to provide the opportunity to maximize the variety of land uses in a mixed-use setting.
- As was often the practice in the past, many existing historic structures in Downtown Cleburne have the potential to be of a mixed-use nature with retail at ground level and upper stories containing housing and/or office.

- Inherent to historic downtown environments and characteristic of successful mixed-use developments today, is flexibility built into the use of the buildings. This means that buildings and part of buildings can be adapted for different use (e.g. office, retail, residential) over time as market forces dictate.

### Cultural Character and the Arts

- Cultural resources and history are a source of pride for Downtown Cleburne as they reinforce downtown character and a sense of place.
- Maintaining landmarks and developing an attitude toward preservation will encourage visitors and adjacent communities to take notice.
- Attention to the physical connections between cultural and historic resources and landmarks will reinforce the cohesiveness and synergy of the downtown area and will increase enjoyment and visitation of Downtown.
- Recognition that cultural resources, history and heritage, and the arts are educational resources as well as tools for economic development and vitality elevates these assets in new ways.
- Cleburne’s downtown destinations like historical landmarks, museums, public art, the theater, art alley, and open space gathering places serve as geographic attractions for the public; the very nature of such places fosters community participation.
- The creative people associated with these destinations are the “artistic capital” of the Cleburne community; they are the backbone of creating unique and special destinations, and it is prudent that they are recognized, encouraged and nurtured to continue dreaming about and implementing new and exciting ideas, with the financial and moral support of city leaders.



**Figure 4.1** Performance on a makeshift stage on Courthouse Square, July 4, 1911. View towards the corner of Henderson and Main Streets before the original courthouse was burned.  
Source: Layland Museum



**Figure 4.2** Detail of image above showcasing the makeshift stage made possible by the open area around the Courthouse dedicated to public use.  
Source: Layland Museum

## Urban Character and Aesthetics

Urban character, including buildings, outdoor public space, streets and sidewalks, defines the essence of a downtown environment.

- With its historic structures and street layout, narrow streets, well defined sidewalks, and existing and potential open spaces, Cleburne has the appropriate ingredients to be a major attraction and destination in the region.
- It is important to promote the redevelopment of underutilized sites, and preserve landscapes and buildings that add to the local character and flavor of Downtown.
- The public realm along street corridors is often the most representative of the image of a place.
- Streetscape improvement is a tool to improve the aesthetics of street corridors.
- Maintenance of both private and public property is key to maintaining and improving the aesthetic appeal of a place.



**Figure 4.3** Historic photograph of Cleburne Downtown street scene, date unknown. View of the corner of Henderson and Anglin Streets looking south. Note the metal canopies providing shade at the street corners. Source: Layland Museum

## Transportation Circulation and Connectivity

- Multi-modal transportation (including automobiles, pedestrians, transit, and bicycles) is conducive to the successful operation of a downtown environment by offering choices of transportation for a variety of users including residents, employees, tourists and pass-through travelers.
- Circulation routes must be easy to navigate with appropriate signage, and convenient for accessing various destinations without compromising the quality and urban character of Downtown.
- Parking should be strategically placed, without compromising development potential and/or the character of place.
- The existing street grid pattern of Downtown Cleburne is an asset that is conducive to convenient vehicular, bicycling and pedestrian circulation.



**Figure 4.4** Historic photograph of street cars that ran through Cleburne in approximately 1909, and the extensive use of bicycles as a prime mode of transportation at the time. View from Courthouse Square towards the corner of Henderson and Caddo Streets. Source: Layland Museum

## Public Amenities, Open Space and Buffalo Creek

- The success of Downtown as a vibrant destination for residents, employees and visitors, hinges on the accessibility and availability of public amenities.
- Downtown public spaces (e.g. plazas and squares) need to be visible and safe; this is effectively achieved by designing public space to be physically and visually transparent with many entrances and exit points, as well as visually very open.
- Public amenities need to be beautiful, family friendly and of exceptional quality.
- Safe and convenient access, preferably year round, and 24/7 is important.
- Open spaces including creek-associated environments hold huge attraction as public gathering spaces in an urban setting. Designed appropriately, such places encourage recreation and public engagement. They also add to the aesthetic appeal of a place, which is often successfully capitalized upon by private development. Buffalo Creek, Market Square and other smaller plazas are such places in Downtown Cleburne.
- The location of Buffalo Creek adjacent to Downtown is telling of the history where towns were built close to a water source. Not the source of drinking water anymore, Buffalo Creek has huge potential for adding to unique recreation opportunities in the form of programmed events, and continuous connections alongside the creek.

## Section 5: Downtown Economic and Market Analysis

### 5.1 Overview

Current market conditions in Downtown Cleburne require a targeted approach to redevelopment by focusing on the areas of the greatest potential (e.g. undeveloped County property) and highest activity (e.g. between Courthouse Square and Market Square). Parallel to this approach, the opening of the Chisholm Trail Parkway will bring many new residents and visitors to Cleburne. Estimates for this new population are difficult to surmise but local and regional leaders, city staff, developers and the real estate community all believe the projected population will lead to a doubling of the population by 2030, to just under 60,000.

The market demand analysis for Downtown Cleburne is based on historical population and current trends and does not include the potential increase in population that will result from the opening of the toll road.

Even with these conservative estimates, it is believed that with improvements to the physical environment in Downtown and an aggressive marketing campaign, Downtown Cleburne can capture approximately 5% of the projected population growth for Cleburne, which translates to at least 154 residential units and 275 new jobs (or a total of 768 jobs) locating in the downtown area by 2020.

The downtown area (including just north and south of the study area) saw a loss of 50+ households from 2000 to 2010. A concerted effort to stabilize neighborhoods by retaining and attracting residents should be a main focus for residential.

Additionally, the City and County own several key tracts of land and buildings that should be repurposed to support mixed-use development with residential above commercial space at ground level.

The City has hired a retail analyst to identify specific retail sectors that are leaking out of Downtown, and the leakage is significant. There is clearly a market for more retail services Downtown and some office, yet the office demand in Downtown is currently weak.

While beyond the scope of this Downtown Master Plan, the most obvious issue impacting market conditions throughout Cleburne is the relatively low income levels that are largely influenced by the educational attainment levels of the existing labor force. The community can positively impact the market demand by focusing on this community-wide issue.



*The beautifully restored Liberty Hotel on the corner of Caddo and James Streets functions as a catalyst project that inspires other improvements in its vicinity.*



*The Plaza Theater is extremely successful; it draws visitor from across the DFW metroplex that seek entertainment in an authentic setting.*



*This beautifully restored house, located on the corner of Wardville and Anglin Streets, adds a tremendous sense of authenticity to Downtown Cleburne.*



*When Wright Plaza was restored it was done so with authenticity in mind, which adds to the enjoyment of shopping and doing business.*



## 5.2 Downtown Employment

### Downtown Employment Growth

**Table 5.1** illustrates a net employment growth of 275 which means a total projected employment level of 768 employees by 2020.

#### Assumptions

The annual population growth rate is calculated at 0.04 percent based on a projected population increase from 29,337 to 58,786 between 2010 and 2030.

Consequently, the anticipated minimum annual growth rate of downtown employees is also considered to be 0.04 percent.

#### Comments

It is noticeable that the largest growth will occur among three employment groups as follows:

1. Professional, scientific, and management
2. Arts, entertainment, and recreation, and accommodation and food services
3. Retail trade

The former includes mostly physician/dental type offices.

The latter two are directly tied to tourism and hospitality. Efforts by the City to stimulate this industry will spur additional job growth among these two industries.

Allowed land uses at Downtown	Employment 2010*	Current Annual Growth Rate 2000-2010	Minimum Growth Rate	Projected Employment 2020	Net Employment Gain
Retail trade	166	0.00	0.04	245	79
Finance, legal, insurance, and real estate	33	0.02	0.04	49	16
Professional, scientific, and management	59	0.06		104	45
Educational services, and health care	75	0.02	0.04	111	36
Arts, entertainment, and recreation, and accommodation and food services	66	0.06		120	54
Other services	77	-0.11	0.04	114	37
Public administration	17	0.04		25	8
<b>Sum</b>	<b>493</b>	<b>0.05</b>		<b>768</b>	<b>275</b>

\* Estimated 2010 employment at Cleburne Downtown - Source: U.S. Census 2010

**Table 5.1** Downtown Employment Growth

### 5.3 Non-Residential Development

#### Demand for Non-Residential Development

**Table 5.2** illustrates the demand by 2020 for non-residential building space within Downtown. This demand is directly related to the job projections listed in **Table 5.1\***.

#### Assumptions

- Average square footage per parking space is 300 SF.
- 30% of required parking is on-street parking.
- Non-residential development is 3 stories.
- 10% of site area is for landscaping and open space.
- Site area includes required building footprint, parking space, and landscaping.

#### Summary

173,000 square feet of non-residential space will be required to accommodate future job growth in Downtown. Some of this required square footage can move into existing buildings.

*\*Per Table 5.1, the office category includes "Finance, legal, insurance, and real estate; Professional, scientific, and management; Public administration; and Other services.*

Non Residential Development	Net Employment 2010-2020	Gross SF/ Employee	Parking Space Per Employee	Required Building (SF)	Required Parking Spaces	Required Site Area (SF)
Retail	79	1000	3	79,000	237	83,700
Office	106	250	2	26,500	212	58,700
Educational services, and health care	36	750	0	27,000	0	9,900
Entertainment, Hotel and food services	54	750	2	40,500	108	39,800
<b>Sum</b>	<b>275</b>			<b>173,000</b>	<b>557</b>	<b>192,100</b>
			Acres	<b>3.97</b>		<b>4.41</b>

Source: Pegasus

**Table 5.2 Non-Residential Development**

The Required Site Area is calculated as follows:

Building footprint (57,667 SF) + 70% of required parking (116,970 SF) + 10% of the total site to include landscape/open space (17,463 SF) = required site area (192,100 SF)

Required site area = 57,667 SF + 116,970 SF + 17,463 SF = 192,100 SF

### Value of Non-Residential Development

Table 5.3 illustrates the value of 173,000 square feet that will be required in Cleburne by 2020.

#### Assumptions

- Land acquisition cost is estimated at \$5.00 per square foot.
- The basis for all construction cost per SF for Retail, Office, Education, and Entertainment is from interviews and market research.

#### Summary

In today's dollars, the total projected value is \$17.7 million of non-residential development that will be built or remodeled by 2020 in Downtown Cleburne. The average project value = \$102.5 per SF.

	Required Building SF	Site Area SF	Construction Cost /SF	Construction Cost	Land acquisition Costs/SF	Project Value	Project Value /SF
Retail	79,000	83,700	\$90	\$7,110,000	\$5	\$7,528,500	\$95
Office	26,500	58,700	\$115	\$3,047,500	\$5	\$3,341,000	\$126
Educational services, and health care	27,000	9,900	\$95	\$2,566,000	\$5	\$2,614,500	\$97
Entertainment, Hotel and food services	40,500	39,800	\$100	\$4,050,000	\$5	\$4,249,000	\$105
<b>Sum</b>	<b>173,300</b>	<b>192,100</b>		<b>\$16,772,500</b>		<b>\$17,733,000</b>	

**Acres 3.97 4.41**

Source: U.S. Census 2010, Pegasus

Table 5.3 Non-Residential Project Value\*

\* Project value = construction cost

## 5.4 Residential Development

### Downtown Housing Demand

The Downtown District has seen a decline in the number of housing units from 2000 to 2010. However, it is predicted that the housing demand will increase during the next decade because of projected high growth rate of employees at 0.4%.

#### Assumptions

- One housing unit per five employees.
- 2020 projection of 768 employees divided by five equals 154 housing units.

#### Summary

- The appropriate ratio of job to housing balance for Downtown Cleburne is five to one.
- There are 154 housing units projected for Downtown.
- The ratio between owner occupied condominiums and rented apartments is about 43 to 57.

	Percent	Projected Housing Units	
Owner*	43.3%	87	Condominium
Renter*	56.7%	67	Rental Apartment
<b>Total</b>	<b>100%</b>	<b>154</b>	

\* Source: U.S. Census 2010

**Table 5.4** Residential Demand of Ownership

## Residential SF Demand

**Table 5.5** illustrates the demand expressed in square foot (SF) for Residential development by 2020. These figures are largely based on the employment projections.

### Assumptions

- Number of parking per unit is 1.4 for condominiums and 1.5 for apartments .
- Average size of unit is 950 SF.
- Average square footage per parking space is 300 SF.
- Residential developments in Downtown are recommended to be 3 to 4 stories; calculations are based on 3 stories.
- Required parking spaces are recommended to be met with 3 to 4 stories garage parking; calculations are based on 3 stories.
- It should be noted that 4 stories is typically more expensive than 3 stores because of the need for elevators and different materials.
- 10% of site area are for landscaping and open space.

### Summary

2.92 acres are required for residential development by 2020.

Projected Housing Units	Housing Units	Ave Unit Size (SF)	Building (SF) Requirements	Parking Requirements	Site Area (SF)
Condominium (condo)	87	950	82,650	122	70,565
Rental Apartment	67	950	63,650	101	56,668
<b>Sum</b>	<b>154</b>		<b>146,300</b>	<b>222</b>	<b>127,233</b>

Acre **2.92**

Source: Pegasus

**Table 5.5 Residential Square Foot Demand**

The Required Site Area for Residential is calculated as follows:

Building Footprint (total SF / 3 stories) + parking spaces at 300sf/space + 10% landscaping of the total site

Required site area = 48,767 SF + 66,900 SF + 11,566 SF = 127,233 SF

**Residential Project Value**

Table 5.6 lists the values of the projected residential demand.

**Assumption**

- Land acquisition cost is estimated at \$5.00 per square foot.
- The basis for construction cost of \$95.00 per SF for residential development is from interviews and local market research.

**Summary**

The total cost/value of the projected Residential demand is \$14.5 million. The average project value = \$99 per SF.

Projected housing Units	Required Building SF	Const. Cost / SF	Construction Cost	Site Area SF	Land acquisition Costs	Project Value	Project value/ SF
Condo	70,565	\$95	\$7,851,750	70,565	\$352,825	\$8,204,575	\$99
Rental Apartment	56,668	\$95	\$6,046,750	56,668	\$283,342	\$6,330,092	\$99
<b>Sum</b>	<b>127,231</b>		<b>\$13,898,500</b>	<b>127,231</b>	<b>\$636,167</b>	<b>\$14,534,667</b>	

\* Source: Pegasus

**Table 5.6 Residential Project Value**

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\* Project value = construction cost

## 5.5 Conclusions

The City of Cleburne has seen a decline in the number of employees between 2000 and 2010. However, during the same timeframe, the number of employees in Downtown has increased by 5% annually. Consequently, it is projected that the number of employees in Downtown will increase by 768 people by 2020.

The highest and best land uses for the study area includes a mixture of retail, office, educational services, health care, entertainment, hotel and food services, and multifamily residential. The market will support this mix of land uses. In addition, by having different product types, the variety of land use classifications diversifies risk for developers. These land uses are also conducive to smaller mixed-use buildings that create a convenient and amenable pedestrian environment.

The best development type is three to four stories, mixed-use development office/ retail at the bottom and residential or office above.

Calculations were made to determine the amount of land that would be needed for the projected employment and population in Downtown Cleburne.

According to the projected number of employees, 4.41 acres is required for non-residential (commercial) development by 2020. The projected building square footage will be 173,000, and the total project value would be \$17.7 million. The average project value is estimated at \$102.5 per SF.

Such non-residential development can be scattered throughout the study area, and are not necessarily meant to be contiguous.

Despite the fact that from 2000 to 2010, the Downtown District has seen a decline in the number of housing units, 154 housing units are projected by 2020 (according to the job-housing balance ratio which is 5 for the Downtown District). In this regard, 2.92 acres is projected as the demand for residential development. The total project value of residential development is estimated to be \$14.5 million at an average of \$99 per SF.

In summary, the required site area demand for new development is projected to be 7.35 acres. Some of this projected residential and commercial demand can be accommodated by existing structures.

## Section 6: Future Development Plan

### 6.1 Planning Scenarios

#### Introduction

The objective for considering alternative planning scenarios is to explore the potential for public redevelopment efforts and targeted zones for encouraging private investment. The goal is to create a critical mass and to capture the maximum potential market capacity of Downtown. The areas associated with Courthouse Square and Buffalo Creek are identified as key for creating the desired critical mass in Downtown.

Referred to as “Gravity Centers”, these focus areas are explored as two planning scenarios on the following pages. Each scenario is distinctively different. Scenario #1 focuses on the Courthouse Square, associated buildings around it, and pedestrian links to Market Square and the intermodal rail station. Scenario #2 focuses on the three blocks east of Buffalo Creek and key pedestrian links to Courthouse Square.

After stating the goal of each scenario, their pros and cons are discussed, followed by a reference to parking, and a discussion on each scenario’s capacity to accommodate projected development in the future. These “gravity centers” form the basis for the Downtown Development Plan, which is the culmination of the vision for Downtown.

Given that development of the intermodal rail station is long term, it is not considered as a focus area for creating a critical mass at present. Instead, it is anticipated that the success of either or both of the “gravity center” scenarios will become the stimulus and justification for developing a TOD around the station. Consequently, a strategy for strengthening a pedestrian connection with the intermodal rail station is incorporated in the Development Plan.

#### Gravity Center #1

##### Description and Goal

Gravity Center #1 emphasizes the pedestrian connection between Courthouse Square and Market Square, both of which serve as important civic nodes. Development and revitalization should focus around these nodes, and the connection between them. All of the parcels included in this scenario are intended to be of a mixed-use nature with retail and commerce on the ground level and office and housing above. Buffalo Creek forms part of this scenario only where it is linked to Market Square.

The proximity of the intermodal rail station is conducive to creating a strong and dedicated pedestrian connection between the station and Gravity Center #1.

##### Pros

- Builds upon the historic core of Downtown (the Courthouse Square) and Cleburne’s historic primary arterial (Main Street).
- Encourages reinvestment in existing building stock that allows public projects to focus on visible elements like streets and sidewalks, rather than utilities that would be needed for new construction.
- Positioned at crossing of major north-south and east-west arterials, increasing visibility and accessibility.
- Well-suited for incremental investment over time (i.e., allows many smaller projects rather than a few big projects).
- Provides meaningful connections—transportation, economic, and place—between Courthouse Square and Market Square, effectively linking Downtown’s two major historic centers.
- Provides parking locations to encourage pedestrian activity in the Downtown core.

- Presents a highly visible revitalization effort around Courthouse Square that could accelerate investment in Downtown.
- Encompass an area with a high population concentration within an eight-block area that will benefit from work, leisure, and living opportunities.
- Requires a relatively short pedestrian link to connect with the TOD associated with the intermodal rail station.

##### Cons

- Relies on existing building stock, much of which needs renovation and/or replacement.
- Does not take advantage of large infill opportunities west of Mill Street.
- Does not capitalize on creek opportunities.
- Equates to lower potential return on investment because of lower degree of redevelopment opportunity.
- Stretches out and potentially dilutes redevelopment and revitalization efforts.



## Graphic Legend

The blue line indicates primary streets where the focus is on pedestrians and public space. The red lines refer to primary frontage where the focus is on ground level uses and activities that respond to the public realm, and where permeability between “inside” and “outside” or private and public occurs. The red lines wrap the corners to emphasize pedestrian nodes at cross walks. The development opportunities are illustrated by parcel and are defined as follows:

**Revitalization** refers to parcels where the existing structures have aesthetic and cultural integrity within the context of the historic downtown; such structures may require renovation for new uses and/or restoration if in poor condition. In addition, some structures in this category may need a higher level of preservation than others.

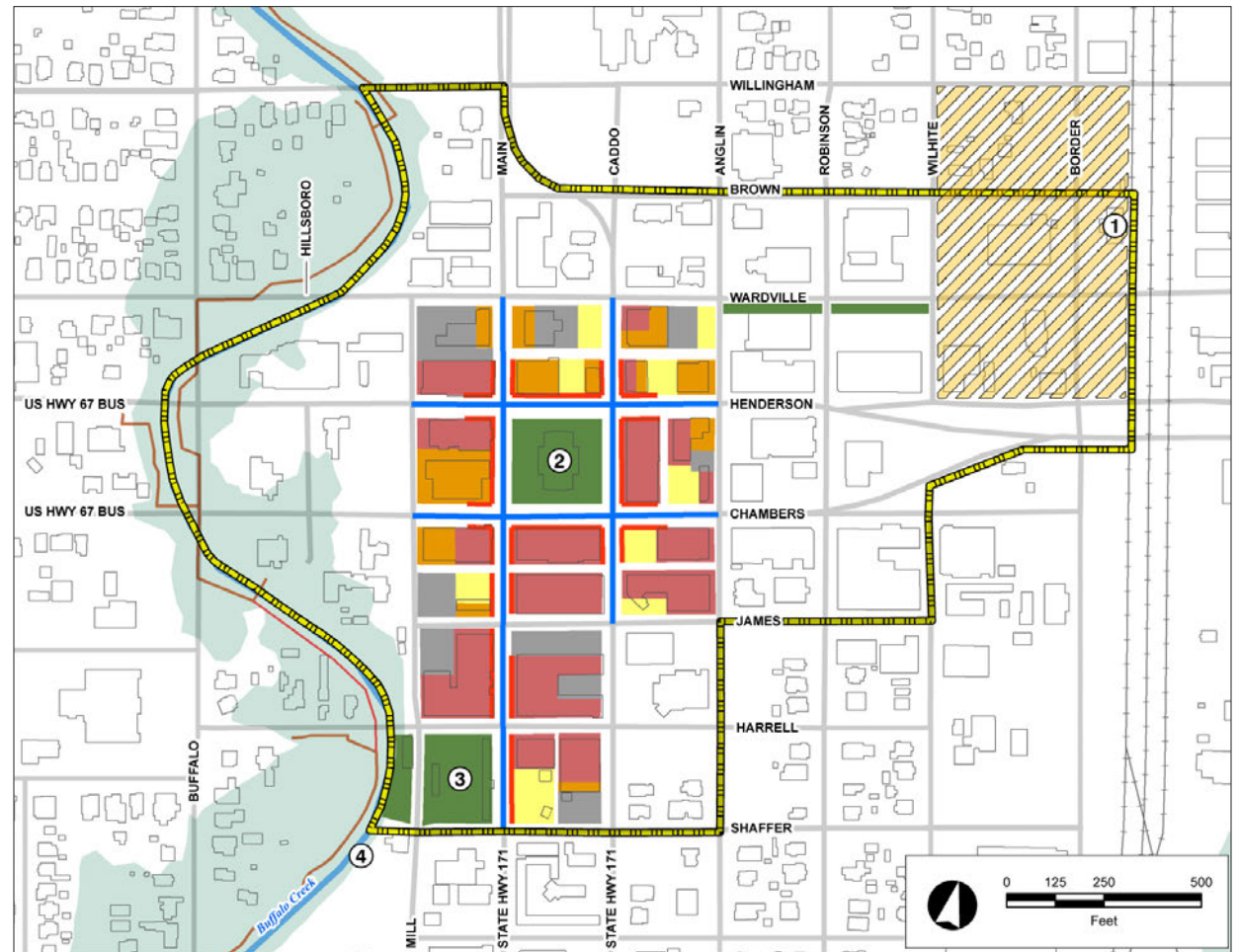
**Redevelopment** refers to parcels where the entire structure (or structures) gets demolished to make place for an entire new development.

**Infill** refers to empty sites where the opportunity exists to add new structures.

**Public Space** refers to both existing public open space and suggested open space and enhanced pedestrian connections.

**Parking** refers to parcels that have the potential to provide parking for the particular scenario. Such parcels are currently empty with no building, or contain buildings that are in disrepair and/or do not support the vision for the overall urban character of downtown. It is proposed that such buildings be demolished to make place for parking.

**Transit Oriented Development (TOD)** refers to a mix of both vertical and horizontal land uses at medium to high densities with a walkable system of streets and blocks leading to housing, employment, leisure activities, and green open space, including automobile access for transit users to park-and-ride facilities.



## Gravity Center #1

- ① Multimodal Station
- ② Courthouse Square
- ③ Market Square
- ④ Buffalo Creek

### Legend

- Downtown District
- Primary Street
- Primary Retail Frontage
- Buildings

- Existing Trails
- Planned Trails
- Railroad
- 100 Year Floodplain

### Redevelopment Opportunities

- Revitalization
- Redevelopment
- Infill
- Public Space
- Parking
- Future TOD

Map 6.1 Gravity Center #1.

## Gravity Center #2

### Description and Goal

Gravity Center #2 creates a pedestrian connection between Courthouse Square and Buffalo Creek, while capitalizing on infill opportunity and improved access to the creek edge. Development and revitalization focus around this connection as well as along the edge of Buffalo Creek. Most of the parcels included in this scenario are intended to be of a mixed-use nature.

The creek edge which will include a continuous walkway with viewing points and seating is very conducive to a mixture of restaurants and residential development. Due to its location, future revitalization of the library should consider options to open views and quiet reading spaces towards the creek.

### Pros

- Takes advantage of large infill opportunities west of Mill Street.
- Capitalizes on creek focused redevelopment and creek oriented opportunities.
- Spur the upgrade and further study of Buffalo Creek linear connections.
- Provides a relatively clean slate of land and building stock, with a presence of existing infrastructure and walkable street grid.
- Provides a tree lined pedestrian connection between Buffalo Creek and Courthouse Square, thereby connecting the Courthouse with the existing and planned trails along the Creek.
- Concentrates redevelopment efforts, potentially providing a greater critical mass.

### Cons

- Could potentially require significant levels of unseen public infrastructure.
- May require large-scale developers and/or one or more “big wins” to be successful.
- Could vulture redevelopment opportunities from the Courthouse Square area.
- Longer term development may be required.
- Requires greater need for significant funding resources.
- Presents concerns relative to the 100 year flood plain.
- Does not warrant a dedicated pedestrian link between Gravity Center#2 and the intermodal rail station because of the distance.

## Graphic Legend

The blue line indicates primary streets where the focus is on pedestrians and public space. The red lines refer to primary frontage where the focus is on ground level uses and activities that respond to the public realm, and where permeability between “inside” and “outside” or private and public occurs. The red lines wrap the corners to emphasize pedestrian nodes at cross walks. The development opportunities are illustrated by parcel and are defined as follows:

**Revitalization** refers to parcels where the existing structures have aesthetic and cultural integrity within the context of the historic downtown; such structures may require renovation for new uses and/or restoration if in poor condition. In addition, some structures in this category may need a higher level of preservation than others.

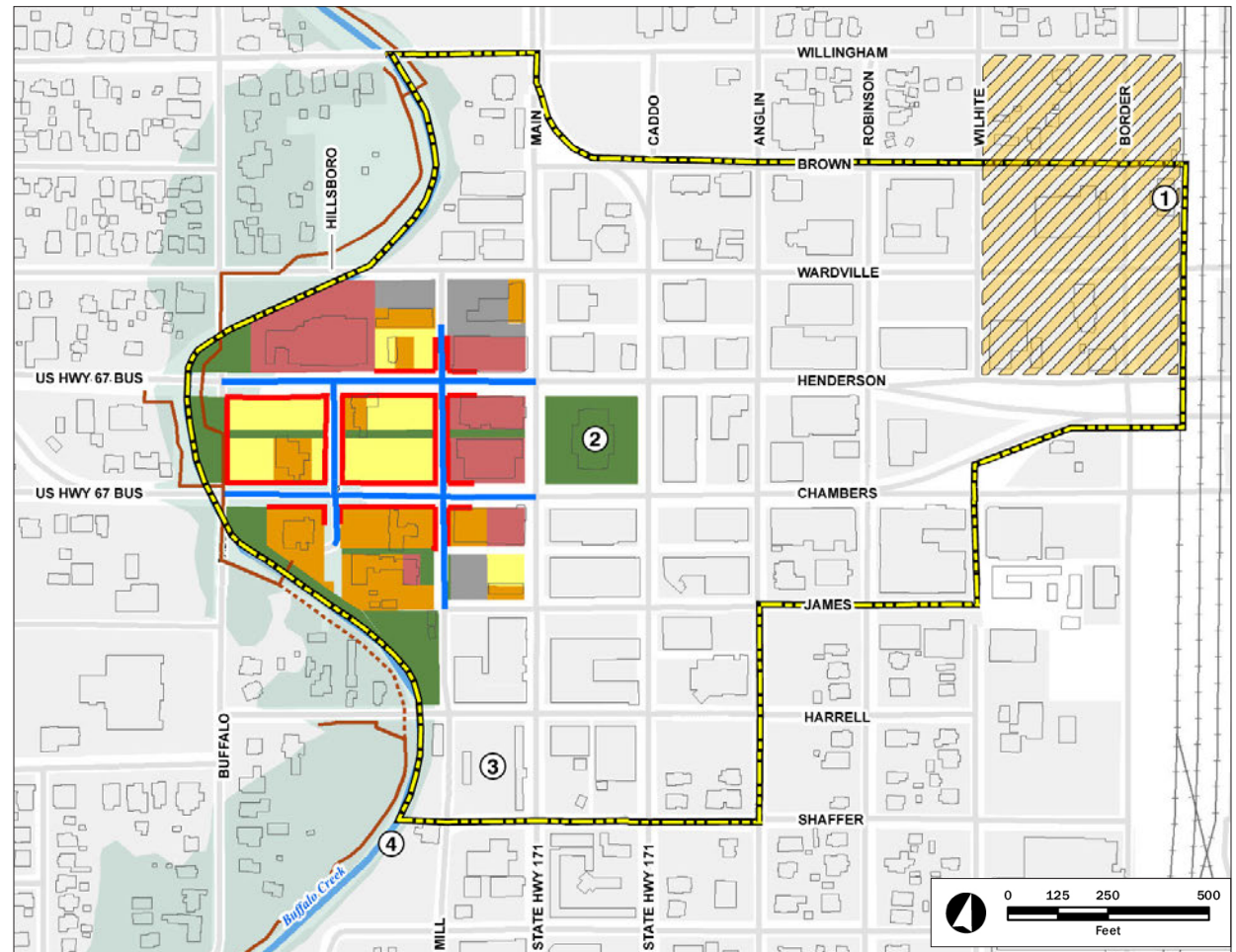
**Redevelopment** refers to parcels where the entire structure (or structures) gets demolished to make place for an entire new development.

**Infill** refers to empty sites where the opportunity exists to add new structures.

**Public Space** refers to both existing public open space and suggested open space and enhanced pedestrian connections.

**Parking** refers to parcels that have the potential to provide parking for the particular scenario. Such parcels are currently empty with no building, or contain buildings that are in disrepair and/or do not support the vision for the overall urban character of downtown. It is proposed that such buildings be demolished to make place for parking.

**Transit Oriented Development (TOD)** refers to a mix of both vertical and horizontal land uses at medium to high densities with a walkable system of streets and blocks leading to housing, employment, leisure activities, and green open space, including automobile access for transit users to park-and-ride facilities.



## Gravity Center #2



Map 6.2 Gravity Center #2.

## Parking Considerations

Both planning scenarios identify areas available for surface parking. In addition, parking should be considered in light of the City's Zoning Ordinance number 155.54: Vehicle Parking Regulations. According to this ordinance, development which occurs within the area defined as the Fire Protection District shall be exempt from any off street (or on-site) parking requirements (see **Map 6.3**).

### Gravity Center 1

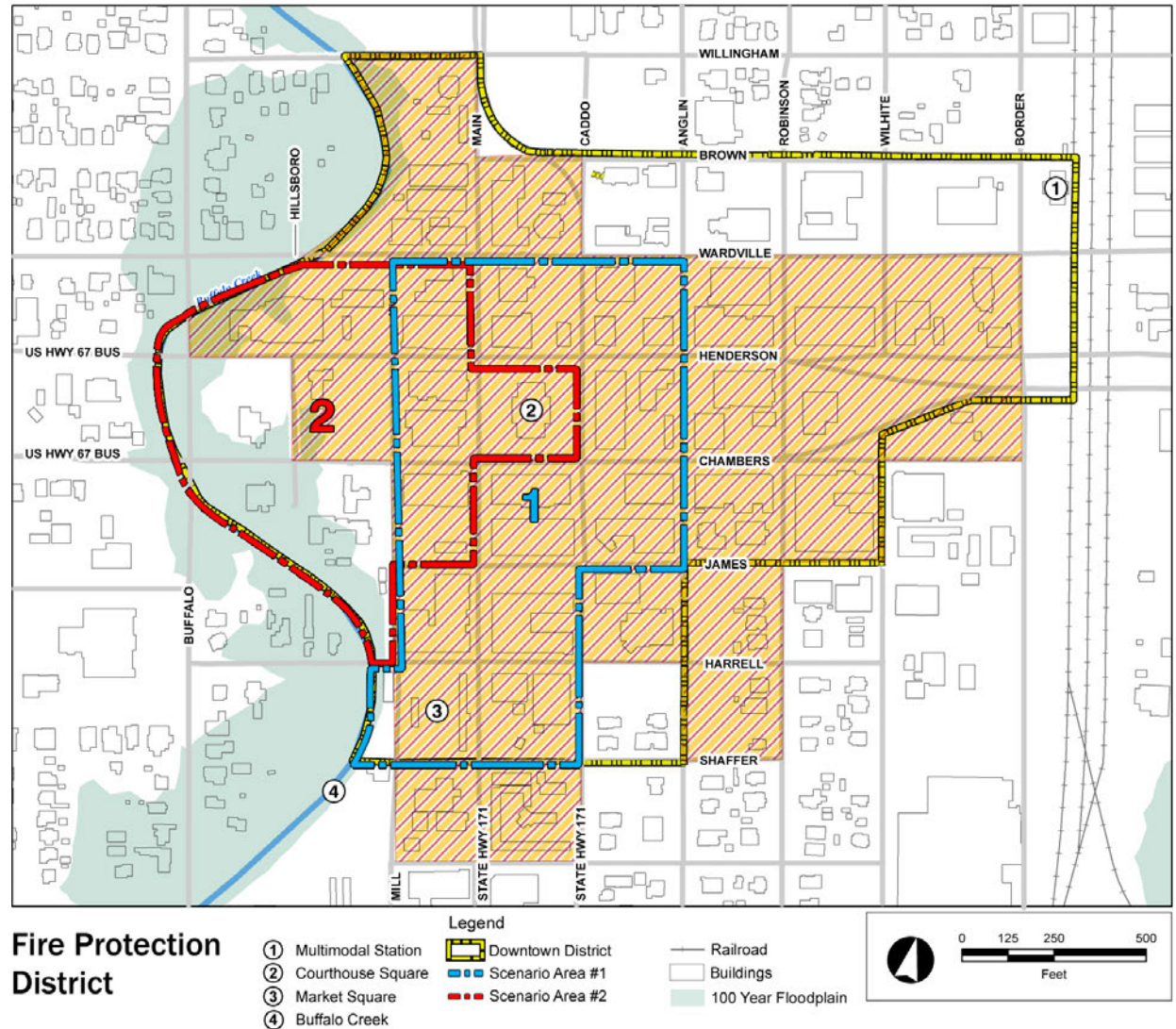
Scenario 1 is located within the Fire Protection District, which relies on on-street parking. It will be necessary to maximize the on-street parking in the areas defined by Scenario 1.

### Gravity Center 2

Scenario 2 is a smaller area with about two thirds of it in the Fire Protection District. The part of Scenario 2 that is outside contains primarily redevelopment and infill, which will consist of new buildings, and for which the City will require on-site parking.

In doing so, the City will need to look closely at its requirements for on-site parking to ensure that 1) developers are not unduly burdened with the need to provide on-site parking, and 2) the immediate area has sufficient on-street parking for visitors. Even so, the opportunity to provide on-street parking in Scenario 2 is limited due to the presence of the creek, planned street closures and the street layout in general.

The opportunity for multi-level parking structures are explored in the Downtown Development Plan.



**Map 6.3** Fire Protection District of the Downtown area highlighting the boundaries of Gravity Centers 1 & 2.

## Capacity and Demand

### Downtown Land Use and Employment

The highest and best land use types for the target areas include retail, office, educational services, health care, hotel and restaurants, and multifamily. The market will support it, and the variety of land use types diversifies risk of the developer by having different product types. These land uses are also conducive to smaller mixed-use buildings that create a comfortable and attractive pedestrian environment.

It is projected that the number of employees in downtown businesses will increase from 493 (in 2010) to 769 people by 2020 (see **Table 6.1**). According to this projected number of employees, 4.41 acres are required for nonresidential development by 2020. This development can be scattered and does not need to be contiguous. The projected building square footage will be 173,000 square feet, and the average project value would be \$102.50 per square foot, which is based on existing appraised values.

Most of the 4.41 acres comprise new mixed-use type development, but existing vacant space could accommodate some of this required square footage. The best development type is 3-story, mixed-use with retail on the bottom and residential or office space above.

### Downtown Housing

Projections show a demand for 154 housing units for downtown employees. In this regard, 2.92 acres are required for residential development by 2020. The project value of residential development would be \$99 per square feet, which is based on existing appraisal values.

Most of the 2.92 acres comprise new housing development including mixed-use, but existing vacant space could accommodate some of this required square footage. Residential developments in Downtown are recommended to be three stories. It is recommended to meet the required parking spaces with three stories structured parking. The location for such structured parking is explored in the Downtown Plan.

### Downtown Hotels

Hotels are important to attract and retain visitors and tourists. The overall vacancy of hotels outside of Downtown is currently high, and their respective room rates are very competitive. However, as the market grows throughout Cleburne and the tourism sector increases, there will be a demand for more hotels. This will be largely predicated on how aggressive the City and its economic development partners market Downtown, and the convention/conference center.

### Summary

The required site area for new development is projected to be 7.35 acres. The capacity of Scenario 1, Scenario 2, and the Combined Scenario is more than this demand.

Proposing all new development into one scenario will change the context of the affected area, because it will increase the Floor Area Ratio (FAR) dramatically. Therefore, to keep the integrity of the Downtown District, the combined scenario seems most efficient.

**Tables 6.1** and **6.2** illustrate the amount of acreage available for each Scenario (**Table 6.1**) versus the amount of acreage projected to be in demand downtown by 2020 for residential and non-residential uses (**Table 6.2**).

	Scenario 1 (acres)	Scenario 2 (acres)	Combined
<b>Revitalization</b>	5.77	2.94	7.75
<b>Redevelopment</b>	2.15	2.68	3.81
<b>Infill</b>	1.56	2.23	3.63
<b>Sum</b>	<b>9.48</b>	<b>7.85</b>	<b>15.18</b>

Source: Pegasus

**Table 6.1** Acre Capacity per Development Type

	Demand Site Area (Acre)
Retail	1.92
Office	1.35
Educational services, and health care	0.23
Entertainment, Hotel and food services	0.91
Residential	2.92
<b>Sum</b>	<b>7.35</b>

Source: Pegasus

**Table 6.2** Site Area Demand Per Land Use

## Floor Area Ratio

The existing FAR\* of Scenario 1 is 0.73 and Scenario 2 is 0.4. This means that the capacity of Scenario 2 for new development is greater than Scenario 1. However the capacity of Scenario 1 for potential revitalization is higher than Scenario 2. This indicates that Scenario 1 has a greater capacity for less expensive development. Therefore, both scenarios have some advantages that could support differing forms of new development.

Proposing new development on one scenario will change the FAR dramatically, which will change the context of the affected area. It will subsequently create an urban fabric that differs greatly from other parts of the city. Therefore, to keep the integration of the downtown district, a combined scenario seems most efficient. In addition, the combination of both scenarios could provide more opportunities for new development.

The required site area for new development is projected to be 7.35 acres. The capacity of both Scenario 1 and 2 is more than this demand.

## Assumption

- The average number stories of the existing buildings is assumed to be 1.5 meaning some are two stories buildings while other are one story buildings.
- Existing Building Square Footage = (Existing Building Footprint) x 1.5 (which is based on the average of 1.5 stories).
- Existing FAR\* = (Existing Building Footprint) x 1.5/Existing Site Area.

\* FAR = Floor Area Ratio; it is used as a measure of the intensity of the site being developed. The ratio is generated by dividing the building's total (gross) floor area by the parcel area upon which it is built.

Downtown		Scenario 1		Scenario 2		Combined	
Building Footprint (Acre)	Site Area (Acre)	Building Footprint (Acre)	Site Area (Acre)	Building Footprint (Acre)	Site Area (Acre)	Building Footprint (Acre)	Site Area (Acre)
16.71	43.2	6.9	14.14	3.3	12.32	8.33	22.36
0.58		0.73		0.40		0.56	

Table 6.3 Existing Conditions

Source: Pegasus

Downtown		Scenario 1		Scenario 2		Combined	
Existing FAR	FAR -2020	Existing FAR	FAR-2020	Existing FAR	FAR-2020	Existing FAR	FAR-2020
0.58	0.75	0.73	1.25	0.40	1.00	0.56	0.89

Table 6.4 Projection

Source: Pegasus

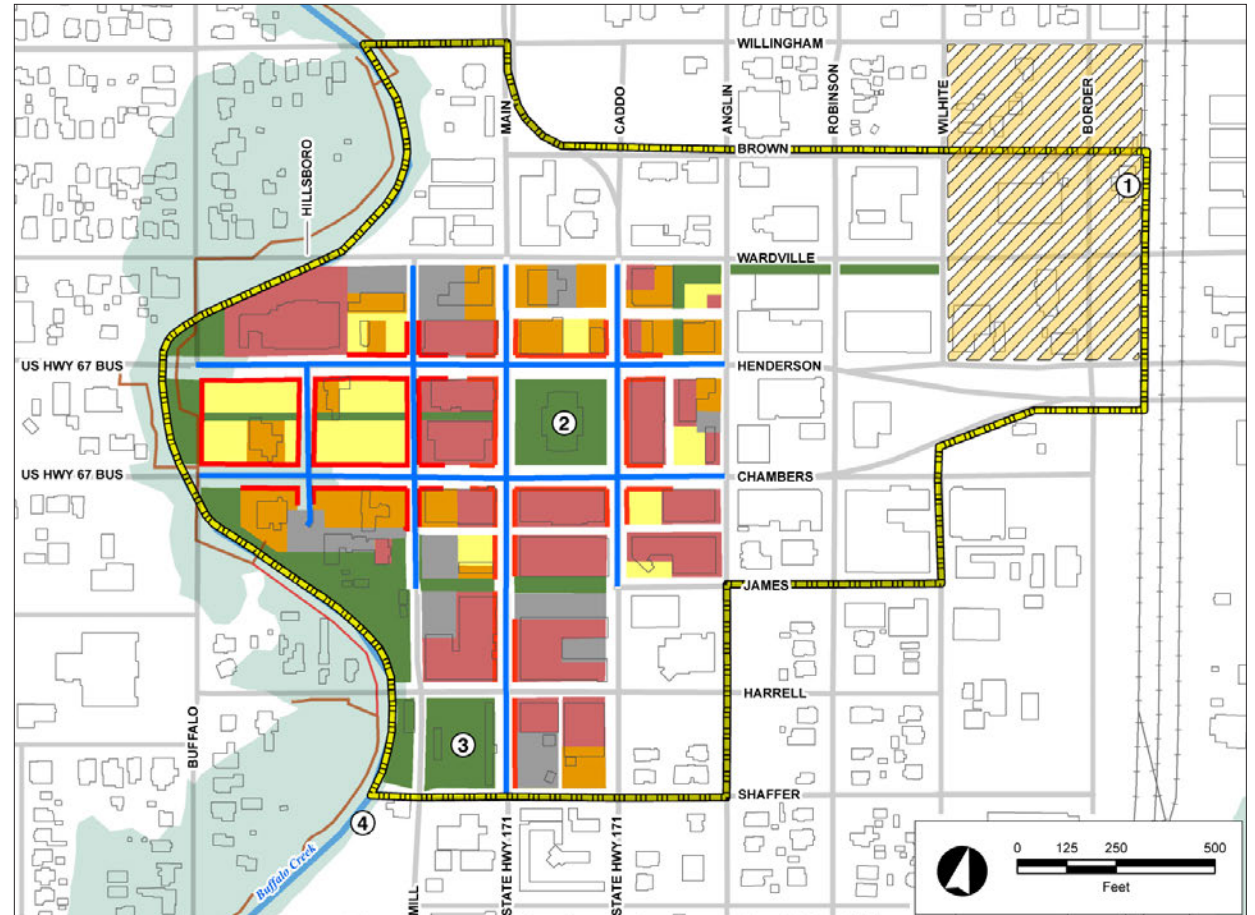
Tables 6.3 and 6.4 illustrate the Existing Conditions and Projections for all of downtown, Scenario 1, Scenario 2 and the Combined Scenario.

## Gravity Centers 1 and 2 Combined

This scenario comprises a combination of Gravity Centers #1 and #2. It provides the most flexibility for infill, redevelopment and revitalization and the ability to effectively respond to varying market forces and opportunities. Small or single person infill developers can find plenty of opportunities throughout this entire combined targeted area. Mid-tier developers looking to do \$10 million to \$45 million mixed-use projects can find plenty of development opportunities along the creek. Larger and longer term developers can focus on the TOD area when the market can support it.

The combined scenario also incorporates the key cultural and historical destinations in Downtown, namely the courthouse, Market Square, Buffalo Creek, Plaza Theater and the Layland Museum.

The combined scenario is the basis of the proposed Downtown Development Plan. Strategies to implement this development plan are provided in Chapter 7.



### Gravity Centers Combined

- ① Multimodal Station
- ② Courthouse Square
- ③ Market Square
- ④ Buffalo Creek

#### Legend

- Downtown District
- Primary Street
- Primary Retail Frontage
- Buildings
- Existing Trails
- Planned Trails
- Railroad
- 100 Year Floodplain

#### Redevelopment Opportunities

- Revitalization
- Redevelopment
- Infill
- Public Space
- Parking
- Future TOD

Map 6.4 Gravity Centers 1 & 2 Combined.

## 6.2 Downtown Development Plan

The goal of the Downtown Development Plan is to establish connections between key destinations while creating a sense of cohesiveness in a focused area loosely defined as the area between Wardville and Shaffer Streets, and between Anglin Street and Buffalo Creek. The key destinations comprise various cultural and historical resources including Cleburne Intermodal Rail Station, Layland Museum, Courthouse Square, Art Alley, Plaza Theater, Liberty Hotel, Market Square, Buffalo Creek, Guinn Justice Center, and the Old Jail.

The plan illustrates the revitalization of existing buildings, infill and/or redevelopment of buildings possibly slated for demolition, surface parking, structured parking, open space and plazas, and streetscape improvements.

Implementing the plan is based on a combination of public and private investment opportunities within the focused area. Public investment is focused on the public realm including streetscape, parks and plazas, whereas the private investment component comprises the revitalization of existing structures, redevelopment where existing structures do not warrant revitalization, and infill development of empty parcels. The overall objective is for public initiatives to serve as the catalyst for private investment.

## 6.3 Parking

Parking is an important consideration for the long-term viability of a redevelopment plan for Downtown. However, inappropriately placed surface parking has the potential to destroy the character and quality of a downtown experience. It is essential that the number of parking spaces in any given area be limited with added features that improve the pedestrian experience including trees, wide walking paths and



Figure 6.1 Downtown Development Perspective.

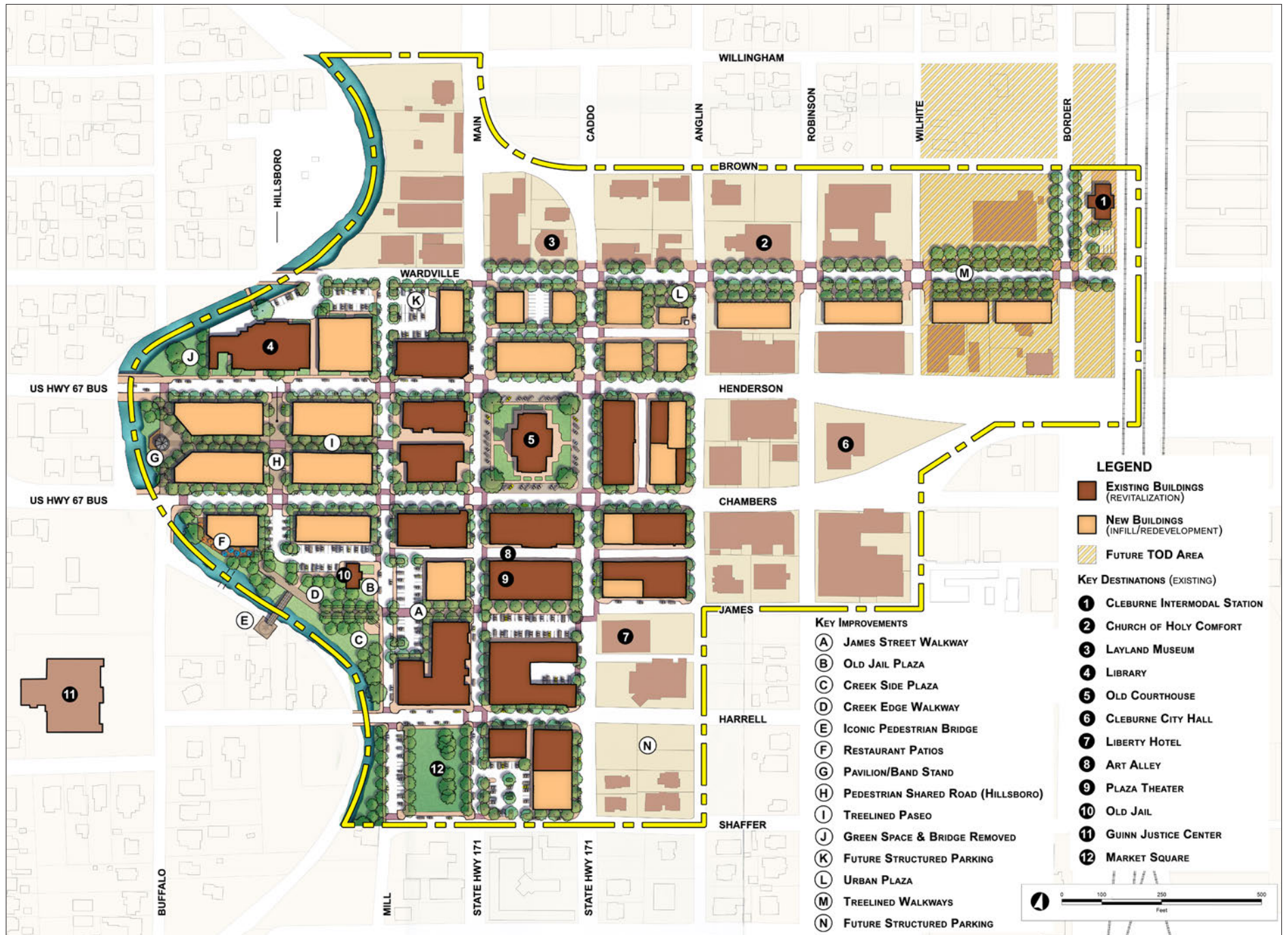
pedestrian lighting. The Downtown Development Plan shows limited on-site parking placed strategically to serve adjacent and nearby destinations. On-street parking is provided along all streets.

In the early stages of a redevelopment plan, surface parking may suffice. Over time an improved downtown economy becomes the impetus for multi-story parking structures, due to the additional availability of funding and an increased parking demand.

For the successful implementation of residential development, it is expected that buildings which comprise multi-story residential units will contain structured parking as well.

Two sites are identified for potential structured parking, one being on the southeast corner of Wardville and Mill Streets, and the second south of Harrell Street between Caddo and Anglin Streets. These parking structures are not necessarily associated with residential units, but available for visitors on a 24/7 basis. It is anticipated that the future TOD area will provide ample structured parking over time as demand increases.





Map 6.5 Downtown Development Plan.

## 6.4 Land Use and Zoning

### Proposed Land Use Plan

The proposal for a revised Land Use Plan\* is predicated on the combined planning scenario and Development Plan, including development around the intermodal rail station. The majority of the area defined by the Development Plan is proposed as mixed-use, including the area associated with the intermodal rail station defined as TOD and connecting two blocks. Also included is the block containing the Liberty Hotel and the block to its south to accommodate future structured parking. A priority strategy would be to seek a formal designation as a mixed-use district.

With a focus on urban character, the revised Land Use Plan allows the majority of existing civic/institutional uses to remain. Mixed-uses include open space, office, commercial, retail, and restaurants with residential units above or adjacent to the other uses. The land use designation of mixed-use is supportive of a 24/7 populated and thriving downtown environment. Areas that are currently designated as office, retail, and hotel/motel would convert to mixed-use land designation, but would allow the same underlying uses to remain with the added flexibility to incorporate housing options, entertainment venues, green space, etc.

Preservation of the existing historic character, scale, and elements of Downtown is emphasized in this proposed mixed-use downtown district while adding standard streetscape improvements, and pedestrian connections to the creek area and other public spaces. Parking is provided as on-street parking, on-site (off-street) parking and structured parking incorporated with the new development.

\*See page A1-29 for current Land Use Map

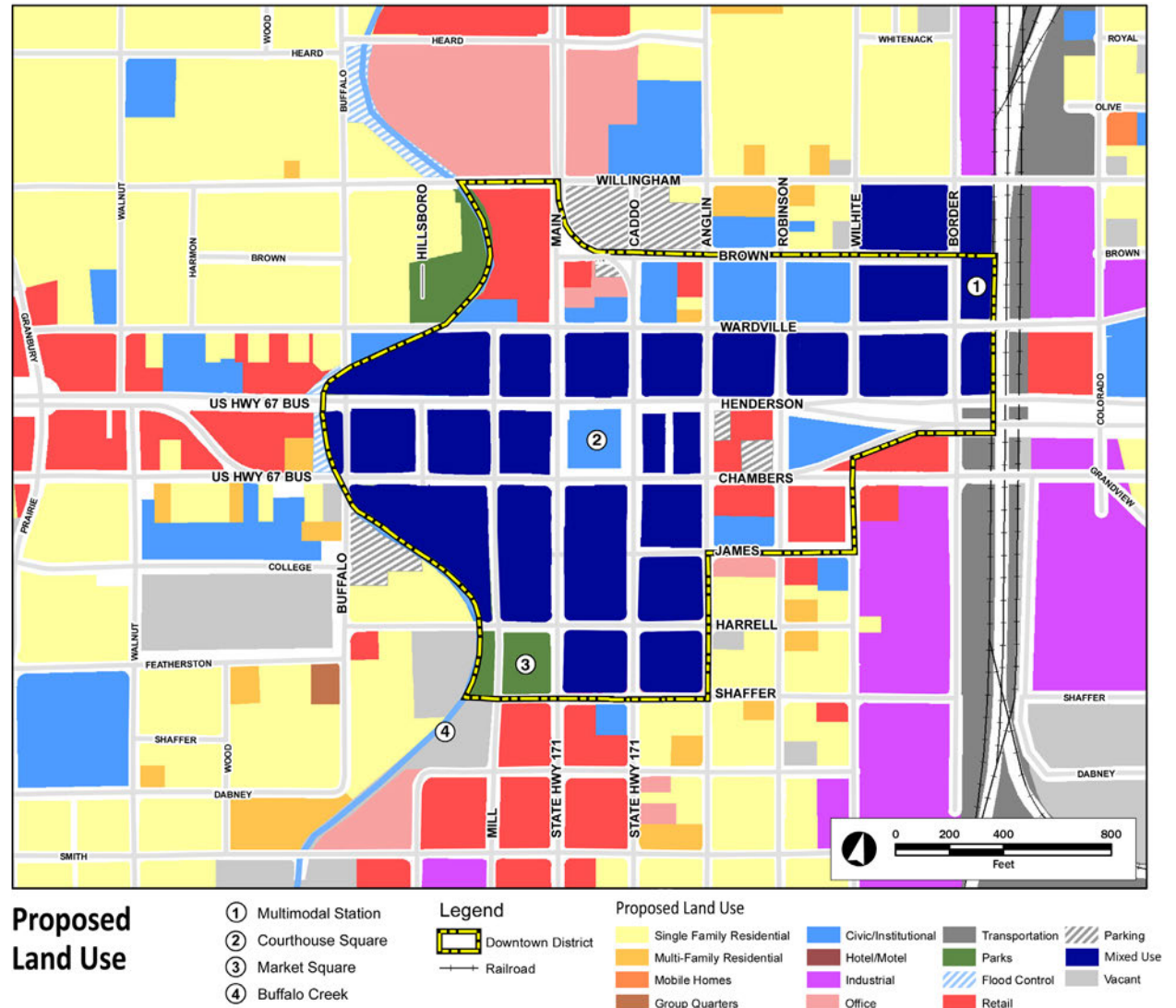


Figure 6.6 Proposed Land Use Map.

## Proposed Zoning

The existing zoning map is not compatible with the goal of revitalizing Downtown into an attractive, vibrant pedestrian-friendly destination, nor does it reflect the future land use goals expressed in the public visioning sessions. In addition, some zoning classifications in the present zoning code allow for heavier uses than what may be desired in Downtown. Finally, some descriptions and references described in the existing zoning code are vague and would require further clarification while other descriptions in the current zoning code are obsolete or repetitive. Hence, it is recommended that Cleburne's zoning approach be revised in order to accommodate the goals of the Downtown Master Plan.

Revised zoning is proposed specifically for the area that is defined by the Development Plan including street blocks that encompass the future multi-level parking structures and the area loosely defined as TOD. This entire area is to be designated as a Downtown Mixed-use Overlay District (see **Figure 6.7**). It is recommended that such designation be enhanced by the proposed adoption of form-based codes to regulate the relationship between building facades and the public realm, the form and mass of buildings in relation to one another, and the scale and types of streets and blocks. The goal of such an approach is to ensure the appropriate character of development rather than only distinctions in land use types. By implementing the standards of the Downtown Overlay District along with form-based codes, both public and private investments are protected and the visual and physical character of the downtown area would remain intact as future downtown development, redevelopment, and revitalization occur.

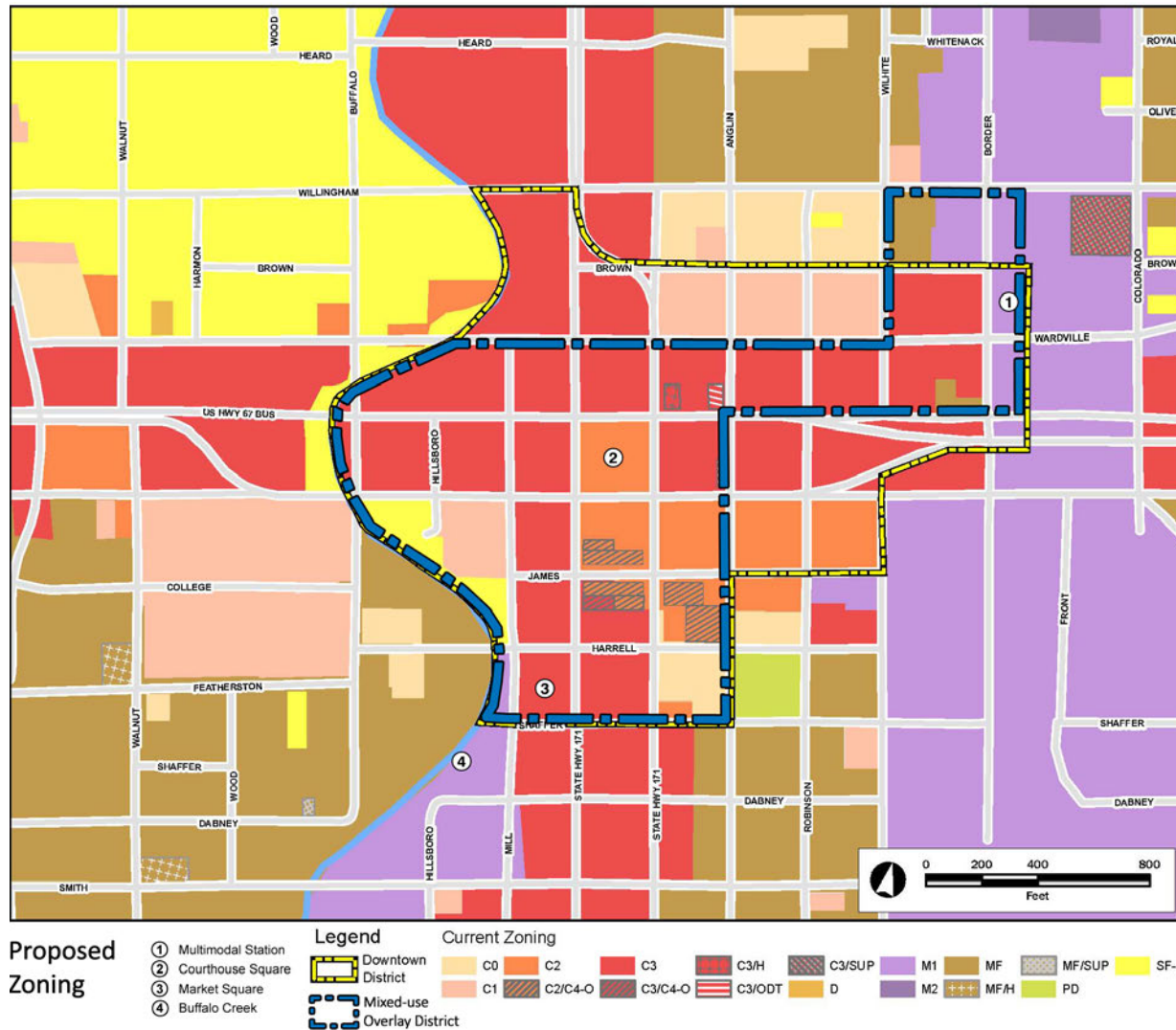


Figure 6.7 Proposed Zoning Map.

## Form-Based Code Strategy

According to the Form-Based Code Institute (FBCI), form-based codes are a set of design regulations that give form to the built landscape to achieve a future vision which may include a vibrant business environment, streets and sidewalks that are safe and attractive, and protection of historic attributes, all of which are applicable to Downtown Cleburne.

Form based code establishes and enforces architectural and landscape standards on private property as they impact public spaces; signage regulations; environmental resource standards such as storm water drainage and infiltration, tree protection, solar access, etc.

More specifically, form-based codes can regulate the following building attributes:

- Set backs
- Street character
- Entrances/facades
- Fenestration (including windows, doors, louvers, vents, wall panels, skylights, storefronts, curtain walls, and slope glazed systems)
- Window glazing (proportion of windows)
- Building height
- Street Standards
- Civic Space Standards

Form-based code allows for both creativity and predictability in planning, and would provide clarity for the development community. In addition, form-based code encourages diverse uses, greater density and walkable neighborhoods.

Form-based code typically contains the following components:

- **Regulating Plan**  
An official plan or map of the regulated area designating the locations where different building form standards apply, based on clear community intentions regarding the physical character of the area being coded.
- **Public Space Standards**  
Specifications for the elements within the public realm (e.g., sidewalks, travel lanes, on-street parking, street trees, street furniture, etc.).
- **Building Form Standards**  
Regulations controlling the configuration, features, and functions of buildings that define and shape the public realm.
- **Administration**  
A clearly defined application and project review process.
- **Definitions**  
A glossary to ensure the precise use of technical terms.

Numerous options are available for incorporating a form-based code, including: 1) replacing the current conventional code with form-based codes, 2) establishing a hybrid code that combines form-based codes standards with the conventional zoning ordinance, and 3) offering developers an alternative path by providing the choice of whether to comply with form-based codes or conventional zoning ordinances.

It is recommended that the City further investigate which approach would best serve Downtown Cleburne. In addition, the adoption of a form-based code strategy requires the City of Cleburne to undertake a comprehensive public engagement process.

## 6.5 Catalyst Projects

Implementing the plan is based on a combination of public and private investment opportunities within the study area. Public investment is focused on the public realm (e.g. streetscape, parks and plazas) whereas the private investment component comprises the revitalization of existing structures, redevelopment, and infill development of empty parcels. The overall objective is for public initiatives to serve as the catalyst for private investment.

Catalyst projects include both private and public sector investment. Public investment serves as the stimulus and incentive to get developers and investors interested. Such action demonstrates not only the potential of an area, but also the city governance's commitment to the future of the area. Once a public catalyst project has stimulated private investment, the latter can become a catalyst in itself for further stimulus of additional public and private investment.

### Public Sector Investment

Public investment includes improvements to streetscapes, pedestrian walkways, and the creek edge, as well as a signature bridge connecting Downtown with the Guinn Justice Center to the west. A total of six areas (A to F) are identified as public investment catalyst projects. The areas are identified in order of priority; however, the priority may change per developer interest in a specific private investment opportunity.

Public Sector Investment Area A comprises the streetscape improvements along Main Street between Courthouse Square at Chambers Street and Market Square. In addition, it includes on-site parking along Mill Street.

Public Sector Investment Area B includes the closure of James Street to create a pedestrian connection between Wright Plaza and Buffalo Creek. Improvements include crosswalks over Main and Mill Streets, access to and a walkway along Buffalo Creek, and a sunken plaza along Mill Street overlooking Buffalo Creek.

Public Sector Investment Area C involves streetscape improvements associated with Courthouse Square. Specifics include the four road sections and intersections surrounding Courthouse Square. **Figure 7.2** describes the intended improvement of the intersections.

Public Sector Investment Area D comprises a mid-block pedestrian connection between Courthouse Square and Buffalo Creek, including crosswalk over Mill and Hillsboro Streets, the reconfiguration of Hillsboro Street to be pedestrian focused, limited vehicular access on Buffalo Street, and creek side improvements to make Buffalo Creek visually and physically more accessible for pedestrians.

Public Sector Investment Area E involves a pedestrian connection between Courthouse Square and the intermodal rail station. Improvements include attractive and shaded streetscape along Wardville Street between Caddo and Border Streets, and along Caddo Street between Henderson and Wardville Streets. Specifically along Wardville Street, a double row of trees is recommended on the south side of the street to create a friendly tree-lined walkway. A plaza and mid-block pedestrian connection is recommended between Wardville and Henderson Streets.

Public Sector Investment Area F comprises an improved pedestrian connection between Downtown and the Guinn Justice Center. The location for this bridge connection is recommended to be in line with a focused view along the axes of James and Hillsboro Streets towards the creek. In order to capture and

hold that view, the form of the pedestrian bridge is recommended to be expressed vertically. Such an iconic bridge will draw people to Buffalo Creek and stitch Downtown and the Guinn Justice Center together.

### Private Investment

Seven private investment areas are identified in order of priority; however, the priority is flexible per developer interest.

Private Investment Area 1 builds upon the Public Sector Investment Area A. It is key in showcasing public commitment to improve conditions for private investment to follow, if not done simultaneously.

Private Investment Area 2 should be the first priority area for the City to focus on due to its location between Courthouse Square, the creek, the Cleburne hotel, Plaza Theater, the park and the new courthouse area. This is where most of the current energy for downtown is located. By concentrating revitalization efforts in this area, developers will be more interested and Area 2 will link all of these areas.

Together, Private Investment Areas 2 and 3 are the primary catalyst projects that this plan envisions. Both areas have some level of publicly-owned land that can be contributed to a public-private partnership for a mixed-use development. The City can catalyze this type of development by making the commitment to raze dilapidated non-historic structures in Areas 2 and 3, and contributing the land for private sector development. The City can steer the process from concept to implementation by guiding prospective developers.

Private Investment Area 5 capitalizes on the success of Private Investment Areas 2 and 3.

Private Investment Areas 4 and 6 benefits from the Public Sector Investment Areas C and E.

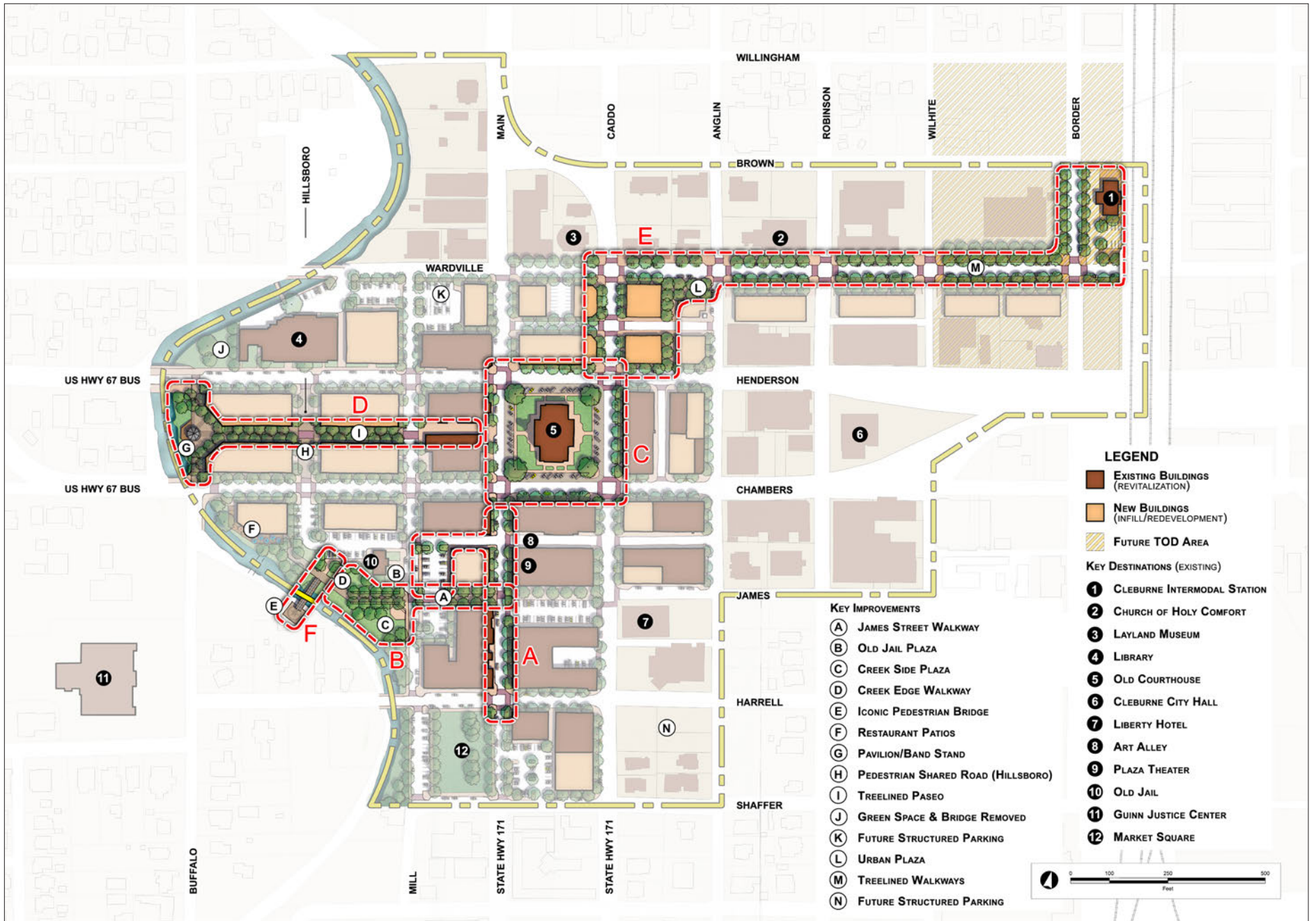
Private Investment Area 7 comprises the TOD associated with the intermodal rail station. The Public Sector Investment Area E ensures a strong pedestrian friendly connection between Courthouse Square and the intermodal station.



*The Guinn Justice Center is located in the repurposed High School building that was constructed in the early 1900s.*



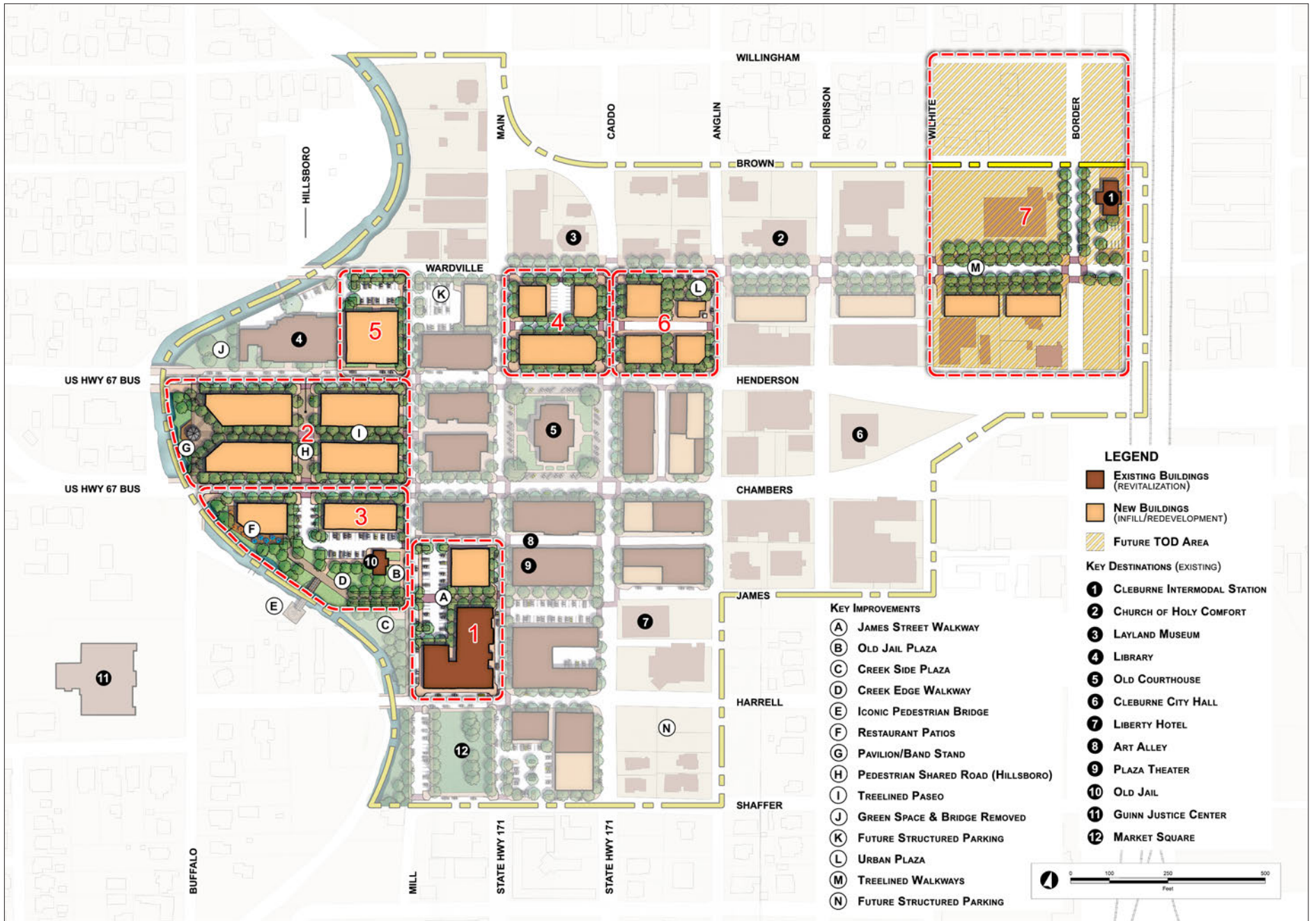
*Water holds tremendous attraction; however much is needed to realize the full potential of Buffalo Creek as a place for recreation.*



Map 6.8 Public Sector Investment.

Table 6.5 - PUBLIC SECTOR INVESTMENT AREAS				
Definition	Improvement Elements		Stimulation of Private Investment	Cost*
<p><b>Area A</b> Pedestrian connection between Courthouse Square and Market Street</p> <ul style="list-style-type: none"> <li>Streetscape Improvement on Main Street between Chambers and Market Square</li> <li>On-site parking along Mill Street</li> </ul>	<p>Sidewalk Improvements</p> <ul style="list-style-type: none"> <li>Bulb-outs</li> <li>Street trees</li> <li>Light Fixtures</li> </ul> <p>Road Improvements</p> <ul style="list-style-type: none"> <li>Parallel parking</li> <li>Crosswalks</li> </ul>	<p>On-site Parking</p> <ul style="list-style-type: none"> <li>On County property</li> </ul> <p>Crosswalk over Main Street</p> <ul style="list-style-type: none"> <li>Patterned surface</li> <li>Lighting</li> </ul>	<p>Specific</p> <ul style="list-style-type: none"> <li>PI Area 1 (see <b>Table 6.6</b>)</li> <li>Redevelopment of old bookstore and infill development on County property on the corner of Main and James Streets</li> </ul> <p>General</p> <ul style="list-style-type: none"> <li>Renovation of existing structures along Main Street</li> </ul>	\$400,000
<p><b>Area B</b> Pedestrian connection between Wright Plaza and Buffalo Creek</p> <ul style="list-style-type: none"> <li>Closure of James Street</li> <li>Crosswalk over Main and Mill Streets</li> <li>Access to and walkway along Buffalo Creek</li> <li>Sunken Plaza along Mill Street</li> </ul>	<p>Crosswalk over Mill Street</p> <ul style="list-style-type: none"> <li>Patterned surface</li> <li>Lighting</li> </ul> <p>Walkway (in place of James Street)</p> <ul style="list-style-type: none"> <li>Pavers</li> <li>Trees</li> <li>Lighting</li> <li>Benches</li> </ul>	<p>Creek side</p> <ul style="list-style-type: none"> <li>Retaining wall</li> <li>Walkway</li> <li>Trees</li> <li>Lighting</li> <li>Benches</li> </ul>	<p>Specific</p> <ul style="list-style-type: none"> <li>PI Area 3 (see <b>Table 6.6</b>)</li> <li>Renovation of old jail</li> <li>Redevelopment and infill along Chambers Street</li> </ul> <p>General</p> <ul style="list-style-type: none"> <li>Overall PI Areas due to improved creek access</li> </ul>	\$400,000
<p><b>Area C</b> Streetscape improvements associated with Courthouse Square</p> <ul style="list-style-type: none"> <li>Four road sections and intersection surrounding Courthouse Square</li> </ul> <p>(See <b>Figure 7.2</b> for intended improvement)</p>	<p>Four intersections and connecting sidewalks</p> <ul style="list-style-type: none"> <li>Bulb-outs</li> <li>Patterned crosswalks</li> <li>Street trees</li> <li>Lighting</li> <li>Benches</li> </ul>	<ul style="list-style-type: none"> <li>Unique pavement patterns and texture for parking and continuous left-turn lane</li> </ul>	<p>Specific</p> <ul style="list-style-type: none"> <li>PI Area 4 (see <b>Table 6.6</b>)</li> <li>Redevelopment and infill between Henderson and Wardville Streets, and between Main and Caddo Streets</li> </ul>	\$750,000
<p><b>Area D</b> Mid-block pedestrian connection between Courthouse Square and Buffalo Creek including:</p> <ul style="list-style-type: none"> <li>Crosswalk over Mill Street</li> <li>Hillsboro Street reconfigured to be pedestrian focused</li> <li>Road closure and limited vehicular access at Buffalo Street</li> <li>Creek side improvements</li> </ul>	<p>Crosswalk over Main and Mill Streets</p> <ul style="list-style-type: none"> <li>Patterned surface</li> <li>Lighting</li> </ul> <p>Hillsboro revised to be pedestrian focused</p> <ul style="list-style-type: none"> <li>Walkway pavers and stamped concrete</li> <li>Trees</li> <li>Benches</li> </ul>	<p>Road closure and limited vehicular access at Buffalo Street</p> <ul style="list-style-type: none"> <li>Plaza</li> <li>Pavilion</li> </ul> <p>Creek side</p> <ul style="list-style-type: none"> <li>Boardwalk overlook</li> <li>Benches</li> <li>Lighting</li> <li>Trees</li> </ul>	<p>Specific</p> <ul style="list-style-type: none"> <li>PI Area 2 (see <b>Table 6.6</b>)</li> <li>Redevelopment and infill of County property between Henderson and Chambers Streets, and between Mill Street and Buffalo Creek</li> </ul>	\$850,000
<p><b>Area E</b> Pedestrian connection between Courthouse Square and the intermodal rail station</p> <ul style="list-style-type: none"> <li>Streetscape improvement along Wardville Street between Caddo and Border Streets</li> <li>Streetscape improvement along Caddo Street between Henderson and Wardville Streets</li> <li>Plaza and mid-block pedestrian connection between Wardville and Henderson Street</li> </ul>	<p>Sidewalk Improvements</p> <ul style="list-style-type: none"> <li>Bulb-outs</li> <li>Street trees</li> <li>Light Fixtures</li> </ul> <p>Road Improvements</p> <ul style="list-style-type: none"> <li>Parallel parking</li> <li>Cross walks</li> </ul>	<p>Plaza</p> <ul style="list-style-type: none"> <li>Trees</li> <li>Lighting</li> <li>Benches</li> </ul>	<p>Specific</p> <ul style="list-style-type: none"> <li>PI Areas 4 &amp; 6 (see <b>Table 6.6</b>)</li> <li>Redevelopment and infill along Caddo and Wardville Streets</li> <li>Plaza development along Wardville</li> </ul>	\$1.2 MIL
<p><b>Area F</b> Iconic pedestrian bridge connection between Downtown and the Guinn Justice Center</p> <ul style="list-style-type: none"> <li>Signature bridge over Buffalo Creek</li> </ul>	<p>Iconic pedestrian bridge to replace existing pedestrian connection</p>	<ul style="list-style-type: none"> <li>Signature pedestrian bridge</li> <li>Landing plazas</li> <li>Lighting fixtures</li> </ul>	<p>Specific</p> <ul style="list-style-type: none"> <li>PI Areas 3 (see <b>Table 6.6</b>)</li> <li>Redevelopment and infill along Chambers</li> </ul> <p>General</p> <ul style="list-style-type: none"> <li>Overall PI due to improved creek access</li> </ul>	\$2.5 MIL

*Estimate of Probable Cost; Consultant shall not be liable to Owner or to a third party for any failure to accurately estimate the cost of the project, or any part thereof.*



Map 6.9 Private Investment.



Table 6.6 - PRIVATE INVESTMENT AREAS			
Definition	Public Sector Investment Catalyst		Financing Mechanism
<b>Area 1</b> Redevelopment of old bookstore, and infill development on County property on the corner of Main and James Streets	Area A <ul style="list-style-type: none"> <li>Streetscape improvement on Main Street between Chambers Street and Market Square</li> <li>On-site parking along Mill Street</li> </ul>	Area B <ul style="list-style-type: none"> <li>Closure of James Street</li> <li>Crosswalk over Main and Mill Streets</li> <li>Access to Buffalo Creek</li> </ul>	<ul style="list-style-type: none"> <li>Leverage public land in RFP process</li> </ul>
<b>Area 2</b> Redevelopment and infill development of County property between Henderson and Chambers Streets, and between Mill Street and Buffalo Creek	Area D Pedestrian connection between Courthouse Square and Buffalo Creek including <ul style="list-style-type: none"> <li>Crosswalk over Main and Mill Streets</li> <li>Hillsboro Street revised to be pedestrian focused</li> <li>Road closure and limited vehicular access to Buffalo Street</li> <li>Creek side improvements</li> </ul>		<ul style="list-style-type: none"> <li>Leverage public land in RFP process</li> </ul>
<b>Area 3</b> Revitalization of Old Jail and redevelopment along Chambers Street	Area B <ul style="list-style-type: none"> <li>Closure of James Street</li> <li>Crosswalk over Main and Mill Streets</li> <li>Access to and walkway along Buffalo Creek</li> </ul>	Area F <ul style="list-style-type: none"> <li>Signature bridge</li> <li>Landing plazas</li> </ul>	<ul style="list-style-type: none"> <li>Leverage public land in RFP process</li> </ul>
<b>Area 4</b> Redevelopment and infill between Henderson and Wardville Streets, and between Main and Caddo Streets	Area C <ul style="list-style-type: none"> <li>Four road sections and intersection surrounding Courthouse Square</li> </ul> Area E <ul style="list-style-type: none"> <li>Streetscape improvements along Caddo and Wardville Streets</li> </ul>		<ul style="list-style-type: none"> <li>Provide public assistance for streetscape improvements</li> <li>Incentivize private investment through flexible ordinances</li> <li>Eliminate development fees</li> <li>Provide fast track permitting</li> </ul>
<b>Area 5</b> Redevelopment and infill development on the corner of Henderson and Mill Streets	Rather than a Public Sector Investment effort, the catalyst for this area is Private Investment Area 2		<ul style="list-style-type: none"> <li>Provide public assistance for streetscape improvements</li> <li>Incentivize private investment through flexible ordinances</li> <li>Eliminate development fees</li> <li>Provide fast track permitting</li> </ul>
<b>Area 6</b> Redevelopment and infill along Caddo and Wardville Streets, and Plaza development along Wardville Street	Area E <ul style="list-style-type: none"> <li>Streetscape improvements along Caddo and Wardville Streets</li> <li>Plaza and pedestrian connection between Wardville and Henderson Streets</li> </ul>	Area G <ul style="list-style-type: none"> <li>Four road sections and intersection surrounding Courthouse Square</li> </ul>	<ul style="list-style-type: none"> <li>Provide public assistance for streetscape improvements</li> <li>Incentivize private investment through flexible ordinances</li> <li>Eliminate development fees</li> <li>Provide fast track permitting</li> </ul>
<b>Area 7</b> Development of a TOD associated with the intermodal rail station	Area E <ul style="list-style-type: none"> <li>Streetscape improvements along Caddo and Wardville Streets</li> </ul>		<ul style="list-style-type: none"> <li>Leverage public land in RFP process</li> <li>Provide public assistance for streetscape improvements</li> <li>Incentivize private investment through flexible ordinances</li> <li>Eliminate development fees</li> <li>Provide fast track permitting</li> </ul>

## Chisholm Trail Parkway

On a broader scale, the opening of the Chisholm Trail Parkway can be considered a catalyst project. It will undoubtedly have a huge impact on the City of Cleburne and Downtown. This toll facility makes it more convenient for people from Fort Worth to reach Cleburne and the downtown area which may encourage more people to visit the area.

Once additional developments have been planned and implemented on the north side of town, near the terminus of the Parkway, and the connection from that terminus into the downtown area has been improved, Downtown may begin seeing a significant increase in tourism and business activity. This will be tied directly to the City's ability to make that physical connection from the Parkway terminus to Downtown convenient as well as implementing the strategies found in this Plan, related to signage, marketing, and overall development.

However, there is a caveat to this. The cost of living in Cleburne is significantly less than in Fort Worth, Dallas and most of the adjacent DFW cities. The old real estate adage, "drive until you qualify" always applies as it relates to the attraction of new home opportunities in nearby cities for those living in more expensive urban core areas of DFW. When Chisholm Trail Parkway is built, the ease of access from planned new subdivisions to major employers in the DFW area will quickly attract residents looking for less expensive homes. This increase in resident population will have an impact on Downtown. Granted, downtown retailers will be competing with new retail developments that will be built near the new subdivisions on the north side of Cleburne, but undoubtedly, these residents will come to Downtown on the weekends and for other activities IF Downtown is marketed as a premier shopping, entertainment and dining destination in the immediate region.

## 6.6 "Low Hanging Fruit" Opportunities

Low hanging fruit opportunities refer to projects and tasks that will bring immediate results when implemented. Many of these opportunities were identified during the visioning and public engagement phase of the project and include the following:

### Capitalize on the Success of the Theater

Plaza Theater is hugely successful and attracts many people from across the state of Texas. A catalyst in itself, the presence of theater goes means a need for additional after-hours activity and entertainment. There is an immediate need for safe and well-lit parking, which, with relatively little effort, can easily be provided close to the theater.

#### Action:

- Prepare to implement Public Sector Investment Area A, which will bring immediate benefit to the Plaza Theater and its patrons.
- Encourage the establishment of cafés/restaurants near the theater and to operate after hours. The goal is to capitalize upon the success of the Plaza Theater.



*Plaza Theater is extremely successful and serves as a cultural and economic draw to Downtown Cleburne; note Art Ally to the left.*

## Restore and Redevelop the Old Jail

Built in an art deco style, the Old Jail has a unique presence in Downtown. Visually it has pleasing dimensions, which is emphasized by the fact that it is set back from the road. The building adds to the historic character of Downtown and provides important context.

It is essential that steps be taken to have the Old Jail designated with historic status to ensure its protection. Currently used for storage, the building has the potential to be revitalized and repurposed for retail, office and even residential use. A public-private partnership is envisioned as per Public Sector Investment Area B and Private Investment Area 3.

#### Action:

- Designate the Old Jail as a historic structure.
- Enter discussions with the owner or potential developers to revitalize and repurpose the Old Jail for retail, office and/or residential use.
- Design and develop a plaza in front of the Old Jail.



*The Old Jail's proportion, building height and rhythm of fenestration contribute to the authenticity of Downtown; it has huge potential to be renovated and repurposed for other uses including office, retail and/or residential.*

## Promoting Downtown Events

Downtown with its many historic and cultural attributes, is a destination in itself. The many attractive buildings together with Buffalo Creek, provide a unique context for the staging of events.

### Action:

- Capitalize on existing cultural destinations including buildings (e.g. Layland Museum) and outdoor venues (e.g. Market Square) to program events and attract more visitors to Downtown.
- Explore opportunities to co-market events scheduled at similar times.
- Begin scheduling large events to attract new visitors from other parts of the DFW metroplex in response to the Chisholm Trail Parkway opening which is expected to increase visitors and tourism to Cleburne.
- Coordinate with other city-wide events to capitalize on the presence of out-of-town visitors.
- Organize and program events to celebrate historic happenings.
- Involve local businesses for corporate sponsorship of events.
- Develop a Walking Map to guide visitors through Downtown between key cultural and historic features, buildings and destinations.

## Art Alley

Art Alley is a link between Main and Caddo Streets and is located around the corner from the Plaza Theater. Utilized as a venue for art shows and festivals throughout the year, it is becoming a key destination for visitors. The painting of Art Alley, sponsored by the Downtown Cleburne Association, is regarded as one of many tools to help revitalize Downtown. Art Alley is a good visual example of public art that involves

the community, improves the urban landscape and provides a sense of place. Public Sector Investment Area A is associated with Art Alley.

### Action:

- It is prudent for the City to commit to the completion of Art Alley with improved sidewalks, pedestrian lighting and other street amenities.



*As an expression of community pride, it is important that the City commits to its completion.*

## Develop Food Truck Parks

A food truck is a mobile venue that transports and sells food. Some, including ice cream trucks, sell frozen or prepackaged food, while others resemble restaurants on wheels. Some may cater to specific meals, such as breakfast or lunch. Food trucks often cater at events and places of regular work or study where regular meals or snacks are in high demand.

From an urban planning perspective, food trucks have proven to be successful in supporting and even stimulating the economy, not only from selling food itself, but also and primarily from the increased presence of people and activity.

Typically, food truck parks are established on vacant or underutilized parking lots. The two main areas to do this in Downtown Cleburne, would be around Market Square during events, and near the Guinn Justice Center (Johnson County courts to the west of Buffalo Creek) where there is the most daytime traffic. Positioned near the existing, and eventually the future signature pedestrian bridge, will draw people closer to Buffalo Creek and Downtown.

### Action:

- Foster the creation of food truck parks in key areas of Downtown. This will entail making changes to the land development ordinances allowing food trailers to locate in certain areas.
- Once the ordinances (including modifications, if necessary, to the health and sanitation codes) are in place, begin marketing food trailer vendors in the DFW area and to local entrepreneurs.

## Short Term Projects per Visioning Session

The following short term projects were identified during the visioning and public engagement effort.

- Implement clean-up such as street sweeping, cosmetic repairs to buildings, streetscapes, and code enforcement.
- Create a festive Market Square with programming to bring families into downtown, thus becoming the foundation for developing future leisure activities along Buffalo Creek.
- Increase collaboration between the City and the County.
- Create the position of a city ombudsman to help the public know how to apply for permits and inspections as well as understand code compliance matters, thus creating a more customer-friendly environment.

## Section 7: Implementation Strategies and Recommendations

The successful revitalization of Downtown as a vibrant destination for people to work, live and play, requires sound implementation strategies. Applied to the proposed Downtown Development Plan (see page 35) the recommended strategies are categorized as follows:

- mechanisms to secure appropriate funding,
- development incentives to encourage developers to participate in a public-private partnership,
- considerations for the physical and urban improvement of Downtown to ensure the protection of its character and the enjoyment of visitors, and
- the governance, ordinances and standards necessary to make the transformation of Downtown lasting and sustainable.

### 7.1 Economics and Incentives

#### Funding Mechanisms

Cities throughout Texas have the ability to utilize several tools to stimulate revitalization in their downtowns. Each of the case studies examined has used at least one of the funding mechanisms listed below. **Table 7.1** below is presented as an overview for the City to see how each tool is used and its applicability. A more detailed analysis should be conducted by the City to determine which mechanism is the most advantageous tool for moving forward.

The existing TIF District for Downtown Cleburne is a good example of how it can be utilized effectively to secure funding for downtown improvements. If the City decides that such is the most effective mechanism, the City should conduct further analysis of the potential for development, and the total costs for infrastructure. It may be necessary to either augment the existing TIF District or create an additional one.

#### Development Incentives

##### Government Owned Land

It is important to understand that Downtown Cleburne is not on the radar screen for regional developers. The City must entice developers to invest in Downtown through various marketing strategies. The most common and effective means to solicit developer participation is by utilizing publically-owned lands. In many cases, the public entity offers the land as equity to the right development concept or team through a competitive bidding process. If certain public benefits are met, then the land can be offered as “equity” to the developer.

This process is not imperative, but Cleburne is in a competitive market, and it will take significant efforts to get regional developers to invest in Downtown.

In addition, this process should be through a competitive Request for Proposal (RFP) process, not a Request for Qualification (RFQ). The City should ask for conceptual drawings, financial capability and development examples of the proposers.

For the “right” development proposal, the City should consider putting its land into the development project and not a purchase of the land. Once specific community benefits have been realized, the City may release their land to the developer.

**Table 7.1** describes funding mechanisms and their funding sources and applications to implement the Development Plan.

Table 7.1 - FUNDING				
Mechanism	Funding Source	Burden	Uses	Initiation
Tax Increment Financing	Allocation of incremental property revenues to the TIF	Property owners in district	Structural and infrastructure improvements	Petition of property owners in district or city council
Public Improvement District (Business Improvement District)	Additional assessment needed	Property owners in district	Improvements of water, wastewater, health & sanitation, drainage, street & sidewalk, mass transit, parking, library, park, recreation & cultural facilities, landscaping & other aesthetics, art installation, creation of pedestrian malls, supplemental safety and business related services	City Council or by petition of 50% or more of property owners in the given geographic area
Municipal Management Districts	Self-imposed property taxes, special assessments, and impact fees	Property owners in district	Facilities, infrastructure, and services beyond those provided by property owners or by the municipality	Petition of 50% or more of property owners in the given geographic area
Special Purpose District	Additional tax	Property owners in district	Depends on structure of SPD	Legislative action

## RFP versus RFQ

*The consultant team has been involved at most levels of both an RFP and RFQ process for developer participation. With an RFQ the City will only be receiving qualifications and not concepts for specific properties. While some cities utilize the RFQ process, the consultants strongly recommend a RFP for the following reasons: 1) a RFP process allows the City to see specific concept plans, drawings, and detailed proforma analysis of each proposer before any decision is made, 2) a RFP process helps sort out those developers who might simply send their qualifications without visiting downtown sites and studying the Downtown landscapes, and 3) with a RFP process the City receives all of the proposers qualifications plus concepts and benefit analyses.*

## General

It is essential that the City make a concerted effort to demonstrate commitment to the future of Downtown and build a level of confidence and trust with prospective partners including financiers and developers. General funding and development incentives to consider are as follows:

- Provide public assistance for streetscape improvements.
- Incentivize private investment through flexible ordinances (e.g. reduction in parking if appropriate, reduced setbacks, increased height, increased density).
- Reduced or eliminated permitting and development fees.
- Provide fast track permitting within the study area.
- Seek out historic preservation tax credits where feasible.
- Approve periodically sales tax rebates to individual developers to improve infrastructure.

- Seek out “Texas Specific” funding sources (e.g. Texas Enterprise Fund and Texas Leverage Fund, Economic Development Refund Program).

## Main Street Program

The Main Street Program provides support for the implementation of preservation-based commercial revitalization and is appropriate for the implementation of the Cleburne Downtown Development Plan. Principles of the program include an organization to build partnerships, promotion of a downtown as a vibrant destination, design and aesthetic enhancements, and economic restructuring to ensure competitiveness of the downtown market place. The City should make a concerted effort to adopt these principles and seek assistance from the National Main Street Center which is a subsidiary of the National Trust for Historic Preservation.

## Chapter 380 Grants

Chapter 380 is a reference to chapter 380 of the Texas Local Government Code, which authorizes Texas municipalities to provide assistance for economic development. Cities may provide monies, loans, city personnel, and city services for promotion and encouragement of economic development.

Cities are authorized to provide for the administration of programs for making loans and grants of public money and providing personnel and services of the municipality. However, the programs must serve the purpose of promoting state or local economic development by stimulating business and commercial activity within the city.

Cities may condition the grant or loan of public monies based upon estimated sales tax revenue generated by the business prospect. The Local Government Code authorizes municipalities to refund or rebate municipal sales taxes and otherwise expend public funds for certain economic development purposes.



*It is encouraging to note the City’s commitment to water savings with the drought tolerant plants and decomposed granite placed within the parkway at the intermodal rail station.*

## 7.2 Urban Development

### Mixed-use Development / Land Use and Development

Downtown Cleburne was originally planned and built as a mixed-use area. The current market dynamics for downtowns and planning principles suggest that individuals who will choose to live in or visit a downtown prefer a mixed-use environment. Mixed-use downtowns are typically much more conducive to promoting pedestrian activity and generating an “energy” in the downtown that builds upon itself. Finally, mixed-use development is suggested for overall national market trends and planning principles.

The demand for mixed-use in Cleburne Downtown takes into consideration the individual demand for downtown residential, retail and office in an aggregated manner. Mixed-use development can be accomplished through policy changes that will foster the redevelopment of upper story (2nd and 3rd story)

apartments and lofts above existing commercial uses. This can also be accomplished through the development of new mixed-use buildings comprised mostly of rental units (but also some owner-occupied) above commercial buildings.

Specific to projects utilizing city-owned land that has been acquired through a RFP process, the City should encourage mixed-use developments by requiring ground level commercial (with no more than 30% office) and upper stories devoted to office and residential.

### Urban Character

The essence of Downtown Cleburne is found in its urban character. The height of the buildings, the space between buildings, the façade treatments, and the sidewalks are all elements that define the historic nature of Downtown’s urban environment. It is essential to maintain this unique character by protecting and preserving the historic structures and

have new buildings comply with the desired “look and feel” of Downtown. Strategies to achieve this are as follows:

- Implement Form Based Code as a means to ensure not only visual cohesiveness, but also to ensure a built-in flexibility of use over time to make structures more sustainable.
- Ensure infill and redevelopment of properties to fit the scale and visual proportions of the downtown context.
- Implement a street-by-street or zone-by-zone program to revitalize building facades to maintain and improve the urban character.
- Develop and ensure that all renovations should comply with a unified set of Revitalization Improvement Standards.

### Historic and Cultural Resources

The City of Cleburne’s most treasured asset is its historic and cultural resources which must be preserved in the overall development process.



*Art Ally is a well-executed art project that adds color and imagery that is whimsical yet serious in its intent to uplift Downtown; it is located in an alley behind the Plaza Theater between Main and Caddo Streets.*

Prioritizing investment in a City’s unique cultural and historical resources infrastructure can attract further public and private investment in downtown areas, bringing families, artists, academics, and tourists into the City. Capitalizing on these assets can be a source of community pride. One way to protect the urban character of these resources is to ensure that this element is an integral part of a planning framework. As such, the following strategies are recommended:

- Establish a Downtown Arts and Cultural Taskforce (DACT) made up of representatives from the Cleburne Convention and Visitors Bureau, Chamber of Commerce, business owners, and the arts community to develop a marketing plan focusing primarily on tourism as a major source of income. This taskforce should also brainstorm future citywide events.
- Tie regional cultural and historical events and destinations with those of Downtown (e.g. Chisholm Trail connection).
- Develop outreach tools (publications, billboards, interactive websites, etc.) to disseminate knowledge of Cleburne’s history among the public and build awareness of the unique historic resources of Downtown Cleburne and the benefits of protecting them.
- Collaborate with the local school district/ community college to make visitation of Downtown’s cultural and historical resources a key component of students’ learning experiences.
- Establish a revolving loan/trust fund to support public art and resident artists or sponsor an annual scholarship or grant program to show support for local visual and performing artists.
- Integrate public art into small infrastructure public improvements by coordinating with local artists where possible (e.g. allowing artists to help design bicycle racks, be involved in the selection of parking meters, street furniture, and lighting).
- Develop wayfinding signage to draw attention

to the specific historical and cultural attractions located within Downtown Cleburne.

- As zoning regulations are updated in Downtown Cleburne, establish historic preservation protections in order to encourage preservation, restoration, and rehabilitation of historic and archeological resources.
- Establish consistent and open dialogue among organizations particularly interested in the beautification and preservation of Buffalo Creek to establish common goals as the area becomes a larger activity hub in Downtown Cleburne.
- Promote leisure and recreational opportunities adjacent to historic and cultural amenities by developing appropriate parks and open spaces and ensuring that existing parks and recreation facilities are maintained and updated to provide high quality experiences.
- Encourage when possible, the cross-promotion of events with City-managed resources such as the Layland Museum, Public Library, and the future railroad museum near the Downtown Cleburne Intermodal Rail Station.
- Establish appropriate financial incentives (tax abatements/credits, grants, etc.) to encourage preservation, restoration and rehabilitation/ adaptive reuse of historic buildings.
- Encourage unique anchor retail and food establishments to locate in Downtown Cleburne so that the visitors to cultural and historical resources can lengthen the amount of time and dollars they spend.

### Public Amenities, Green Space and Access to Buffalo Creek

Per the Development Plan, green space is provided in the form of tree lined roads, tree lined walkways, tree covered plazas, and access to and improvement of the creek corridor. Specifics include:

- James Street between Main and Mill Street is

recommended for closure to vehicular traffic in order to become a pedestrian walkway with a focused connection to Buffalo Creek. When extended, this walkway will provide direct access to Buffalo Creek including a walkway along the edge of the creek corridor and a sunken plaza.

- A tree covered walkway allows for a pedestrian connection between Courthouse Square and Buffalo Creek; the walkway should terminate at Buffalo Creek with a pavilion and direct access to improvements along the creek.
- A plaza is recommended for the front of the Old Jail.
- A tree covered plaza is recommended at the southwest corner of Anglin and Wardville Streets; the purpose of this plaza is to draw pedestrians from the multi-modal station towards Courthouse Square along Wardville Street.

Future development along Buffalo Creek should to capitalize on both visual and physical access to the creek.

An iconic pedestrian bridge is proposed to cross Buffalo Creek on access with James and Hillsboro Streets. The idea is to draw people to the creek while creating a pleasant connection to the Guinn Justice Center on the west side of the creek.

From a programming perspective, events associated with the creek should be scheduled, once the appropriate spaces are designed and constructed.

Low Impact Development (LID) is recommended in all areas where planting is provided in Downtown. As a stormwater control measure, LID promotes drainage to serve as an amenity that is both functional and beautiful.

## CSS for Downtown Cleburne

Per Federal Highway Administration (FHWA), Contest Sensitive Solutions or CSS is a “collaborative, interdisciplinary approach that involves all stakeholders to develop a transportation facility that fits its physical setting and preserves scenic, aesthetic, historic and environmental resources, while maintaining safety and mobility.” It is an approach that considers the total context within which a transportation improvement project will exist.

For Downtown Cleburne, the objective is to balance the need to move vehicles efficiently and safely with historic preservation and the creation of vital public spaces. The goal is to create a more desirable environment in which people navigate for living, working, shopping and entertainment purposes. The following items describe strategies to implement CSS in Downtown.

### Streetscape and Sidewalk Improvements

Streets and sidewalks are the primary manner in which pedestrians experience an urban environment. For the successful redevelopment of Downtown, it is essential that the street corridors are aesthetically attractive with conditions that make pedestrians feel safe and comfortable. Wide sidewalks, trees and canopies for shade are all essential elements that add to the visual and sensory quality of a sidewalk environment.

In the Development Plan, the majority of public funded improvements comprise streetscape and sidewalk improvements. The current condition of the relevant streets and sidewalks varies from being acceptable to requiring a complete overhaul (see **Maps 1 and 2 in Appendix 4**). The following describes specific implementation strategies when implementing streetscape and sidewalk improvements:

- Provide connectivity for pedestrians through continuous sidewalks and the use of crosswalks, where appropriate.
- Maximize sidewalk widths in areas adjacent to retail, entertainment and restaurants.
- Place ADA ramps at all street and alley intersections along the sidewalk route.
- Incorporate trees to enhance the urban aesthetics, to provide shade, and to serve as a traffic calming device.
- Consider low growth plantings in combination with bulb-outs. When associated with intersections, such plantings also provide color and seasonal interest. When incorporated as Low Impact Design (LID) features, the plantings add to environmental sustainability.
- Incorporate canopies and building overhangs to provide shade and architectural interest while serving as space defining elements.
- Incorporate pavement patterns and texture for new sidewalks and improvements to improve the aesthetics of Downtown.
- Place streetscape furnishings including benches and trash receptacles at convenient intervals. This adds to a sense of welcome and as an invitation to visitors to linger and enjoy the urban environment.
- Incorporate lighting as a safety device and to make pedestrians more visible to vehicles.
- Develop Design Standards for Downtown to define types and choices of streetscape furnishings, lighting fixtures, and signage.

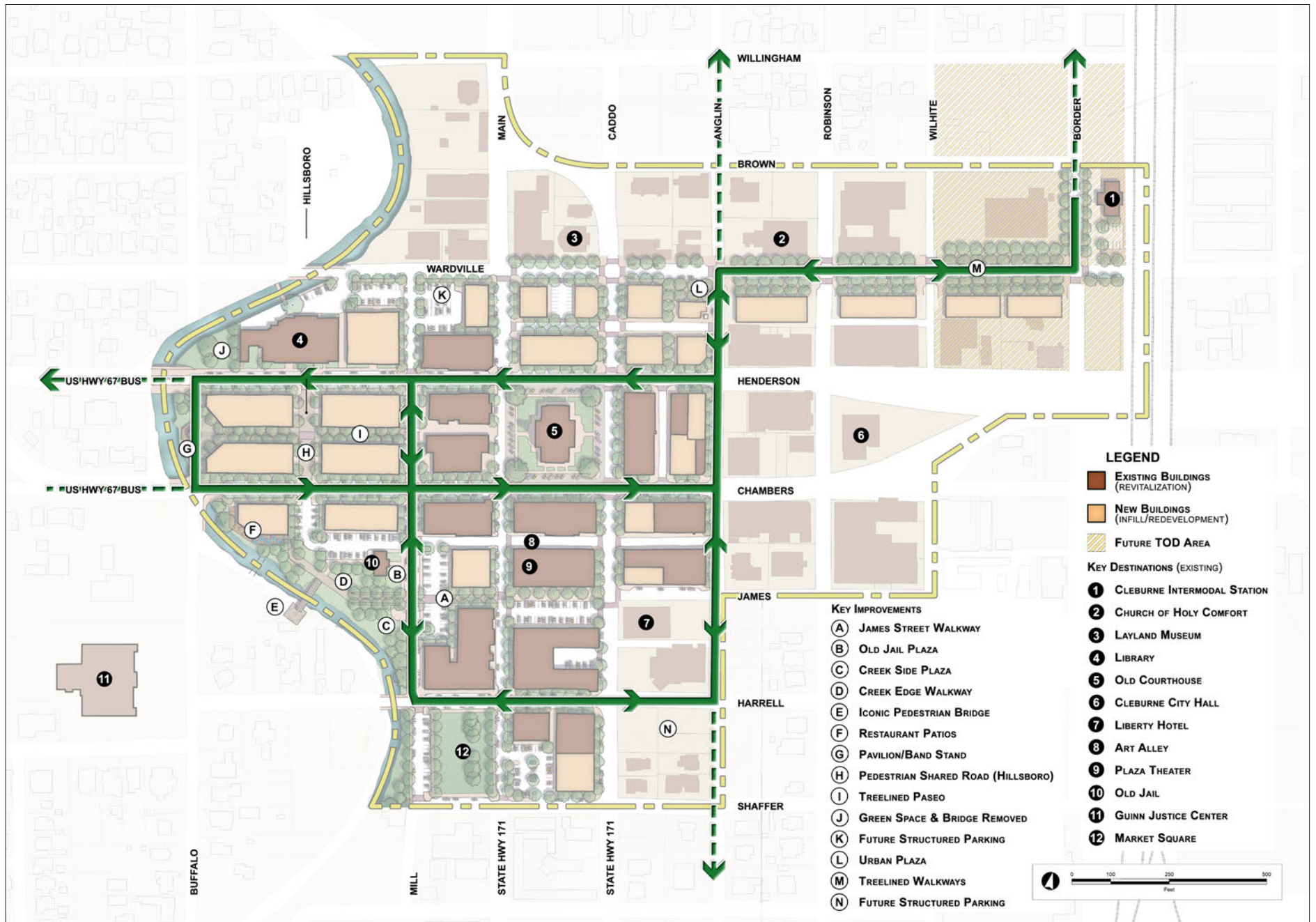
## Bicycles

Cycling is an ideal mode of transportation in Downtown Cleburne. Destinations are relatively close to each other and most of the area is fairly flat which makes cycling easy and convenient. In general, bicycles should be accommodated and allowed on all downtown streets as a matter of principle. However, short of striping the entire downtown area for bicycles, it is recommended to provide dedicated bike routes with clear signage. The street ROW throughout the downtown area is limited and it is not possible to have bike routes on off-street paths. Streets must be shared by both vehicles and bicycles. This can be accomplished through the use of designated bike lanes, shared lanes where space is available or “Bikes May Use Full Lane” where space is tighter and the lane is not wide enough to accommodate both the bicycle and vehicle.

Consideration should be given to working with the State of Texas on providing bike lanes on the US 67 Business one-way couplet. The State may be agreeable to reducing the width of the travel lanes to 11 feet which should provide five feet for a bike lane adjacent to the 8-foot wide parallel parking space on the right side of the road. The reduced lane widths will have the added benefit of traffic calming. In addition, consider reducing the parallel parking lane width on the left side of the road to 7 feet or 7.5 feet and mark the parking spaces accordingly. This will provide slightly more room between parked vehicles and the travel lane.

**Map 7.1** describes the bike routes proposed for Downtown. It includes suggested extensions into adjacent neighborhoods.





Map 7.1 Bicycle Routes.

## Traffic Calming and Pedestrian Protection

The revitalization of Downtown Cleburne will only be successful if pedestrians feel safe and are protected from vehicular traffic. Many strategies are available to achieve this including appropriate speed limits, protected crosswalks and traffic calming devices like bulb-outs. For a pedestrian friendly environment, the following specific traffic calming and pedestrian protection strategies are recommended:

- Work with the State to lower the speed limit on Henderson and Chambers from 35 miles per hour to 30 miles per hour or less. Based upon pedestrian accident data, the fatality rate for pedestrians hit on a road with a posted speed limit of 35 mph is two times that of a road posted 30 mph and almost four times that of a road posted 25 mph\*. In order to consider lowering the speed limit, a speed study will have to be conducted. Work with TxDOT on the scope for the traffic/speed study. From a contextual point of view, it should provide pedestrians and bicyclists as well as motorists an increased level of comfort.
- Install “count down timers” (if not already in place) to let the pedestrian know how much time remains to cross the street. The appropriate synchronizing of traffic signals can help to slow down traffic while providing additional protection to pedestrians crossing the street.
- Place a premium on parallel parking on all streets. Not only does it provide much needed parking spaces, but it also adds “side friction” to the road, meaning that motorists will automatically drive slower and more cautiously.
- Install all-Way Stop traffic controls at intersections, where warranted, to provide traffic control for all approaches and the protection of pedestrians in that they don’t have to assume vehicles on a through street will yield to them. A traffic study will need to be

conducted at each proposed intersection.

- Decrease the perceived width of the street through the use of trees.
- Use bulb-outs at intersections to act as a traffic calming device by reducing the overall pavement width for vehicle travel and by bringing pedestrians closer to the road edge which makes them more visible to approaching vehicles. Work with the City and State to provide bulb-outs at State road intersections. The turning radius of larger vehicles will need to be evaluated at the proposed bulb-out locations.
- Treat crosswalks in such a way to promote pedestrian safety and traffic calming. The change of pavement texture and color at crosswalks can have a calming effect on drivers. From a vehicular point of view, crosswalks require pavement markings and warning signs in advance of and at the crossing. Consideration should be given to installing Rectangular Rapid Flashing Beacons (RRFB) as part of the warning sign assembly at crosswalks on the higher volume city through streets.
- Use mid-block crosswalks on Main Street (as an extension of the James Street walkway) and Mill Street. On TxDOT roads and high volume city streets where a mid-block crosswalk or an intersection crosswalk on the through street is proposed, consideration should be given to installing a Pedestrian Hybrid Beacon. A signal warrant study will need to be conducted at each proposed location. Mid-block locations as well as at intersections on the through street require pavement markings and warning signs in advance and at the crossing. For additional protection, consideration should be given to installing RRFB’s on the warning signs. On lower volume roads, consideration may be given to raising the crosswalk which acts like a speed table and slows down vehicles.

- Consider sight lines at intersections when revising curb lines and installing landscaping and street furnishings.

Figure 7.2 illustrates bulb-out devices applied to the intersection of Main and Chamber Streets.

### *The Value of Bulb-outs*

*In a urbanized environment like Downtown Cleburne, bulb-outs improve quality of life as follows:*

- *Bulb-outs reduce the distance the pedestrian has to walk to cross the street and create more pedestrian space at the intersection.*
- *Bulb-outs help calm traffic by creating a “neck-down” feeling at the intersections which helps to reduce speeds.*
- *Bulb-outs bring pedestrians closer to the road edge which makes them more visible to approaching vehicles.*
- *Bulb-outs better define on-street parking space.*

\* Source: <http://www.nhtsa.gov/people/injury/research/pub/hs809012.html>

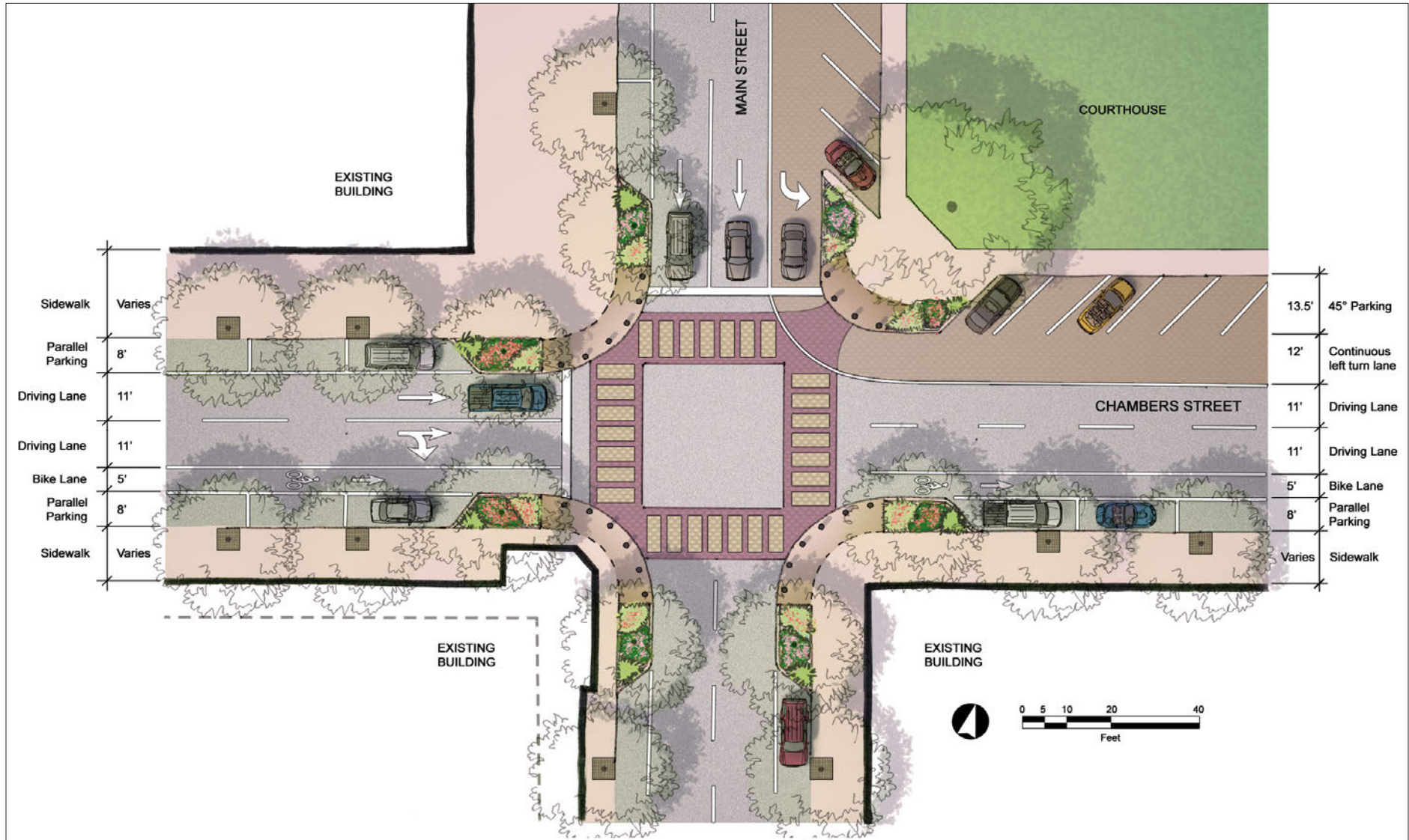


Figure 7.2 Typical Intersection Improvement

## Intermodal Rail Station Connections

The City should begin discussing immediately what types of land use (such as residential, restaurant, small services and small retail) is desirable around the intermodal rail station and along Wardville, which is the most likely route between the intermodal rail station, Courthouse Square and the balance of Downtown.

Sidewalks between downtown and the intermodal rail station can be improved by providing a continuous route for pedestrians, incorporating bulb-outs at intersections, and installing ADA ramps and marked or textured crosswalks at the intersections. For wider sidewalks in the area, the City will need to acquire additional ROW with future development.

Wardville should be maintained as a two-lane, two-way street with on-street parking, where space permits to support the adjacent land uses, and sidewalk space is maximized for a safe and inviting pedestrian environment. The north side of Wardville is not in the Fire Protection District so any new developments on the north side of the street will need to provide some off-street parking.

Directional signs should be installed between Courthouse Square and the intermodal rail station to direct and guide vehicles, bikes and pedestrians.

## Fixed Route Transit & Trolley Connections

Consideration of a future “rubber-tire” trolley or circulator bus may be warranted as the downtown area begins to thrive as a destination for tourists, businesses, and residents.

The fixed bus/trolley route could traverse along key cultural and historic areas of interest in Downtown, with a connection to the intermodal rail station and associated parking. The bus/trolley can be used to support special downtown events.

In order to implement a bus/trolley circulator, it is recommended that the City and the City’s transit provider (Cletran) conduct a study for a low-cost circulator vehicle and route that would enhance the downtown experience. Analysis would include a discussion of the economic impact of a circulator system on Downtown development and a discussion of the financing options available.

## Parking

The majority of the downtown area falls within the Fire Protection District which does not require off-street parking for developments. Developments that choose not to provide off-street parking rely on the street system to provide parking. In these areas, parking on the street should be maximized and, at the same time, designed to provide a safe environment for the movement of pedestrians, bikes and vehicles.

The City may need to provide separate surface parking lots or parking garages to accommodate the need for parking demanded by proposed development if it cannot be accommodated on the street and/or on the development site.

The City should look for shared parking opportunities between non-conflicting uses; an example is daytime office parking that can be available for nighttime use by theater goers.

In areas where the adjacent uses along a street are expected to have a high customer turnover rate, such as retail or restaurants, consideration may be given to implementing time limits (e.g. 1 to 2 hours) for parking. This makes the parking spaces accessible to more people over a given amount of time. In areas with low parking turnover, consider either no time limits or four hour limits.

On-street parking based upon proposed bulb-outs, while considering sight lines/visibility at intersections can be maximized. On-street parking can indirectly act as a traffic calming device with the maneuvering of vehicles into and out of the parking spaces.

As mentioned previously, parallel on-street parking adds “friction” to the road causing motorists to automatically drive slower with more caution.

### ***Parking definitions***

- *On-street parking typically refers to parking provided parallel and adjacent to a vehicular travel lane.*
- *Off-street and/or on-site parking refer to parking provided in a space separated from a travel lane and that is entered by means of a drive isle.*
- *Shared use parking refers to the same parking used by different user groups and/or used during different time periods.*
- *Structured parking refers to parking provided in a structurally engineered structure; it may be under ground and/or above ground but typically comprises more than one level.*

## 7.3 Governance, Ordinances and Standards

### Governance

Necessary to the success of any downtown master plan is the championing and governance of the priorities highlighted within the plan. Cities play a primary role in providing an environment for successful development to occur where private developers are incentivized by the economic potential of a downtown area, and not dissuaded by “red-tape”, or any perceived barriers to development. General governance and administration recommendations and strategies for implementing this plan are highlighted below:

#### Administering Implementation

- Determine roles and responsibilities for administering key portions of the Downtown Master Plan.
- Develop a staffing succession plan such that oversight and implementation of the plan would continue, and buy-in is achieved as changes or updates occur. Those with designated responsibilities would be champions of the Plan at staff level.

#### City Development Office

- Establish a City Development Office (perhaps associated with Cleburne’s Economic Development Office) with a staff coordinator who provides customer service to potential developers and distributes a handbook of City ordinances and guidelines, as well as development incentive programs. The Development Office coordinator would also walk individuals through the development permit process and provide an orientation to City Departments and a clearinghouse of other resources such as downtown market

information and data. Other duties within a Development Office may include oversight of a downtown maintenance fund and a steering committee to monitor the condition of new and existing infrastructure and public facilities.

#### Downtown Implementation Advisory Board

Key members of the Downtown Master Plan PRC may transition to a Steering Committee or Downtown Implementation Advisory Board (DIAB) to consult on the short-term and longer term projects proposed in this document. The Steering Committee would coordinate with City staff members responsible for implementation (considered key champions) of the Downtown Master Plan until the plan gains momentum and results are achieved.

#### Design Review Committee

Members of the PRC may also transition to serve on a Design Review Committee along with appointees from the Cleburne Downtown Association; historic and cultural resource venues; Cleburne Planning and Zoning Department; Public Works and Transportation departments; private citizens; and practitioners in urban design and architecture. The purpose of this Design Review Committee would be to ensure that new development, infill, renovations, and additions are consistent with the vision outlined in the Downtown Master Plan.

### Ordinance and Standards

An important goal of the implementation of the Cleburne Downtown Master Plan vision is to establish an effective regulatory environment. Case studies from other cities in the process of downtown transition underscore that there are three important elements which are helpful in maintaining a clear regulatory environment for future downtown development. They include, Property Maintenance Codes, Form-based

Codes, and Overlay Districts.

#### Property Maintenance

This is a primary concern to the public as well as to business owners in the area. In 2008, the Cleburne City Council adopted non-binding, recommended design guidelines for all existing building renovations, and/or repairs and construction of new buildings in the Downtown District.

The City Council expressed a desire that existing and future downtown development comply with design guidelines for the following design elements: (1) Color; (2) Roof styles;(3) Ornamental features; (4) Porches; (5) Windows; (6) Exterior materials; (7) Lighting; and (8) Signage. These non-binding guidelines are not enforceable at present.

The City of Cleburne is currently developing a property maintenance code for the external building envelope for businesses. Once this code is adopted it would be enforceable. In addition, if form-based codes are adopted as a whole, or in part, they would officially regulate design aspects within the downtown and would therefore supersede these current non-binding regulations.

Once maintenance codes become enforceable, the City Inspection Department can monitor dilapidated properties in addition to being responsible for new building construction and renovation of existing buildings.

The City of Cleburne recently conducted an internal review of the role that the International Building Code plays in shaping the current downtown environment and should continue to monitor whether the codes are encouraging better quality development or whether they present prohibitive costs to a potential developer or business.

## Form Based Code

According to literature and practice with Form-Based Code, it is not uncommon for communities with conventional standards regarding zoning use to be attracted to this type of regulation and choose to simply add a new layer of regulation to existing requirements. The development of a comprehensive Form-Based Code for Downtown would require the City to reassess its existing system of regulatory oversight.

The precision and predictability inherent in most form-based codes can offer the City of Cleburne the opportunity to streamline the development review process, often with the aim of persuading local developers to support the new code and, ultimately, to encourage the type of development desired by the community.

It is recommended that the City take steps to formalize their development review process so that a consistent message can be shared with the development community. As part of formalizing this process, the City should establish an interim Development Process manual for potential developers to have access to while a zoning update is officially underway.

## Overlay Districts

As mentioned in the section on proposed urban development strategies, this Downtown Master Plan recommends that a Mixed-Use Overlay District be imposed within the study area to encourage unified development and a sense of place across Downtown. The overlay implements regulations to compel a mix of uses and to control the fundamental features of those uses.

For Downtown Cleburne the overlay district allows flexibility so that developers have the option to develop according to the underlying zoning in place, or according to provisions allowed in the mixed-use overlay ordinance. Developers would be incentivized to build more downtown housing, with flexible design standards, and linkages to and from other mixed uses.



*The authenticity of the urban character including historic buildings and sidewalks is the key ingredient to ensure great success with the redevelopment of Downtown Cleburne.*



*The illusion of history is remarkably well depicted in this mural at Wright Plaza; creative and educational it adds tremendously to the visitor's experience.*

## 7.4 Implementation Plan

### Overview

The economic context and market conditions at the time of implementation will play a key role in the City's capacity to strategically implement the myriad of redevelopment ideas and recommendations identified in this report, as well as the City's ability to engage in potential public/private partnerships. In order to guide the City in the planning, decision-making, and implementation process, the following Implementation Matrix defines a series of tasks; it serves as a general framework with regards to topic/theme, phasing, cost and funding for implementing the Cleburne Downtown Master Plan.





### Topic/theme categories

The Implementation Matrix is divided in seven categories, with sub-categories as follows:

1. **Administration**
  - 1.1. Implementation Management
  - 1.2. Design and Development
  - 1.3. Arts and Culture
2. **Governance**
3. **Economics, Funding and Incentives**
  - 3.1. Economics
  - 3.2. Catalyst Projects
4. **Land Use and Zoning**
  - 4.1. Mixed Use
  - 4.2. Green Space and Public Amenities
5. **Context Sensitive Solutions**
  - 5.1. Traffic
  - 5.2. Streetscape
  - 5.3. Parking
  - 5.4. Bicycles
  - 5.5. Parking
6. **Branding**
7. **History, Culture and Arts**

### Phasing Timeline

The Implementation Matrix (**Table 7.2**) prioritizes projects into four categories:

-  **Immediate Term** = within 1 year of plan adoption, indicated with the color red
-  **Short Term** = between 1 and 2 years after plan adoption, indicated with the color green
-  **Medium Term** = between 3 and 5 years after plan adoption, indicated with the color blue
-  **Long Term** = 6 years and beyond after plan adoption, indicated with the color yellow

The sequence and timing of the actions should not be read as rigid, but rather flexible; the reason being that the outcome of an action or actions may steer implementation in a slightly different direction. This means that any action can potentially be moved to an earlier or later stage as demand or need dictate. Even so, many actions proposed for the immediate and short term, are essential for organizational, administration and governance purposes and are key for the effective implementation of the Cleburne Downtown Master Plan.

### Cost and Funding

The Implementation Matrix includes an estimate of the probable magnitude of cost. Cost identified as "in-house" refers to effort by city staff, rather than a specific expenditure amount. Funding sources (**Table 7.3**) are provided in a separate table following the Implementation Matrix.

**Table 7.2 - IMPLEMENTATION MATRIX**

	Task	Specifics	Cost*
		<b>ADMINISTRATION</b>	
		<b>Implementation Management</b>	
1.	Administration staffing and responsibilities	<ul style="list-style-type: none"> <li>Determine roles and responsibilities for administering key portions of the Downtown Master Plan implementation</li> <li>Identify staff with designated responsibilities to serve as champions of the Implementation Plan</li> <li>Develop a staffing succession plan such that oversight and implementation of the plan would continue, and buy-in is achieved as changes or updates occur</li> </ul>	In-house
2.	Establish administration capabilities	<ul style="list-style-type: none"> <li>Create the position of a city Ombudsman to help the public know how to apply for permits and inspections as well as understand code compliance matters</li> <li>Adopt the principles of the Main Street Program, seek assistance from the National Main Street Center, and dedicate staff to administer the program and receive free training and access to resources</li> </ul>	In-house
3.	Establish administration responsibilities	<p>In order for staff to effectively administer the implementation of the Downtown Master Plan, it is necessary to define the various tasks for which they should be responsible. General tasks may include the following:</p> <ul style="list-style-type: none"> <li>Formalize the City's development review process with the purpose to convey a consistent message with the development community</li> <li>Find a way to make business work with local lenders</li> <li>Secure commitments by land and business owners to maintain properties</li> <li>Support the creative people or "artistic capital" associated with Cleburne</li> </ul>	In-house
4.	Establish a Downtown Implementation Advisory Board	<p>Transition select members of the Downtown Master Plan Project Review Committee to a Downtown Implementation Plan Advisory Board (DIAB). Board responsibilities to include:</p> <ul style="list-style-type: none"> <li>Consult on the short-term and longer term projects proposed in this document</li> <li>Coordinate with city staff members responsible for implementation</li> </ul>	In-house
		<b>Design and Development</b>	
5.	Establish a Downtown Development Office in association with Cleburne's EDC (Economic Development Corporation)	<p>Establish a Downtown Development Office and staff with a Development Coordinator with oversight for designated responsibilities associated with master plan implementation.</p> <p>Responsibilities to include:</p> <ul style="list-style-type: none"> <li>Distribute a handbook of City ordinances and guidelines, and development incentive programs</li> <li>Provide customer service to potential developers</li> <li>Walk individuals through the development permit process, provide an orientation to City Departments, and provide a clearinghouse of other resources such as downtown market information and data</li> <li>Implement oversight of a downtown maintenance fund</li> <li>Monitor the condition of new and existing infrastructure and public facilities</li> <li>Develop an internal Property Maintenance Map that would display vacant downtown properties, building structures, lots, code types, etc. for City use</li> </ul>	In-house
6.	Establish a Design Review Committee	<p>Purpose: to ensure that new development, infill, renovations, and additions are consistent with the vision outlined in the Downtown Master Plan</p> <p>Members to include:</p> <ul style="list-style-type: none"> <li>Appointees from the Cleburne Downtown Association</li> <li>Representatives from historic and cultural resource venues</li> <li>Cleburne Planning and Zoning Department</li> <li>Cleburne Public Works and Transportation Departments</li> <li>Private citizens</li> <li>Practitioners in urban design and architecture</li> </ul>	In-house
7.	Establish an interim Development Process manual	<ul style="list-style-type: none"> <li>An interim Development Process manual is necessary for potential developers while a zoning update is officially underway</li> </ul>	In-house

*\*Estimate of Cost; Consultant shall not be liable to Owner or to a third party for any failure to accurately estimate the cost of the project, or any part thereof.*



Task	Specifics	Cost*
	<b>ADMINISTRATION</b>	
	<b>Design and Development</b>	
8. Improve the urban character	<p>The visual appearance of a place is key in how it is perceived either as welcoming and safe, or foreboding, ugly and unsafe. For on-going maintenance of the urban character:</p> <ul style="list-style-type: none"> <li>Implement a street-by-street or zone-by-zone program to revitalize building facades to maintain and improve the urban character</li> </ul> <p>For immediate results to improve the urban character implement the following:</p> <ul style="list-style-type: none"> <li>Install street scenes in vacant windows</li> <li>Address derelict buildings, absentee ownership and asbestos removal</li> <li>Enforce existing code</li> <li>Focus on general clean-up such as street sweeping and cosmetic repairs to buildings</li> </ul>	\$25-50K
	<b>Arts and Culture</b>	
9. Establish a Downtown Arts and Cultural Taskforce (DACT)	<p>Representatives includes:</p> <ul style="list-style-type: none"> <li>Cleburne Convention and Visitors Bureau</li> <li>Chamber of Commerce</li> <li>Business owners</li> <li>Arts community</li> </ul>	In-house
10. Determine tasks and responsibilities of DACT	<p>DACT tasks and responsibilities may include:</p> <ul style="list-style-type: none"> <li>Explore the concept of an Arts District</li> <li>Brainstorm future city-wide events</li> <li>Tie regional cultural and historical events and destinations with those of Downtown</li> <li>Collaborate with the local school district/community college to make visitation of Downtown's cultural and historical resources a key component of the students' learning experiences</li> <li>Integrate public art into small infrastructure public improvements by coordinating with local artists where possible (e.g. allowing artists to help design bicycle racks, be involved in the selection of parking meters, street furniture, and lighting)</li> <li>Establish consistent and open dialogue among cultural resource organizations particularly interested in the beautification and preservation of Buffalo Creek to establish common goals as the area becomes a larger activity hub in Downtown Cleburne</li> <li>Encourage the cross-promotion of events with City-managed resources such as the Layland Museum, Public Library, and the Future railroad museum near the Downtown Cleburne Intermodal Station</li> </ul>	In-house
	<b>GOVERNANCE</b>	
1. Engage TxDOT	<p>Initiate dialogue and establish agreements between the City and TxDOT for:</p> <ul style="list-style-type: none"> <li>Maintenance, which opens up the possibility for a complete overhaul of street corridors</li> <li>Reducing the two TxDOT lanes on the one-way couplets from 13.5 to 11 feet with the goal to achieve 5-foot bicycle lanes on US 67 Business couplet and provide more of a buffer between the travel lanes and parking lanes on SH 174.</li> <li>The implementation of mid-block pedestrian crossings which could include Pedestrian Hybrid Beacons</li> </ul> <p>Added calming measures, architectural elements (requiring extraordinary maintenance), and a lower speed limit may warrant the need for the Henderson and Chambers to be turned over to the City. The TxDOT regional office will need to further investigate what the threshold would be with the TxDOT District office in Fort Worth. The City needs to look closely at on-going costs for operation and maintenance if this occurred. Conversations should be had with TxDOT that if the City were to take the ownership, what the State would contribute financially to bring the facility up to a state of good repair.</p>	In-house
2. Engage Johnson County	<p>Encourage Johnson County to consider the following:</p> <ul style="list-style-type: none"> <li>Repurpose county-owned tracts of land and buildings to support mixed-use development with residential units above commercial space at ground level</li> <li>Do infrastructure repairs, updates, and redesigns of county facilities where necessary</li> <li>Improve the aesthetic appearance of county facilities</li> </ul>	In-house

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	Task	Specifics	Cost*
		<b>GOVERNANCE</b>	
3.	Conduct a City Facilities Needs Study	<ul style="list-style-type: none"> <li>Study City properties located in Downtown to determine their highest and best uses</li> </ul>	\$80-120K
4.	Conduct a County Facilities Needs Study	<ul style="list-style-type: none"> <li>Study County properties located in Downtown to determine their highest and best uses</li> </ul>	\$80-120K
5.	Prepare a Development Ordinance	<p>Develop guidelines and ordinances for development, redevelopment, and renovation to ensure:</p> <ul style="list-style-type: none"> <li>Appropriate building height restrictions are followed</li> <li>New buildings are responsive to the character of Downtown</li> <li>Design that is fitting, without being replicas of history which only dilute the value of verifiable historic buildings</li> <li>Color being incorporated in such a way that it adds, rather than detracts from the historic and cultural character of the surrounding buildings</li> <li>Protection of the integrity of the small café on Anglin Street, located in a historic structure. Emphasize this small building and maintain its character when developing the surrounding area</li> </ul>	\$30-40K
6.	Create a Maintenance Ordinance	<p>Create a maintenance ordinance specific to Downtown to address:</p> <ul style="list-style-type: none"> <li>Vacant lots, broken windows and abandoned buildings</li> <li>Constant upkeep of the visual appearance of Downtown</li> </ul>	\$15K
7.	Create a Food Truck Ordinance	<p>Establish food truck parks in key areas of Downtown as follows:</p> <ul style="list-style-type: none"> <li>Make revisions to the land development ordinances allowing food trailers to locate in certain areas</li> <li>Once the ordinances (including modifications, if necessary, to the health and sanitation codes) are in place, begin marketing food trailer vendors in the DFW area and to local entrepreneurs</li> </ul>	\$10-15K
		<b>ECONOMICS, FUNDING and INCENTIVES</b>	
		<b>Economics</b>	
1.	Conduct a Financial/Economic Study	Develop a more detailed market and economic analysis strategy for Downtown Cleburne to include a detailed analysis to determine which funding mechanism is the best tool for the city to use	\$10-35K
2.	Analyze fiscal impacts of the Development Plan	<p>Question to answer: Will it be cost effective to spend the money to do the plan or not from a public funding perspective or with private funds?</p> <ul style="list-style-type: none"> <li>Use a tool like the Envision Tomorrow analytic tool to: <ul style="list-style-type: none"> <li>Model different scenarios for land use development at any scale</li> <li>Compare a range of economic, environmental and social effects between these scenarios</li> <li>Model the alternative scenarios to compare different economic and ecological effects across many indicators</li> </ul> </li> <li>This modeling is driven by building pro formas customized to a region's real estate market and guarantees that models conform to local economic conditions and generate competitive returns for developers and builders. It can also be used to examine site-level effects.</li> <li>From this, the City will have a better understanding of the expectation in terms of an increase in tourism dollars, sales tax revenues, property tax values, and retail businesses, as well as impact on traffic in the downtown area, etc.</li> </ul>	\$10-15K
3.	Strengthen the TIF District	<p>Strengthen and/or expand the Tax Increment Financing (TIF) District to include:</p> <ul style="list-style-type: none"> <li>A detailed analysis of the success of the current downtown TIF as a funding mechanism</li> <li>Further analysis of the potential for development in Downtown, and total costs for infrastructure</li> <li>Either augment the existing TIF District or create an additional one for implementing the Downtown Development Plan</li> </ul>	In-house

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	Task	Specifics	Cost*
		<b>ECONOMICS, FUNDING and INCENTIVES</b>	
		<b>Economics</b>	
4.	Develop a Downtown Retail Strategy	<ul style="list-style-type: none"> <li>Cleburne Chamber of Commerce and Downtown Merchants Association to engage, and together, pull more retail into Downtown</li> <li>Encourage the establishment of cafés/ restaurants near Plaza Theater and to operate after hours to capitalize upon the success of the theater</li> <li>Encourage unique anchor retail and food establishments to locate in Downtown Cleburne so that the visitors to cultural and historical resources in Cleburne could increase the amount of time and dollars spent in the downtown area</li> </ul>	\$15-20K
5.	Develop a Neighborhood Stabilization Strategy	<ul style="list-style-type: none"> <li>Develop a strategy to stabilize the residential neighborhood within and surrounding Downtown to attract and retain residents</li> </ul>	\$10-15K
		<b>Catalyst Projects</b>	
6.	Develop a Strategic PPP Implementation Plan	<ul style="list-style-type: none"> <li>Perform a study of a potential public-private partnership (PPP) to establish organizational capacity and leadership</li> <li>Identify the PPP champions for the PPP Implementation Plan</li> <li>Interview consultants that can serve as a PPP facilitator with the implementation of PPP</li> </ul>	\$10-15K
7.	Bring a PPP facilitator on board to assist with the implementation of PPP	<p>Purpose: to consult with a PPP specialist who has facilitated public-private partnerships (PPP's) successfully in similar conditions as that of Downtown Cleburne</p> <ul style="list-style-type: none"> <li>A PPP is a creative tool to encourage and stimulate reinvestment in Downtown; it is defined as a government service or private business venture which is funded and operated through a partnership of government and the private sector</li> </ul>	\$15-20K
8.	Develop and implement development incentives	<ul style="list-style-type: none"> <li>Provide public assistance for streetscape improvements</li> <li>Incentivize private investment through flexible ordinances (e.g. reduction in parking if appropriate, reduced setbacks, increased height, increased density)</li> <li>Reduce or eliminate permitting and development fees</li> <li>Provide fast track permitting within the study area</li> <li>Seek out historic preservation tax credits where feasible</li> <li>Periodically approve sales tax rebates to individual developers to improve infrastructure</li> <li>Seek out "Texas Specific" funding sources (e.g. Texas Enterprise Fund and Texas Leverage Fund, Economic Development Refund Program)</li> <li>Inform building owners about state grants for façade improvements and the like</li> <li>Use city properties to entice retail and restaurant developments</li> </ul>	In-house
9.	Create a RFP for Development Proposals	<ul style="list-style-type: none"> <li>Prepare a Request for Proposals (RFP) that include a requirement for: <ul style="list-style-type: none"> <li>Specific concept plans</li> <li>Drawings</li> <li>Detailed proforma analyses</li> </ul> </li> <li>Spell out the very clear vision the City has for development of City- and County-owned properties</li> <li>Share the RFP throughout the DFW Metroplex to obtain the best range of development proposals</li> </ul>	In-house

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	Task	Specifics	Cost*
		<b>LAND USE &amp; ZONING</b>	
		<b>Mixed-Use</b>	
1.	Revise current Land Use and Zoning Plans and convert to a Mixed-Use Overlay District	<ul style="list-style-type: none"> <li>Develop a Mixed-Use Overlay District for Downtown to encourage unified development and a sense of place throughout Downtown</li> <li>Incorporate housing options, entertainment venues, viable retail, etc.</li> <li>Encourage mixed-use developments by requiring ground level commercial (with no more than 30% office) and upper stories devoted to office and residential</li> <li>Establish historic preservation incentives in order to encourage preservation, restoration, and rehabilitation of historic and archeological resources</li> <li>Implement regulations to compel a mix of uses and control their fundamental features</li> <li>Incentivize developers to build more downtown housing, with linkages to and from other mixed-use areas</li> <li>Consultant to develop an overlay district plan and codify</li> </ul>	\$55-70K
2.	Implement Form Based Code in the proposed Mixed-Use Overlay District	<p>Purpose:</p> <ul style="list-style-type: none"> <li>To ensure not only visual cohesiveness, but also to ensure a built-in flexibility of use over time to make structures more sustainable</li> <li>To ensure infill and redevelopment of properties to fit the scale and visual proportions of the downtown context</li> </ul> <p>The adoption of a form-based code strategy requires the City of Cleburne to follow a comprehensive public engagement process</p>	\$10-20K
3.	Develop a TOD strategy for the intermodal rail station area including its connection to Courthouse Square	<ul style="list-style-type: none"> <li>Initiate a study to determine the appropriate types of land uses (such as residential, restaurant, small services and small retail) around the intermodal station as part of a future TOD (Transit Oriented Development)</li> <li>Develop a land banking plan</li> <li>Initiate discussions with Hill College about their properties</li> </ul>	\$50K
		<b>Green Space &amp; Public Amenities</b>	
4.	Develop a strategy to protect and improve plant life in downtown	<ul style="list-style-type: none"> <li>Develop a tree protection and maintenance plan to include measures to provide the best possible conditions for tree survival by maintaining a high quality growth medium with adequate access to oxygen and water</li> <li>Develop a downtown tree planting plan to ensure the replacement of sick and dying trees on a constant basis</li> <li>Consider low growth plantings in combination with bulb-outs</li> <li>Consider implementation of LID features as a stormwater control device that serves as an amenity and helps clean runoff water</li> </ul>	\$15K
5.	Develop a Buffalo Creek Corridor Enhancement Plan	<ul style="list-style-type: none"> <li>Investigate the establishment of a permanent body of water on Buffalo Creek without raising the 100-year floodplain in order to serve as both a recreational and aesthetic amenity while supporting flood management</li> <li>Consider a water feature near Wardville Street to reduce fish kills</li> <li>Review Buffalo Creek CLOMER and flood plain</li> <li>Investigate the feasibility of a signature pedestrian bridge to connect Downtown to the Guinn Justice Center</li> <li>Implement creek edge improvements with better creek access</li> <li>Consider an amphitheater within the Buffalo Creek corridor to capitalize on the creek side elevation change; a possible location is a the northeast corner of Buffalo and Harrell Streets in front of the Guinn Justice Center</li> <li>For a comprehensive approach, the enhancement of the Buffalo Creek corridor must include the participation of the “right” type of developer/s sensitive to the possibilities of the creek as a major public amenity</li> </ul>	\$25-35K
6.	Design and implement an iconic pedestrian bridge over Buffalo Creek	<ul style="list-style-type: none"> <li>Purpose: to draw people to the creek inspired by a pedestrian bridge with a strong vertical presence, while creating a pleasant connection to the Guinn Justice Center on the west side of the creek</li> <li>Location: on access with James and Hillsboro Street</li> <li>Refer to Public Investment Area F (<b>Map 6.8</b>)</li> </ul>	\$2.5-5 million

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	Task	Specifics	Cost*
		<b>CONTEXT SENSITIVE SOLUTIONS</b>	
		<b>Traffic</b>	
1.	Conduct a Traffic Study	<p>Goal: to lower the speed limit from 35 to 25 miles per hour on US 67 Business</p> <p>The Traffic Study, based on scope discussion with TxDOT, could include:</p> <ul style="list-style-type: none"> <li>• Radar surveys at up to 12 mid-block locations in the downtown area</li> <li>• Weekday 2-hour pedestrian counts at up to eight intersections in the downtown area</li> <li>• Technical Memorandum for submittal to TxDOT with the findings of the observations, traffic counts and data collection, with recommendations</li> </ul>	\$10-15K
2.	Conduct a regional study on truck traffic	Purpose: to minimize the presence of truck traffic in Downtown	\$15-20K
		<b>Streetscape</b>	
3.	Develop Design Guidelines/Standards for Streets	<ul style="list-style-type: none"> <li>• Develop uniform standards for all design features including wayfinding and interpretive signage, light fixtures, streetscape furnishings like benches, tree grates, trash receptacles, etc.</li> </ul>	\$30K
4.	Implement Streetscape and Sidewalk Improvements	<ul style="list-style-type: none"> <li>• Focus initially on Public Investment Areas A, B and C (refer to <b>Map 6.8</b>)</li> <li>• Public investment includes <ul style="list-style-type: none"> <li>◦ Streetscape improvements</li> <li>◦ Pedestrian walkways</li> <li>◦ Creek edge improvements</li> </ul> </li> <li>• Temporarily close James Street with a “better block” event on a temporary/trial basis during festivals and gatherings and observe the effects on traffic and pedestrian circulation</li> <li>• Streetscape and Sidewalk Design to include: <ul style="list-style-type: none"> <li>◦ Traffic engineering and visibility triangles</li> <li>◦ Parking</li> <li>◦ Placement and selection of street trees, low seasonal and/or perennial plantings, potted plants</li> <li>◦ Placement and selection of street lighting, and street furnishings including benches, trash receptacles and bollards</li> <li>◦ Pavement patterns and texture</li> <li>◦ ADA ramps</li> <li>◦ Coordinate the streetscape design with the City on local streets and with both the City and the State on the State highways</li> </ul> </li> <li>• For the alleyway between Main and Mill Streets, work with the owners to address the building façades facing the alleyway, pavement treatment and light fixtures to make it a comfortable and enjoyable connecting space</li> <li>• For the above-grade crossing of US 67 Business over the rail line, decrease the visual scale of the overpass and make it less obtrusive with large trees in front of the road’s high retaining walls</li> </ul>	\$1.6 million
5.	Implement/install traffic calming devices	<p>Devices and tools include:</p> <ul style="list-style-type: none"> <li>• “Count down timers” to let the pedestrian know how much time they have left to cross the street</li> <li>• All-way stops at intersections to provide traffic control for all approaches and the protection of pedestrians</li> <li>• Road pavement markings and warning signs in advance of and at cross walks</li> <li>• RRFB as part of the warning sign assembly at crosswalks on the one-way couplet roads and at mid-block crosswalks</li> <li>• Change of pavement texture and color at crosswalks</li> <li>• Raised crosswalks on lower volume roads (they act like a speed table that slows down vehicles)</li> <li>• Parallel parking</li> <li>• Bulb-outs at intersections</li> </ul>	\$40-100K

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	Task	Specifics	Cost*
		<b>CONTEXT SENSITIVE SOLUTIONS</b>	
		<b>Streetscape</b>	
6.	Prepare for a pedestrian connection between the intermodal rail station and Courthouse Square	<ul style="list-style-type: none"> <li>Establish a ROW/easement to allow for a wide walkway with a double row of trees on the southside of Wardville Street</li> <li>Design and construct a tree covered plaza at the southwest corner of Anglin and Wardville Streets to draw pedestrians from the multi-modal station towards Courthouse Square along Wardville Street</li> </ul>	\$350-400K
		<b>Parking</b>	
7.	Develop a comprehensive Parking Strategy	<ul style="list-style-type: none"> <li>Optimize parallel on-street parking</li> <li>Identify locations for and improve on-site surface parking</li> <li>Consider long term structured parking</li> <li>Look for shared parking opportunities between non-conflicting uses</li> <li>Reintroduce parking meters <ul style="list-style-type: none"> <li>In areas where the adjacent uses along a street are expected to have a high customer turnover rate, implement time limits (e.g. 1 to 2 hours) on the parking</li> <li>In areas with low parking turnover consider either no time limits or four hour limits</li> </ul> </li> <li>Develop realistic parking uses/fees</li> <li>Establish parking maximums</li> </ul>	\$20-30K
		<b>Bicycles</b>	
8.	Prepare a Downtown Bicycle Route Plan	<ul style="list-style-type: none"> <li>Prepare a comprehensive Downtown Bicycle Route Plan</li> <li>Connect this bicycle plan with the NCTCOG inspired Veloweb</li> </ul>	\$20-40K
		<b>Street Cars</b>	
9.	Conduct a Trolley/ Street Car Study	<ul style="list-style-type: none"> <li>The City and the City's transit provider (Cletran) to conduct a study for a low-cost bus/trolley circulator vehicle and route. The fixed bus/trolley route could be designated to traverse along key cultural and historic areas of interest in Downtown, with a connection to the intermodal rail station and associated parking, and to support special downtown events</li> <li>Study to include an analysis of the economic impact of a circulator system on Downtown development and the financing options available</li> </ul>	\$20-40K
		<b>BRANDING</b>	
1.	Conduct a Branding Study for Downtown Cleburne	<ul style="list-style-type: none"> <li>Effective branding involves both physical features and marketing elements e.g. a downtown logo</li> <li>Physical branding is achieved through visual elements that are consistently applied, e.g. signage and lighting fixtures</li> </ul>	\$80-100K
2.	Develop a strategy for downtown entryways	<ul style="list-style-type: none"> <li>Develop a comprehensive plan and concepts for downtown entryways and gateways as follows: <ul style="list-style-type: none"> <li>From the north along Main Street: Focus on the open area south of the First Baptist Church and consider options for creating a stronger sense of north entry to Downtown</li> <li>From the west along Chambers Street: Mark the entry to the Downtown District as it crosses Buffalo Creek. An options may include a grand bridge structure with wide sidewalks</li> <li>From the south along Caddo Street, incorporate a gateway feature associated with the future new building on the northwest corner of Caddo and Shaffer Streets</li> <li>From the east along US67 add monuments alongside the bridge without detracting from the dramatic view towards the courthouse tower</li> </ul> </li> <li>Entryways may be as simple as signage, or more elaborate with monuments and even bridge improvements</li> <li>Address views from the surrounding roads up and down the green corridor along Buffalo Creek</li> </ul>	\$30-50K

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	Task	Specifics	Cost*
		<b>BRANDING</b>	
3.	Develop and implement a signage package	<ul style="list-style-type: none"> <li>Coupled with branding a signing package should include: <ul style="list-style-type: none"> <li>Wayfinding signage</li> <li>Informational signage</li> <li>Educational / Interpretative signage</li> </ul> </li> <li>Develop guidelines to ensure that all future signage is within the appropriate scale and character</li> <li>Wayfinding signage from the interstate to within Downtown should all be consistent in its messaging and graphics</li> <li>Signage should be simple, eye-catching and deliver a clear message and directional assistance for visitors and residents</li> </ul>	\$50-75K
		<b>HISTORY, CULTURE, and ARTS</b>	
1.	Develop a Marketing Plan (responsibility: DACT)	<p>Purpose: to attract potential new businesses such as retail, lodging, and restaurants that would increase hours of activity and focus on tourism as a major source of income</p> <ul style="list-style-type: none"> <li>Market downtown venues (specialty retailers, restaurants, hotels) strategically to pedestrians and tourists</li> <li>Cross-marketing opportunities with local businesses and other cultural/entertainment venues will help build the tourist experience in Downtown and broaden economic opportunity</li> <li>Develop outreach tools (publications, billboards, interactive websites, etc.) to disseminate knowledge of Cleburne's history among the public and build awareness of the unique historic resources of Downtown Cleburne and the benefits of protecting them</li> </ul>	\$10-20K
2.	Develop a Walking Map (responsibility: DACT)	<p>Purpose: to guide visitors through Downtown between key cultural and historic features, buildings and destinations</p>	\$10-15K
3.	Secure funding for the Arts (responsibility: DACT)	<ul style="list-style-type: none"> <li>Establish appropriate financial incentives (tax abatement/credits, grants, etc.) to encourage preservation, restoration and rehabilitation/adaptive reuse of historic buildings</li> <li>Sponsor an annual scholarship or grant program to show support for local visual and performing artists</li> <li>Establish a revolving loan/trust fund to support public art and resident artists</li> </ul>	\$30-50K
4.	Develop an Events Program for Downtown	<ul style="list-style-type: none"> <li>Capitalize on existing cultural destinations including buildings (e.g. Layland Museum) and outdoor venues (e.g. Market Square) to program events and attract more visitors to Downtown</li> <li>Coordinate with other city-wide events to capitalize on the presence of out-of-town visitors</li> <li>Capitalize on the expected visitor increase via the Chisholm Trail Parkway to Cleburne</li> <li>Organize and program events to celebrate historic moments</li> <li>Involve local businesses for corporate sponsorship of events</li> </ul>	In-house
5.	Complete the Art Alley project	<ul style="list-style-type: none"> <li>Improvements include sidewalks, pedestrian lighting and other street amenities</li> </ul>	\$20-30K
6.	Restore and Redevelop the Old Jail	<ul style="list-style-type: none"> <li>Designate the Old Jail as a historic structure</li> <li>Enter discussions with the owner or potential developers to revitalize and repurpose the Old Jail for retail, office and/or residential use</li> <li>Design and implement a plaza for the front of the building</li> </ul>	\$50-500K

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## Funding Sources

Funding is an important component for the successful implementation of the Cleburne Downtown Master Plan. **Table 7.3** describes various funding sources:

Table 7.3 - FUNDING SOURCES		
Funding Source	Description	Potential Application
General		
General Funds	Funds derived from various sources including property taxes, fees, etc.	Public purposes and improvements
General Obligation Bonds	Typically issued with voter approval	Capital improvements e.g. public buildings, streets, and parks
Development and Business Focused		
Texas Enterprise Fund (Texas specific)	Awarded by the Texas Governor to attract new businesses and expand existing businesses	Infrastructure development, community development, job training programs and business incentives
Economic Development Refund Program (Texas specific)	Administered by the Property Tax Division of the Comptroller's Office that allocates state refunds for economic development	For property owners that have: established a new business in a reinvestment zone; expanded or modernized an existing business located in the reinvestment zone
Texas Industry Development Program (Texas specific)	Administered by the Texas Small Business Industrial Development Corporation	Job creation and industry expansion to purchase land, facilities, construction, equipment and infrastructure improvements
Chapter 380 Grants (Texas specific)	Authorizes Texas municipalities to refund or rebate municipal sales taxes and otherwise expend public funds for certain economic development purposes	Cities may provide monies, loans, city personnel, and city services for promotion and encouragement of economic development
Public Works and Economic Development Facilities Program	Supports construction or rehabilitation projects to generate or retain private sector jobs and investments, attract private sector capital, and promote regional competitiveness	Construction and/or rehabilitation of public infrastructure and facilities
Downtown/District related programs		
Main Street Program	Affiliated with the National Trust for Historic Preservation who provides financial and advisory support	Assistance for preservation and economic development strategies
PID (Property Owners Improvement District) or BID (Business Improvement District)	Property owners and/or business owners in a designated district with established boundaries tax themselves to pay into a pool that can be used in improvements, marketing, maintenance, etc. of the district	Improvements and maintenance in a designated district
Loans and lending sources		
Shared Debt Lending Pool	Several lending organizations share in the risk by contributing financing to a project or projects	Private development
Revolving Loan Funds	Flexible funding in the form of loans, guarantees and interest subsidies to firms which further local development goals; components include: lower rates, longer terms; many are capitalized with federal funds combined with private funds	Capital for small businesses



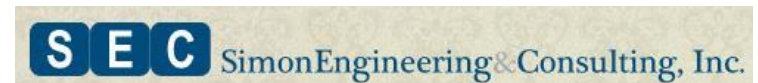
Funding Source	Description	Potential Application
Tax related funding		
TIRZ (Tax Increment Reinvestment Zone)	Diversion of district funds from increased regular tax revenues that arise from new development in the district; diversion of regular tax revenues rather than additional fees to generate revenue for district investments; incremental increase in tax revenues over designated base year revenues is diverted to a special fund	Wide range of capital improvements
Tax Increment Financing (TIF) Improvement District	City issued bonds which are paid for over a period of time through assessments on the benefiting properties; the assessments may cover all or a portion of the cost of the improvement.	Share the cost of major public improvements such as streets, lighting, and parking; can help leverage bond or urban renewal funds
Texas Leverage Fund (Texas specific)	Tax levied by cities that have adopted the economic development sales tax	Community projects (e.g. purchasing land, buying equipment, constructing public parks, or building entertainment facilities)
\$4b Sales Tax (Texas specific)	Tax levied by cities for quality-of-life improvements; \$4a and \$4b are collectively known as the Economic Development Sales Tax	Improvements to attract or maintain businesses, e.g. infrastructure and facilities including sports, entertainment and convention centers
Texas EDGE (Economic Data for Growth and Expansion) at Comptroller's Office (Texas specific)	Data provides analyses that identify occupational and industry trends and their effects on the regional economy; includes information about tax-related programs	The program identifies opportunities to raise funds for economic development efforts through property, sales and franchise tax revenues, exemptions, and credits
Tax Abatement or Rebate	The city or county abates or rebates a portion of the tax burden by individual property or in an abatement zone	Private development
Tax Exempt Bond Financing	Issued by government; finances long-term debt whereby bondholders need not include interest payments on taxable income	Private development
Sales Tax Sharing	Future sales from a development rebated to developer to pay for infrastructure; the taxing agent (city or county) agrees to split sales tax revenue with developer	Infrastructure
Partnership related funding		
Public Private Partnerships	Public and Private Developer partner to fund redevelopment project	Private development
Private Development	Private developer finances private project	Private development
Community Development Block Grant	Federal grants, administered through local or regional offices; the goal is to lower the overall cost of a project; projects must demonstrate the ability to improve the economic conditions of an area	Rehabilitation/revitalization loans, facade improvements, curb and sidewalk repairs, etc.
Historic preservation funding		
Historic Preservation Investment Tax Credits (Federal)	Percent of rehabilitation/restoration costs of income-producing properties	Applied as a tax credit which can be sold on the market
Historic Preservation Revolving Loan Fund	Low interest loans to property owners at any income level in historic districts for exterior restoration projects	Funds historic preservation efforts
Preserve America Grants	Designed to support preservation efforts	Education, heritage tourism, and historic preservation planning projects

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# CITY OF CLEBURNE: Planning a Sustainable Future for Downtown

Cleburne Downtown Master Plan Report  
Appendix 1: Existing Conditions Report



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**SECTION 10: Transportation & Traffic**

**SECTION 11: Key Opportunities & Challenges Summary**

## **Appendices**

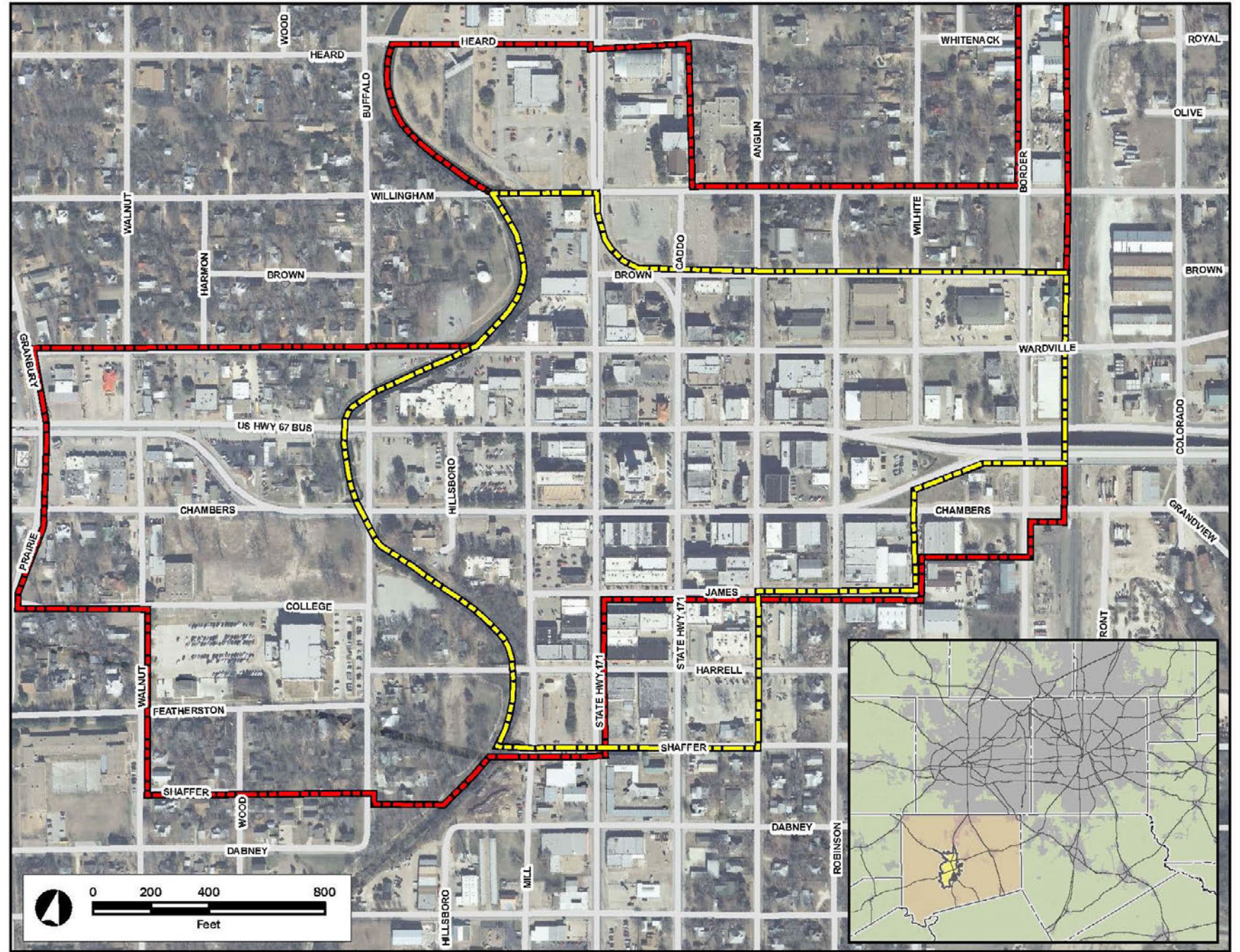
**Appendix A: Zoning District Descriptions**

**Appendix B: Description of Historical Landmarks**

**SECTION 1: Introduction**

Downtown Cleburne has historically been an important area in Johnson County. In the 1800s, Buffalo Creek (which serves as the western boundary of the Downtown Master Plan study area) was an important source of water for livestock and travelers alike on the Chisholm Trail. During the Civil War, the area known as Camp Henderson was used as a staging area for Confederate soldiers. Formally incorporated in 1871, the town was named after General Patrick Cleburne, under whom many soldiers from Johnson County fought (even though he was not from Texas). Cleburne and its downtown prospered through the years thanks to the development of numerous railroad lines that connected it with Dallas, Fort Worth, Waxahachie, Temple, and destinations beyond. Both passenger and freight rail helped the population and economy to grow. Today, Downtown Cleburne has limited passenger and freight rail, while road transportation has become far more prominent.

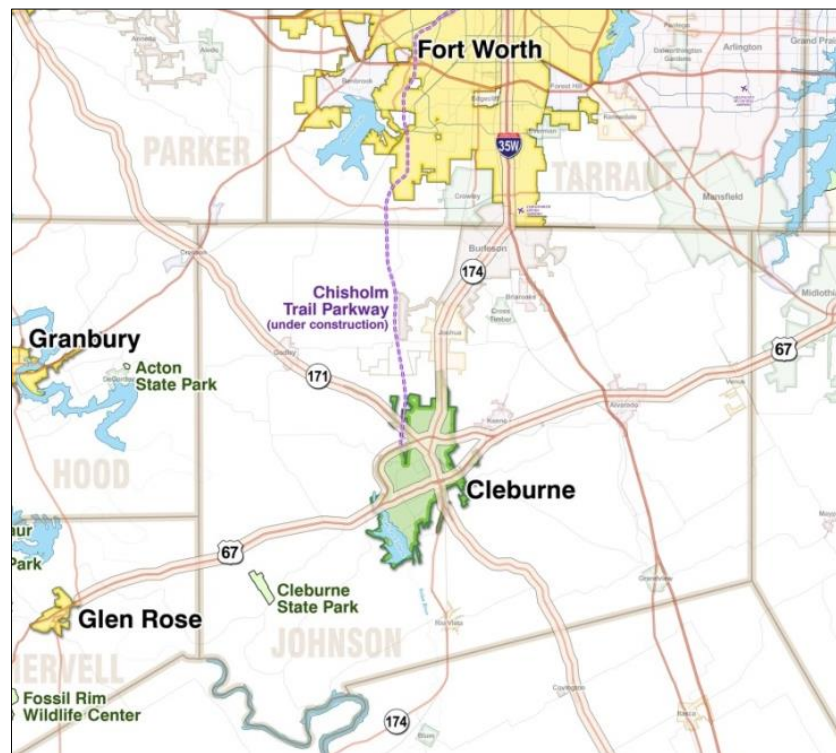
**Map 1.2** illustrates the location of the study area as well as the TIF District #2 boundary.



**Study Area**

**Legend**  
  Study Area/Downtown District  
  TIF District #2

**Map 1.2 Downtown District Study Area**



**Map 1.1 Regional Map**

## SECTION 2: Overview of Previous Studies

This section provides a summary of recent City related studies and reports. These documents are a basis for studying in-depth Cleburne's past and for helping to shape the future of its Downtown.

### Regional Rail Corridor Study, North Central Texas Council of Governments, 2005

In 2005, the Regional Transportation Council (RTC) within the North Central Texas Council of Governments (NCTCOG) sponsored a Regional Rail Corridor Study (RRCS) in an effort to establish seamless transit mobility within a 6-county region (Johnson, Tarrant, Dallas, Collin, Denton, and Ellis Counties) of North Central Texas to serve rapidly growing populations in the region. Implementation of regional rail would help reduce highway congestion, promote better air quality, address high gas prices, and provide additional travel choices to the public. The RRCS was conducted in partnership with Dallas Area Rapid Transit (DART), the Denton County Transportation Authority (DCTA), and the Fort Worth Transportation Authority (The T). Eight passenger rail corridors identified within the Mobility 2025 Update to the Metropolitan Transportation Plan (MTP) were reviewed, inventoried, and assessed against various mobility performance measures to develop innovative recommendations for improving the region's transit needs. One of the corridors discussed includes Rail Corridor W-4 Cleburne Line which is a 29-mile corridor paralleling Interstate Highway (IH) 35W, State Highway (SH) 174, and Chisholm Trail Parkway. This Rail Corridor W-4 consists of right-of-way owned by Burlington Northern Santa Fe (BNSF) and Union Pacific Railroad (UP) and extends south from the Intermodal Center and T&P Terminal in Downtown Fort Worth to the Cities of Crowley, Burleson, Joshua, and Cleburne.

The estimated capital cost of this line is \$229,551,000, with an annual operating and maintenance cost of \$15.0 million. Projected ridership on the proposed W-4 rail line in 2030 is estimated to be 5,900 riders a day. The proposed transit line has the potential to benefit Downtown Cleburne economically and increase development potential around the transit hub at the Cleburne Intermodal Rail Station, which is also the terminus of the Rail Corridor W-4.

### Recommendations

- ◆ Ten transit stations are proposed along RRCS Rail Corridor W-4; two of the rail transit stations are proposed for the City of Cleburne. Each rail passenger station would include passenger drop off and pick up areas along with park-and-ride locations, and local feeder bus service. One of Cleburne's proposed Regional Rail Stations identified as Cleburne North would be located near the SH174 overpass, and the other Regional Rail station is proposed at the existing Downtown Cleburne Intermodal Terminal at the W-4 terminus. Currently, Cleburne's Intermodal Terminal serves Amtrak passengers and operates as the dispatch office for CLETRAN, the city's local transit system.
- ◆ The RRCS recommends high volumes of safety warning devices for at-grade crossings (i.e. bells, gates, lights), drainage improvements and vegetation control along the line. Pursuit of Quiet Zones are encouraged where practicable. Parallel tracking would be constructed next to the existing BNSF alignment to establish double-tracking throughout the corridor. Additional tracking would be mandatory at proposed stations and other appropriate locations, and industrial spurs will be accessed via turnouts along the main track.

- ◆ Transit Oriented Development (TOD) is emphasized in the RRCS around many of the Rail Corridor W-4 Station areas with the potential to accommodate convenient automobile access for transit users needing to access to park-and-ride facilities. Additionally, TOD is encouraged adjacent to future RRCS transit stations where a mix of both vertical and horizontal land uses at medium to high densities is feasible; and where a pedestrian friendly environment with a walkable system of streets and blocks leading to housing, employment, leisure activities, and/or green development exists or is planned.

The RRCS was conducted concurrently with a Regional Transit Initiative (RTI) which included committees of technical experts and public policy representatives sanctioned with estimating regional transit needs and developing financial and institutional strategies to advance the implementation of regional transit. A proposal resulting from the RRCS and RTI processes resulted in a recommendation to establish a new Regional Rail Authority in tandem with the anticipated growth of DART, DCTA and The T. Successful implementation of the RRCS and RTI would enable residents outside of current transit service areas to benefit from over 350 miles of region-wide rail.

Current efforts to develop legislative policies to finance various rail corridors within the RRCS are ongoing with no definitive timetable for construction in the near-term (5 to 10 years). Meanwhile, opportunities exist today to guide land use planning and develop public infrastructure (ie. pedestrian and streetscape improvements) to support future TOD at the Downtown Transit Depot site (also site of future regional rail station). Preserving land for future TOD (land banking) may also be encouraged in Downtown Cleburne.

## City of Cleburne Master Thoroughfare Plan, April 2008

The City of Cleburne authorized in 2008 a study to evaluate short and long-term transportation needs. Three primary goals were identified and used to update the City's existing Master Thoroughfare Plan: 1) To development of a well-maintained system of thoroughfares, collectors, and local roads which promote circulation and ensure the safety and general welfare of neighborhoods; 2) To plan and design future roadways to encourage economic development; and, 3) To incorporate alternative forms of transportation into future plans and development policies. The study was designed to evaluate the roadway network at final build-out of the City and its Extra-Territorial Jurisdiction (ETJ) and identify transportation improvements needed to mitigate congestion for the next five to ten years. Cost projections were made for each proposed project, which, in turn, would be used to develop a Roadway Capital Improvements Program (CIP).

### Recommendations

Study recommendations address three areas: multi-modal transportation, implementation, and strategies for funding. Many of the thoroughfare plan recommendations have been implemented or are in progress. With respect to the Cleburne Downtown Master Plan, the most relevant recommendations from this study include:

- ◆ Signal timing adjustments and installation of new pedestrian signals in downtown
- ◆ Continued consideration of bicycle routes, bicycle lanes, and multi-use trails during thoroughfare construction and reconstruction projects.
- ◆ Proposed truck routes to divert pass-through trucks around the congested urban core. Highly visible signage and regular enforcement are included as part of this recommendation.

- ◆ Creating a more transit friendly transportation system and promoting land uses that encourage transit ridership. As mentioned in North Central Texas Council of Governments (NCTCOG) Regional Rail Study, a proposed commuter rail line would operate on BNSF tracks traveling into downtown Cleburne, terminating at the Intermodal Station. In order to accommodate the future rail line, the Thoroughfare Plan suggests designating a City Park n' Ride or Park n' Pool lot prior to opening the future rail line to reserve land to support transit riders, and begin promoting ridership through strategies such as active kiosks and public information campaigns.

Each of these recommendations is important when considering the pedestrian traffic that would need to be present to support an active downtown environment.

In order to address persistent truck traffic traveling in the heart of Downtown, the City of Cleburne expressed interest in building a highway loop on the southern side of Cleburne which would collect truck traffic from SH171 and SH174 and route it around city. This highway loop option is currently under further study by the City of Cleburne.

## City of Cleburne, Texas Comprehensive Land Use Plan: An Update and Addendum to the Comprehensive Plan, January 2006

The City of Cleburne in 2006 directed Municipal Planning Resources Group, Inc. to conduct a review of its 1998 Comprehensive Land Use Plan and published an updated supplement in a brochure titled, *The City of Cleburne, Texas Comprehensive Land Use Plan*. As part of the Comprehensive Plan update, the City of Cleburne established a policy

stipulating that development and zoning components must be in compliance with its 1998 Comprehensive Land Use Plan.

### Recommendations

The Comprehensive Plan update contained a number of measures that are relevant to the future of Downtown Cleburne. They are:

- ◆ Review and monitoring of the Comprehensive Land Use Plan on an annual basis, with periodic updates to the public regarding implementation of the Plan;
- ◆ Initiate re-zoning of areas where land use development differs from the updated Future Land Use map;
- ◆ Conduct periodic reviews of the Thoroughfare Plan to evaluate its consistency with current growth;
- ◆ Maintain public involvement as an integral part of the overall development process;
- ◆ Monitor compliance with the Subdivision Regulations Ordinance and the Zoning Ordinance;
- ◆ Promote higher densities for residential districts that are appropriate on individual properties;
- ◆ Promote mixed use through the Planned Development process in areas that transition between incompatible uses;
- ◆ Take advantage of the natural areas for open spaces for future development of trail systems and parks;
- ◆ Establish an historic preservation district that encompasses both the commercial and residential areas; and
- ◆ Commercial land use and open space should be used to buffer residential development from industrial uses and should include landscaping and performance standards.

The Comprehensive Land Use Plan reflects a willingness to strive for consistency between land use planning and zoning; encourages cooperation among governmental agencies; and recommends that the City pursue on-going review and re-zoning of areas that do not conform to the general guidelines of the Future Land Use Plan. The Plan's recommendations regarding mixed use, historic preservation, and buffering various land uses are especially relevant for Downtown.

### **Downtown Cleburne Revitalization: University Of Texas at Arlington School of Urban and Public Affairs, 2010**

A more recent study of Downtown Cleburne was conducted in 2010 as an educational initiative by graduate students at the University of Texas, Arlington. The project entails an analytical study of the downtown area which centered on the status of land use, transportation, urban design, economics, and marketing. Essentially, the group's task was to propose alternatives that would serve to improve existing conditions for future development and economic growth in Downtown Cleburne. Five key scenarios defined the current state of Downtown Cleburne, and five alternative scenarios outlined possible incentives and disincentives for revitalization. In addition, a set of concrete action plans were proposed to aid the community in its efforts to enhance future economic growth and redevelopment of the downtown area.

## **Recommendations**

### **Land Use**

- ◆ The type of land uses that should be considered to obtain optimal results are: general commercial, institutional, mixed-use, open space/public parks, and residential single-family.
- ◆ The current zoning map should be brought in alignment with the future land use map anticipated for revitalization.

### **Transportation**

- ◆ Cleburne has a great potential for transit oriented development due to the Amtrak Station in the downtown area, and the proposed railroad extension from Fort Worth to Cleburne.

### **Urban Design**

- ◆ Nine urban design improvement projects are proposed and prioritized in three phases:  
Phase One: Improvements in the downtown core to boost commercial viability
  - Improvement of the streetscapes and connector streets (Main, Caddo, Henderson, and Chambers Streets).
  - Installation of a clock tower and gateways at strategic locations to highlight high traffic entrances to the downtown as well as significant points within downtown.
  - Installation of highly treated crossings at the major and minor intersections to improve the view of streetscapes and facilitate street crossings.  
Phase Two: Designated for sites in the process of revitalization
  - Creation of a city plaza (at the corner of Caddo and Chambers Streets) to address community demand for public space.
  - Design an amphitheater for hosting community events and festivals.

- Transformation of the alley bounded by South Main and South Caddo Streets into an art alley.
- Improve the existing farmers market (now called Market Square) to depict a contemporary image.

### Phase Three: Other Enhancements

- Development of an open green space adjacent to Buffalo Creek, immediately behind the farmers market (Market Square).
- Construction of a parking garage at the site bounded by Henderson, North Hillsboro, West Chambers, and North Buffalo Streets.

### **Economics**

Local government should create and facilitate conditions to meet private sector needs through development of projects that would bring economic vitality to the area, such as implementing urban design improvement projects (gateways, streetscapes, intersection improvements, plazas, art alleys, amphitheaters, farmers markets and parks), as well as exploring small business loan assistance and rehabilitation loans to entice businesses to locate in the downtown area.

### **Marketing/Culture/Tourism**

The City of Cleburne should devise ways to revitalize the downtown area through implementation of proposed projects related to the future land use plan, and urban design projects in order to create attractive spaces for cultural expansion and economic growth.

The UTA Study serves as the most comprehensive and recent assessment of Downtown Cleburne and functions as the most appropriate baseline from which to analyze a multitude of issues related to revitalization of the study area.



## SECTION 3: Demographics

### Demographic Profile

#### County versus Cleburne

Johnson County has seen substantial growth over the past decade and is projected to continue to grow at an average rate of 7.1% annually over the next two decades through 2030.

Given its location and proximity to the Dallas-Fort Worth MSA (Metropolitan Statistical Area) and the I-35 corridor, the County will continue to see an increase in the number of people and households migrating to the region, especially with the completion of the Chisholm Trail Parkway.

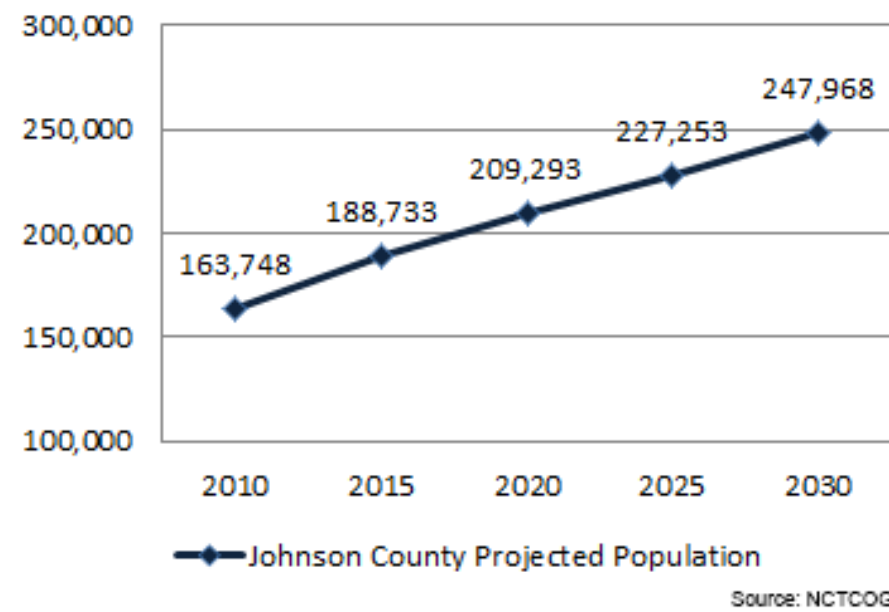


Figure 3.1 Johnson County Population

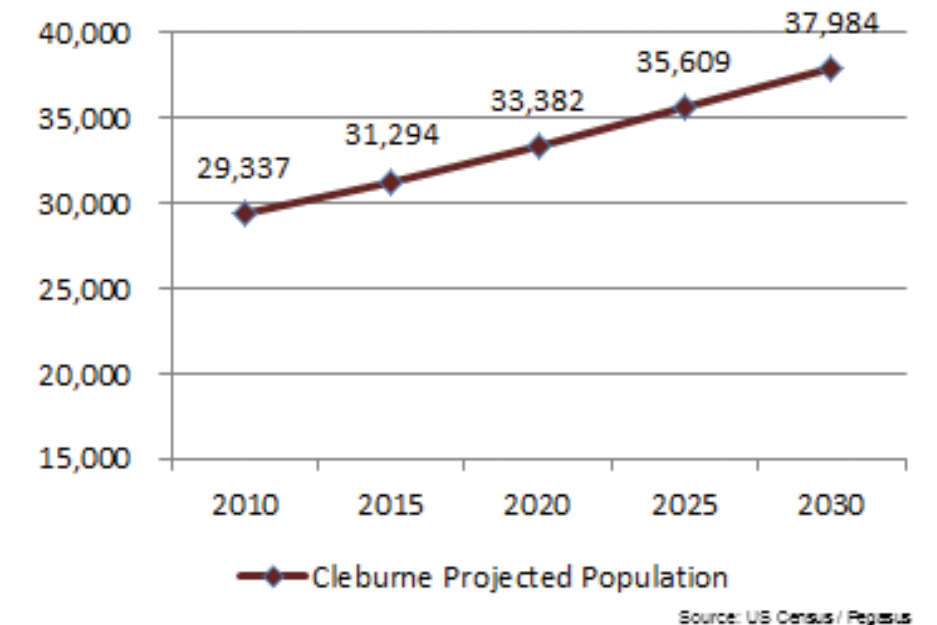


Figure 3.2 City of Cleburne Population

### Regional Comparison

A closer look Johnson County's growth shows that the highest performing cities are Burleson and Cleburne, respectively.

Sharing 33.6% of the county's current population and 13.4% of the county's growth over the last 12 years, Cleburne's growth performance indicators are second highest behind Burleson.

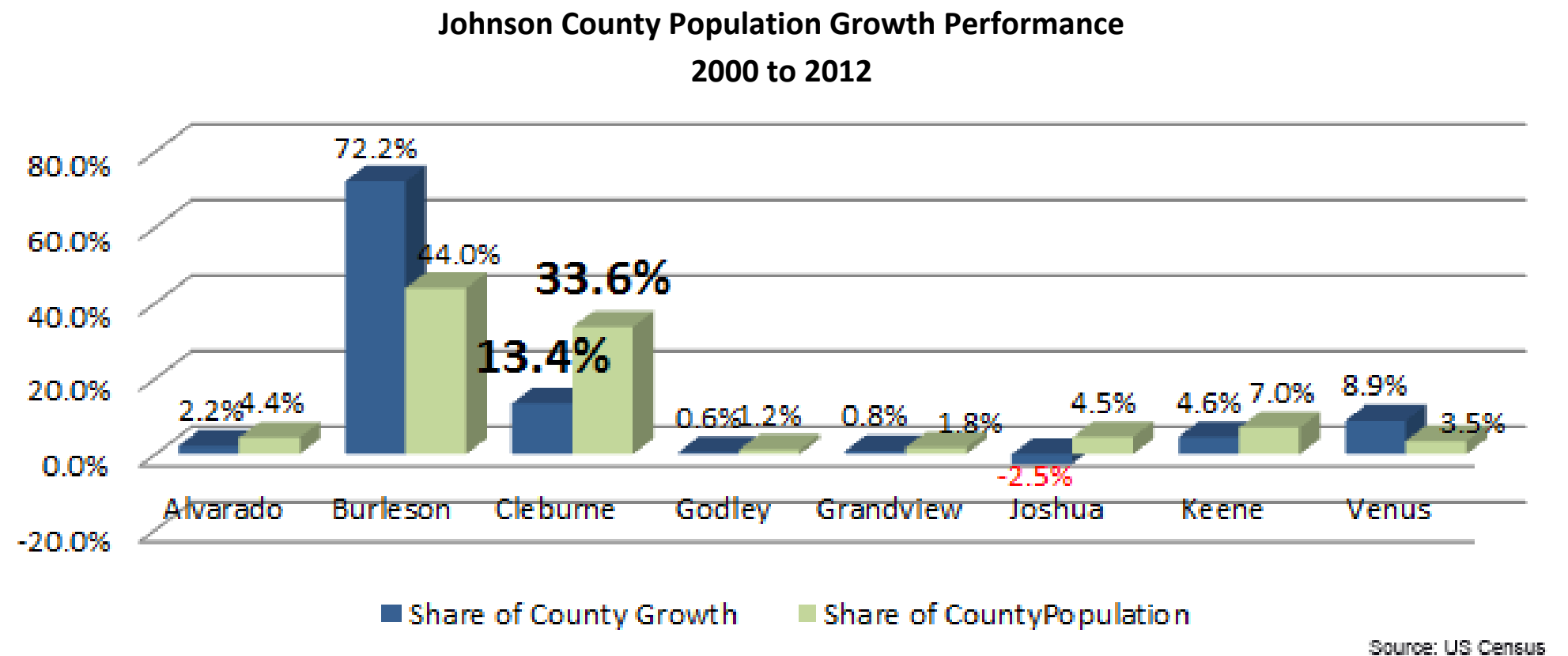


Figure 3.3 Population Growth Performance

### Benchmark Growth Comparison

In discussion with local officials, the benchmark cities for the purpose of this study are Burleson, Granbury, Waxahachie and Weatherford. These cities are used in demographic and economic analysis to understand Cleburne’s competitive position within the region.

Despite Cleburne’s population growth performing well in comparison to most other cities of the County, it has substantially lagged behind the benchmark communities.

The project team anticipates this growth rate to increase considerably with the opening of Chisholm Trail Parkway and newer subdivisions that are already being planned in Northwest Cleburne.

### Age Distribution

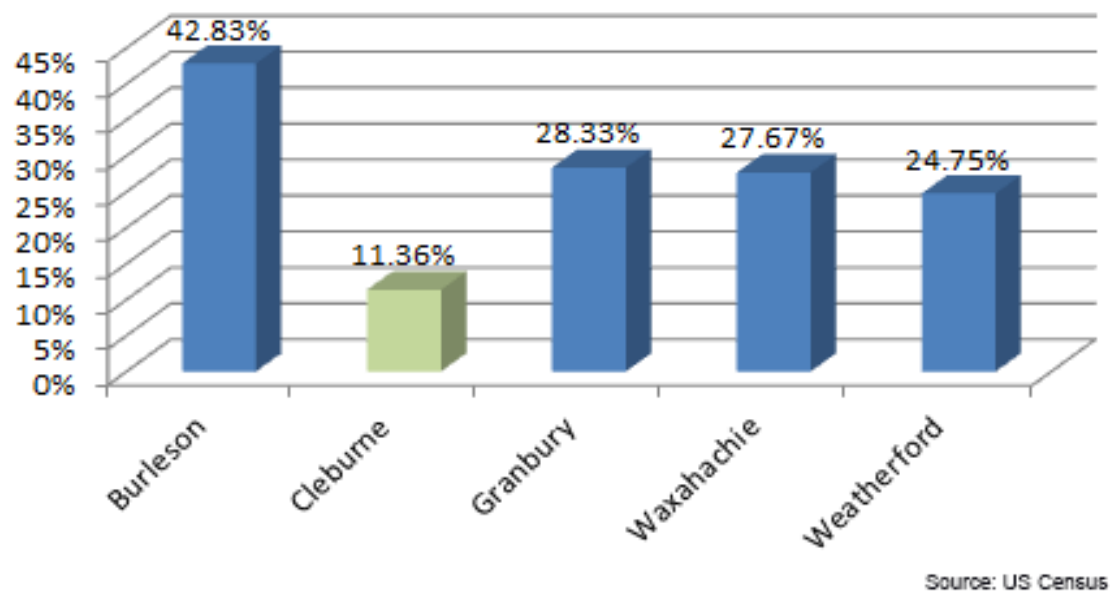
Cleburne has a larger percentage of fewer than 5-year-olds and above 75-year-olds than the State of Texas and Johnson County.

The largest demographic increase in Johnson County has occurred between the ages of 20 to 34, with a 45.9% increase from 2000-2010.

Cleburne has seen an influx of all age cohorts in the past 10 years, but the most dramatic increase has been that of Baby Boomers, ages 45 to 64.

Currently, 38.9% of the population in Cleburne is between the ages of 25 to 54.

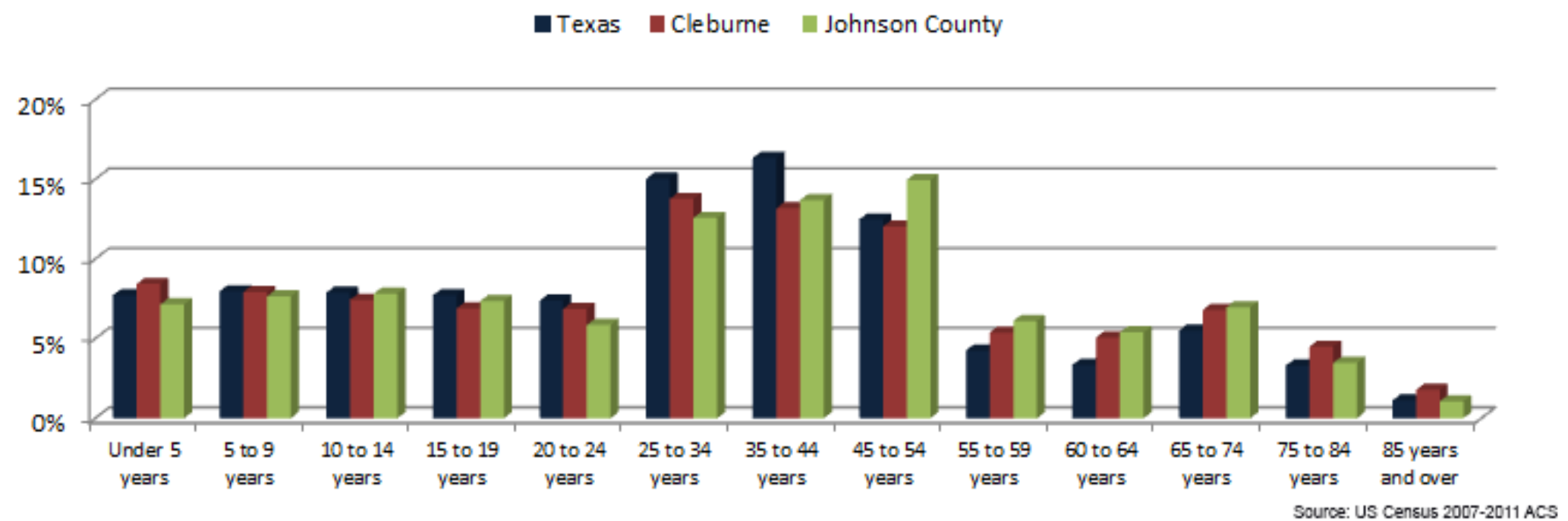
**Growth Rate 2000 to 2010**



**Figure 3.4 Growth Rate**

### Age Distribution Comparison

Population Share 2009



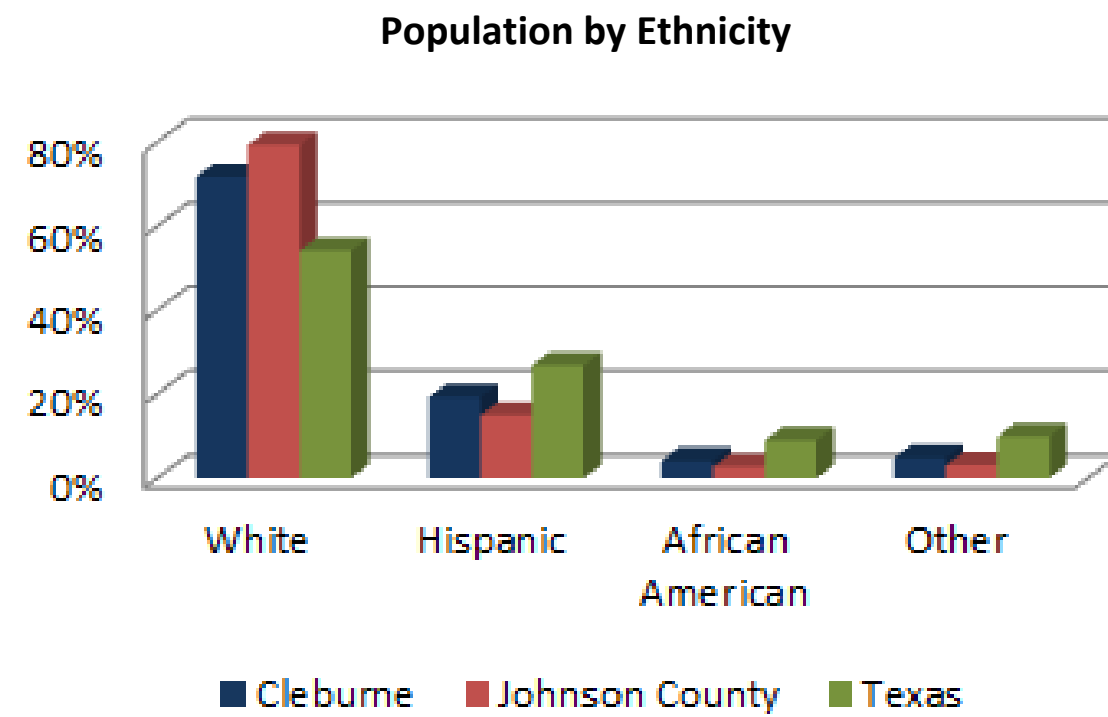
**Figure 3.5 Age Distribution Comparison**

### Ethnic Distribution

The largest demographic in the City of Cleburne is white or Anglo at 71.6%. The second largest cohort is the Hispanic population, which makes up 19.3% of the city. This is a larger share of the population than Johnson County (15.0%) but less than the share of the State (26.9%).

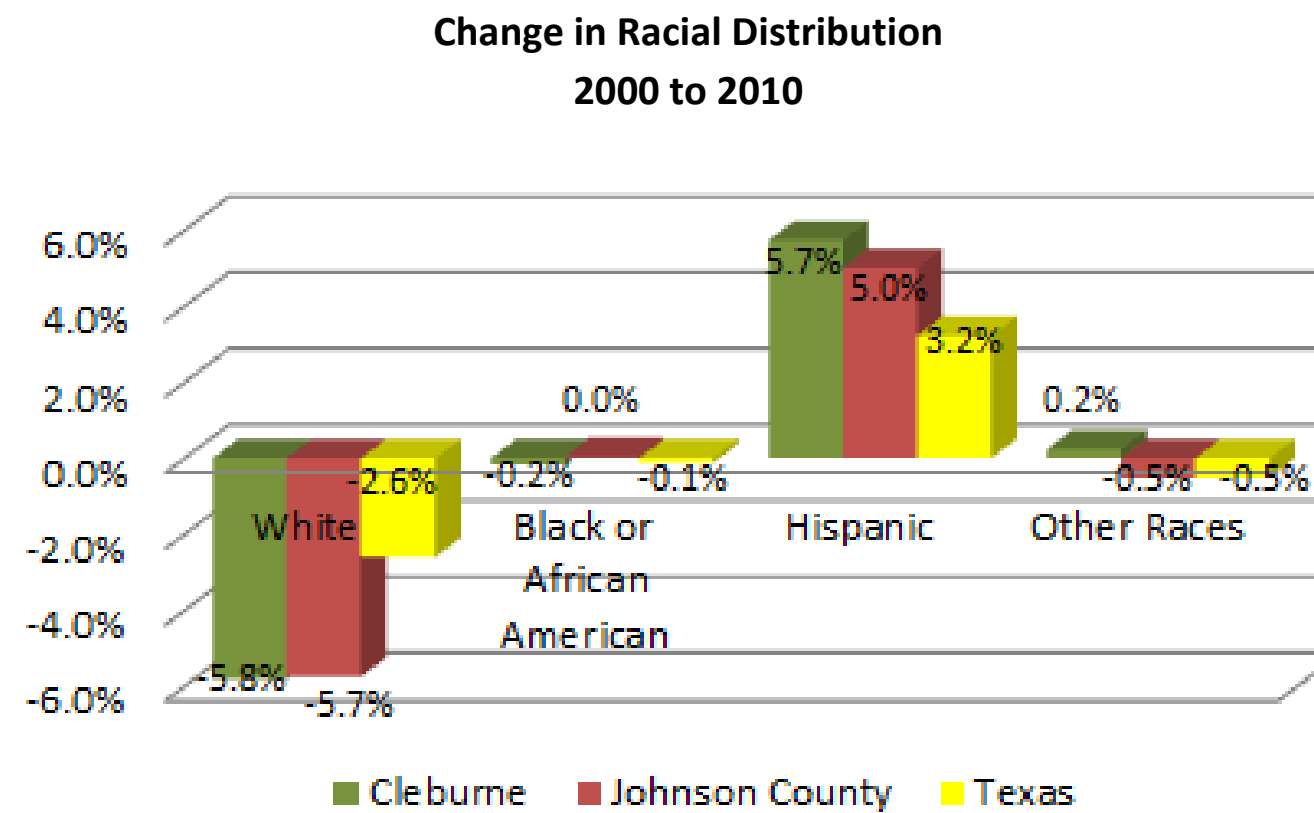
During the last ten years, the Anglo population has shown a significant decrease of over 5% at both city and county levels.

Following national, state, and county trends, Cleburne has seen a large increase in the number of Hispanic households. In fact, Cleburne’s Hispanic population grew more rapidly than the State or County.



Source: US Census 2007-2011 ACS

Figure 3.6 Population by Ethnicity



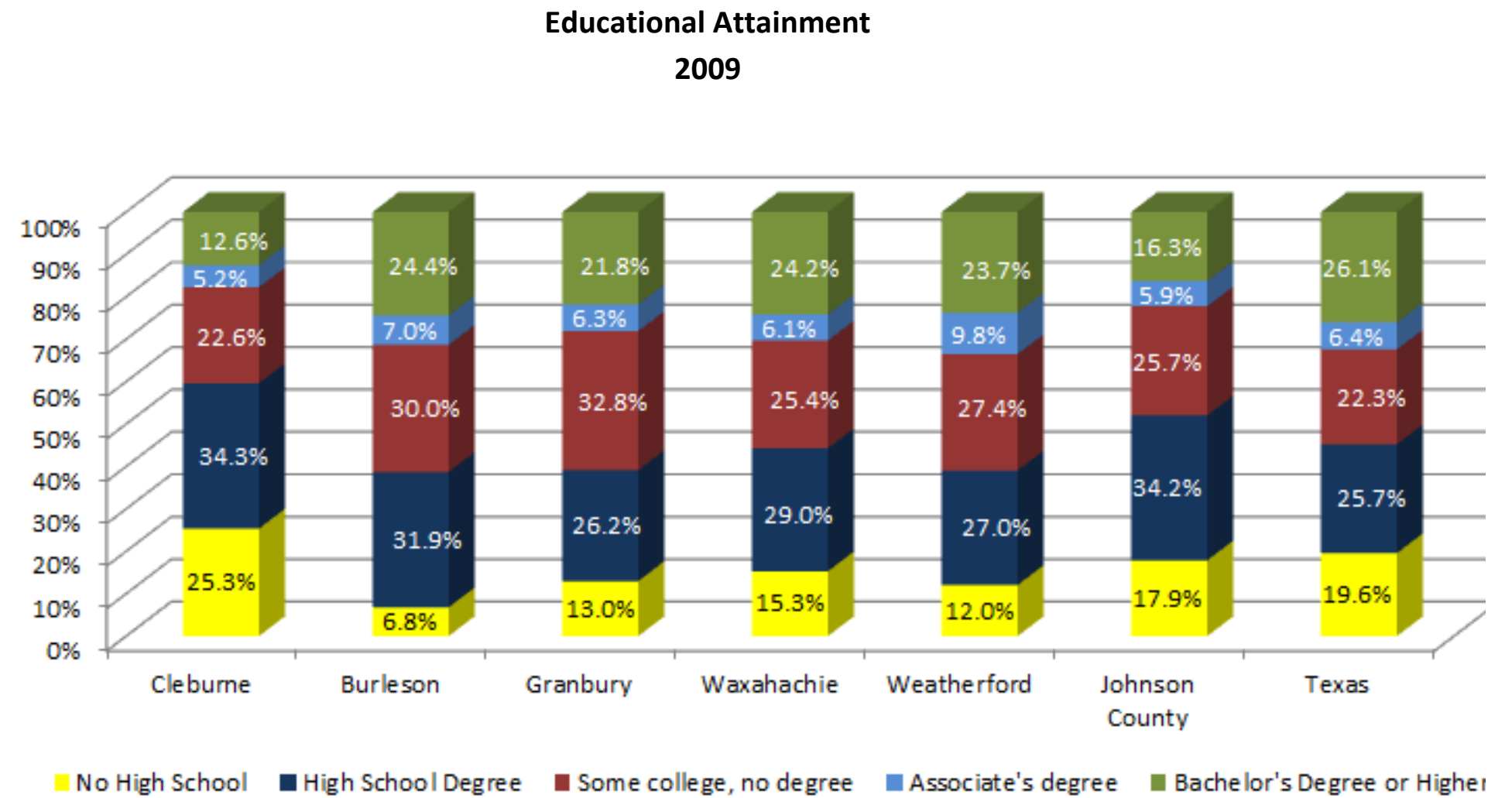
Source: US Census 2000/2010 SF1

Figure 3.7 Ethnic Distribution

## Education

Cleburne has a less educated workforce compared to its benchmark cities, the County and State.

With only 12.3% of the population having bachelor's degrees or higher and 25.3% lacking a high school degree, Cleburne is underperforming in educational attainment compared to the County and State, and its benchmarks. This influences the types of industry that Cleburne attracts and grows.



Source: UI

**Figure 3.8 Education**

## SECTION 4: Economic & Market Conditions

### Economic Market

#### Sales Tax Comparison

Cleburne has seen growth in retail sales over the past six years, but the city is still underperforming relative to state and benchmark trends. While Cleburne has seen only an average of 3.2% increase per year, Texas and Waxahachie have experienced an average of 4.8% and 3.8% increase per year, respectively (see **Figure 4.1**).

Despite slower growth in total sales, Cleburne has averaged higher per capita retail sales than Waxahachie and the State.

The trends are reversed in comparison to Waxahachie regarding hotel taxes from the past six years. Cleburne has averaged \$179.64 a year in receipts while Waxahachie has averaged \$196.39 during the same period (see **Figure 4.2**). This suggests that Waxahachie has a more solid tourism and hotel industry.

Retail Sales per Capita

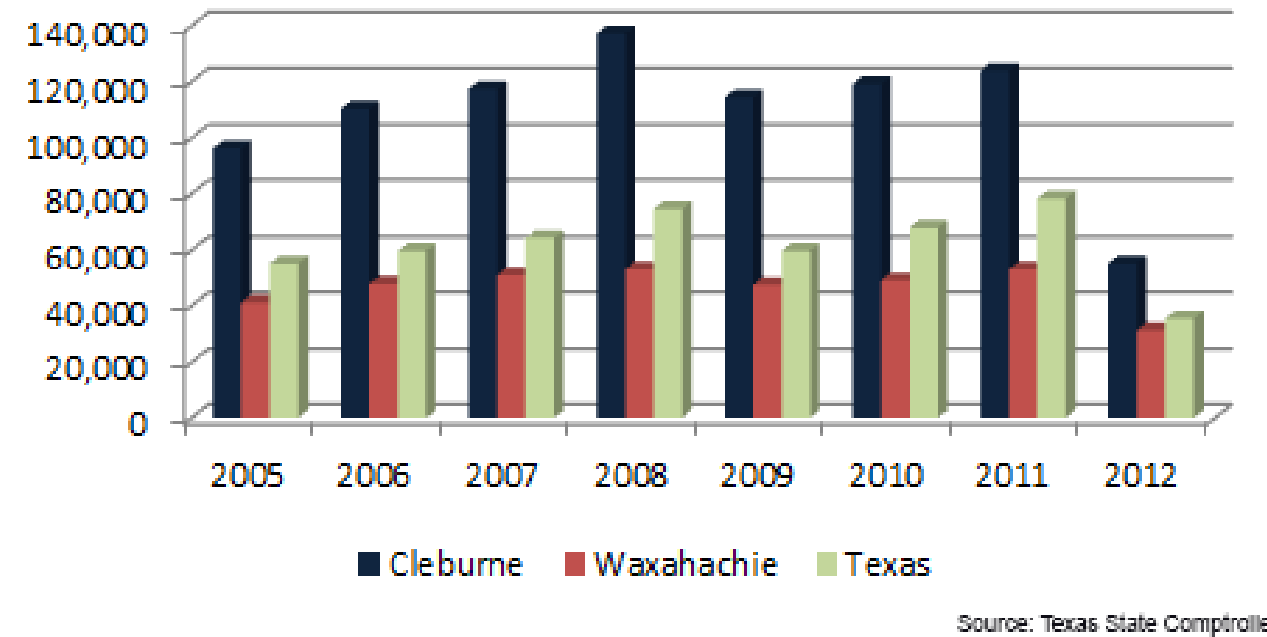


Figure 4.1 Retail Sales

Hotel Receipts per Capita

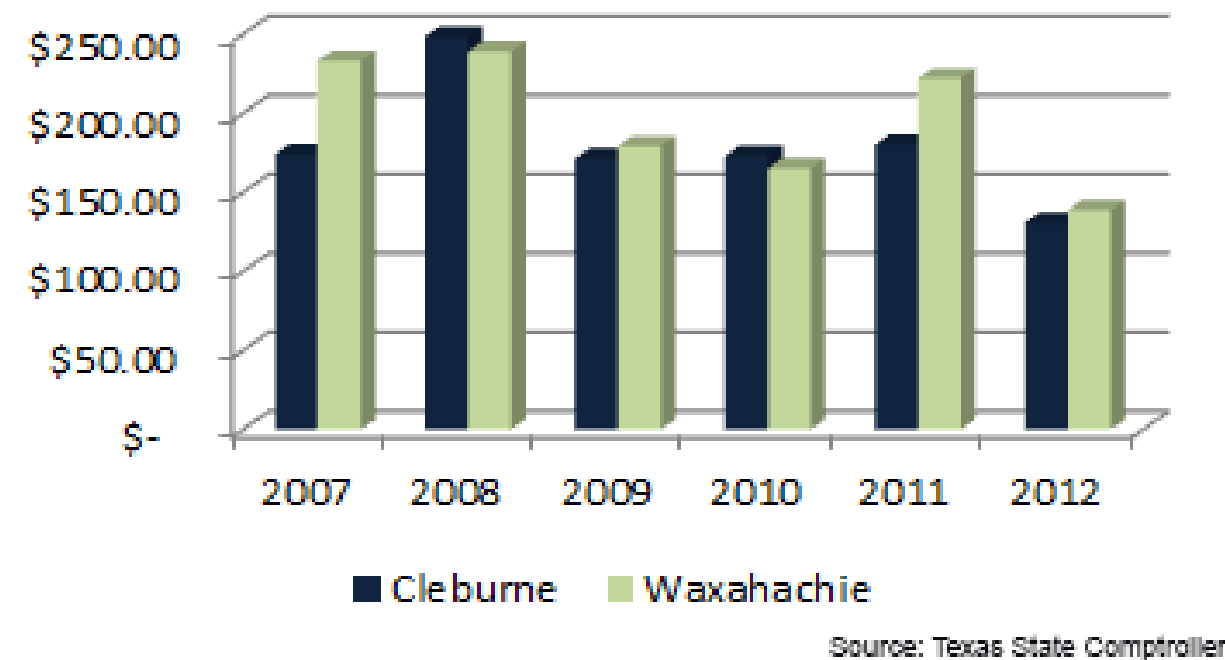


Figure 4.2 Hotel Receipts

## Office and Retail Real Estate Market

**Figure 4.3** illustrates current conditions of the commercial real estate market within a two mile radius of downtown

The occupancy rate of downtown space is approximately 70%, largely consisting of office space in use by law firms.

The Nolan River Mall, a direct competitor of the downtown retail trade, contains over 80,000 square feet. This mall is only 1.5 miles from downtown. Square footages in Cleburne are not available but the project team developed these figures for comparisons. It is estimated that the downtown space is considerably larger than the mall.

Lease rates are considerably lower downtown than its competitor, with rents ranging from \$7/SF to \$12/SF at Nolan River Mall. Retail rental rates downtown were found to be comparable to those on the fringe of the study area, ranging from \$4/SF to \$9/SF.

### Income and Employment

Cleburne's per capita income levels are below almost every benchmark city. Only Granbury's Median Household Income is \$2,000 lower than Cleburne's.

The highest gap in earnings come from the city of Burleson whose per capita and median household income levels are higher by margins of 27.6% and 31.4%, respectively.

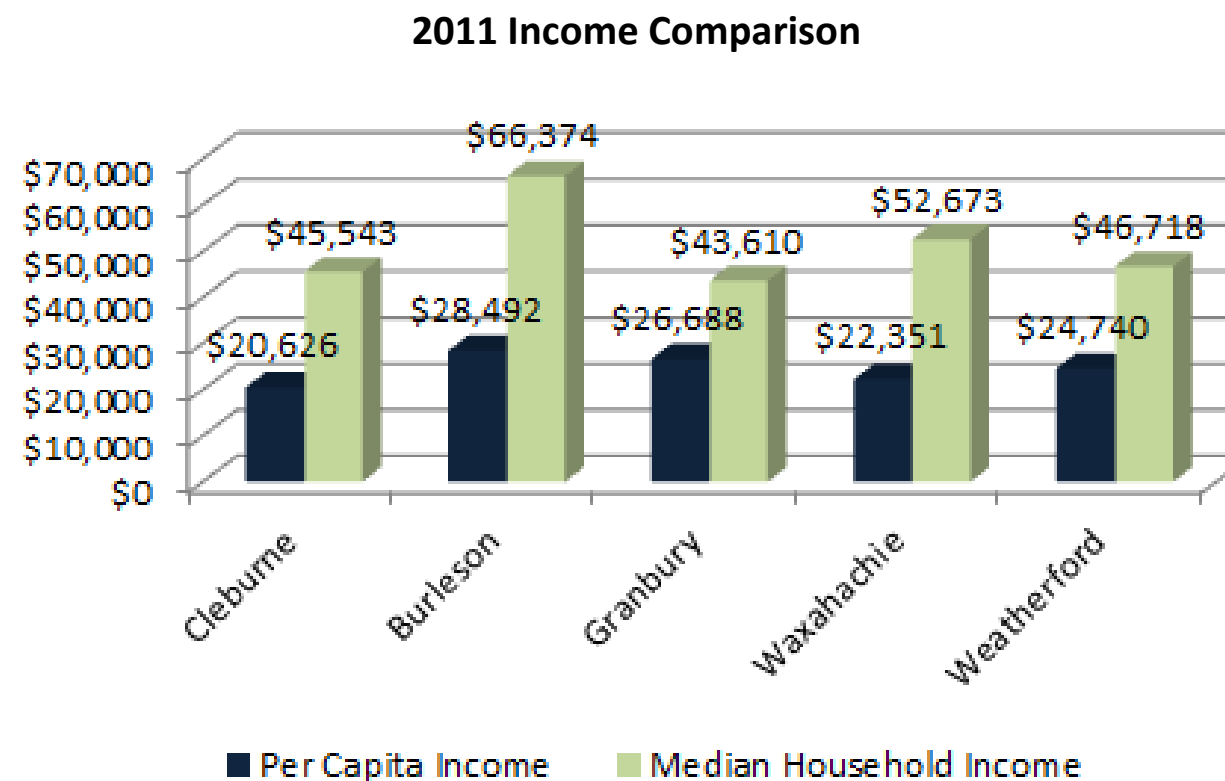
Retail						
Minimum Contiguous Space (SF)	Maximum Contiguous Space (SF)	Average Size of Available Space (SF)	Low Lease Rate (per SF)	High Lease Rate (per SF)	Average Lease Rate (per SF)	Average Sales Price (per SF)
6,000	45,000	5,127	\$4.00	\$12.00	\$10.65	\$15.56

Office						
Minimum Contiguous Space (SF)	Maximum Contiguous Space (SF)	Average Size of Available Space (SF)	Low Lease Rate (per SF)	High Lease Rate (per SF)	Average Lease Rate (per SF)	Average Sales Price (per SF)
6,300	7,200	6,600	\$12.00	\$15.50	\$12.65	\$12.00

Source: Xceligent

**Figure 4.3** Office and Retail Estate Market



Source: US Census 2007-2011 ACS

**Figure 4.4** Income Comparison

## Major Employers

Public, Healthcare, Retail and Utility industries comprise the majority of the largest employers in Cleburne.

EMPLOYER	INDUSTRY	EMPLOYEES
Cleburne Independent School District	Public Schools	914
WalMart Distribution Center	Food & Retail Distributor	785
Johnson County	County Government	581
Texas Health Harris Methodist Hospital-Cleburne	Hospital	460
WalMart Supercenter	Retail Store	450
Johns Manville	Commercial Glass & Insulation	382
Schlumberger Company	Oilfield Completion Services	327
Tuttle & Tuttle Trucking	Trucking Services	304
Hill College	Community College-Cleburne Campus	271
Supreme Corp. of Texas	Truck Bodies & Armored Vehicles	269
James Hardie Building Products	Fiber Cement Building Products	240
LaSalle Southwest Corrections	Correctional Facility Management	224
Greenbrier Rail Services	Repair & Refurbish Railcars	201
Chesapeake Energy	Energy Exploration	200
Pumpco Services	Oilfield Services	180
Walls Industries, Inc.	Work & Outdoor Clothing-Corporate	168
HEB	Grocery	150
Technical Chemical Company	Automotive Products Packaging	143
Techlight/Horizon Manufacturing, Inc.	Sheet Metal	125
Lowes Home Improvement Center	Retail Building Products Store	111
LoneStar Ranch and Outdoors	Fertilizer and Feed Processing	105
Home Depot	Retail Building Products Store	100
Texas Lime Company	Mining & Processing Limestone	98
Family Medicine Associates, PA	Physicians & Medical Staff	91
Broan Nutone Storage Solutions	Storage Cabinets	82
Kroger	Grocery	69
Albertson's	Grocery	65
Sachem, Inc.	Specialty Chemicals	62
Age Industries	Manufacturing	48
Universal Pressure Pumping	Oilfield Services	25

Source: City of Cleburne

**Table 4.1 Major Employers**

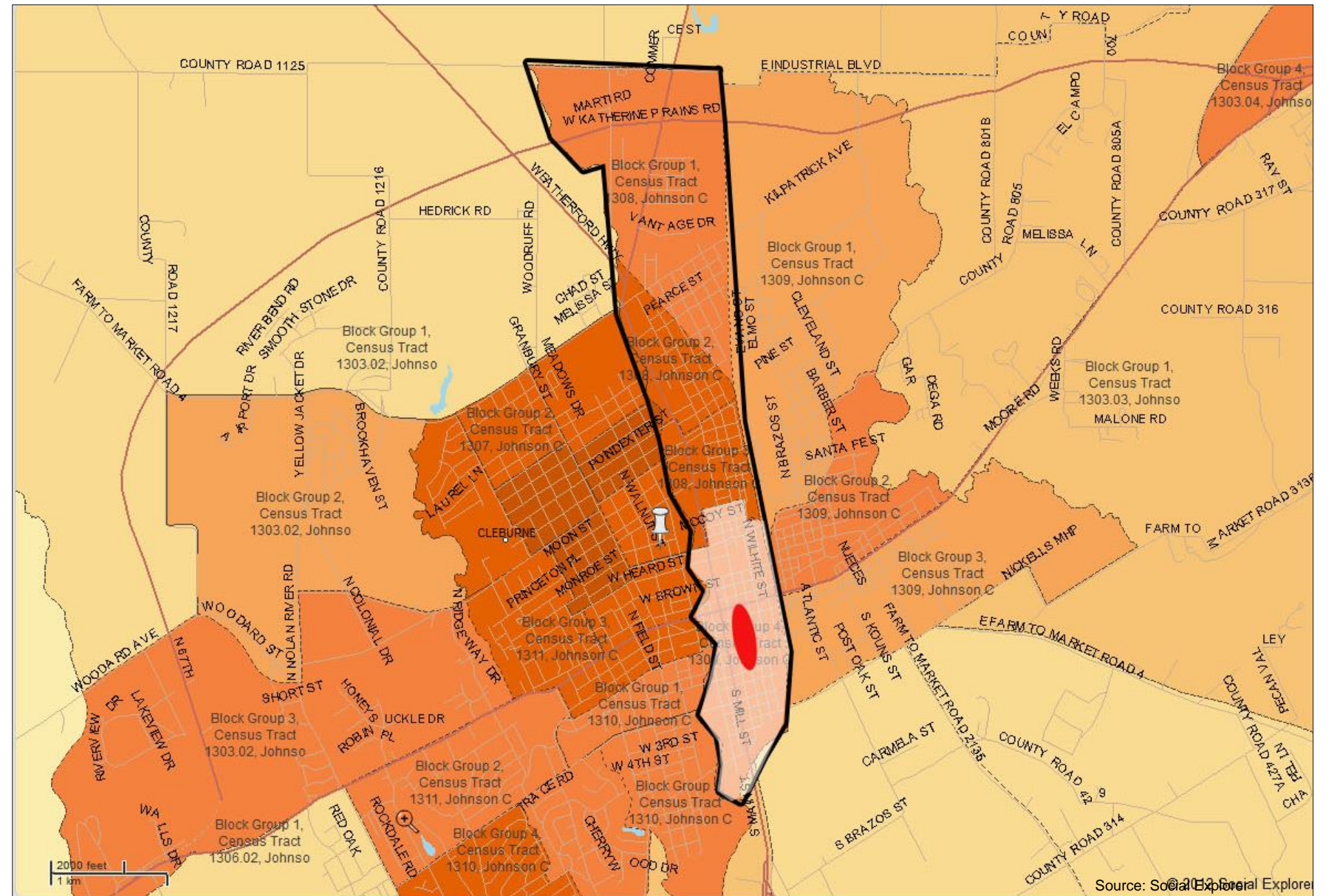
## Downtown Economy and Demographics

### Block Group Analysis

The following section takes a closer look at the downtown demographics and economic indicators of the downtown study area.

For the demographic and economic snapshot, data was pulled from Social Explorer and is derived from US Census Block Group 4 in Census Tract 1308. Summary File-1 data was used for demographic information and American Community Survey 2007-2011 estimates were used for economic data.

The Block Group is shown as the lighter shaded area within the hard black line of the census tract.



Map 4.1 Block Group Analysis



### Demographic Profile

The largest age cohort in the downtown district is 18-44 years old, with 42% of the population falling in this demographic segment.

The downtown area is slightly more diverse than the city as a whole. The most notable difference when comparing the downtown area to the city is the larger percentage of Hispanic and smaller percentage of Whites. The Hispanic population makes up 35% of the downtown compared to 19.3% of the city while whites make up 53% of the downtown area compared to 71.6% of the entire city.

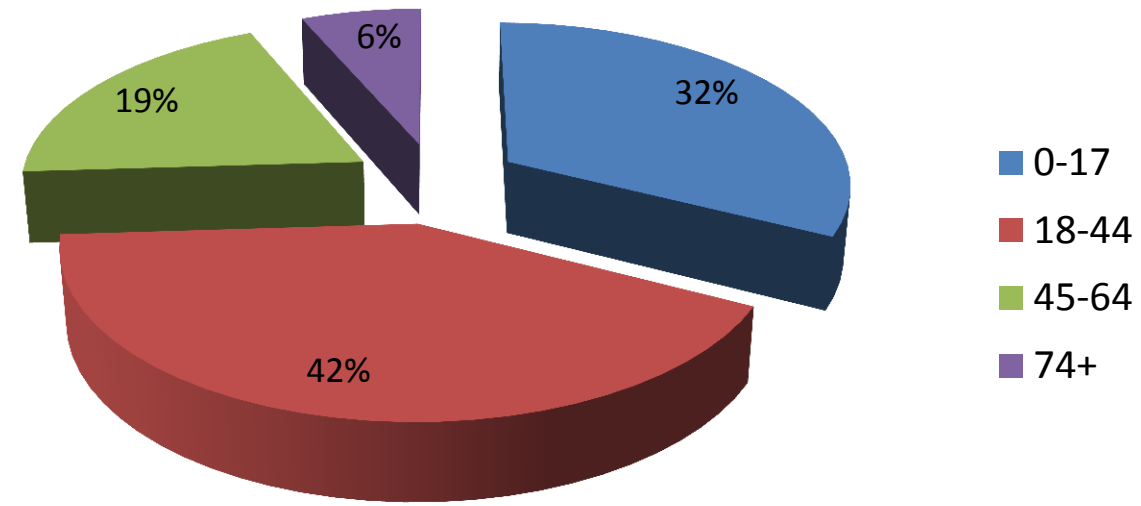


Figure 4.5 Downtown Age Distribution

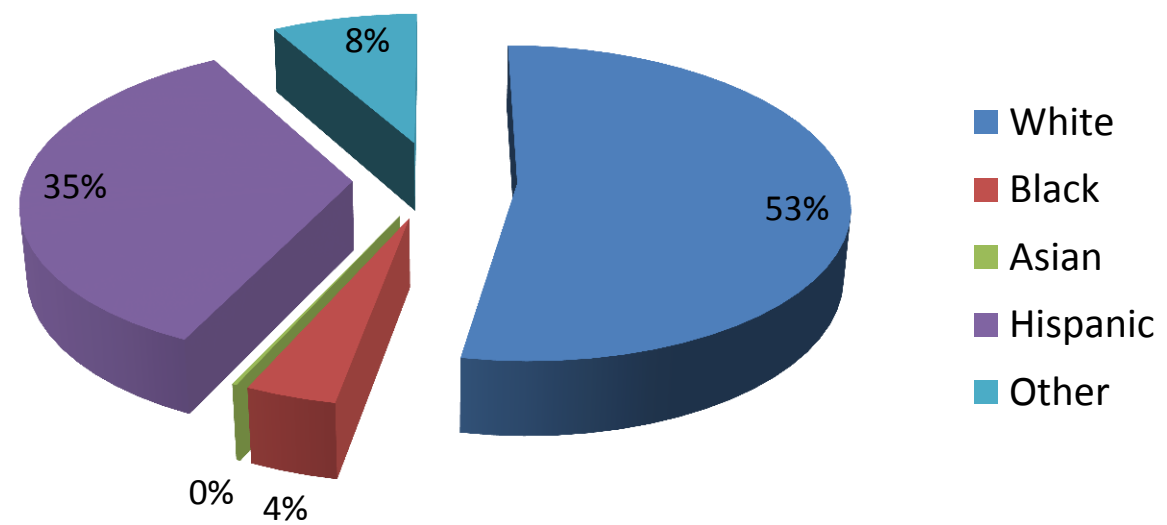


Figure 4.6 Downtown Ethnic Distribution

## Housing and Economic Profile

### Housing Units

The downtown district has seen a decline in the number of housing units from 2000-2010. Along with this decline, downtown Cleburne has seen the residential vacancy increase nearly 5%.

	2000	2010	Net Change	% Change
Housing Units:	417	366	-51	-12.23%
Occupied Units	92.1%	87.2%		
Vacant Units	7.9%	12.8%		

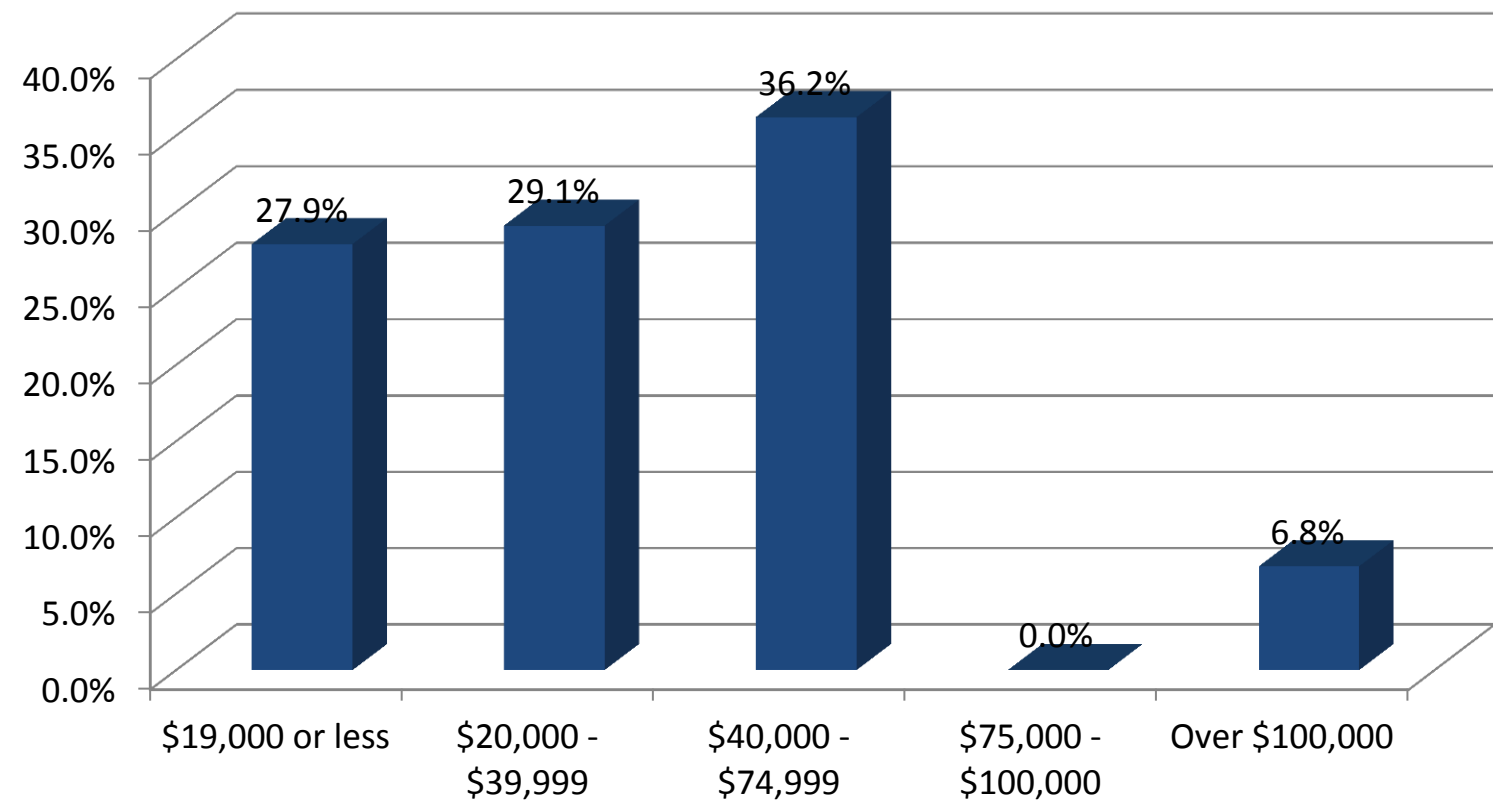
Source: US Census

**Figure 4.7** *Downtown Housing*

### Downtown Area Household Income

With a median household income of \$30,761 and a per capita income of \$15,596, the Downtown District is underperforming the lagging income levels of the city.

Household income levels further illustrate this underperformance, as over 48% of households make less than the median household income.



Source: US Census

**Figure 4.8** *Downtown Household Income*

## Residential Demand

As stated previously, Cleburne population is projected to grow at a 1.1% rate annually. The city's average household size currently is 2.83.

This ratio was applied to the projected population to derive projected households through the year 2030, as illustrated above. Based on this growth, the additional households expected in 5 year increments were calculated by taking the net of each increment. Three different scenarios of the potential downtown capture are shown to illustrate a range market conditions, from conservative downtown expansion to an optimal market for residential development in the study area.

### Downtown Potential Share of Household Growth

	Projected Population	Projected Households	New Households	2% Capture	5% Capture	10% Capture
2010	29,337	10,366	...	...	...	...
2015	31,294	11,058	692	14	35	69
2020	33,382	11,796	738	15	37	74
2025	35,609	12,583	787	16	39	79
2030	37,984	13,422	839	17	42	84
<i>Total</i>				61	153	306

Source: US Census / Pegasus Planning

**Figure 4.9** *Downtown Household Growth*

## Commercial Demand

Cleburne's employment has seen very moderate growth over the past decade. Over the past ten years, employment has grown at 9.4% which translates to 0.78% annually. This ratio was then applied to project employment through 2030. New jobs in the city of Cleburne were calculated by taking the net of each of the projected 5 years. Similarly to the residential demand model, new job growth in the downtown area was projected based on a range of potential market conditions.

### Downtown Potential Share of Commercial Growth

	Projected Employment	New Jobs	2% Capture	5% Capture	10% Capture
2010	12,662	...	...	...	...
2015	13,164	502	10	25	50
2020	13,685	521	10	26	52
2025	14,227	542	11	27	54
2030	14,791	564	11	28	56
<i>Total</i>			43	106	213

Source: US Census / Pegasus Planning

**Figure 4.10** *Downtown Commercial Growth*

## Economic Market

### Summary

Johnson County experienced a low population growth (16%) from 2000-10 and Cleburne experienced a similar growth pattern (11%, or 1.1% per year). The City's working population is much less educated than the State of Texas and Cleburne's per capita income is low. Compared to the benchmark communities of Burleson, Granbury, Waxahachie, and Weatherford, ***Cleburne is underperforming in regards to nearly every demographic and economic factor.***

The vacancy rate of buildings in downtown Cleburne is approximately 30%, compared to 9% in downtown Fort Worth. The commercial mix in downtown Cleburne is comprised of small-scale, locally-owned retail, public (City, County, Community College), and office.

Little residential exists in downtown; yet many single family residents live on the edges of the downtown study area. Increasing the residential base in the study area will help provide increased demand for commercial services in Downtown.

Downtown Cleburne is competing with several other areas for retail, office and residential development. As the Chisholm Trail Parkway is completed, new subdivisions and new retail developments will sprout outside of Downtown – creating more competition for downtown business and building owners.

The Nolan River Mall is only a few miles from Downtown and will make it difficult for existing downtown retailers to compete with many of the retail types at the Mall. That being said, downtown specialty retailers, restaurants and hotels can be successful if the downtown attractions are marketed appropriately and pedestrian and tourist experiences are successful.

In discussions with real estate professionals, the current conditions and timing are deemed ripe for investment in the downtown area. The challenge lies in branding and marketing the area to draw private investment for revitalization.



*Caddo Street, Downtown Cleburne*

## SECTION 5: Visual and Urban Design Character

The visual and urban design quality of Downtown Cleburne can be found in its urban character and four main approaches.

### Approach to the Downtown District

The vehicular approach to Cleburne's Downtown District is different from each direction.

#### South

From the south along Caddo Street (northbound SH171) at Shaffer Street, the Johnson County courthouse is strikingly visible with trees that line the east side of the street. The trees serve to frame the view and provide a sense of scale. The vista along Caddo Street terminates at the First Baptist Church, which renders the view distinctly different than any of the other three main approaches to Downtown. The challenge is to protect the trees while pruning and cutting tree limbs in such a manner that they maintain their character without obscuring the view to the church.

#### East

Access from the east along Henderson Street (westbound SH67) is perhaps the most dramatic as seen from the railroad overpass. The courthouse spire is distinctly visible above the surrounding buildings. The overpass poses a challenge. Because of vehicular traffic and above grade crossing over the railroad, it appears foreign to the character of the Downtown District. The opportunity exists to render it less obtrusive with large trees in front of the road's high retaining walls.



*View north along Caddo Street (SH171)*



*Terminating vista along northbound Caddo Street (SH171)*



*View from the overpass along SH67*



*View west along Henderson Street paralleling SH67*

## North

From the north along Main Street (southbound SH171), the view to the courthouse and its tower is long and uninterrupted due to the open area south of the First Baptist Church. The opportunity is to incorporate this open area within the study area to consider options for creating a stronger sense of north entry to Downtown. As the visitor approaches the courthouse square, street trees help direct attention to the view of the courthouse tower.



*View south along Main Street (SH171)*



*View south along Main Street (SH171)*

## West

Access from the west along Chambers Street (eastbound SH67) takes the visitor across Buffalo Creek past the modern Bank of America building. The best opportunity for a dramatic approach from this direction is to mark the entry to the Downtown District as it crosses Buffalo Creek. Options may include a grand bridge structure with wide sidewalks and unobscured views up and down the green corridor along the creek. As part of the entry experience, the challenge is to make the street edge alongside the Bank of America more inviting. At present the building has no sidewalk access, a raised planter bed that narrows the sense of entry, and vertical mirror like windows that are foreboding rather than inviting.



*View east along Chambers Street (SH67) where it crosses Buffalo Creek*



*View of the Bank of America along Chambers Street (SH67) contrasted with the historic Johnson County Courthouse beyond*

## Downtown Urban Character

The urban character of the Downtown District is largely defined by the buildings, sidewalks and streets. The visual and physical character is defined by alleyways and signage.

The building scale and style is typical of the late 1800's in Texas. In height it varies from two to four stories, with the courthouse and its tower the highest structure in the Downtown District. This is in concert with city building traditions of the period that ensured the most important building in town was physically the tallest. Consequently, one of the basic principles of historic preservation is to ensure that no new structures are taller, and preferably lower, than the main historic buildings in the area. Building height is, thus, the one common factor that needs to be recognized as essential when considering new structures and future urban infill in the Downtown District and its immediate surroundings. The opportunity is to develop guidelines and ordinances to ensure that appropriate building height restrictions are followed.



*View of the Wright Building with Wright Plaza to the left and Art Alley beyond*

In general and characteristic of historic downtowns, the ground level of buildings contain entrances with a larger ratio of window to solid wall, and on the second and third floors a smaller ratio of window to solid wall. The windows at ground level serve to be inviting whereas the smaller windows above serve to be climatically more efficient. Aesthetically, it creates a sense of balance.



*Two story building façade along Henderson between Caddo and Main Streets*

Conversely, some buildings as a whole do not fit the character of Downtown Cleburne. Specifically, the Johnson County Annex/Bank of America building has a vertical proportion that is unbalanced both in building mass and fenestration. There are no ground level windows to energize the sidewalk, and mirror like windows above. Other buildings were reconstructed or refurbished over time with no response to the context of the historic area.



*View of the Johnson County Annex/Bank of America building*



*One story building facades along Main Street facing Wright Plaza*

The opportunity is to develop design guidelines that result in new buildings to be responsive to the character of the Downtown District. The challenge though is to ensure design that is fitting, without being replicas of history. The latter approach has the tendency to the "Disneyfication" of downtown and dilutes the value of real historic buildings.

The Johnson County Courthouse (see picture below) is historically, culturally and visually a major anchor within the Downtown District. At almost four stories high and a tower above, it is the highest structure in Downtown, which is appropriate considering its historic importance within the City of Cleburne and Johnson County. The building contains beautiful detail, both inside and outside. Large mature trees are located at each corner of the square. All future improvements in the surrounding areas should enhance the presence and appearance of the courthouse and its square.



*Johnson County Courthouse at corner of Caddo and Henderson Streets*



*View of the courthouse's beautiful interior and ceiling*

A particular challenge from a building point of view is protecting the small but quaint cafe that appears isolated on Anglin Street, yet has tremendous character, and certainly history. Completely out of scale with the surrounding parking area, the opportunity is to emphasize this small building and maintain its character when developing the surrounding area.



*Small café along Anglin Street*

The manner in which the “backside” of buildings developed over time is noteworthy for their character and surface patina. The seemingly disorganized window and door openings have a charm that is difficult to recreate. The challenge is to incorporate that as part of the visual context of new development.

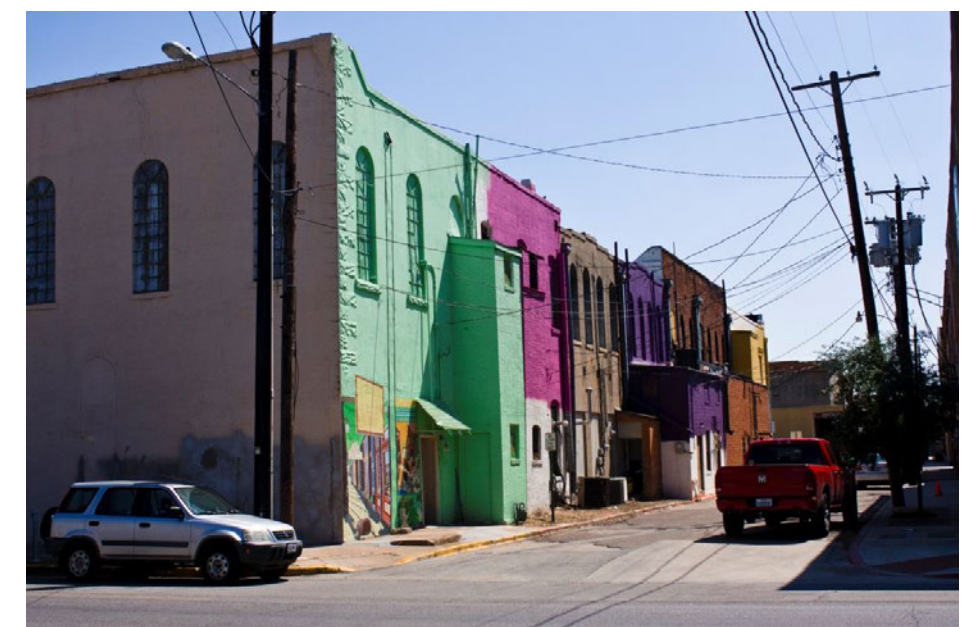


*Back of building along the alley opposite from the small cafe*

The application of an array of bright and/or pastel color to certain buildings is, in certain instances, effective, whether permanent or for the interim. Some whimsical broad brush paintings and others serious in the form of educational art, they have an important role to play, especially to trump graffiti which is noticeably absent in the Downtown District. The challenge is to incorporate color in such a way that it adds, rather than detracts from the historic and cultural character of the surrounding buildings.



*Well executed mural artwork at Wright Plaza*



*Art Alley behind Wright Plaza between Caddo and Main Streets*



Sidewalks with overhangs serve to define human scale and provide shade. This quality is optimized with the closure of a short street section between Mill Street and Main Streets (SH171) with the addition of movable tables and chairs. The parking and enhanced pedestrian environment make it a very enjoyable space.



*Sidewalk along Caddo Street around the corner of Wright Plaza*



*Sidewalk along Caddo Street adjacent to Wright Plaza*



*Wright Plaza with outdoor seating*

However, the application of overhangs is in some instances out of scale, with the surrounding adjacent structures. The challenge is to have such structures revised with an aesthetic that contributes to the overall character of the Downtown District.



*Building facades on Main Street (SH171) between Henderson and Caddo Streets*

Street corners are important focus areas, both physically and visually. With different limiting factors, historic use and connection to the street, some are more successful than others.



*Northeast corner of Henderson Street (SH67) and Caddo (SH171) Street*



*Corner of Harrell Street and Main Street (SH171)*

Different levels between sidewalks and streets serve to visually create a distinct character; and being physically separated from the street an added sense of safety for pedestrians. The challenge is to make these areas accessible.



*Raised sidewalk along Anglin Street between Henderson and Chambers Streets*



*Stepped and raised sidewalk along Henderson Street (SH67)*

Within the public realm, it is also important to consider signage that blends with the character of Downtown. An example of a sign that is too bright and too large is Bank of America’s sign. The opportunity is to develop guidelines to ensure that all future signage is within the appropriate scale and character.



*Corner of Main Street (SH171) and Henderson (SH67) Street*

Alleyways are important connectors between streets and provide the opportunity for a completely different experience than the streets and their sidewalks. However, to be successful such alleyways need to be safe (and perceived as such) with sidewalk type activity along the way. There is an opportunity to enhance the private property that appears and functions similarly to a public alleyway between Main Street (southbound SH171) and Mill Street. The view to the east looks to the Courthouse while to the west, it opens toward the topographically depressed area along Buffalo Creek. The challenge is to work with the building façades facing the alleyway, pavement treatment and light fixtures to make it comfortable and enjoyable connecting spaces.



*Private “alley” between Mill and Main Streets looking towards the Johnson County Courthouse*



*Private “alley” between Main and Mill Streets looking west*

## SECTION 6: Cultural Resources

The City of Cleburne’s origin and growth can be attributed to its role as a major crossroads and transportation center. Historical records show that the site was originally located near the earliest Johnson County road, an old wagon trail that was used by soldiers traveling from Fort Belknap to Fort Graham. Downtown Cleburne fast became known for its rich history as an outdoor trading post and a valuable water source on West Buffalo Creek that attracted travelers, including cattlemen from the nearby Chisholm Trail. During the Civil War the site was used as a bivouac for Johnson County units marching off to war, and in 1881, the first railroad arrived in Cleburne (Santa Fe Railroad and Depot) which added to the growth and prosperity of the town.

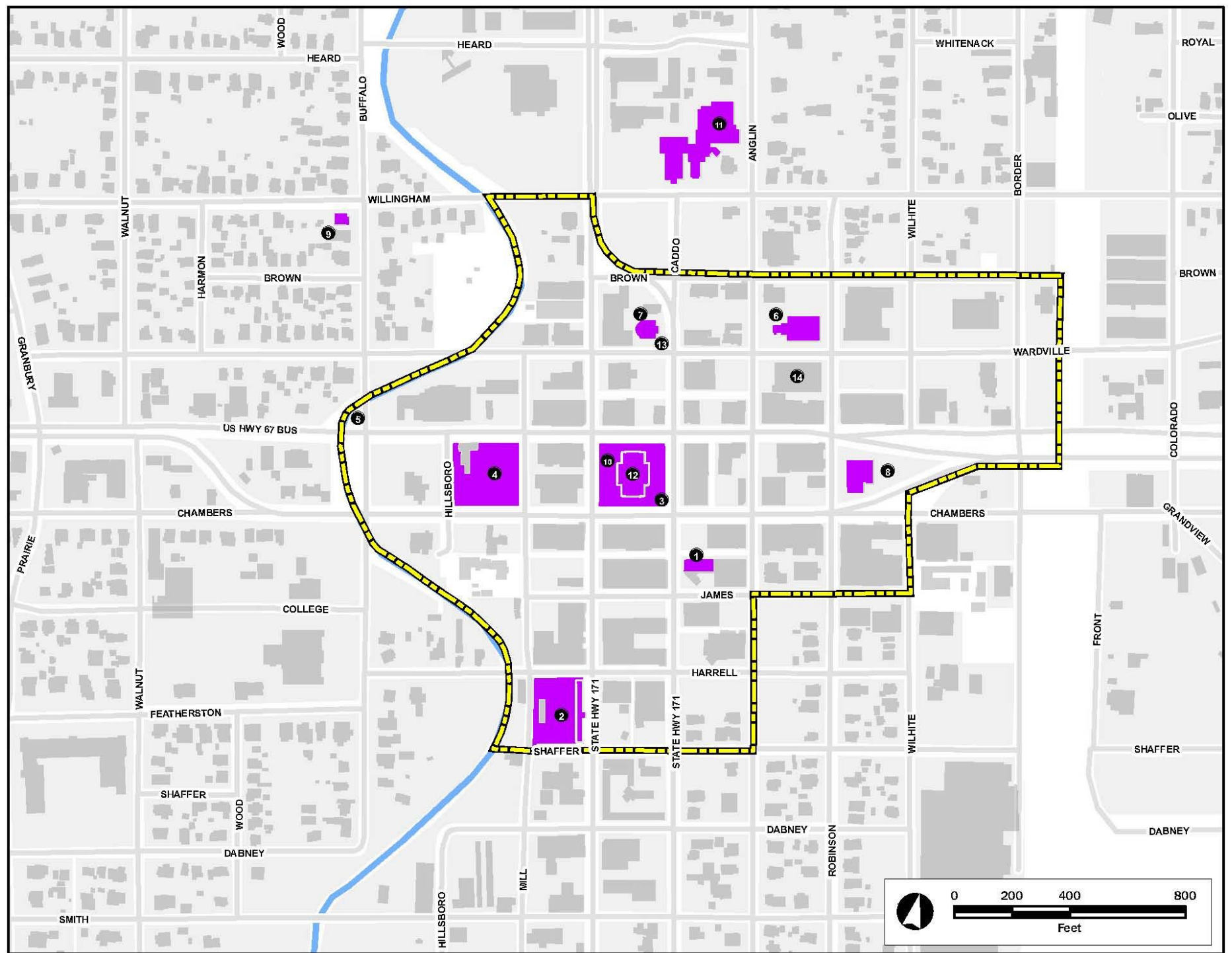
Today, Downtown Cleburne is viewed as a rich resource of historic and cultural traditions that attract residents and visitors year-round. Cleburne’s downtown district offers a host of entertainment and cultural amenities including the Layland Museum, Plaza Theater, Market Square, Cleburne Library, and Buffalo Creek. Other events/activities in and around the downtown area include: the annual Antique Alley event; performances by the Carnegie Players Theater group; the annual Whistle Stop Christmas event, and the Brazos Chamber Orchestra; Hulen Park; Splash Station; Chisholm Trail Outdoor Museum; and Lake Pat Cleburne. **Table 6.1** lists a variety of activities and events as well as the level of attendance and participation on an annual basis. Alignment of Downtown Cleburne’s Cultural resources and historic markers can be viewed in **Map 6.1 and 6.2**, respectively.

Cultural Attraction/Event	Responsible Entity/Attraction Details	Approximate Number of Attendees
<b>Antique Alley</b>	<b>Antique Alley Merchants and Vendors/</b> Started in 1999, 3 <sup>rd</sup> Weekend of April/September. Semi-annual event includes antique dealers from across the state and country along a 25 mile stretch of FM4 S. from Cleburne to Grandview.	25,000+ Attendees/Annually
<b>Candlewalk Tour of Homes</b>	<b>Save Old Cleburne, Inc./</b> Historic home tour and fundraiser for the preservation of history epitomized in Cleburne’s older homes and town square.	1,500 Attendees/Annually
<b>Cleburne Christmas Parade Downtown Cleburne</b>	<b>Cleburne Chamber of Commerce/</b> Last Weekend in November	3,000-5,000 Attendees/Annually
<b>Cleburne Public Library</b>	<b>City of Cleburne/</b> Provides Cleburne Johnson County residents with print and non-print materials, computer access, and educational and cultural events in the city.	120,000 annual visits
<b>Concert in the Park Series</b>	<b>Layland Museum/</b> Hosts music every Tuesday evening in the month of June at the Hulen Park gazebo.	1,050 Attendees/Annually
<b>Ducky Derby</b>	<b>Buffalo Creek Society/</b> Ducky Derby held in conjunction with Springfest, raises funds for the beautification of Buffalo Creek and to repair two of the creek’s dams in Hulen Park. Repairs and renovations include new light fixtures, flower beds and general landscaping.	3,000 Attendees/Annually
<b>Johnson County Historical Commission Collection</b>	<b>Johnson County Historical Commission/</b> small collection of artifacts located in the Old County Courthouse.	1,000 Attendees/Annually
<b>Layland Museum</b>	<b>Layland Museum (City of Cleburne/</b> Art gallery housing Johnson County History and Native American artifacts.	Over 6,000 Attendees/Annually
<b>Liberty Hotel</b>	<b>Private Owner/</b> Downtown historic hotel constructed in 1924 and renovated in 2009.	Over 15,000 a year
<b>Historic Market Square</b>	<b>Johnson County/</b> Historic venue was the center for commerce for downtown in the late 1800’s. The site is currently under renovation and will attract visitors for outdoor events.	---
<b>Plaza Theater</b>	<b>Cleburne Performing Arts Foundation -Plaza Theater Company/</b> Year Round Live Theater.	Over 20,000 Attendees/Annually
<b>Splash Station</b>	<b>City of Cleburne/</b> City Aquatic Park Open End of May to End of August	55,000-65,000 Attendees/Annually
<b>Springfest</b>	<b>Downtown Cleburne Association/</b> Springtime with an event featuring vendors, food, music and other activities for all ages. Fourth Weekend in April.	2,000-3,000 Attendees/Annually
<b>Whistle Stop Christmas</b>	<b>Cleburne Chamber of Commerce/</b> 3 ½ Million Christmas Lights plus Christmas Themed Displays in the 9 acre Hulen Park. Open for Seven Weeks.	250,000 Attendees/Annually

<sup>1</sup> Highlights major events originating in Downtown Cleburne as of 2012. This list is not exhaustive.

Cleburne residents take great pride in having three primary downtown landmarks listed on the National Register of Historic Places: Johnson County Courthouse located on the Courthouse Square, Cleburne Carnegie Library (now occupied by the Layland Museum), and the Wright building located on Main Street.

Johnson County Historical Commission and the Texas Historical Commission together have established numerous historic designations within the City of Cleburne as a marketing tool to promote and protect historic and cultural resources worthy of preservation. A number of historic markers notable to the downtown are shown in **Map 6.1**. Brief descriptions of these sites can be found in **Appendix B**. All of these historic sites serve to distinguish the City’s unique charm and historical ambience. Over the next several decades, Cleburne is poised to experience significant growth and development in terms of population, and its cultural resources should play a significant role in this future growth.

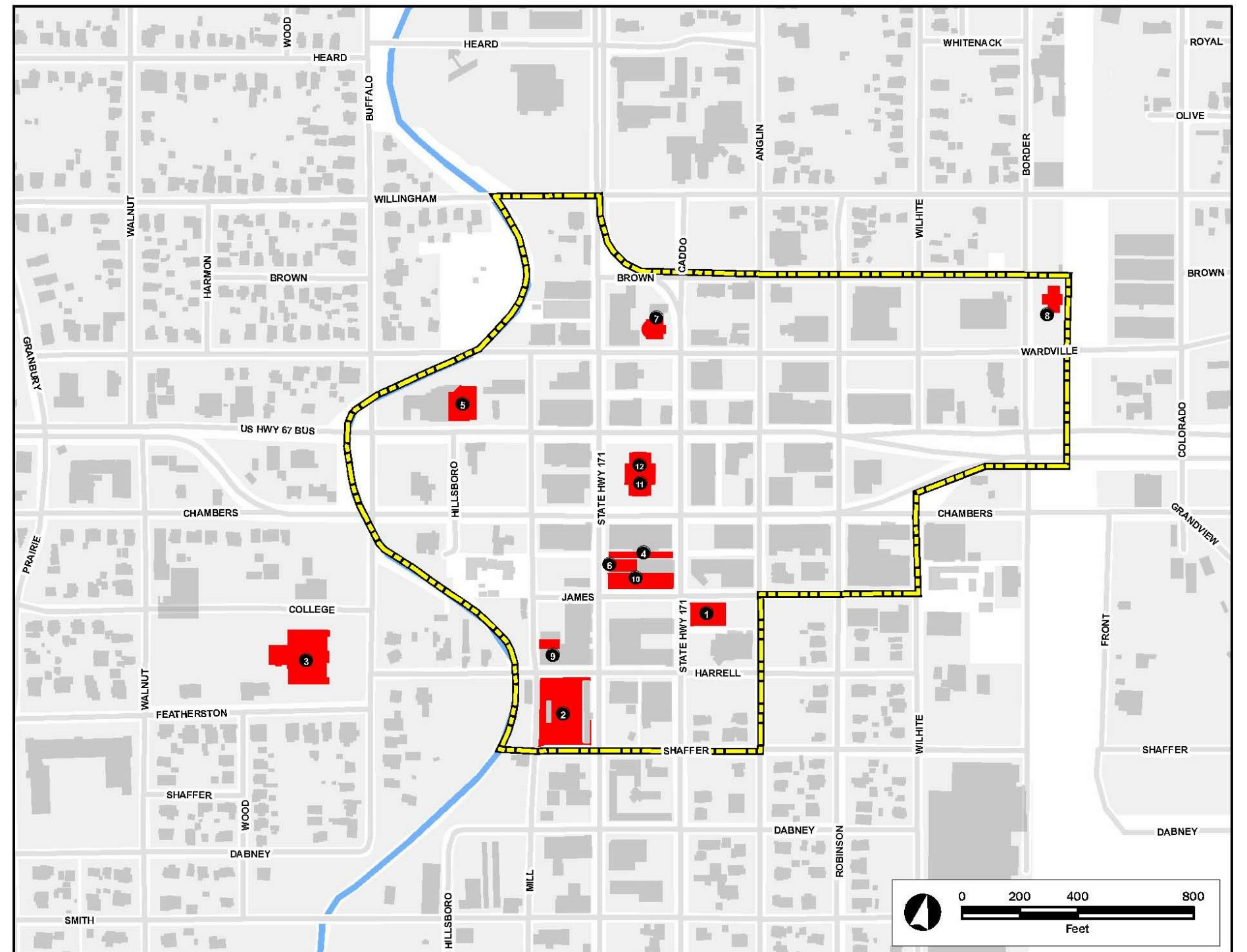


- |                           |   |   |
|---------------------------|---|---|
| <b>Historic Landmarks</b> | <ul style="list-style-type: none"> <li>1 Cleburne Lodge #315</li> <li>2 Market Square</li> <li>3 Courthouse Square</li> <li>4 City Wagon Yards</li> <li>5 City Spring</li> <li>6 Church of Holy Comforter</li> <li>7 Carnegie Library</li> <li>8 Little Old House</li> <li>9 Cleburne City Hall</li> <li>10 Federal Building of 1911</li> <li>11 Confederate Soldiers</li> <li>12 First Baptist Church</li> <li>13 Old Johnson County Courthouse</li> <li>14 Old Picnic Grounds</li> <li>15 Pioneer Texas Telephones</li> </ul> | <p><b>Legend</b></p> <ul style="list-style-type: none"> <li> Downtown District</li> <li> Historic Landmark</li> </ul> |
|---------------------------|---|---|

Source: Johnson County Historical Commission; Texas Historical Commission.

**Map 6.1** Historic Landmarks

As shown in **Map 6.2**, the City of Cleburne is fortunate to have anchor cultural attractions such as the Layland Museum and the Plaza Theater that continue to appeal to residents and visitors. The addition of new restaurants, specialty shops, professional services and residential units downtown would entice visitors to remain in the area for longer periods to enjoy an array of entertainment and cultural events. For example, the Plaza Theater group reports several attendees go out to eat before a performance and a number of theatergoers generally spend the night in a nearby hotel. They also report that theater patrons seek additional entertainment and social/dining opportunities immediately following a performance. Opportunities abound for additional venues (e.g. food/music/coffee) that stay open after 5-PM.



- |                           |                            |                           |                             |                                  |
|---------------------------|----------------------------|---------------------------|-----------------------------|----------------------------------|
| <b>Cultural Resources</b> | 1 Liberty Hotel            | 4 Art Alley               | 7 Layland Museum            | 10 Wright Plaza                  |
|                           | 2 Historical Market Square | 5 Cleburne Public Library | 8 Cleburne Intermodal Depot | 11 Johnson County Museum         |
|                           | 3 Guinn Justice Center     | 6 Plaza Theater Company   | 9 Plaza Academy Studio      | 12 Old Johnson County Courthouse |
- Legend**  
 Downtown District  
 Cultural Resources

**Map 6.2 Cultural Resources**

## Key Cultural Opportunities

Cultural resources in a downtown setting can be a major catalyst for revitalization, particularly when accompanied by neighboring land uses that include a good pedestrian environment with open spaces, transportation, commercial development, and infill development. Currently, some of the neighboring buildings and structures adjacent to the downtown cultural resources are in disrepair. Their building facades and sidewalk infrastructure do not contribute to the attractiveness of areas surrounding some of the cultural and historic venues in Downtown. Strategically located parking in close proximity to cultural attractions with improved pedestrian infrastructure is needed to accommodate large numbers of tourists in downtown.

The future Chisholm Trail Parkway project (set to open in 2014) will bring additional traffic to the City of Cleburne including travelers and tourists to visit Downtown Cleburne.



*Layland Museum on Caddo Street; photo: Cleburne Chamber of Commerce*

The new roadway will provide easier access from outlying areas into the City of Cleburne, benefitting the local economy.

Opportunities to enhance and promote the City of Cleburne's cultural resources are as follows:

- ◆ Create urban design projects that would enhance Cleburne's cultural and historic traditions
- ◆ Highlight existing entertainment venues
- ◆ Beautify Downtown to enhance and reconnect its historic roots
- ◆ Expand the number of cultural activities and events to attract visitors and other business activity
- ◆ Increase the residential base and develop incentives to precipitate a higher density demand for commercial use, professional services, and local attractions
- ◆ Establish a marketing strategy for the downtown area to attract potential new businesses such as retail, lodging, and restaurants that would increase hours of activity



*The Wright Building on Main Street*

In addition, the American Historical Railroad Foundation, (a 501(c)(3) non-profit organization in Cleburne) is in the process of designing and constructing a new Railroad Museum in Downtown Cleburne. This Museum is partially funded through City Economic Development 4B (Quality of Life) funds to display numerous artifacts donated to the organization as well as implementing cultural, educational and heritage preservation programs. The new museum will be constructed on city owned property adjacent to the Cleburne Intermodal Station on Border Street on the east side of Downtown. This proposed venue enhances the cultural venues available in Downtown Cleburne and enables the City to capitalize on tourists riding existing rail.

The City is also transforming the alley adjacent to the Plaza Theater into an outdoor art gallery. The project known as "Art Alley", would serve as a unique community asset displaying art work from a variety of artists. The project is sponsored by the Cleburne Downtown Association, and is likely to partner with the Johnson County Art Guild and other area artists including students in the future.

The local community is excited to see the Historic Market Square under renovation for outdoor cultural events. This area located on South Main Street once served as Cleburne's major trading post and a major center for activity in the 1800s. The County is likely to transfer the maintenance of the facility to the Cleburne Parks and Recreation Department which can offer additional promotional opportunities.

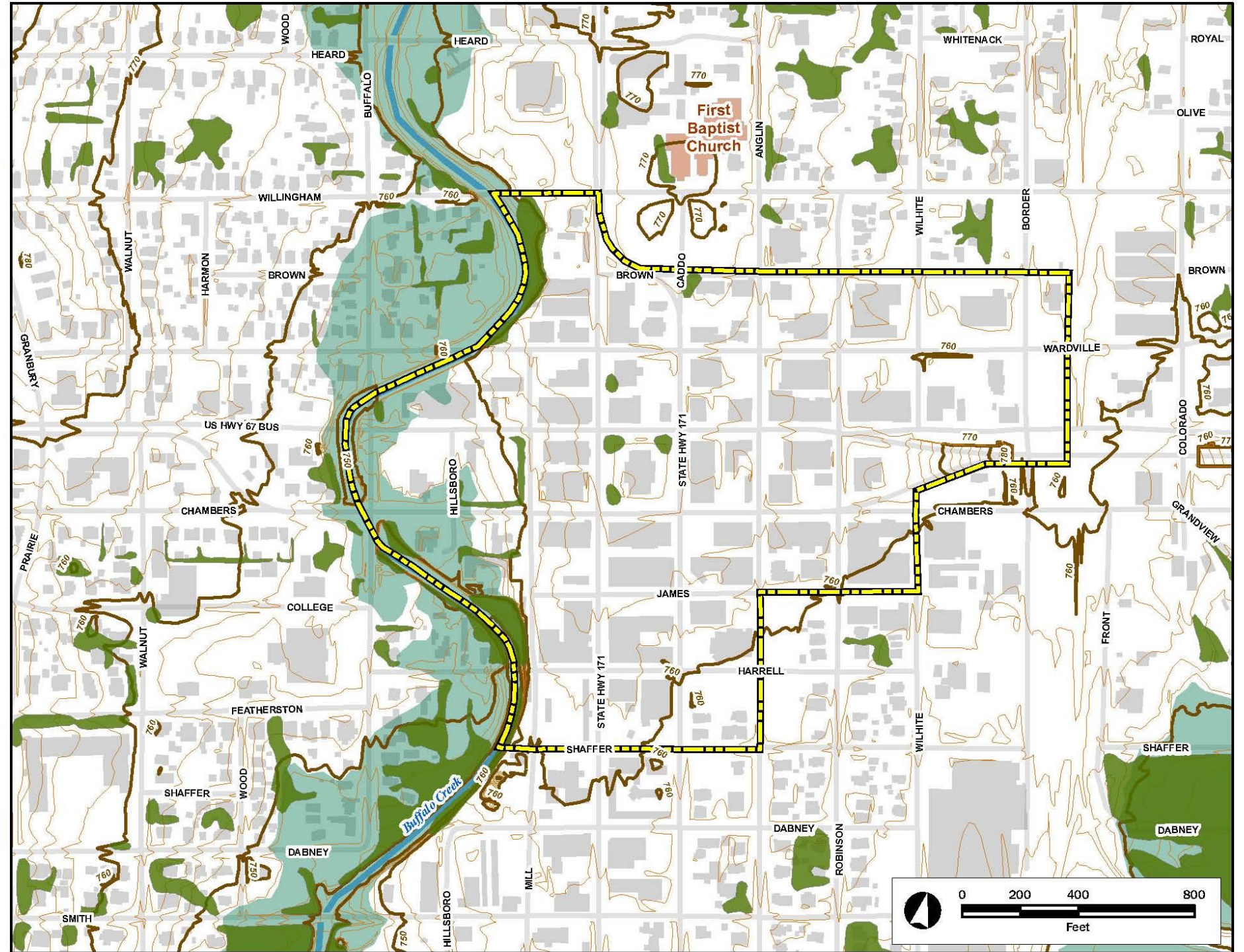
## SECTION 7: Natural Features

### Topography

Within the immediate surroundings of the Downtown District, the First Baptist Church to the north is located on the highest ground with a gentle drop in topography to the south. The topography drops visually from Main Street (southbound SH171) to the west with the most dramatic topography change at the edge of Buffalo Creek.

### Buffalo Creek

Buffalo Creek itself is by far the most dramatic natural feature in the Downtown District. Although the creek edge is lined with concrete and/or stone along many stretches, the opportunity is to create an attractive natural feature including open water with trees overhanging the water edge. To be developed in the form of a retention pond, the potential is to create a permanent body of water for aesthetic and recreational purposes, while supporting adequate flood management. The challenge is to identify land large enough for an appropriately sized retention pond, without raising the 100-year floodplain.

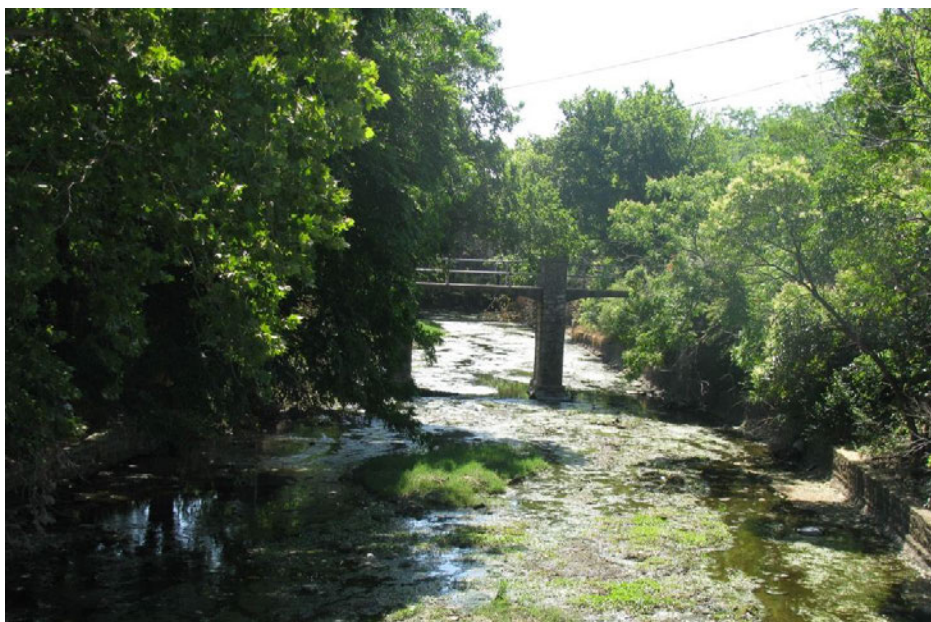


### Natural Features

#### Legend

- Downtown District
- Tree Masses
- 10' Contour Lines
- 100 Year Floodplain
- 2' Contour Lines

Map 7.1 Natural Features



*Buffalo Creek at Chambers Street with the pedestrian bridge connecting with the Guinn Justice Center in the background*



*Buffalo Creek at Henderson Street where Buffalo Street crosses the creek*



*Buffalo Creek along Buffalo Street between Henderson and Chambers Streets*

### Trees

Tree cover in the Downtown District is found in the form of single trees as well as rows along streets. Some of the singular trees are monumental in size and character. Important for their visual appearance, shade and historic reference, the challenge is to provide the best possible conditions for their survival by maintaining a high quality growth medium with adequate access to oxygen and water.



*A quintessential view reminiscent of the past with a mature Post Oak tree juxtaposed with the court house*

At the historic market square, the trees add to the setting of a farm yard.



*Market Square along Main Street (SH171)*

Although fairly large in size, most of the street trees are of similar age, which may cause large areas to be voided of trees as they age and die. The challenge is to develop a downtown tree planting plan to ensure the replacement of sick and dying trees on a constant basis.



*Well established street trees along Caddo Street (SH171)*



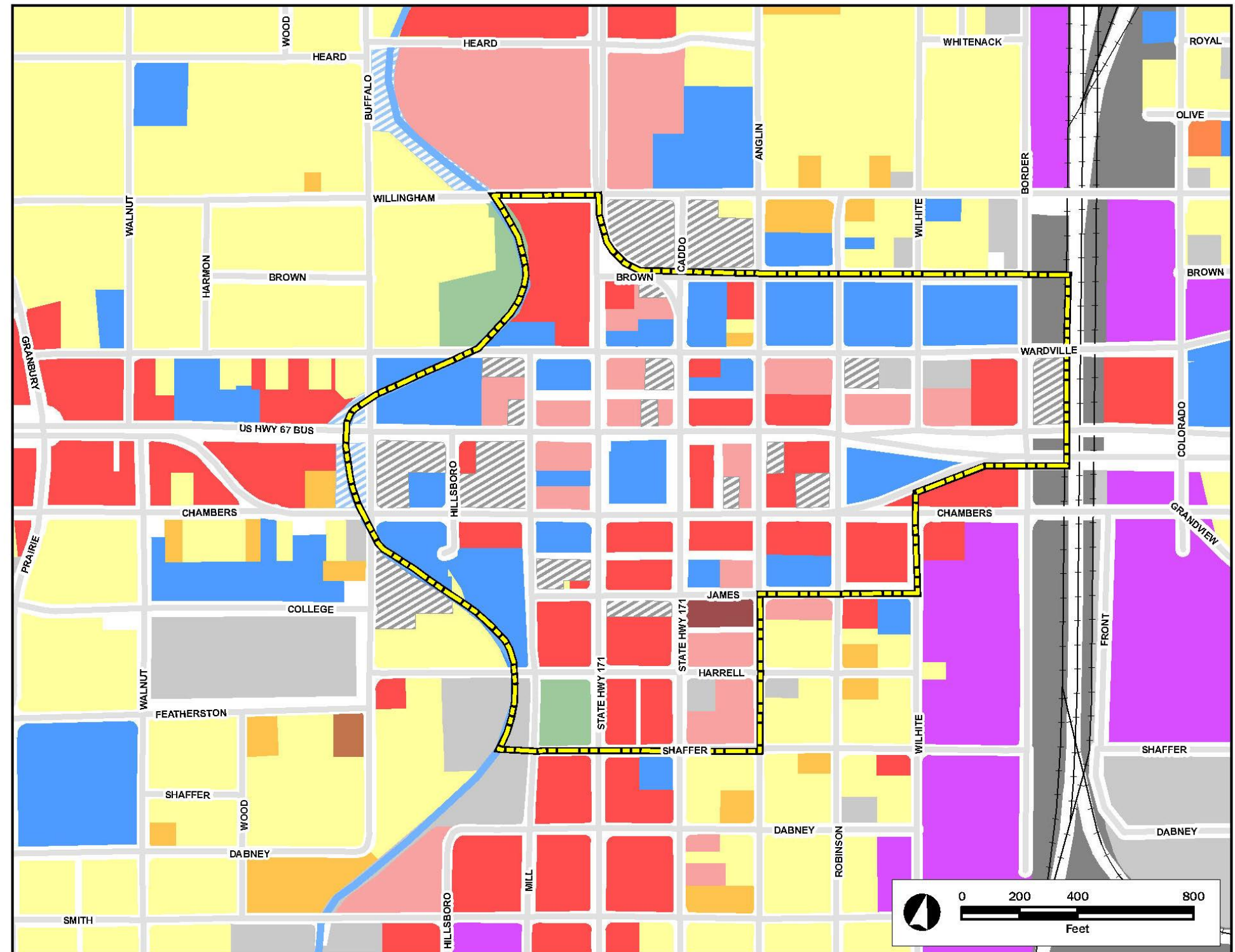
*A large mature tree on Court House Square*



## SECTION 8: Development Patterns

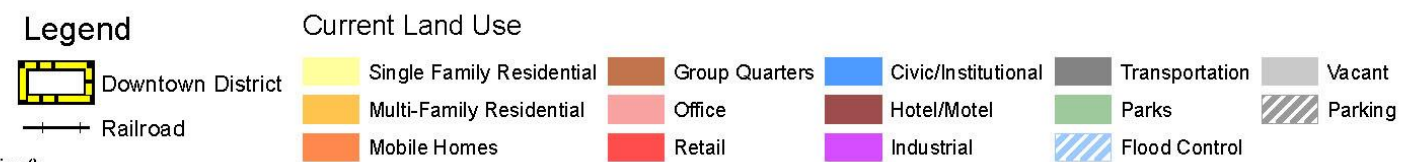
### Land Use

The three predominant land uses in Downtown are civic/ institutional, office, and retail. However, a large amount of the study area is dedicated to surface parking, and many of the retail structures are vacant. Within the study area, there is not a definitive pattern of land uses. However, outside of the study area, retail and office land uses are oriented around the Business US67 and SH171/174 corridors, with neighborhood mixes of residential and civic/institutional behind. Of note is the industrial corridor oriented along the north-south railroad, the easternmost border of the study area.



### Current Land Use

Original Source: NCTCOG (updated during this project).



Map 8.1 Current Land Use

It is important to note that many of the buildings in the study area are two-story. In some cases, the upper stories of these buildings contain uses different than those on the lower story—the classic example being office above retail. In many other cases, the upper floors of these buildings are vacant. There is currently little upper-story

residential in Downtown Cleburne. These upper levels provide the opportunity for unique loft apartment spaces.

**Map 8.1** depicts the distribution of land uses within and around the study area. **Table 8.1** shows the acreage and percent of area for the various land uses within Downtown Cleburne.

Land Use Code	Category	Acres	Percent of Area*
111	Single-Family	0.2	0.5%
112	Multi-Family	0.1	0.3%
121	Office	6.7	15.5%
122	Retail	12.9	29.8%
123	Civic/Institutional	14.3	33.0%
124	Hotel/Motel	0.5	1.2%
141	Transportation	0.8	1.8%
171	Parks	1.2	2.8%
181	Flood Control	0.4	0.9%
300	Vacant	1.3	3.0%
306	Parking	4.9	11.3%
<b>TOTAL</b>		<b>43.3</b>	<b>100%</b>

\*Land area excluding right-of-way (numbers rounded); Cleburne 2013

Table 8.1 Current Land Use

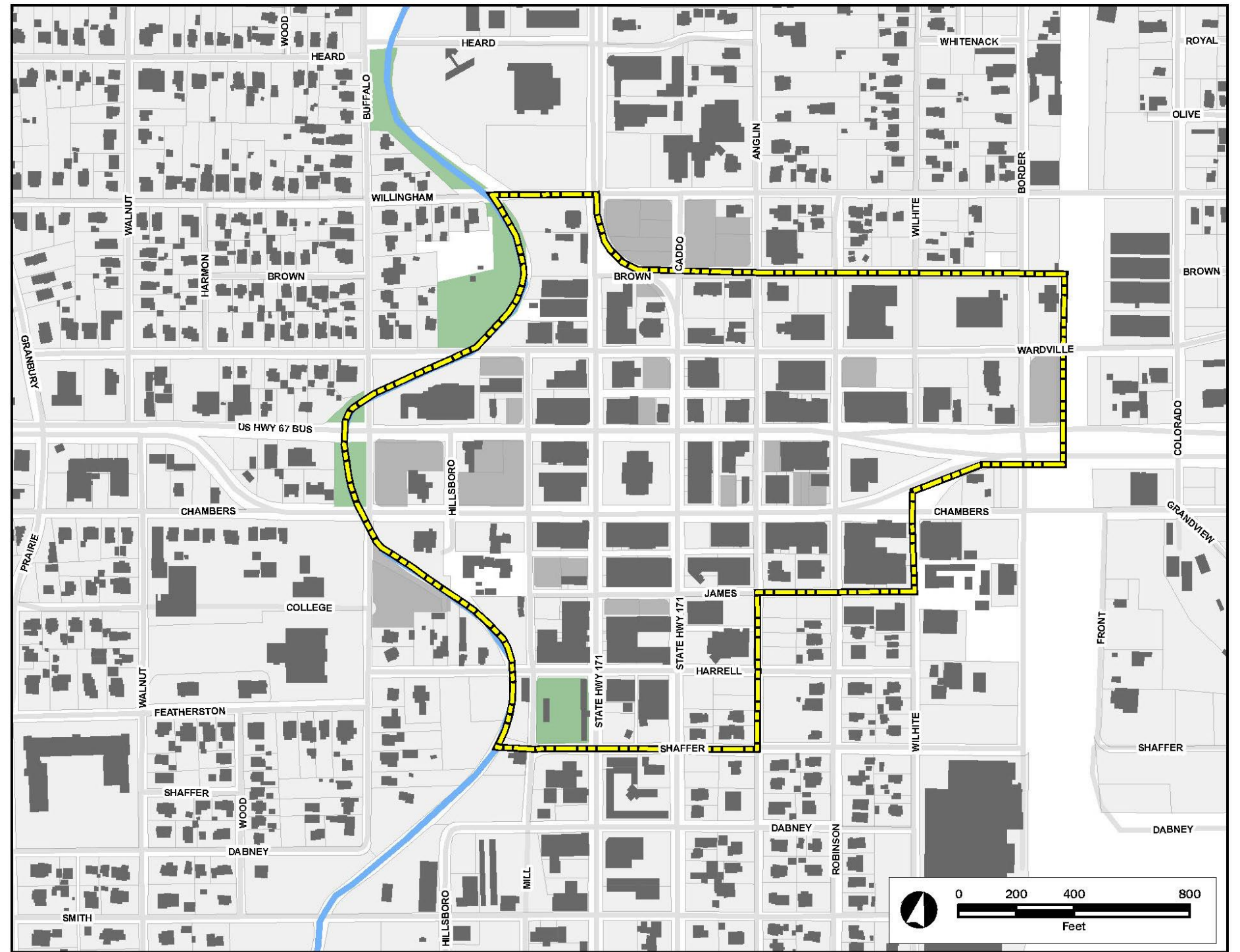
## Urban Form

Distinct from other parts of the City, Downtown Cleburne is characterized by a tight grid of streets, small blocks, and narrow parcels. Buildings considered “original” to the area—those built prior to the mid-20<sup>th</sup> century—meet the sidewalk, are generally two stories, and typically have party walls. The small blocks and tight grid of streets is highly conducive to walkability. In fact, the entire Downtown District is within a five-minute walk or quarter mile of the courthouse. The age of Downtown Cleburne and its continued position as the governmental, legal, and economic center of the City means that the urban form has, over time, evolved from its original character. The City’s challenge is to direct the future urban form based on today’s values including sustainability, historic preservation, and urban vitality.

Variations in urban form can be described in relation to the courthouse square.

### Courthouse Square

At the center of downtown is the Johnson County Courthouse, which celebrates its centennial anniversary in 2014. The Courthouse Square serves as the center of gravity for Downtown, both physically and economically as a large number of attorneys’ offices are located in the surrounding blocks. It is certainly the most iconic structure within Downtown Cleburne. Situated in the center of the intersection of the Business US-67 and SH171/174 one-way couplets, it is highly visible to pass-through traffic.



### Urban Form



**Map 8.2 Urban Form**

The challenge is to determine the appropriate mix of residential, retail and office space, both horizontally and vertically to allow for a vibrant 24/7 downtown while meeting the needs of attorneys doing business at the courthouse.

**Map 8.2** depicts the street grid, block sizes, and building distribution within and around the study area.

### Areas North

North of Courthouse Square, the buildings appear to have been constructed later than many of the others in Downtown. They also tend to have parking lots and are set farther away from the sidewalk. However, there are historic structures in this portion of Downtown such as the Layland Museum, which is housed within Cleburne’s original Carnegie Library building. The First Baptist Church is not officially part of the Downtown District, but plays an important role in terms of historical context and as a visual terminus for Caddo Street (northbound SH171).



*First Baptist Church on Brown Street*

### Areas West

The area west of Courthouse Square is predominantly government-oriented, with the police station, county annex buildings, library, and municipal courts comprising the primary occupants. A large amount of surface parking (relative to the rest of Downtown) is present in this area, as is a drive-through bank, which is generally not compatible with a walkable, mixed-use environment. Currently, there is no amenable transition from Courthouse Square to Buffalo Creek, which is discussed for its potential as a recreational and visual attraction in the main body of the study.



*Expansive parking to the west of Mill Street*

### Areas South

The blocks immediately south of Courthouse Square are oriented toward tourism, dining, entertainment, and shopping. Present in these areas are the restored Liberty Hotel, Wright Place (which includes a café and several craft boutique shops), cafés, a used book store, a shoe store, and other small retail enterprises. Further south are several vacant retail buildings, as well as the historic Market Square. Many of the buildings in this area are oriented toward the sidewalk, creating an urban form that is conducive to pedestrian activity.



*Liberty Hotel on Main Street (SH171)*

### Areas East

The east side of the study area consists of late 19<sup>th</sup> and early 20<sup>th</sup> century two-story structures set against the sidewalks. Many of these buildings are vacant. Cleburne’s City Hall at the eastern edge of the study area serves as a gateway along Henderson and Chambers Streets (the Business US67 couplet). The northeast corner of the study area contains the Intermodal Rail Station, as well as several parcels of vacant land and two former churches. One of these former churches is now the Hill College Cleburne Snap-On Center (the workshop and laboratory for Hill College’s Automotive Technology Program). A former church site has also recently been acquired by Hill College.



*Intermodal station along Border and Wardville Streets*



*Cleburne City Hall on Anglin Street*

## SECTION 9: Zoning Regulations

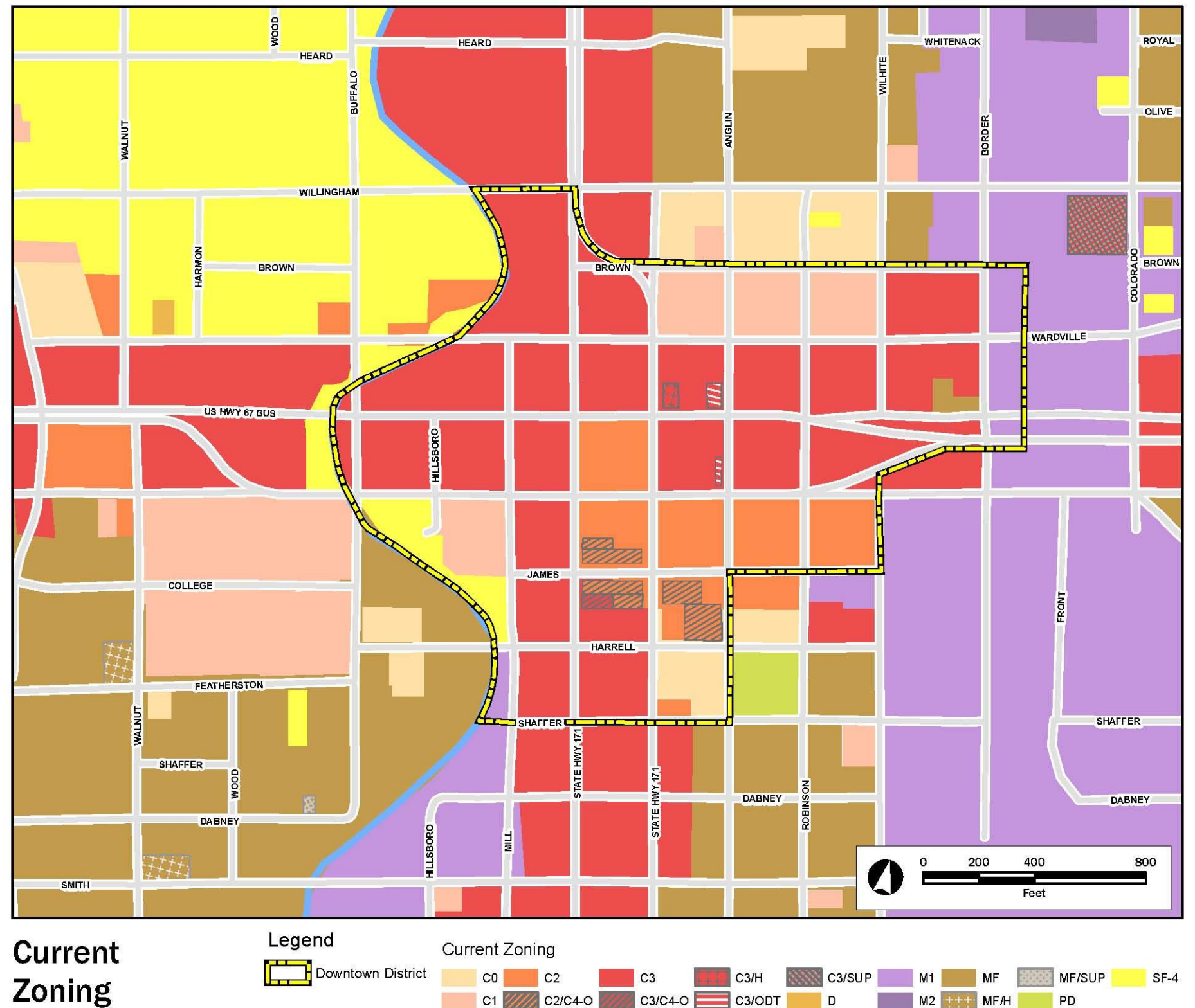
The City of Cleburne’s zoning ordinance was first enacted in 1996 with minor amendments adopted in 2009 and 2010. There are over 20 zoning districts categorized across multiple areas related to residential, commercial, industrial, and special use (includes planned development, historic overlay, etc.)

Four main categories of zoning districts existing within Cleburne’s downtown area are classified as Commercial, Residential, Industrial, and Planned Development. According to **Map 9.1**, all of the commercial sub-district categories are present within the downtown area including CO – Non Retail district; C1- Local Business; C2- General Business district; C3 – Commercial district; and C4- Private Club overlay district. Detailed descriptions of the zoning types are provided in **Appendix A**.

Zoning Type	Number of Parcels	Total Area (acres)
C0	1	1.78
C1	2	6.82
C2	3	9.38
C2/C4-0	6	1.4
C3	2	40.31
C3/C4-0	1	0.13
C3/H	1	0.11
C3/ODT	2	0.16
M1	2	0.5
MF	1	0.42
SF-4	1	2.0
<b>Total</b>	<b>22</b>	<b>63.01</b>

Source: City of Cleburne; 2012

**Table 9.1 Zoning Summary**



**Map 9.1 Current Zoning**

The majority of the downtown study area (approximately 64%) is zoned C3 in the central business district which together with the C2 category permits a range of commercial uses to accommodate restaurants and retail as well as heavy uses in auto sales and building material sites that benefit greatly from adjacent major transportation thoroughfares or railroads.

Residential zoning districts in Downtown are primarily classified as SF4 (Single Family dwelling districts) and Multifamily (MF dwelling districts) where single family homes are required to be a minimum of 1,000 square feet in size and multifamily units are no more than three stories high. The SF4 zones in Downtown are located primarily west of Buffalo Creek with a smaller SF4 district located south of West Chambers Street and north of East Brown Street.

Within the downtown district, a small Multifamily (MF) district is located on East Henderson Street (US67) with larger MF zoned districts that transition north from East Willingham Street. Additional Multifamily (MF) dwelling districts are similarly located west of Buffalo Creek and south of East Schaffer Street.

On the east side of Downtown Light Industrial zoned districts (M1) are located on the edge of C3 and MF parcels near Border Street and South Wilhite Street. West of Mill Street and south of Harrell Street, an M1 district is nestled between a C3 district (on the east side of Mill Street) and the M1 district adjacent to Buffalo Creek.

A Planned Development (PD) special use district is located just outside of the downtown district boundary, occupying a square block bounded by Harrell Street, Anglin Street, Shaffer Street and Robinson Street. Planned development districts are designed to have maximum flexibility and discretion in the application and diversification of residential and non-residential zoning uses, and allow for development standards to be tailored to a specific site (including the efficient use of open space for preservation and/or enhancement.)

Additionally, Planned Developments maintain consistency with approved City plans, while still permitting creative and imaginative design that promotes amenities and aesthetic treatments beyond those expected in conventional developments.

The City established a special use district in Downtown called the Original Downtown Overlay (ODT) district, which is designed to allow the city flexibility in authorizing the location and

occupation of secondary residential uses in the original downtown commercial area while maintaining the underlying zoning district. This designation is reserved for the specific and special conditions prevailing in the original downtown area and gives property owners the certainty of the zoning regulations assigned to the underlying district. Mixed-use establishments, including loft and studio apartments on the upper floors of commercial establishments are encouraged within Downtown Cleburne ODT districts. According to the Cleburne zoning code, land zoned as the original Downtown Overlay District is indicated on the zoning map with an "ODT" suffix to the basic zoning classification (i.e., C3-ODT). It is important to note that the ODT district does not place additional parking requirements on primary use commercial property. Therefore, commercial properties and businesses have the option to provide their own parking if they reside within the ODT district.

### **Key Challenges and Opportunities**

Downtown Cleburne has many assets including cultural resources, a rich historical legacy, strong city government, and geographic accessibility for vehicular and rail traffic. There are many opportunities to capitalize on these assets to revitalize Downtown, but before success can be achieved, inconsistencies between Cleburne's zoning code and Future Land Use Plan should be addressed. In addition, revamping building codes and code enforcement in Downtown should occur. At the time that this Existing Conditions Report was written, the City of Cleburne was undertaking an internal review of all city ordinances (including zoning, building codes, and fire codes) making recommendations regarding

updates and correcting inconsistencies in the codes.

The Downtown Master Plan Team subsequently reviewed these recommendations and made suggestions about additional measures that can be taken to assist the City with providing a regulatory environment that helps the City achieve its vision for Downtown.

Opportunities also exist for addressing issues related to absentee land owners from a regulatory perspective and for developing measures and/or incentives for alleviating prolonged vacancy rates. Interviews with City Staff and cultural organizations revealed a desire for better property maintenance standards and ways to encourage businesses to upgrade facades and other aspects of their property in a timely manner.

With respect to design and building codes, in 2008, the Cleburne City Council adopted non-binding, recommended design guidelines for all existing building renovations, and/or repairs and construction of new buildings in the Downtown District. The City Council expressed a desire that existing and future downtown development comply with design guidelines for the following design elements: 1) Color; 2) Roof styles; 3) Ornamental features; 4) Porches; 5) Windows; 6) Exterior materials; 7) Lighting; and 8) Signage.

An opportunity exists to formalize these design guidelines through a modified code to provide a broader and more uniform image of Downtown. Also worth exploring is how better to encourage compliance with these design guidelines since they are non-binding.

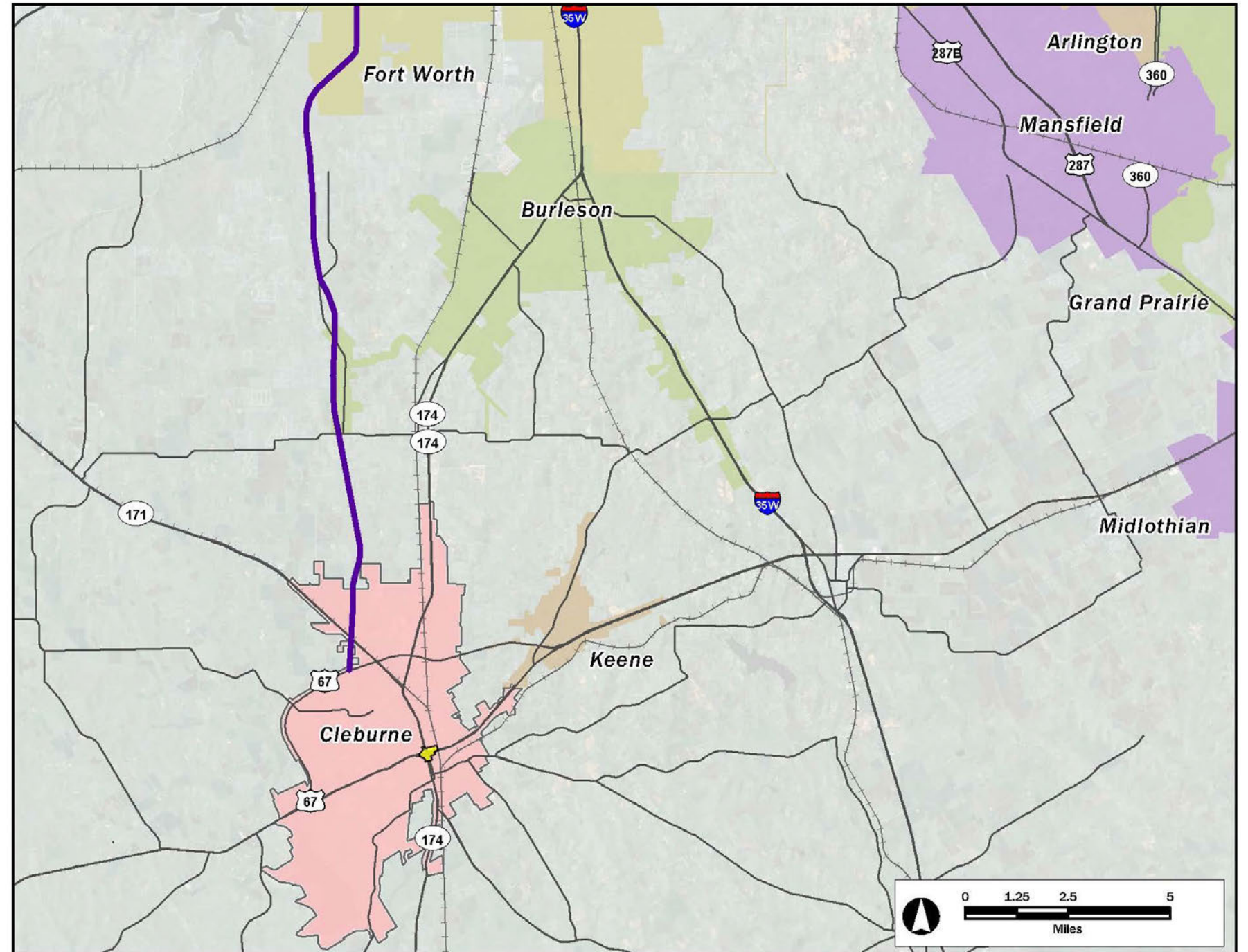
## SECTION 10: Transportation & Traffic

### Regional Access

From a regional perspective, Downtown Cleburne is directly accessed from two primary corridors. The first of these is Business US67, which runs east-west and intersects US67 on the western edge of Cleburne to the west and in Keene to the east. Further east of Keene, US67 connects with IH35W. The second primary corridor by which visitors access Downtown is SH171/174, which runs north-south. These highways merge south of US67, with which they also connect, and diverge approximately 1.5 miles south of Downtown. SH171/174 provide access to the rural areas and communities surrounding Cleburne, as well as quarries located south of the City, which brings high volumes of heavy truck traffic through Downtown.

In 2014, the new Chisholm Trail Parkway, which is a North Texas Tollway Authority (NTTA) toll road, opens to connect Cleburne with Fort Worth. This 27.6 mile facility will greatly increase the ease of access to and from Cleburne and will likely spur growth in the northern portion of the City.

**Map 10.1** illustrates the location of Downtown Cleburne in relation to regional highways and the new Chisholm Trail Parkway tollroad.



**Regional Access**

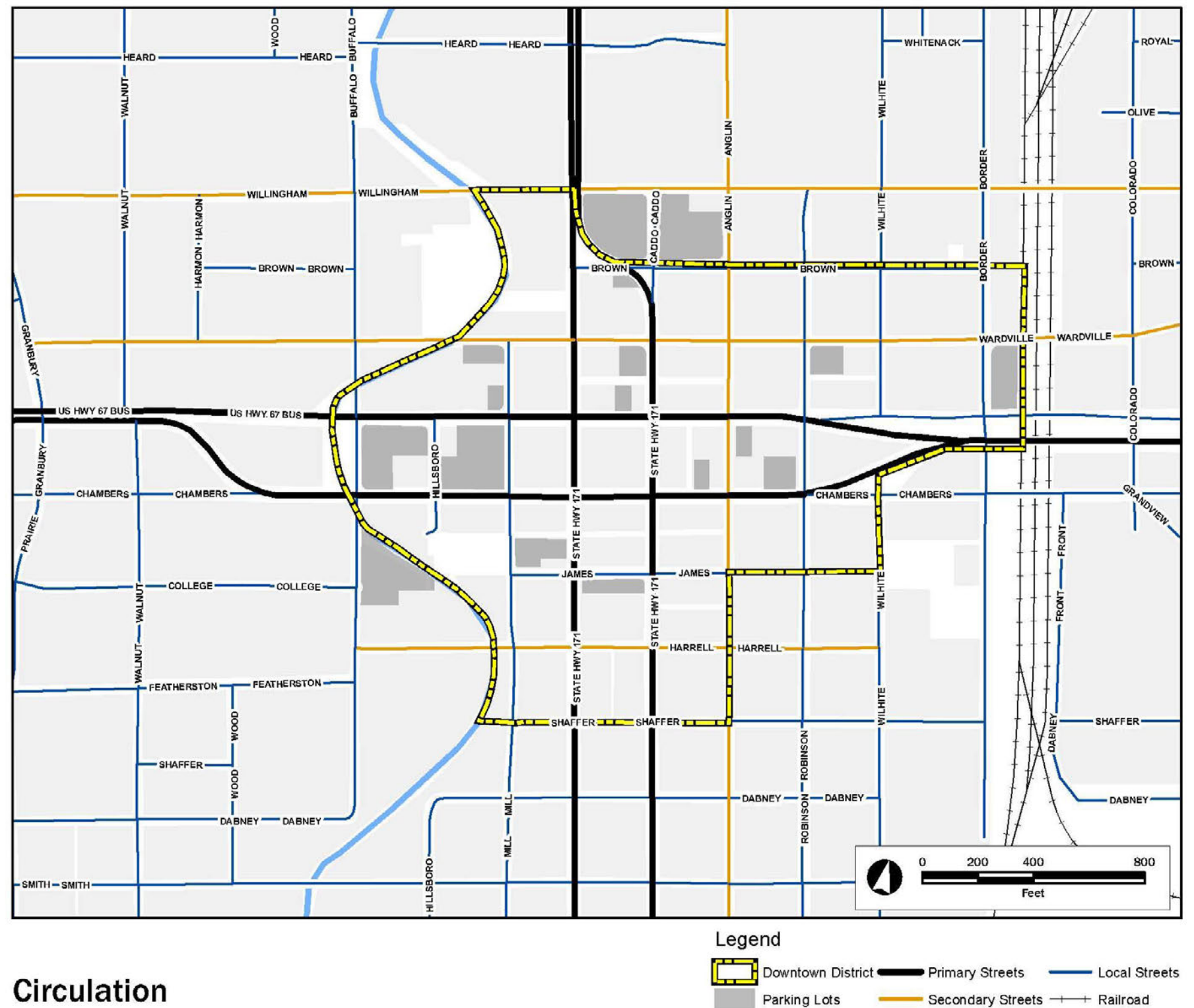
**Legend**  
— Future Chisholm Trail Parkway  
■ Downtown District

**Map 10.1 Regional Access**

## Circulation

Downtown Cleburne has a rectilinear grid of major, minor, and local streets as shown on **Map 10.2**. This circulation system is naturally much more conducive to walking and bicycling, though bike lanes do not exist and many of the sidewalks in the area are in need of repair. Henderson and Chambers Streets (Business US67) and Main and Caddo Streets (SH171/174) are the major streets in the area. Wardville and Anglin Streets serve as secondary roadways for the area as they are continuous corridors stretching well past the boundaries of the study area. Harrell Street also qualifies as a secondary street—since it provides connectivity across Buffalo Creek—as does Willingham, though the latter is largely outside of the study area. The intersections between these primary and secondary roadways serve as nodes within the area (most have traffic signals) and should be explored as opportunities for unique placemaking elements.

The one-way streets are efficient for through traffic but limiting and somewhat dangerous to pedestrians<sup>1</sup>. Located at the cross roads of major truck routes, the presence of fast moving trucks is often daunting. The challenge is to find alternative routes for these trucks.



**Circulation**

**Map 10.2 Circulation**



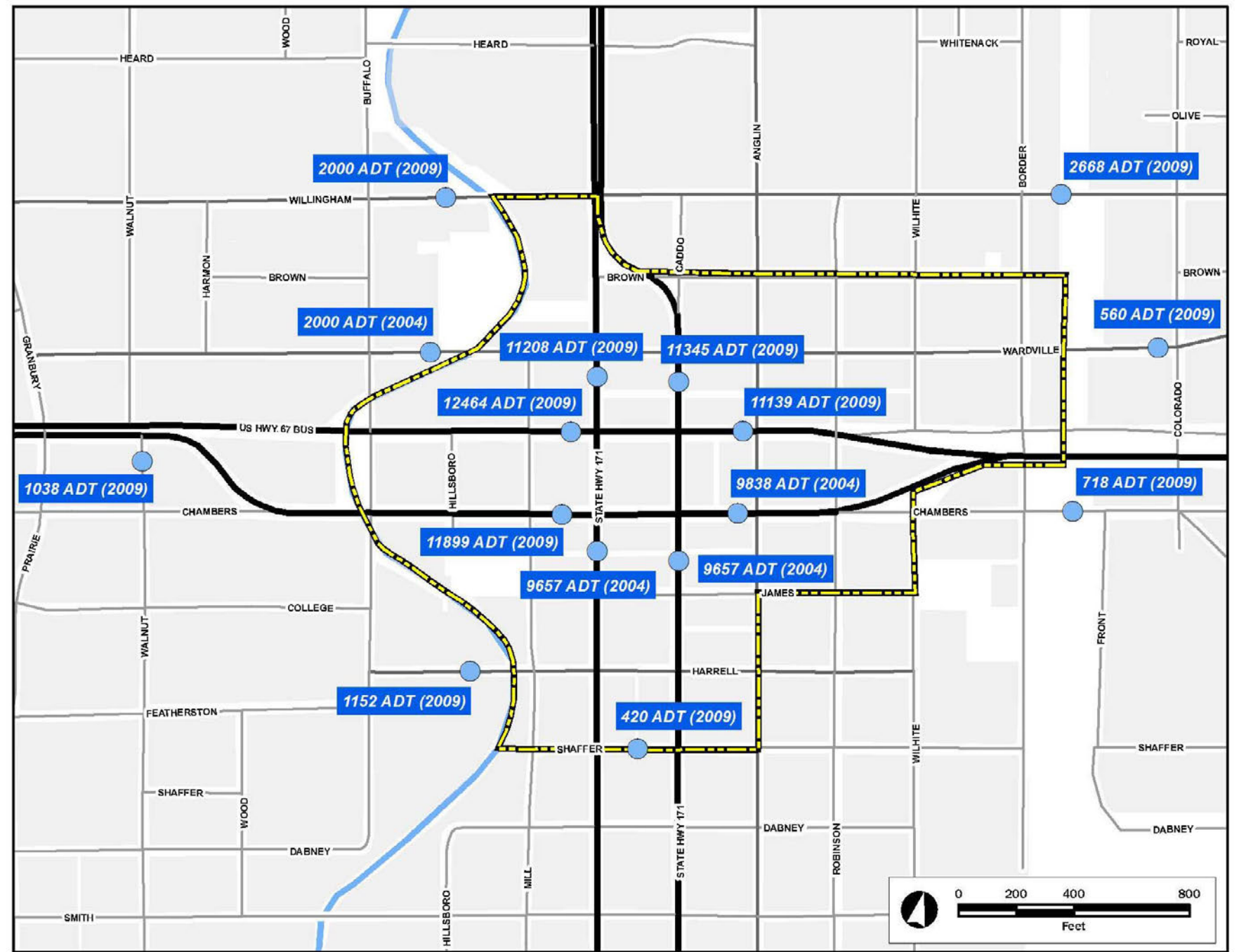
*Truck traffic on Main Street*

<sup>1</sup>[http://onlinepubs.trb.org/onlinepubs/circulars/ec019/Ec019\\_f2.pdf](http://onlinepubs.trb.org/onlinepubs/circulars/ec019/Ec019_f2.pdf)

### Traffic Volume

This project utilizes historic traffic count data from TxDOT acquired in 2004 and 2009 (see **Map 10.3**). According to the latest data (2009), more than 40,000 vehicles per day—a large portion of which is heavy truck traffic—pass through Downtown Cleburne along Henderson, Chambers, Main and Caddo Streets. These streets also serve as state highways (Business US Highway 67, State Highways 174/171, and Farm to Market 4) and exist as one-way couplets, which accommodate greater traffic volumes and speeds than similarly sized two-way streets. The end result and primary challenge is that all four sides of Courthouse Square experience large volumes of traffic and its associated noise, decreasing the comfort for pedestrians and making street crossings more challenging. While downtowns require a certain level of traffic volume to thrive, it appears as if the vast majority of vehicles are passing through Downtown Cleburne without stopping to patronize businesses.

A potential concern regarding the heavy truck traffic is the unknown impact of vibration on adjacent buildings.



### Traffic Counts

Source: TxDOT 2004 and 2009 Saturation Traffic Counts

### Legend

- Downtown District
- Traffic Count Locations
- Primary Streets
- Secondary Streets
- Local Streets

**Map 10.3** Traffic Counts



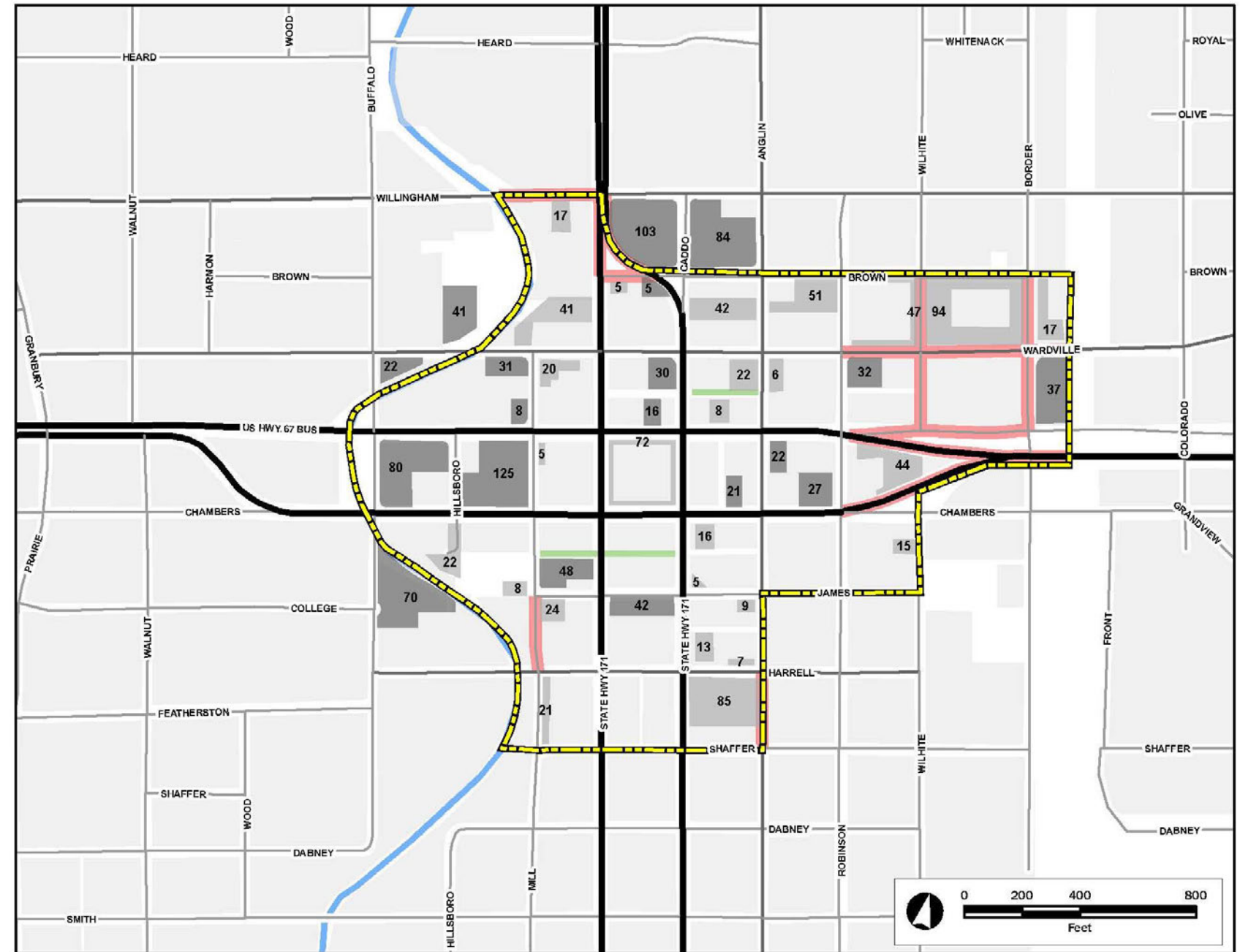
## Parking

“Designated” parking lots are those that generally serve multiple businesses or institutions, or those that stand alone from the development they serve (such as an expansion lot across the street from a church). There are 19 “designated” parking lots in and immediately adjacent to the study area providing a total of 844 parking spaces (524 of these spaces are within the study area boundary). These lots constitute approximately 11.3% of the land within the study area.

In addition to designated lots, there are many other parking lots that were developed to serve one particular business or institution. These are typically immediately adjacent to the development that they serve and are generally smaller than designated parking lots. In total, there are 701 parking spaces comprising 26 non-designated lots.

Street	Number of Spaces	Street	Number of Spaces
N. Buffalo	13	Brown	37
Hillsboro	5	Wardville	45
N. Mill	44	Henderson	64
SH171/174	72	Chambers	86
Caddo	75	James	29
Anglin	73	Harrell	32
Robinson	45	Shaffer	19
Wilhite	24	Alleys	20
Border	0		
<b>TOTAL: 683</b>			

**Table 10.1 On-Street Parking**



**Parking**

**Map 10.4 Parking**

The majority of streets within the study area allow on-street parking—as do two alleys. In total, there are approximately 683 on-street parking spaces in the study area (see **Table 10.1**).

The total of parking spaces in and immediately adjacent to the study area is 2,228 (see **Map 10.4**). This represents 1 space per 320 square feet of ground-floor retail, office, and civic/institutional space within the study area. If the two church lots north of the study area are not considered, the result is 1 space per 350 square feet.

### **Pedestrian Access**

Because of the well-connected grid of streets, there are exceptional opportunities for bicycle and pedestrian connections. Wardville Street, for example, could be enhanced to provide a comfortable pedestrian route between the Intermodal Rail Station and Courthouse Square. Similarly, South Main Street is a natural conduit to connect the Courthouse to Market Square.

### **Connectivity/Continuity**

Most streets in the study area have continuous sidewalks on both sides of the roadway. This is reflective of the fact that walking was a primary mode of transportation when Downtown was originally developed. The key challenges from a connectivity point-of-view are the locations where parking lots and wide driveway aprons encroach on former sidewalk areas. More specifically, head-in or angle-in parking lots where a sidewalk is not provided around the front of the parked cars create safety issues, reduce the pedestrian's level of comfort, and decrease the aesthetic value of the area.

### **Maintenance Condition**

Generally speaking, the sidewalks in the area are showing signs of age and wear. Surface cracking, chipping, and flaking are common occurrences found on every block. However, in most cases the effect is only aesthetic. Heaving, crumbling, and other more serious maintenance concerns are generally found only where trees are located adjacent to the sidewalk.

### **Accessibility**

The primary accessibility issues in the area are the lack of accessible curb ramps and marked crosswalks. While many of the sidewalks between curb ramps have accessibility issues related to maintenance, such issues are relatively minor in comparison.



*A quintessential image of sidewalks in Downtown Cleburne; Note the gridded paving pattern, overhanging awnings, and double curb. Location: Main Street between Harrell and Chambers Streets*



*Brick pavers, planters, and decorative lighting influence the aesthetic character of this sidewalk, but can also present obstacles for pedestrians. Location: Plaza Theater on Mill Street*

### **Aesthetics**

While streetscape amenities are few, sidewalks within the study area have a unique aesthetic character owing to their age, historical paving patterns, and location immediately adjacent to historic buildings.



*Unmarked crosswalk on Main Street at James Street*



*New sidewalks were built around the Wright Place building. These represent the most-accessible sidewalks in the best condition. However, there are instances where marked crosswalks and no-parking zones are missing, rendering curb ramps ineffective. Location: Caddo Street at James Street*



*An otherwise accessible sidewalk is impeded by the location of this dumpster. The aesthetic character of the street is also impacted. Location: Harrell Street between Caddo and Main Streets.*



*High curbs and steps present potential safety issues during inclement weather and after dark. However, they reflect the historic character of the area.*



*Throughout the area, utility meters, grates, stumps where parking meters formerly stood, and other surface obstacles present potential accessibility and aesthetic issues. Location: non-specific.*



*The location of utility poles in this new sidewalk impacts its aesthetic character and makes it more challenging for people in wheel chairs or couples walking abreast. Location: Harrell Street along Market Square.*

## SECTION 11: Key Opportunities & Challenges Summary

Many opportunities in Downtown Cleburne far outweigh the challenges that are present. This section summarizes the most impactful opportunities and challenges that will inform and influence the development of this Master Plan and its recommendations.

### Economic & Market Conditions Challenges

- ◆ There is continued underperformance of economic and demographic trends in the study area and surrounding market.
- ◆ There are high rates of building vacancies in the downtown compared to surrounding areas.
- ◆ A balanced mix between commercial and residential development to compete with local area businesses is lacking.

### Opportunities

- ◆ Upon completion of the Chisholm Trail Parkway, new subdivisions and retail developments will emerge.
- ◆ Downtown venues (specialty retailers, restaurants, hotels) can be successful and attractive to pedestrians and tourists if marketed strategically.
- ◆ Current conditions are timely for private sector investment in downtown revitalization.
- ◆ A Tax Increment Financing Zone was established in Downtown Cleburne in order to capture funding in the downtown for improvements in the Downtown District. Funding acquired from this district will be instrumental in encouraging and affording infrastructure and beautification improvements Downtown.

### Visual and Urban Design Inventory/Character Challenges

- ◆ The entry points to the Downtown District are undefined and unmarked.
- ◆ Some existing structures are proportionally (building mass) and visually (facades and overhangs) out of context with the surrounding historic character of downtown.
- ◆ The existing refurbishments and façade improvements of some buildings are inconsistent with the surrounding urban character.
- ◆ To ensure the design of future structures and refurbishments within context of the urban character, without being replicas of history, is significant.
- ◆ Inconsistent signage is found throughout the Downtown District.
- ◆ Applying the appropriate application of color that adds, rather than detracts from the historic and cultural character of the surrounding buildings is essential.
- ◆ The alleyway connection between Main Street (southbound SH171) and Mill Street is uninviting.

### Opportunities

- ◆ Entryways to the Downtown District have the potential to be emphasized in a unique manner.
- ◆ The vista along Caddo Street (northbound SH171) toward the Baptist Church has the potential to be incorporated as a key visual component of Downtown.
- ◆ The historic development pattern and building massing lend themselves to being a canvas for revitalization, infill and aesthetic improvement of the Downtown District.
- ◆ Many aesthetic cues in the form of scale and proportion are to be found in the historic structures that can contribute to the design of future structures to be in context of the existing urban fabric.

### Cultural Resources Challenges

- ◆ Neighboring buildings and structures adjacent to the downtown cultural venues are in need of restoration. A number of building vacancies exist in Downtown which detracts from the area's visual character and rich cultural history.
- ◆ Strategically located parking in close proximity to cultural attractions with improved pedestrian facilities is needed to accommodate large numbers of tourists in Downtown.
- ◆ Development of venues that support cultural resources and community events (eateries, live music, coffee houses) is sparse.

### Opportunities

- ◆ Cultural resources could be better positioned to act as catalysts for future development if enhanced priority is given to financing open space improvements, a good pedestrian environment with open spaces, transportation, commercial development, infill development, and open space planning.
- ◆ Downtown can build upon the existing projects, planned entertainment, and cultural experiences such as Market Square, the future Railroad Museum, and Art Alley.
- ◆ Cross-marketing opportunities with local businesses and other cultural/entertainment venues will help build the tourist experience in Downtown and could broaden economic opportunity.

## Natural Features Challenges

- ◆ Existing available land is not adequate to create an appropriately sized retention pond, without raising the 100-year floodplain, along Buffalo Creek; adequate land needs to be acquired for this purpose.
- ◆ The mature tree canopy within Downtown has the potential to be lost without proper protection.
- ◆ Trees are aging and will cause large scale voids of tree cover if not replenished over time.

## Opportunities

- ◆ The development of an adequately sized permanent body of water on Buffalo Creek will serve as both a recreational and aesthetic amenity while supporting flood management.
- ◆ Landscape design appropriate to an urban setting can contribute to the visual and physical quality of Downtown by adding shade and seasonal color.

## Development Patterns Land Use Opportunities

- ◆ The heterogeneous mix of land uses within the study area is an opportunity because, unlike single-use districts, the diversity of use is more conducive to encouraging healthy levels of activity.
- ◆ The single largest land use in the study area is civic/institutional. While these parcels do not contribute to the tax rolls, they provide stability, which can be encouraging to developers and retailers.

## Urban Form Opportunities

- ◆ The grid pattern with small blocks is a significant opportunity for increasing walkability and pedestrian activity.
- ◆ The proximity of Buffalo Creek provides an opportunity for public open space and recreational use adjacent to Downtown.

## Challenges

- ◆ Large expanses of surface parking disrupt the historic, tightly-woven building pattern. This is especially the case between the courthouse and Buffalo Creek, where parking lots serve as uncomfortable mental barriers for pedestrians.

## Opportunity

- ◆ The blocks along Chambers Street and Henderson Street (Business US67) are also prime development sites.

## Zoning Regulations Challenges

- ◆ The majority of the downtown study area is zoned for **C3** (commercial district) commercial use to accommodate existing businesses.
- ◆ Residential zoning districts in the downtown are limited to primarily **SF4** (Single Family dwelling districts)
- ◆ Building codes and zoning codes are currently in need of improvement such that there is clarity and consistency among the regulations.
- ◆ The ability to enforce site design guidelines and address absentee ownership in Downtown in a timely manner needs to be addressed

## Opportunities

- ◆ A review of Cleburne zoning codes revealed a need to update ordinances, and explore application of an additional code to ensure property maintenance and upgrades of local businesses.
- ◆ Though the City of Cleburne has not conducted a comprehensive update to the zoning ordinance, the building codes and ordinances are consistently updated to keep pace with safety requirements. The Planning Team concurs with the Downtown Revitalization Study of 2010 on how zoning should be handled (see Section 1.0 of this report).

## Transportation & Traffic

### Regional Access Opportunity

- ◆ The construction of Chisholm Trail Parkway is a major opportunity for Downtown and for Cleburne as a whole. This provides direct access to Fort Worth, which is expected to spur additional growth within the City and aid in generating additional tourism.

### Circulation Opportunity

- ◆ The gridded street pattern provides easy circulation and access for vehicles, as well as pedestrians and bicyclists.

### Circulation Challenge

- ◆ One-way streets are generally not ideal in retail environments. They limit access and are therefore less attractive to retailers. Henderson and Chambers Streets (Business US67) and Main and Caddo Streets (SH171/174) are one-way in order to accommodate traffic volumes.

### Traffic Volume Challenges

- ◆ The traffic volumes in the study area are exceedingly high for a small downtown environment<sup>1</sup>. More than 40,000 vehicles per day travel through the courthouse square—a large percentage of which is heavy truck traffic—which adds noise, diesel exhaust, and pedestrian hazards to the environment.
- ◆ Traffic volumes as high as those found in the study area should attract retailers, assuming all other retail criteria are met.

### Parking

- ◆ A total of 2,228 on-street and off-street parking spaces are available in and immediately adjacent to the study area. This represents 1 space for every 320 square feet of ground-floor retail, office, and civic/institutional space within the study area. If the two church lots north of the study area are not considered, the result is 1 space per 350 square feet. While specific demand will need to be calculated, these numbers are in line with parking needs for downtown environments.

### Pedestrian Access Opportunity

- ◆ The street grid and short blocks is conducive to creating an active pedestrian environment. Parking lots adjacent to sidewalks and driveway crossings should generally be avoided.

### Pedestrian Access Challenges

- ◆ Sidewalks in the area are generally old but in decent condition. Major accessibility issues are primarily found at crosswalks and curb ramps.
- ◆ Visual and physical clutter—such as utility poles, parking meters, dumpsters, signs, columns, and planters—affect the aesthetic character of the area and can make navigating Downtown challenging.

<sup>1</sup><http://www.co.washington.or.us/LUT/PlanningProjects/Bethany/upload/Impact-of-Traffic-Patterns-on-Corridor-Retail.pdf>  
<http://www.governing.com/topics/transportation-infrastructure/The-Return-of-the.html>

## APPENDIX A: Zoning District Descriptions

### CO – Non-Retail District

Intended for the administrative functions of companies, corporations, social or philanthropic organizations or societies, and professional offices which may or may not be located adjacent to residential property.

### C1 – Local Businesses District

Limited retail and service zoning category intended for use adjacent to residential neighborhoods for the purpose of providing convenient locations from which the daily needs of residents for personal services and similar convenience requirements can be made available without exposure to the broad range of larger retail and commercial uses which involve area-wide service and could create conditions adverse to the residential environment. The C1 District is intended for use on a lot or few lots, usually at a street corner location in existing developments and in new developments.

### C2 – General Business District

Intended to provide for a broad range of commercial uses, including restaurants and types of retail activity except those involving open outside storage or display or those primarily devoted to servicing automobiles such as used car lots and garages.

### C3 – Commercial District

Accommodates the “heavier than retail sales and service uses” such as automobile sales and building material sales yards. The C3, Commercial District, is intended to be highway related or adjacent to some major thoroughfares and railroad locations. Care is required in locating the C3, Commercial District, in close proximity to residential areas because of the heavier nature of the uses and the vehicular traffic which they tend to generate.

### C4 – Private Club District<sup>1</sup>

Allows the city more flexibility in authorizing the location of private clubs without affecting the underlying zoning district and gives property owners the certainty of the zoning regulations of the underlying district.

### SF-1 Single-Family Dwelling District

Minimum of 2,000 square feet on lots which are a minimum of 20,000 square feet, with a minimum lot width of 100 feet at the building line.

### SF-2 Single Family Dwelling District

Minimum of 1,500 square feet on lots which are a minimum of 10,000 square feet, with a minimum lot width of 75 feet at the building line.

### SF-3 Single Family Dwelling District

Minimum of 1,300 square feet on lots which are a minimum of 7,000 square feet, with a minimum lot width of 60 feet at the building line.

### SF-4 Single Family Dwelling

Minimum of 1,000 square feet on lots which are a minimum of 7,000 square feet, with a minimum lot width of 60 feet at the building line.

### SF-A Single-Family Attached Dwelling

Two dwelling units contained within one structure. The required minimum lot width is 30 feet at the building line.

### SF-4/MH Single-Family Dwelling District and/or HUD Code Manufactured Housing

Minimum of 1,000 square feet on lots which are a minimum of 7,000 square feet, with a minimum lot width of 60 feet at the building line. Homes required meet the Texas Department of Housing and Community Affairs (HUD) manufactured housing division guidelines. The housing structure must be a minimum of 25 feet wide and 40 feet long.

### MF – Multiple-Family Housing District

Any building or portion thereof, which is designed, built, rented, leased, or let to be occupied as three or more dwelling units or apartments or which is occupied as a home or place of residency by three or more families living in independent dwelling units.

Multiple-family dwellings are up to three stories in height.

### D – Duplex Dwelling District

Two dwelling units in one structure; under a single ownership, minimum lot width of 60 feet at the building line.

<sup>1</sup>Special Use District

Source: Cleburne, Texas Code of Ordinances; TITLE XV:

LAND USAGE CHAPTER 155: ZONING-

[http://www.amlegal.com/cleburne\\_tx/](http://www.amlegal.com/cleburne_tx/)

### **T – Townhouse District**

Includes intermixture of single-family attached and single-family detached dwellings for the purpose of providing for single-family attached dwellings.

### **MH – Manufactured Housing District**

No manufactured home or manufactured housing is allowed within the city except in a manufactured home subdivision or a manufactured home park on a temporary basis for security purposes when authorized by a specific use permit issued by the City Council.

### **M1 – Light Industrial District**

Intended to provide areas suitable for manufacturing, assembling and fabrication activities that are primarily light and non-offensive in nature, as well as heavier commercial uses that are most appropriately located adjacent to industrial areas and are necessary to industrial uses as filling support or immediate needs. These uses represent a type of economic development appropriate for the diversification of the employment base of the city.

### **M2 – Heavy Industrial District**

Provides for industrial uses of the heavy manufacturing uses which may not be compatible with commercial or other manufacturing uses. Consideration should be given for the location of the uses allowed in this district which may have characteristics of a noxious nature, along with the imposition of reasonable standards for the protection of adjacent uses.

### **A - Agricultural District**

This zoning is suitable for areas where development is premature because of a lack of utilities, capacity, or service, or where the ultimate land use has not been determined.

### **PD – Planned Development District<sup>1</sup>**

Designed for greater flexibility and discretion in the application of residential and non-residential zoning and for increased compatibility and the more effective mitigation of potentially adverse impacts on adjacent land than is possible under standard district regulations. May utilize higher residential densities separated by open space and/or innovative land development concepts consistent with the Comprehensive Land Use plan and the goals and objectives of the city.

### **IH- Interim Holding District<sup>1</sup>**

Permitted uses include “SF-1,” Single-Family Dwelling District, or farm and ranch activities to service only the property owned

District Territory hereinafter annexed to the city is classified temporarily as “IH.

<sup>1</sup>Special Use District

Source: Cleburne, Texas Code of Ordinances ; TITLE XV: LAND USAGE CHAPTER 155: ZONING-  
[http://www.amlegal.com/cleburne\\_tx/](http://www.amlegal.com/cleburne_tx/)

### **H – Historic Overlay District<sup>1</sup>**

May include a building, land, areas, or districts of historical, architectural, archaeological or cultural importance or value which merit protection, enhancement, and preservation in the interest of the culture, prosperity, education, and welfare of the people. The suffix “H” shall indicate the zoning district overlay designation shall be in addition to any other zoning district designation established in the zoning code.

### **ODT- Original Downtown Overlay District<sup>1</sup>**

Allows the city flexibility in authorizing the location and occupation of secondary residential uses in the original downtown commercial area without affecting the underlying zoning district and giving property owners the certainty of the zoning regulations of the underlying district. Cleburne is substantially developed in a dense pattern with high building coverage and most parking provided on the street. The regulations are designed for the specific and special conditions prevailing in the original downtown area. Mixed commercial and residential uses are encouraged. All commercial structures may contain a residential use concurrent with and secondary to the primary commercial use. There are no additional parking requirements on primary use commercial property. For permitted secondary residential uses, two off street parking spaces per dwelling unit, plus one additional off street parking space per each unit with three or more bedrooms are required. Land for which ODT zoning has been approved will have an ""ODT"" suffix to the basic zoning classification.



**APPENDIX B: Description of Historical Landmarks –**  
(Corresponds with **Map 6.1**)

**1. CLEBURNE LODGE NO. 315, A.F. & A.M.**

*Marker # 11957, Location: 103 South Caddo Street*  
The new town of Cleburne was selected as the Johnson County Seat in 1867. Two years later, The Grand Lodge of Texas granted a charter to the Cleburne Masonic Lodge No. 315. The members built a lodge hall in March 1871 and the town of Cleburne was officially chartered two months later.

**2. MARKET SQUARE**

*Marker # 3218, Location: Main Street, between Harrell and Shaffer Streets*  
Established 1898 when 11 men, not waiting for an expenditure of public money, donated this land to the county. Market Square was the heart of the city at one time. Carried on tradition of First Monday (day used for trading in 1890's) where people came from all over the county to trade their wares and purchase goods. This site is currently owned by Johnson County and is undergoing renovations. Management and operation of the site may transfer to the City of Cleburne.

**3. CLEBURNE TOWN SQUARE**

*Marker # 915, Location: Courthouse west lawn, Hwy 171-174*  
Traces its beginning to 1854 when the first house, a log cabin, was built here near a good spring. The County seat was bodily moved by wagon to this place (then called Camp Henderson) in 1867, and renamed to honor Patrick Cleburne, a Confederate general under whom many local Civil War veterans had served. Cleburne's growth has been rapid, particularly in the field of commerce, since 1876. In 1898, the railroad's workshops were located here and development of Cleburne as an industrial center began. By 1950, Cleburne boasted a steel foundry, milk processing plants, ladies' garment factory, lime plant, chair factory, battery plant and the state's largest railroad construction and repair shops. Typical of other American towns, outward expansion found the original business district taking on a neglected appearance. In 1968, a group called "Our Town, Inc." became concerned with this deterioration and enlisted citizens' aid to help reverse the trend and restore the downtown district.

**4. CITY WAGON YARDS – CITY WAGON YARDS**

*Marker # 878, Location: (across from City hall in parking lot) 300th block of West Henderson Street*  
Served as meeting places for early rural folks coming to town to buy, sell, trade, catch up on latest news. Here on this lot farmers and travelers for "two bits" got feed, water for teams, and crude overnight accommodations. Wagon yards, outdated by better roads, cars, trucks, were forerunner of motels.

**5. CITY SPRING**

*Marker # 4847, Location: West Henderson Street*  
Early-day watering spot for explorers, Confederate Camp Henderson, settlers. People came many miles to wash, haul water, and visit. At a nickel a bucket, boys "toted" water to merchants. Brick-lined pool often was dipped dry, but spring always refilled it. First city well tapped source.

## **6. CHURCH OF HOLY COMFORTER**

*Marker # 860, Location: 209 East Wardville Street*  
As early as 1860, the Rt. Rev. Alexander Gregg, first bishop of Texas, visited Johnson County. This parish, first in the county, was formed 1871; the Rev. Robert S. Nash was first rector. First church building in Cleburne (northeast corner, Henderson and Robinson) was completed by congregation of the Holy Comforter in 1874. Present church, built 1893 during ministry of the Rev. W. W. Patrick, has been in continuous use, and is preserved in original state. Recorded Texas Historic Landmark – 1970.

## **7. CARNEGIE LIBRARY BUILDING – HOUSES THE LAYLAND MUSEUM**

*Marker # 731, Location: 201 North Caddo Street*  
A Cleburne Public Library was begun in 1901 under the direction of the local women's club. In 1902 members of the organization met with New York industrialist and benefactor Andrew S. Carnegie to secure funds for a building. His gift was matched by local contributions and this structure was completed in 1905. Featuring details of the beaux arts and classical revival styles and a second floor theater, it housed the library until 1978. Recorded Texas Historic Landmark –1981. In 1976, it was placed on the National Register of Historic Places.

## **8. FEDERAL BUILDING OF 1911 (Historical Building)**

*Location: 10 North Robinson Cleburne*  
Converted to current Cleburne City Hall.

## **9. LITTLE OLD HOUSE**

The “Little Old House on Buffalo Street” is a historical landmark in Cleburne. It is said to have been built between 1867-1868 when the county seat moved to this location. At that time Buffalo Street was the “road into town” and a short distance away from the Little House was the stagecoach stop and within “water-totin” distance to the towns public well. Professor W.F. Featherston built the home for his sister, Martha Elizabeth Featherston Doty.

## **10. CONFEDERATE SOLDIER MONUMENT**

*Marker # 1029, Location: Southeast Courthouse lawn, Hwy 171-174*  
Marker Only

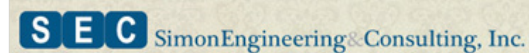
## **11. FIRST BAPTIST CHURCH**

*Marker # 2777, Location: 105 E. Willingham Street*  
First Baptist Church of Cleburne Baptist missionary preacher W. A. Mason held a revival in the new Johnson County Seat of Cleburne in 1868 and on May 5 of that year formally organized the First Baptist Church with 16 members. Mason stayed on as pastor of the new congregation until the Rev. J. R. Clarke arrived in 1869 to begin an 11-year pastorate.



# CITY OF CLEBURNE: Planning a Sustainable Future for Downtown

Cleburne Downtown Master Plan Report  
Appendix 2: Visioning and Community Engagement



## Part 1: Overview

Public participation is an essential component of the planning process. Not only does it make the process more transparent, but it also engages the community in creating a plan that reflects its collective vision and goals. In addition, collaborative planning such as this generates support and enthusiasm for a roadmap that will sustain and build upon the strengths of the community for decades to come. Input from stakeholders and the public are part of the very foundation on which the Cleburne Downtown Master Plan is created.

Early on in the planning process, news releases and other communications channels were employed to announce the project and to encourage property owners and residents to participate in community meetings and other community involvement activities as they were scheduled. Two community-wide meetings were well-publicized, and letters from Cleburne’s mayor invited specific property owners, representatives of local government entities and additional stakeholders to participate in other activities.

Conducted in late winter of 2013, the public involvement component of the Cleburne Downtown Master Plan successfully engaged the community in planning exercises integral to the long term vibrancy and sustainability of this historically-rich and centrally-located area of Johnson County. Approximately 157 persons participated in the variety of activities that included one-on-one interviews with key stakeholders, two community meetings, a roundtable discussion among representatives of local governmental entities and a visioning session in which 26 property owners and community leaders participated. Guiding the activities were members of the Project Review Team and representatives of North Central Texas Council of Governments, (NCTCOG). Leading and summarizing

the discussions were members of the Halff project team.

The meetings were dynamic and engaging, ensuring participation by all who attended. Participants expressed their appreciation of having the opportunity to help shape their community’s vision for downtown. They strongly agree that Cleburne can and should weave its rich history and friendly nature into all aspects of business/retail, food and beverage offerings and entertainment venues that can be expected to come on line with the implementation of the Master Plan. Historic structures must be preserved by the public and private sectors working together. They believe in Cleburne’s great potential, but recognize that many complex issues must be resolved in order for downtown’s redevelopment to be truly successful.

At the time of the community meetings and interviews, residents expressed their concerns about abandoned buildings, broken sidewalks, dirty streets and vacant lots which are littered and overgrown with weeds. All persons agree that “high impact” aesthetic improvements must begin immediately, and redevelopment must be targeted to make downtown more walkable with enhanced public spaces. Code enforcement and a more friendly City Hall are important while safety and mobility are among the top priorities. Truck traffic through downtown is a major concern and needs to be addressed, and the Chisholm Trail Parkway is expected to bring more people to Cleburne. In the long term, housing options and commuter rail are expected to further enhance the area.

In addition to the visual attractiveness of the historic courthouse square, Buffalo Creek is seen to offer numerous venues for families and tourists alike to enjoy. A “river walk” would broaden public access to this natural feature and community asset. A fully-developed Arts District and improved connections with surrounding neighborhoods are also appealing.

Community members understand that economic success depends on stakeholders and local governmental entities working together and that redevelopment must be carefully targeted. There must be a balance among market forces and unprecedented cooperation between the City and the County. Public/private partnerships can be the catalyst for reinvestment in the community, and funding strategies for public improvements must be creative and workable while not creating additional tax burdens on property owners.

Throughout the public involvement process, all participants repeatedly commented about their enthusiasm for the Master Plan and affirmed their commitment in helping to assure its implementation as soon as possible.



## Part 2: Stakeholder Interviews

The opinions and perspectives of property owners are key to shaping the community’s vision for what Downtown can—and should be in the future. As part of the extensive public involvement component of the Downtown Master Plan process, seven stakeholders were interviewed by the Halff project team.

Interviewed were: public officials, Cleburne Mayor Scott Cain, County Judge Roger Harmon and former Mayor Tom Hazelwood; major property owners, Howard Dudley and Dr. Joe Martin; president of the Downtown Cleburne Association, Ron Lindsey, and Plaza Theatre Company principal Aaron Siler. Most of these individuals and their families have a long history here. Mr. Dudley began his investments in downtown after moving to Johnson County in 1999. Mr. Lindsey manages the Liberty Hotel, which Mr. Dudley purchased and renovated several years ago. Mr. Siler moved to Cleburne about six years ago from Garland, TX, after identifying the area’s long term potential and probable affinity for the performing arts.

### Short Term Vision

The interviewees are in agreement on the strengths and weaknesses of downtown Cleburne and share a vision for an economically-viable area. All love Cleburne’s history and want to preserve historic structures. A successful redevelopment plan demands consistency throughout the process. Redevelopment of Downtown needs the full engagement and energy of the Downtown Cleburne Association, Keep Cleburne Beautiful, Friends of the Cultural Arts, Save Old Cleburne and the Cleburne Chamber of Commerce. The collective comments of the stakeholders who were interviewed are summarized as follows:

- Downtown must be “cleaned up” immediately by adhering to a regular street sweeping schedule; strengthening code enforcement;

enhancing landscaping; improving security and general appearances by installing decorative street lighting; and addressing derelict buildings, absentee ownership and asbestos removal.

- Building and maintenance codes and regulations should be reviewed and modified to encourage historic preservation, quality construction and innovative land uses. The City should create an ombudsman position, with that person being responsible for customer service; i.e. guiding people through the maze.
- Parking must be addressed. The ugly meter stubs along the sidewalks should be removed. A decision should be made whether to reinstall parking meters to control all day use of parking spaces by business employees. Parking lots could be closed for special events. At no time should parking overshadow public spaces.
- Pedestrian walkways should be enhanced throughout downtown by widening sidewalks, installing wayfinding signage, and improving building facades.
- More open spaces and public art are needed. Railroad right-of-way can be used as parkland. Complete the mural in Art Alley.
- Traffic patterns should support retail, and truck traffic should be diverted out of downtown. The TxDOT is the community’s partner and should be enlisted to support the area’s redevelopment.
- The Cleburne Chamber of Commerce and the Downtown Merchants Association should engage, and together, pull more retail into downtown. Wright Plaza can be the catalyst for promoting small businesses. As large track residential developers come to Cleburne with the opening of the Chisholm Trail Parkway (CTP), more retail and entertainment options can attract people to Downtown.

- City and county properties should be studied to determine their highest and best uses. Consideration should be given to putting vacant property back on the tax rolls and to entering into public/private partnerships for key projects that will stimulate additional redevelopment.
- Market Square can be a tremendous draw to downtown. The community and the City should host concert series, festivals and other special events in this area, beginning immediately.

### Long Term Vision

The long term vision of the stakeholders who were interviewed is a shared one; they agree that Cleburne’s history must be promoted; existing entertainment venues should be expanded, and public transit will become more and more important.

Specific Long Term Vision ideas include:

- Buffalo Creek’s full potential should be explored, by implementing features similar to the San Antonio River Walk as a draw for tourists as well as entertainment for local residents. Create walking paths and linkages to other downtown sites.
- Residential development downtown should include condominiums, loft living units and apartments.
- Public transportation options to be developed long term include light rail to the multi-modal station, trolley service from downtown up Anglin Street where historic homes operate as Bed and Breakfast lodging, and trolley or street car service from the multi-modal station to locations throughout downtown to Buffalo Creek.
- Market Square should be a catalyst for additional development in the southwestern part of downtown; adjacent properties could be condemned for public improvements.

**Scott Cain**  
**Mayor, Attorney**  
**February 25, 2013**

Scott Cain, who grew up in Cleburne, returned to his hometown in 2001, after having made his home in Frisco. When he was young, there was lots of shopping, which is not the case now.

*Single Phrase Description of Downtown*

“Downtown needs quick wins.”

“In 50 to 100 years, those of us today will be known for being the catalyst, good stewards of positive change. I am a dreamer.”

*Short Term Vision*

- Create a concert series in downtown in June 2013, to pull people to Market Square. Host arts festivals and other entertainment.
- Use the Tax Increment Finance District No. 2 (TIF No. 2) to stimulate more activity options in the Market Square area.
- Work with TxDOT to divert truck traffic from downtown.
- Work on a truck bypass on the south side.
- Identify a new major anchor for downtown; most likely an entertainment venue.
- Create a theme for public spaces.

*Long Term Vision*

- Clean and dredge Buffalo Creek.
- Create a river walk between Mill & Dabney; properties may need to be condemned.
- Make the Layland Museum the anchor for a cultural district.
- Operate a trolley from downtown up Anglin Street, where many historic homes are operating as Bed and Breakfast lodging.

- Consider putting all city offices under one roof.
- Look at creative reuse of the old jail.
- Widen sidewalks.
- Bring light rail to Cleburne.

*Vision for the City*

- Create more public/private ventures.
- Manage development at the Chisholm Trail Parkway (CTP) terminus north of downtown.
- Maintain the “small town” feel; “charming” communities within communities.
- Do a facilities plan assuming that the population increases to 70,000 persons in the next 10 to 15 years.
- Create synergism between the City Council and Commissioners Court.

**Howard Dudley**  
**Major Property Owner**  
**February 26, 2013**

Mr. Dudley moved to Rio Vista, Johnson County in 1999, and upon being impressed with Cleburne’s history and the romance of the Chisholm Trail, began buying property in Downtown.

Much of his passion for history comes from old western movies. He previously lived in Westlake in Denton County. His sister, who now manages many of his properties, moved here from McKinney. Mr. Dudley purchased and renovated the Liberty Hotel. Wright Plaza tenants have struggled due to the competition from Cleburne’s defunct shopping mall as well as the general economy. He pushed to close James Street to create more public space, and he put apartments in the Renfro Building. Renovation of the old Piggly Wiggly grocery store was difficult because of designing around the windows; the event center is there now. Mr. Dudley has given property on the north end of downtown to Hill County College (HC).

*Single Phrase Description of Downtown*

“Historical.” There is a need to instill pride in downtown now and for the future.

*Short Term Vision*

- A successful plan includes: (1) consistency in the development process; (2) parking, and (3) residential.
- Incorporate parking so it doesn’t overshadow public spaces.
- Involve more people and make “community pride” a driver in redevelopment.
- Put street sweepers into downtown area on a regular basis.
- Analyze and revamp city codes to be more practical. People are “abandoning” properties when the rehab costs are too expensive.

*Long Term Vision*

- Explore Buffalo Creek’s full potential.
- Build more residential.
- Continue to emphasize and spotlight the area’s history.

**Roger Harmon**  
**Johnson County Judge**  
**February 25, 2013**

Roger Harmon, Cleburne native, was a property and casualty adjuster before becoming county judge 19 years ago. He served on the NCTCOG Regional Transportation Council 11 years ago. He commends Granbury for not letting its historical structures deteriorate and providing parking for tourists. Fifty-five percent of the community's working population drives into the Metroplex for employment.

Since the decline in Barnett Shale gas production, Cleburne has lost its shopping mall and downtown retail, with the exception of the small shops at Wright Plaza. Cleburne has become more progressive. He asks the following questions to stimulate planning:

- How do you hold history in the forefront so it is of interest to youth?
- If we have the right plan, can we bring back the vitality we once had?
- How can we pull people who will use the CTP into downtown? And not just stop to the north?

*Single Phrase Description of Downtown*

“Verge of change.”

There is a warmth, closeness of the community as well as little traffic congestion.

*Short Term Vision*

- The Chamber should get more involved with retail development.
- More open space like the Splash Station and baseball parks should be encouraged.
- As large track residential developers come with the opening of the CTP, strategize how

to pull them downtown for shopping and entertainment.

- The County is likely to continue to have a strong presence in downtown, unless the development around CTP pulls county offices elsewhere
- Keep the Old Wagon Yards as parking for the county's 350 employees.
- Support the City as it enters into a lease with the County to operate Market Square.
- Do not create additional TIFs in the city.
- The County should build a new probation building.

*Long Term Vision*

- Develop walking and bike paths down to and along Buffalo Creek.
- Bring light rail to Cleburne; Joshua and Burleson are already embracing rail.
- Housing options could be considered in the long term; right now, the community is not ready. Nor is there the infrastructure to support housing.
- Determine a future use for the Bank of America building owned by the County

**Tom Hazelwood**  
**Past Mayor, Property Owner, Multiple Parcels**  
**February 25, 2013**

Mr. Hazelwood's family has been in the county since 1799, and he has lived in Cleburne since 1976. His association with fellow property owner Howard Dudley is strong, and he is proud of how the two of them have cleaned up a lot of properties downtown. He wants young people to come back to Cleburne to work and raise their families—but there must be jobs. As a petroleum engineer, Mr. Hazelwood serves as the City's oil and gas/energy engineer. Exploration of the Barnett Shale for natural gas created a boon for Cleburne, but when the price of gas plummeted in 2008, so did the local economy.

Mr. Hazelwood, who served 10 years as Mayor, is passionate about education and serves on many boards which give scholarships. “You can give a person land and money—but the only thing he or she can keep forever is education.” He is concerned about the quality of Cleburne's schools. The departure of the railroads was the “best thing that ever happened to Cleburne.”

The creation of Hill County College was a positive step forward but he believes the Texas Education Coordinating Board has stalled, creating a four-year-college program offered by HC and Texas Tech University.

*Business Philosophy*

The market will dictate what happens in downtown. It is the private sector's responsibility to redevelop Downtown.

Residential taxes should be kept low; ad valorem taxes on industry and sales tax should fund the greatest portion of the City's budget.

He is critical of various initiatives because they have not gone forward more quickly; i.e. the Buffalo Creek Association was funded in the 1980s and has yet to make major strides forward.

*Single Phrase Description of Downtown*

“Sustainable.”

Jobs are needed to support Downtown. Cleburne can be anything the people want; it has water, sewer, and other adequate city services. It is the education system that has failed the community.

*Short Term Vision*

- Downtown must be cleaned up.
- The City should create an ombudsman who is responsible for customer service; i.e. guiding people through the maze of codes and regulations
- Close off parking lots for events.
- Parking meters are needed to get people to move their cars, rather than park in front of one building all day.
- The City and the County should put properties back on the tax rolls; they have acquired too much property and are not maintaining it.

*Long Term Vision*

- Explore the full potential of Market Square and Hulen Park.
- Develop more residential options downtown.
- Continue to promote Cleburne’s history.
- Develop more downtown parking (Granbury has this).

**Ron Lindsey**  
**Manager, Liberty Hotel; President, Downtown Cleburne Association**  
**February 26, 2013**

Mr. Lindsey, who moved to the area from Atlanta in 1986, lives in Crowley. He manages the Liberty Hotel and has served on the Chamber of Commerce board for three years; he serves as president of the Downtown Cleburne Association and is making every effort to revitalize the organization. He has great admiration for major property owner Howard Dudley and shares his vision.

*Single Phrase Description of Downtown*

“Friendly and fragmented.”

The recession and local politics put up road blocks to the revitalization of downtown.

*Short Term Vision*

- Energize Downtown Cleburne Association, Keep Cleburne Beautiful, Friends of the Cultural Arts, and Save Old Cleburne.
- Clean up downtown immediately.
- Take out the “ugly” meter stubs along the sidewalks.
- Widen sidewalks across from the courthouse.
- Rework traffic patterns to support retail.
- Open Mr. Dudley’s event center.
- Complete the mural in Art Alley.

*Long Term Vision*

- Develop downtown apartments, condos and lofts.

**Dr. Joe Martin**  
**Optometrist, Property Owner**  
**February 25, 2013**

A resident of Cleburne since 1972, Dr. Martin was raised in West Texas and came here to join the practice of a longtime optometrist. At that time, downtown businesses were thriving, but as they moved to a new shopping mall, their businesses declined once they left downtown. They closed their doors because of the high rent. He personally likes his downtown office location, though the sidewalks are not ADA compliant. Dr. Martin has served on the city’s park board and on the Layland Museum board. He and his wife love old homes and currently reside in the Prairie Street area.

He continues to invest in his office building constructed in the late 1800s. He encourages reinvestment in downtown before the property values “triple.”

*Single Phrase Description of Downtown*

“Picturesque” and “Potential.”

Downtown just needs a little love.

*Short Term Vision*

- Tear down nothing if it can be saved. Asbestos and lead abatement cannot be ignored.
- Redo sidewalks and put in more decorative streetlights for a more appealing look.
- Look to McKinney and Denton for how best to transform downtown.

*Long Term Vision*

- Raze properties south of Market Square.
- Create a walking path along Buffalo Creek.
- Look at housing options as part of mixed-use development.
- Bring rail to Cleburne and develop the intermodal rail station.



**Aaron Siler**  
**Operations Director, Plaza Theatre Company**  
**February, 25, 2013**

A native of El Paso, Mr. Siler moved to Cleburne from Garland with his family because of the opportunities here. Having observed the economic transformation that a tollway had brought about in Garland, he wanted to take advantage of the positive changes in Cleburne that will occur with the completion of the Chisholm Trail Parkway.

*Plaza Theatre*

In six years, the theatre has only been dark on three weekends. His partner, Jason Barris, worked for three years to bring the 501-C-3 into the black. There are 1,200 season ticketholders, with 47 percent of the theatre's patronage coming from outside of Cleburne. Twenty-three percent of the theatregoers travel to Cleburne from the greater Dallas/Fort Worth area and from as far away as Richardson and Sachse. In contrast, Granbury's theater on the square does not perform every weekend.

In addition to the weekly theatre performances, the Plaza Academy Studio has classes for approximately 150 students. The seasonal "Gospel on the Mountain" is held in an outdoor venue. Plaza Theatre is different from most; it is open every weekend. At any one time, a live performance is being presented, rehearsals are underway for the next production, and auditions have begun for the show that will follow.

Theatre properties are owned by Howard Dudley. In August (2013), the theatre's five-year lease expires and the current location is at capacity. In order to grow, Mr. Siler believes he must move into larger space, although that is difficult to locate. The Convention Center Theater is not in Downtown, and its seats are not installed properly. It has poor acoustics and lighting. Most downtown buildings are

49 feet wide, and a theater in the round must have at least 60 ft. HC now owns a former church, which has a 780-seat sanctuary, though he is not optimistic about this location.

Mr. Siler is a forward thinker who is concerned that when older structures are condemned, lesser quality buildings will replace them

He is most concerned about Cleburne ISD and cultural conflicts between Hispanics and traditional Texans. He notes that younger entrepreneurs are not likely to have the dollars needed to restore older buildings.

"I am a builder, an entrepreneur. My passion is people."

*Single phrase description of Cleburne*

"Friendly."

*Short Term Vision*

- Use the Wright Plaza as the catalyst for promoting small businesses.
- Private enterprise can revitalize downtown.
- Improve code enforcement (downtown bookstore is an example).
- Improve security with proper lighting in parking lots owned primarily by the county. (at 10 p.m. after the show, more than 200 people pour onto downtown's streets, 50 of whom are cast members. There is no late-night entertainment.)
- Clean up downtown, especially county parking lots and derelict buildings.
- Do more than put lipstick on the pig; look at improving facades.

- Create signage.
- Address expensive requirements like asbestos removal to see how they can be done less expensively.
- Use railroad ROW as parkland.

*Long Term Vision*

- Relocate attorneys from out of downtown.
- Create mixed-use development; i.e. urban dwellings.
- Create linkages to the multi-modal station, Buffalo Creek and historic area.



### Part 3: Agency Roundtable

A total of 13 representatives of public entities which are responsible for various aspects of Downtown Cleburne's infrastructure convened for a roundtable discussion facilitated by the Halff project team on February 25, 2013. Agencies included:

- City of Cleburne
- Johnson County
- Cleburne Chamber of Commerce
- Hill College (HC)
- TxDOT
- NCTCOG
- TIF No 2

Participants agreed that infrastructure repairs, updates, and redesigns are essential for Downtown Cleburne's vibrancy and economic success in the future. Planning should be done immediately, with the City of Cleburne, Johnson County and their respective economic development entities fully engaged and cooperating. They share the vision of community leaders and stakeholders; that being more varied entertainment venues including festivals at Market Square and along Buffalo Creek.

They discussed the importance of working together to assure the best land use mix, with a balance between day and night time activities so downtown is alive with people around-the-clock. Planning long term for municipal and county facilities should occur immediately, and decisions should be made whether to sell surplus properties or to participate in public/private redevelopment activities. The county's probation offices should be relocated. Projects should not be done piece-meal; the doers in the community must always look at the big picture.

Safety and mobility are priorities. Trucks should be diverted out of downtown, in part by completing the Chisholm Trail Parkway and the SH 67 bypass. Completion of the intersection of SH 360 and SH

67 will provide a third gateway into the city. A new bypass from Keene south in Johnson County could help move more trucks out of the inner city onto Loop 9.

By improving sidewalks, curbs, gutters and lighting in TIF No. 2, the area will become more "walkable" and attractive to shoppers and entertainment seekers. Downtown venues should appeal to younger adults and families. Specifically, as bike trails are developed, the Veloweb should be updated.

Rezoning areas of downtown and reworking building codes can be expected to spur private investment in the area. In addition, support should be given to HC as it renovates its downtown property. Moreover, understanding the realities of the market and competitiveness among developers is essential.

Participants strongly believe the redevelopment of downtown will be a catalyst for positive growth for the entire city. Funding strategies must be developed and implemented; particularly for public infrastructure needs that are identified in the Downtown Master Plan.



## Part 4: Visioning Session

A total of 26 community leaders and downtown property owners participated in the Cleburne Downtown Master Plan Visioning Session on February 27, 2013. At various times during the session, they participated jointly as one group, and at other times, they broke out into four groups, each of which was facilitated by a member of Halff project team. A member of the project team participated as the scribe. All groups discussed: (1) which cities to study as examples of positive redevelopment, and (2) what are the successes that the community can achieve immediately or within the next two years as the redevelopment of downtown gets underway.

### Great Cities to Study

Differentiating itself from other cities, the City of Cleburne has numerous reasons to be proud; these include the place “where the telephone switch was invented” and being “home to one of the first auto manufacturers.”

Characteristics and attributes of great communities, in the opinion of workshop participants, include downtown lighting, trade days, walking tours, restaurants, music, patios, and numerous multi-purpose, mixed use land applications. One city, Frisco, TX, was cited as a community which did not prepare for growth and, consequently, does not have an entertainment district that pulls people downtown.

Granbury was most frequently named as a city which has “reinvented” itself, focusing on downtown’s history and uniqueness. The town square and Lake Granbury attract tourists, and a restrictive building code preserves its older buildings. McKinney’s downtown square is seen as an excellent example of good marketing by promoting itself as a tourist destination. Roanoke is recognized for its positive growth and walkability. Other Texas cities that were

mentioned include Weatherford, New Braunfels/ Gruene, Fredericksburg, Minneola, Clifton, Lampasas, Mason, Bonham, and Jefferson. Mansfield is seen as a city which is developing well. In summary, Cleburne must avoid a cookie-cutter look.

### Exploring Key Components

Participants divided into four groups to discuss in more depth key components of redevelopment.



### Group 1: Redeveloping Downtown with pride



Participants in Group 1 recommend the creation of an overlay district to define and preserve the area’s unique architecture. They want to assure that new construction is attractive and is consistent with the “Cleburne, TX” look and feel. By creating a sense of community pride and cohesiveness among property owners, they believe a shared responsibility for preservation and property maintenance will be fostered.

The Certificate of Occupancy (CO) process should be improved through better communication among city offices. City Hall must gear up to handle more construction permitting and inspections. A “One Stop Office” can help persons move through the process with less frustration.

Specifically, the group encourages better communication with the TxDOT and the Federal Highway Administration (FHA) to assure that Cleburne maximizes the improvements which can be funded through the agencies (such as sidewalks). It was suggested to assign a city staffer responsible for knowing availability and application process for state and federal grants, including intersections, facades, etc.

Public/private partnerships are important as is the courtship of younger investors and developers.

### Group 2: A focus on mixed-use development



Participants in Group 2 recommend carefully planned residential development downtown. They suggest rehabbing the second floors of older buildings to create lofts of about 1,000 sf. Ultimately, they envision a total of 300 housing units in six to ten projects, each of which has 20 to 40 living units. Covered and secured parking should be encouraged. Housing options should be marketed to developers and contractors. Downtown marketing materials should include residential projects and a “downtown lifestyle” in Cleburne.

Public/private partnerships to develop surplus properties owned by the City and the County can offer many mutual benefits.

Emphasizing the importance of city/county cooperation, they recommend creating an inventory of downtown structure listing uses, conditions, zoning, etc. Engineering studies for streetscapes and the proposed south bypass could begin immediately. Digitalizing county records could open up more space for non-legal purposes at the courthouse. Zoning ordinances and city codes should be reviewed and updated.

### Group 3: Key Connections



Participants in Group 3 agree that pedestrians should be made to feel comfortable so that they will spend time exploring downtown. To accomplish this, curb ramps must be created/improved; and sidewalks must be safe. Downtown employees should not park directly in front of businesses, and bulb-outs should be designed for crosswalks. Better access to the library is important.

Fixed-route transit (perhaps street cars or trolleys) that operates during the day and evening hours could serve locations such as the Plaza Theater, Wright Plaza, Layland Museum, City Hall, First Baptist Church, Market Square, and the multi-modal station.

The multi-modal station will bring persons into the downtown area, and the safety and functionality of crosswalks around the courthouse must be ensured. Landscaping, as well as creating murals on HC properties could enhance the area.

They also recommend connecting downtown to Hulen Park, East Buffalo Creek, Pat Cleburne Lake, Cleburne Conference Center, businesses along Henderson Street and surrounding neighborhoods by developing hiking and bike trails as well as fixed-route transit service.

### Group 4: Opportunities for public spaces



Participants in Group 4 envision many opportunities for public spaces by creating pocket parks and urban gardens throughout downtown. Immediately, vacant lots should be cleaned up and made to look as attractive as possible, and code enforcement is a valuable tool in doing so. A general maintenance ordinance to deal with abandoned buildings, broken windows and abandoned properties should be put in place. Street sweeping is essential. Property owners should assume more responsibilities; i.e. watering of plants and cleaning up litter. Design standards are important for lighting, trash receptacle and benches.

Spaces around the Layland Museum could be upgraded and used for community gatherings, and HC’s campus has many areas that could be visually enhanced. Market Square and Buffalo Creek offer settings for amphitheaters/outdoor music venues. Wayfinding signage is important. Public/private partnerships can facilitate redevelopment. For example, private donors could fund the Buffalo Creek improvements, such as a water feature near Wardville Street to reduce fish kills. Creating pride in the ownership of properties downtown can boost community interest in and support for redevelopment. Moreover, a sharing of information among stakeholders can contribute to the esprit de corps; i.e. providing a list of drought tolerant plants to business owners/developers will help with overall beautification efforts.

### **Short Term Goals**

Participants overwhelmingly agreed on many activities that could be initiated immediately to help jump-start redevelopment concurrently with the completion of the Master Plan in fall 2013.

Immediate, lower-cost activities that can be put into place before the tourism months of early summer through fall are general cleanup such as street sweeping, cosmetic repairs to buildings, streetscapes, and code enforcement. Safety improvements are crucial, and parking should be studied and better managed.

By creating a festive Market Square with programming to bring families into downtown, the foundation for developing future leisure activities along Buffalo Creek can be established. Perception is that the City and the County do not cooperate or collaborate. It was agreed that both governmental entities must work more closely together. The creation of a city Ombudsman position to help the public know how to apply for permits and inspections as well as understand code compliance matters would create a more customer-friendly environment.

The following are specific recommendations made by workshop participants:

#### **Cleanliness, Upkeep**

- Create pride on the part of property owners
- Sweep streets regularly
- Embark on cosmetic repairs immediately; i.e. painting, window repair
- Create design standards for trash receptacles, benches, lighting

#### **Safety**

- Adjust sequencing of red lights downtown
- Repair roads and sidewalks with exposed dirt
- Improve lighting in county parking lots

- Remove holes left by removing parking meters
- Establish unified lighting standards

#### **Landscaping**

- Enforce codes
- Provide list of drought tolerant plants to business owners/redevelopers
- Contracting with an outside company to spray for weeds, insects and rodents.
- Improve access across Buffalo Creek
- Work with Keep Cleburne Beautiful to plant trees east of the East Henderson overpass

#### **Ordinances, Codes, and Standards**

- Improve neighborhoods through code enforcement
- Avoid selective code enforcement
- Address code issues with the book store on the square
- Reduce the conflict between city code requirements and the fire marshal's code regulations
- Create a maintenance ordinance specific to downtown to address vacant lots, broken windows and abandoned buildings
- Adopt city building codes for historic structures
- Put architectural design standards on new construction

#### **Signage**

- Create cohesive wayfinding signage
- Spotlight city's history on signage and kiosks
- Install signage along the creek

#### **Parking**

- Develop realistic parking uses/fees
- Redraw parking to be at an angle in core area (Downtown)
- Master Plan to verify appropriateness)
- Establish parking maximums

#### **Incentives/Grants**

- Inform building owners about state grants for façade improvements and the like
- Use city properties to entice retail and restaurant developments
- Explore public/private partnerships

#### **Short Term Projects**

- Create a food truck park
- Consider plans to redevelop the old jail
- Connect Market Square to the creek and dining possibilities, add in Farmers Market and other programming
- Focus first on Buffalo Creek between Wardville and Chambers
- Encourage private donors to fund an amphitheater along Buffalo Creek
- Install a water feature near Wardville to reduce fish kills
- Digitalize county records
- Complete Art Alley
- Create an inventory of downtown structures, date constructed, ownership, etc.
- Review Buffalo Creek CLOMER and flood plain

#### **Other**

- Close James Street on a temporary/trial basis during festivals and gatherings and observe the effects on traffic and pedestrian circulation; this will help to inform the Downtown Master Plan recommendations
- Install street scenes in vacant windows
- Begin design and engineering for streetscapes
- Conduct engineering studies for the south bypass now
- Conduct a city/county facilities needs study
- Encourage local banks and businesses to explore opportunities to work together
- Commit to a plan and work the plan

## Summing Up

Participants offered short comments about the shared experience of the Visioning Session and their hopes for the future. They said:

- We must be moving the ball on two or three fronts, working together on our own tasks. We must be linear thinkers.
- We are doing something! We have vision, we have excitement. We are jumping in!
- Past studies have sat on the shelf. This is the first time that we (community members) have been asked for our opinion. We are excited about sharing. The lines of communication are open.
- I am excited about the study and am appreciative of the mayor, our city/county employee for moving us forward.
- I am excited about the amount of pride we all have in downtown. We are strong and getting better.
- I want to thank the participants in this study. We cannot rely on government alone.
- We are not really that far apart in our thinking.
- There are great possibilities, and we have great hopes. We must follow-through.
- Thank you to the mayor and city staff who initiated this project. The plan will be a great community asset..
- I appreciate the open communication among property owners and the city and county staff members here today. I hope we are on the same page.
- The concept of planning like this is great. I have lived here since 1937 and have never seen anything like it.
- I want to congratulate the Project Review Committee.
- We should make hay while the sun shines, and the sun is shining.
- We must get truck traffic out of downtown.

- You cannot stop the momentum now. There is great synergy.
- The City wants to be a player in this, but cannot do it alone.
- I want to hold someone accountable for our recommendations.
- If this study is not implemented, I do not want to be involved. The plan will definitely improve our quality of life.
- We are invested in the outcome.
- We are now at “intermission.” It makes me nervous; I want to see the plan pushed through.



## Part 5: Community Meetings

Two community meetings were held at the Cleburne Conference Center; one at 7 p.m. on Monday, Feb. 25, 2013, and another on Tuesday, Feb. 26, 2013, at 8:30 a.m. Approximately 84 persons attended and 60 people indicated they are property owners. Following a welcome and an explanation of the study's importance to Downtown Cleburne by Mayor Scott Cain, the project team presented an overview of the project; its goals and objectives.



### Group Discussion

The project team led discussions at both community meetings, asking attendees to comment on their likes, dislikes and vision for Downtown Cleburne.

Persons offering their personal comments talked about the sense of community and the friendliness of downtown, as well as its history and the opportunities to build on that history in the Master Plan. Their dislikes are parallel to those being expressed by most aspects of all of the public involvement components of this study; truck traffic, limited parking, code enforcement, poor sidewalks, no wayfinding signs and lack of retail.

### Public Comment Sheets

Recognizing that some persons prefer to make comments in writing rather than speak publicly, comment sheets were available at both community meetings. A total of 27 comment sheets were returned to the project team. When asked to indicate their top priority for improving Downtown Cleburne, responses were split between preserving historical landmarks and repairing streets and sidewalks. The priority receiving the next highest number of responses is bringing in more small businesses. Participants overwhelmingly indicated their support for commuter rail service. A sampling of specific comments are:

“Cleburne has the potential to be very romantic; right now it looks dirty and deteriorated.”

“Paint murals on the walls you see coming into town on Amtrak.”

“I see a beautiful, pedestrian-friendly area with a great mix of retail, restaurants and housing, creating a pleasant, festive, viable atmosphere.”

“The heart of Cleburne is in cardiac arrest. Activity has moved out of downtown to the outskirts.”

### A Shared Vision

Attendees who gave their opinions during the community meetings as well as those who completed comment sheets, share an exciting, fully sustainable vision for Downtown Cleburne which includes maximizing the renovation of historic buildings, managing traffic to make the area walkable, enforcing city codes immediately to improve aesthetics and safety, developing Buffalo Creek and Market Square to attract families and young adults.

### Interactive Comment Activities

Many of the attendees participated in at least one of three interactive opportunities to provide input. In the first, persons were encouraged to mark on a map the areas in downtown where they walk and/or would like to walk. Areas that were indicated include the courthouse square, Wright Plaza, Buffalo Creek and the intermodal rail station.

In the second exercise, the following nine actions were listed and persons were asked to indicate whether each action is very important, important or not important.

- Shape the future of downtown to be visually attractive
- Create a more walkable and accessible downtown
- Enhance economic opportunities and business growth
- Provide commuter rail service to and from downtown
- Link key downtown destinations with pedestrian paths and bicycle routes
- Consider downtown housing options in the form of mixed-use development
- Preserve and expand Cleburne's cultural, historical and artistic landmarks
- Expand tourism
- Retain green space in downtown

The most important to the participants are two actions; shape the future of downtown to be visually attractive and enhance economic opportunities and business growth, followed by creating a more walkable and accessible downtown, expanding tourism and preserving and expanding Cleburne’s cultural, historical and artistic landmarks. Of least importance to participants is the consideration of housing options.

Few persons participated in the third exercise, in which they were asked to write one-word descriptions of downtown. Comments were evenly split between positive and negative, showing that participants understand “threats and opportunities” for the area. Negative comments include: sad, pitiful, neglected, run down, needs a lot of help. Positive descriptions include: potential, heart of it all, opportunities, reinventing, historical, finally moving forward.

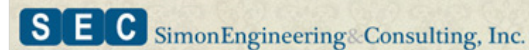






# CITY OF CLEBURNE: Planning a Sustainable Future for Downtown

Cleburne Downtown Master Plan Report  
Appendix 3: Case Studies



# Old Town Lewisville Case Study

## Overview

The revitalization and redevelopment planning for Lewisville’s downtown area—referred to as “Old Town”—has been ongoing for more than a decade. Four primary studies represent the bulk of the planning efforts for this area: Old Town Center Enhancement Plan (2000); Old Town Master Plan (2003); Economic and Financial Report (2007); and Old Town TOD Master Plan (2010).

Early plans were focused on arresting decline and reestablishing the area as a strong economic and residential center for the city. Median household income in the study area in 2000 was \$47,718. More than 52% of the 273 housing units in the area were renter-occupied (median value of \$81,000; median rent \$736). The majority of residents worked and shopped outside of Old Town. Former retail storefronts were occupied by professional offices, specialty retail, and automotive-oriented businesses. Most businesses predate current parking, landscaping, and building setback code requirements. A significant portion of the properties within the study area have the land value being more than 35% of the total property value, indicating there is a significant opportunity for redevelopment.

Although the Old Town district is centered on a core of commercial “main street” type development, residential land use comprises the majority of land cover in the area. The 2007 Economic and Financial Report study showed that the area could absorb 1,700 total residential units, resulting in a total of 5,400 residents. Each of the plans for Old Town identifies the need to convert some residential and industrial land to commercial-oriented mixed-use, especially around the Old Town Core and Mill Street. The most recent planning effort—the Old Town TOD Master Plan—calls for a high-density mixed-use redevelopment of industrial land surrounding a new transit station east of Old Town (part of the Denton

County Transit Authority’s (DCTA) A-train commuter rail line).

Earlier plans, especially the Old Town Master Plan, provided relatively broad recommendations on a quadrant level and study area level, while also identifying numerous parcel- and block-level challenges and revitalization opportunities. The TOD Master Plan similarly provided study area-level recommendations, but also explored three catalyst project opportunities as a way to jump-start redevelopment and capitalize on immediate opportunities.

The TOD Master Plan identifies a unique planning dilemma: how to minimize competition between the Station Area and Old Town Core, so that the Core flourishes, rather than declines. The plan aims to provide connectivity between these nodes and support each through coordinated urban character. Lewisville does not have much existing building stock, so the TOD plan recommends a significant level of new infill development. Across its study area, which includes the Old Town Core, but not the entirety of the Old Town district, this plan recommends approximately 28 acres of retail and office (much of which is in mixed-use blocks) and between 1,300 and 2,000 residential units.

## Facts

### Size of Downtown Area

- Old Town District: 405 acres (includes approx. 54 traditional city blocks, as well as a large medical campus, freeway-oriented retail, and medium-scale industrial uses along the periphery). The Core is comprised of 4 blocks along Main Street between Mill and Charles Streets.
- TOD Study Area: 333 acres (includes approx. 27 blocks of Old Town, including the Core; the remainder is medium-scale industrial).

## Major Components

- Lewisville Center for the Creative Arts / Medical Center of Lewisville Grand Theater
- DCTA A-train Commuter Rail Station
- Lewisville City Hall
- Old Town Plaza (Planned Expansion)
- Greater Lewisville Community Theater
- Five Restaurants
- 23 Retail shops
- US Post Office
- 39 Historic Homes
- Medical Center of Lewisville (186 patient maximum, 1,160+ employees)

## Visitor Attendance

- Current A-train ridership: 2,000 passenger-trips per day (system-wide)
- Forecasted A-train ridership: 4,000 to 5,000 passenger-trips per day (system-wide)
- Medical Center of Lewisville Grand Theater attendance: 40,000+

## Investment Level

- 60,000sf/\$12.4 million City Hall built in 2002-2003
- 39,000sf/\$10 million Center for the Creative Arts / Medical Center of Lewisville Grand Theater (naming rights)
- Publicly-financed Old Town Plaza
- Publicly-financed DCTA Commuter Rail Station
- TxDOT enhancements to Main Street between Charles and Mill Streets
- TOD Plan identifies \$98.5 million worth of public investments in streets, alleys, sanitary sewer, parks, and trails (new streets, parks, and trails represent more than half of this number).

## Developer/Key Players

- Lewisville EDC (major)
- Old Town Business Association (minor)

## Development Strategy

- Complete redevelopment of station area (including new streets and other infrastructure).
- Targeted catalyst project on City-owned land in the Old Town Core to build upon recent public investments (Old Town Plaza; Center for the Creative Arts, City Hall).
- Catalyst redevelopment of an under-performing and incompatible strip mall.
- Tax Increment Reinvestment Zone (in part funds façade improvements).
- Adoption and application of Mixed-Use zoning categories and recommended revisions to the subdivision ordinance.

## Public commitments and investment include:

- Establishing a TIFF district for Old Town
- Relocation of City Hall to Old Town
- Development of Grand Theater
- Streetscape improvements
- Development of a public plaza with NCTCOG grant funding
- Implementing the façade program which supports the rehabilitation and physical appearance of buildings in Old Town
- Close collaboration with the Old Town Business Association
- Programming of events to drive traffic to Old Town
- Collaboration with DCTA (Denton County Transportation Authority) to establish a station on the east end of Old Town
- Establishing development standards with new development proposals reviewed by a citizen based review committee

- Dialogue with prospective property buyers and developers
- Assistance with brownfield assessment
- Developing vision plans for specific areas, e.g. a TOD development along the eastern part of Old Town

## Funding support includes:

- TIFF funding
- Bond elections
- Grants (e.g. NCTCOG)
- General Revenue funding
- Tax abatement targeting specific businesses

## Applicability to Cleburne

### One-way Couplet and Pass-Through Traffic

The TxDOT-controlled Farm-to-Market Road 1171 experiences a large amount of traffic. In the past, heavy truck traffic (waste collection vehicles) due to nearby landfills was a problem. The solution was a bypass street to provide landfill access. The two streets comprising the couplet are Main Street and Church Street. Main Street runs through the center of the Old Town Core and is emphasized from a placemaking and redevelopment perspective. It has an 80' right-of-way and includes brick-paved sidewalks, enhanced lighting, and furnishings within the Old Town Core area. Longer-term plans are to include bulb-outs and bike lanes. The ultimate section through the Core will include two travel lanes, two parking lanes, a bike lane, and 18.5' sidewalks. Church street will have a similar cross-section, with the exception of 12.5' sidewalks.

## Multi-Nodal Emphasis

The TOD Master Plan focuses mixed-use/commercial development in the Old Town Core with a smaller destination node (primarily food and entertainment) surrounded by new residential in the Station area.

## Low-hanging Fruit

The TOD Master Plan identifies three catalyst project areas, including a half-block infill opportunity on City-owned land to build upon the energy created by the new City Hall, the Center for the Creative Arts, and Old Town Plaza. Another catalyst site is an aged strip mall area just south of the Old Town Core, which can be redeveloped into a large mixed-use project. Finally, a multi-block area around the station (one of the two nodes referenced above) is studied as a catalyst area to capitalize on the new commuter rail service.

## Limited Parking in the Old Town Core

The original Old Town Master Plan identified perception as well as actual deficiency contributing to this problem. Short-term solutions are to provide wayfinding signage to parking lots and restripe and better define on-street parking spaces to maximize the number of cars that can park on each block. One long-term solution is the construction of public parking lots to support existing businesses and attract new businesses. Lots have since been constructed adjacent to the City Hall. Other long-term solutions include enhancing alleys for parking, requiring property owners to pay a parking impact fee, and establishing on-street parking limitations (e.g., 1 hour parking, 2 hour parking, etc.).

## Neighborhood Stabilization

Property values and housing condition/maintenance were assessed to identify zones for protection and targets for redevelopment. New housing development types—such as townhouses—are encouraged, as are design standards that would allow traditional building materials to be used, rather than brick and stone (required for new residential construction elsewhere in the city). In the pedestrian realm, landscape standards are proposed to improve aesthetics and the continuation of sidewalk construction and rehabilitation is identified as an important task.

### Information Source

1. Old Town Transit Oriented Development Master Plan
2. Old Town Master Plan



*Festival event in Old Town Lewisville*



*Multi-story housing in the Old Town*



*Main Street in Old Town Lewisville*



*Wide sidewalks and planter boxes to announce street crossing at Main Street*

# San Marcos Case Study

## Overview

In 2013, the City of San Marcos released its comprehensive, long-term master plan, aptly titled “A River Runs Through Us.” While the city’s charter requires the city be guided by a master plan, the most recent iteration is considered a major improvement on the previous plan drafted in 1996. It integrates and improves upon existing planning efforts in the area such as: The Downtown Master Plan (2008), the Main Street Reinvestment Plan (ongoing since 1996), and the Water Quality Protection Plan (2013). Previous planning efforts failed to integrate the community’s combination of priorities for compact growth, increasing Downtown visibility and access, preserving ecological resources, and improving quality of life through multi-modal mixed-use development strategies throughout the city. San Marcos is about to embark on a form-based code to codify the comprehensive plan.

The area is home to 45,000 residents. The city’s median income is \$26,734, which is considered low for the region; this is partly because of the 34,000 students who call the city home while enrolled in San Marcos’ Texas State University. This population also translates to a low family-household rate, with 62% of residents in non-family households, and the high rate of rental tenure—of residents living in the 17,304 housing units, 66% are renters. Some 46% of renters reside in multifamily units, while 31% rent single-family detached homes.

Area residents identify the Downtown Historic District as the beacon of local culture and unique heritage. They also value the areas’ ecological resources and frequent the outdoor sports and recreation sites of the San Marcos and Blanco Rivers, Wonder World, and Aquarena Park. Since 1928 it has been considered a regional center for eco-tourism and active and passive recreation. The San Marcos Premium Outlets and the Tanger Outlets function to employ large amounts of

college students and to draw huge volumes of regional retail activity, drawing more than 100,000 shoppers during peak periods. The area is also regionally integrated through interstate highway access. Industrial space and future transit access will leverage this strong resource to build and strengthen economic activity.

All past and recent planning efforts acknowledge the challenge of balancing the areas strong retail hubs along the IH35 corridor with strengthening the cultural core of the city’s historic downtown. Although, there is a slight disconnect with marketing the Tanger Outlets and the downtown – the two compete for retail dollars. There has also been a growing recognition of the need to develop in a way that protects sensitive environmental resources like the Edwards Aquifer Recharge Zone, and the San Marcos and Blanco Rivers. The city plans to develop one million square feet of industrial and manufacturing space in the next twenty years and will align this expansion along the Interstate Highway-35 corridor where intensive land usage will not harm the environment nor tax the attractiveness of the inner urban districts. Their downtown plan is focused on creating a mixed-use 24/7 Activity Center catered not just to the younger Texas State students but also to younger office workers and baby boomers.

Transportation improvements are seen as the key to increasing economic competitiveness vis-à-vis surrounding urban centers. Specifically, the addition of the Lone Star Commuter rail station in the coming years will improve local industry competitiveness in attracting labor and servicing the area’s economic engines like Austin and San Antonio. Transportation is also seen as the key to igniting activity downtown through emphasizing pedestrian, bike, and bus transit oriented street improvements and city-centers style development. The city views mixed-use development in local core districts as a crucial facilitation tool for maximizing the benefits of such transportation and development initiatives. A focus on public

transportation is also considered integral to reducing local frustrations with limited parking downtown.

## Facts

### Size of Downtown Area

Court Square, Downtown Historic District: approximately 20 square blocks of mixed use, double-to four story development along the Guadalupe Street corridor and adjacent to the San Marcos River.

### Major Components

- Texas State University is the northern boundary of downtown
- San Marcos River runs along eastern edge of downtown and the University
- Historic Downtown, Courthouse Square
- Lone Star Rail Station at southeastern edge of downtown
- Older single and two story buildings with uses ranging from legal to jail bonds to coffee shops to dress shops.
- LBJ Museum
- Renovated theater
- Stabilized neighborhoods on edges

### Visitor Attendance

- Aquarena Springs: 250,000 visitors annually
- Outlet Malls: 150,000+ visitors in peak seasons
- Texas State University athletic competitions – 300,000 visitors annually

### Investment Level

- \$5.3 million on San Marcos, Hays County Capital Area Rural Transportation System Roadways and Connector Station
- \$11.4 million on widening of I-35 expressway to add a median
- \$11.2 million on Main Street Reinvestment projects for 2012 (public and private combined)
- Since 1986, the city has garnered public and

private investments of upwards of \$56 million dollars for the Main Street Program.

- The city's Community Development Block Grant program provides \$570,000 to projects to benefit middle to low-income individuals.

### Developer/Key Players

- City of San Marcos
- Hays County
- San Marcos Partnership (Economic Developer for City/County)
- Texas State University
- Main Street
- Several Private Developers, including Scott Gregson on Main Street and Partnership Board

### Development Strategy

- Make significant public sector investments to stimulate private sector investment and fortify the link between the downtown and Texas State University.
- The County left the downtown in 2010 to build a larger county building and courthouse. They nearly vacated the existing county courthouse which remains as a jewel in the downtown square, and they have recently sold their land owned by the soon to built Lone Star Rail Station.
- Many were worried that lawyers and bail bonders would leave the downtown. Some did and opened up prime retail space and some stayed – providing daytime traffic for local retailers.
- The 2008 Downtown Master Plan (Broaddus & Associates / Pegasus), laid out a strong plan for improving the connections between downtown and Texas State University, the Rivers and neighborhoods. One of the main outcomes of the plan was an increase of height from 5-7 stories in certain parts of downtown. Additionally, a parking study was done and a

public improvement district to address major infrastructure improvements was created.

Gateway improvements, including wayfinding signage have been a big part of downtown marketing efforts. The Plan won a Texas American Planning Association Award for one of the best Plans in 2008.

- The city's most recent Comprehensive Plan focuses on environmental protection as the key development strategy through 2035. The ideal scenario balances growth—the incorporation more than 33,000 new residents and one million additional square feet of industrial space—with preservation of local rivers, recharge zones, and endangered species.
- Mixed-use development and more relaxed building codes help to maintain downtown economic vitality and to preserve local architectural and historic character.
- Redevelopment of the Midtown District, northern of Historic Downtown is considered a major opportunity for mixed-use, compact development. There are fewer historic structures and environmentally sensitive regions therein. The Midtown mall is nearly vacant and is a large, potential site for redevelopment. The area also benefits from access to the I-35 corridor for regional connectivity and Aquarena Springs Drive which provides fast and efficient internal connections.
- Major roadway access and public transit allow San Marcos to connect regionally, while pedestrian, bike, and bus transportation investments will improve internal connectivity.
- By 2035, the city will add one million square feet of “intensity zones” for large-scale industrial, manufacturing, and office park space. They will be placed on along major auto thoroughfares and future transit access nodes along I-35, Guadalupe Street, and LBJ Drive corridors.
- The 2013 Water Quality Protection Plan and

the Land Use Suitability Map serve as guides to environmentally sensitive urban growth and land intensification. They aid in the preserving soil quality, aquifer recharge activity, the protection of endangered species, and groundwater and air quality.

### Effort related to Public Private Partnerships

- San Marcos created an RFP for soliciting developers to purchase county-owned land in the downtown adjacent to the rail line, where the Lone Star Rail station will eventually occur.
- The City created a Public Improvement District (PID) for purposes of creating streetscape improvements and ultimately a parking garage.
- The City hired a consultant after their downtown plan was adopted to do specific designs and analysis to determine the increased financial “capture” with these improvements to determine if the PID would pay for itself.

### Applicability to Cleburne

#### By-Pass Roads & Other Major Roadways & Their Impact

- For residents and development professionals of San Marcos, the major roadway connectivity is viewed as a double-edged sword that should be leveraged with care and thoughtfulness for the future development of the city. Major highways connect visitors to major retail outlets like the San Marcos Premium Outlets and the Tanger Outlet Center. These two centers serve as the second and third largest employers of the area. The city's population nearly triples during peak shopping seasons due to shoppers at these regional retail giants. But this activity challenges the economic vitality of the downtown district. In the future, land-intensive industry development will be concentrated around major roadways, while arterial connections,

public transportation, and bike lanes will serve to connect the city's internal components.

### Attitude Towards Courthouse Square

- Courthouse Square is the historic core of Downtown San Marcos, and it captures both local character and aspects of national heritage. It was added to the National Register of Historic places in 1992, and all of the buildings have been restored to their original size and appearance. Architecturally, the Square stands as the quintessential Central Texas Courthouse Square, with buildings all approximately the same size but with localized variations of Beaux Arts, Commercial Style and High Victorian Italianate design. The majority of buildings are two storied with a mixed use development strategy integrated within the district.
- The Main Street Program of San Marcos "was one of 67 Texas cities recognized in 2013 for meeting strict national performance criteria." It has received this honor for the last fourteen years.
- Of the more than 1600 respondents surveyed during the crafting of the 2008 Downtown Master Plan, a clear majority agreed that the downtown area's "unique quality of character" should be highlighted and protected by and through future development activity. Community members recognize it as a key resource that can be leveraged in making the city a competitive regional center. Community members also acknowledged that the tools available for planning future developments, such as building codes and mixed-use developments, could be used for protection of cultural resources. The Plan emphasized mutually agreed upon goals for the future of downtown including compactness, cultural authenticity, great streets, pedestrian and bike accessibility, and increases in public spaces for social gatherings.

- The downtown development zone is adjacent to the proposed commuter rail line.

### Creek Adjacency & How It Influences the Downtown Area

The City's most recent Comprehensive Plan features the San Marcos River & Blanco Rivers as the central ecological figures upon which the social fabric grows and develops. The Plan balances the need to improve economic performance and environmental preservation. The San Marcos River is a major recreational asset for downtown students, residents and visitors.

- The 2008 Downtown Master Plan also incorporates the protection of natural resources a priority. To do so, planning professionals and community members alike identified key interventions like: improved storm water capture; decontamination of groundwater for the health of the aquifer; and the maintenance of non-native special growth along the water basin.
- Environmental factors are also key factors for the encouragement of more land-intensive development along major transportation corridors where water and wastewater management systems are adequate, and less ecologically sensitive

### How Connections to Commuter Rail are Addressed

- The Lone Star commuter rail is seen as a major opportunity to improve the visibility and attractiveness of the historic downtown district and also as a connection to local job centers such as the planned "intensity zones" along I-35.
- The downtown plan suggests a specific area be targeted for the rail station and that pedestrian/bicycle linkages from the station

through the downtown to the University be a major focus for future infrastructure improvements.

- Industrial parks like Texas State's STAR park business and entrepreneurship incubator will benefit from commuter rail adjacency by increasing access to area talent and improving visibility of the park's contributions to the field of material science.

### The Implementation of Mixed Use Development

- The 2008 Downtown Master plan identifies Mixed Use as a key for preserving local character and for protecting natural resources in central downtown. Reducing the stringency of building codes and encouraging multiple uses for development will also strengthen pedestrian activity and enliven the Downtown Historic Square so as to improve its local competitiveness and attract visitors into San Marcos to appreciate its unique, local culture and amenities. Some level of mixed use will also be applied within the economic development focused "intensity zones" along major transportation routes like I-35. They will be applied for the development of small, pedestrian scale businesses within office parks.

### Parking

- The city's Downtown Parking initiative identifies many opportunities and weaknesses inherent to downtown parking as it stands today. While downtown parking is free, it is highly competitive and does not allow medium to long term options.
- Off-street parking is limited even for employees of downtown facilities.
- Parking downtown was identified as a source of major frustration for patrons of Downtown. It is considered one of the barriers to improving the

areas attractiveness vis-à-vis other community hubs in San Marcos such as the Tanger Outlets.

- Developable space downtown is at a premium and is likely to be dedicated to mixed-use developments that approve the area’s attractiveness and protects local culture and environmental resources.
- Improving pedestrian and bike traffic within downtown districts and corridors is thought to reduce strains from restricted parking.
- The city is also drafting ways to incentivize off-street parking development and is planning to charge for on-street parking while providing mid- to long-term parking options.
- A parking study was completed after the Downtown Plan and a Public Improvement District was created, with the hopes that it will eventually fund a parking garage.

### Information Source

1. All Plans for San Marcos:  
<http://www.ci.san-marcos.tx.us/index.aspx?page=854>
2. Pegasus (lead Market Analyst and Economic Development Consultant)



*Good example of building reuse (around Courthouse Downtown) with roof top addition*



*Shops around Courthouse Downtown*



*Old Courthouse in Center of Downtown*



*Shops around Courthouse Downtown*





*New County Building*



*New Courthouse (Moved outside of Downtown)*



*Food Trailer Park*



*Embassy Suites and Convention Center*



*Restaurant on San Marcos River*



*Museum next to Food Trailer Park*

# New Braunfels Case Study

## Overview

Downtown New Braunfels is strategically located at the northeast quadrant of I-35 and FM 306—one of the only intersections in the Austin/San Antonio corridor to connect I-35 to SH 130 and I-10—three of the most traveled highways in Texas.

Since adoption of its first Downtown Master Plan in 1990, the City of New Braunfels worked strategically to build and pursue partnerships with private businesses, non-profit organizations, agencies and key stakeholders, to implement a viable development plan that would reflect the historic and cultural traditions of the community. In the 1990s primary issues for revitalization included downtown fragmentation (vacant lots, no infill strategy, parking etc.); urban clutter (signage, power lines, utilities); poor circulation (poor signage, traffic concerns, parking locations); and lack of a cohesive historic downtown core (design guidelines). City officials noted that downtown New Braunfels classified as the “inner loop” has struggled to compete with new development concentrated along the I-35 corridor. Signage for destinations such as Schlitterbahn and Gruene directed visitors around Downtown on Loop 337, instead of State Highway 46, reducing the chance that visitors would discover the historic Downtown.

In 1991, downtown New Braunfels was first named as a nationally recognized Main Street City, due in large part to the efforts from its merchant Downtown Association of New Braunfels. Remaining barriers to revitalization included through traffic, poor pedestrian infrastructure, vacant storefronts, limited connectivity to parks, trails, and new developments in and around Downtown, limited green space in the downtown, and poor wayfinding signage. The 2009 Downtown Implementation Plan identifies five Critical Success Factors considered essential for Downtown redevelopment including: Market Opportunities, Wayfinding, Circulation & Walkability, Parking Reform,

and Aesthetics & Pedestrian Infrastructure. A set of recommended actions and policies unique to each factor were presented, and formally adopted in January 2010 for implementation.

The New Braunfels downtown serves as the central point for civic activity in the city and for Comal County. The Comal County Courthouse, Comal County office buildings, City Hall and the Civic Center are all located in the downtown area, providing a significant number of jobs. There are approximately 1,800 jobs currently located in the downtown area. The civic center, seasonal festivals, and downtown’s close proximity to the Comal River also attract a large number of visitors each year. Downtown New Braunfels is roughly 108.35 acres in size and consists of approximately 120 businesses which include 20 food service businesses with the remainder being retail, service, attractions and accommodations. Currently, New Braunfels has 11 mixed use buildings with second story residential.

Much of the success of New Braunfels is tied to the fact that it is considered a direct link to the greater metropolitan area which is thriving. Major attractions are walking distance or short driving distance from the downtown core.

New Braunfels local economy is heavily focused on leisure and entertainment. Two major tourist destinations include Schlitterbahn, the largest water park in the U.S. located walking distance from the heart of the city, and Gruene, a retail/entertainment center approximately a 10-minute drive from downtown. Combined cultural tourism and tourist visits to the Comal River, an estimated two million visitors a year.

## FACTS

### Size of Downtown Area

- Total Acreage = 108.335 divided as follows: Mixed Use = 28.574; Residential = 17.681; Stand Alone Retail = 17.025

### Major Components

- Historic Main Plaza
- Performing Arts Center
- Ten Art Galleries & Dealers
- One Convention & Meeting Facility
- 42 historic landmarks
- Two hotels
- Two Theaters (Brauntex Performing Arts Theatre; Circle Arts Theatre)

### Visitor Attendance

- Wassailfest: estimated 15,000 visitors annually
- Gruene Market Days: 100 artisans offering handmade items monthly
- Wein & Saengerfest: 100,000 visitors
- The city’s “Water is the core of the New Braunfels” brand results in over 2 mil visitors per year

### Investment Level

- \$55 million in downtown since 1991, New Braunfels Main Street and Downtown Development program
- \$12.5 million/56,000sf Civic /Convention Center renovation and expansion
- \$8.5M+ renovation of the Comal County Courthouse
- \$4.7 million on quiet zone implementation program
- \$248,847 which is a 20 % match of the total cost of \$1,244,233 for Hike/Bike Trails
- 400 acre mixed use due to creation of a Tax Increment Reinvestment Zone
- \$1M renovation of the Performing Arts Center

## Developers/Key Players

- Downtown Steering Committee (Citizen's Advisory Group)
- Economic Development Foundation
- Greater New Braunfels Chamber of Commerce
- New Braunfels Industrial Development Board
- New Braunfels Downtown Association

## Development Strategy

- Bonds for over \$500 million is identified for City-wide Capital Improvement Plan (CIP) Projects (2012-2022) which includes \$7.9 million for downtown sidewalk improvements and a pedestrian bridge, \$4.5 million for a downtown parking garage, \$5.0 million for underground utilities in downtown, \$15.9 for City Hall Construction, and \$220,000 for Main Street Plaza enhancements. In addition, the CIP allocated dollars for street and bridge improvements crossing into downtown, as well as drainage improvements.
- New Braunfels has consistently adopted a pro-business leadership attitude, competitive incentives, and low tax burden. The City created a tax increment reinvestment Zone (TIRZ) to provide economic assistance to developers.
- Develop incentives and engagement intended to attract new development and redevelopment of the downtown. The strategy highlighted in the 2010 document seeks to make development information readily available, offset development costs through incentives, remove regulatory barriers where possible, and provide predictability while minimizing risk.
- Link operations, governance, and advocacy to ensure that regulatory barriers are removed, policies and incentive packages are streamlined, and support remains strong from project conception to completion. The implementation plan calls for vetting all roles and responsibilities for all actions and

policies outlined in the plan; establishing a downtown steering committee advocacy entity to “champion” implementation of downtown implementation strategies over the long-term; establish a Downtown Design Review Board to ensure that new development is consistent with the vision and goals for the downtown - consisting of downtown steering committee members, advocacy groups, planning and zoning and historic commission, and local practitioners in urban design, architecture, and development; establish a Maintenance Fund and Review Committee to ensure upkeep of existing and new infrastructure and public amenities; and identify a responsible entity to act as the clearinghouse for all downtown market information and data.

- City approved an ordinance designating a downtown on-street parking zone- two-hour limit in the same on-street parking space.
- Main Street and Downtown Development Programs recruit and promote businesses in the downtown area, preserve historic properties and improvements in streetscapes.
- In conjunction with the Lonestar Rail District spearheads regional plans to construct a future commuter rail system between Georgetown and San Antonio (LSTAR). This will allow commuters to avoid a congested IH-35E corridor and access to Downtown New Braunfels via a proposed station located in the vicinity of the Comal County courthouse and Landa Park.

## Public Commitments and Investment

### Include:

- Since 1991 New Braunfels has followed the guidelines set forth by the Main Street City Program one of which includes the following concepts (organization - administration; promotion - marketing; design - aesthetic

improvements; economic restructuring - business expansion and financing improvements).

- The City established an appointed Downtown Review Board to prioritize the Downtown Implementation Plan (appointed by City Council and includes property owners, residents, businesses, and the Chamber). The Review Board meets monthly and makes recommendations to City staff. City staff develops cost estimates/budget for implementation projects and determines funding source.
- New Braunfels prioritized parking reform, sidewalk improvements, and lighting within the Downtown Implementation Plan.
- A Downtown Merchants Association exists to assist with marketing downtown businesses, help with city events, and host their own sponsored events.
- The City implemented a facade improvement program (using grant funds).
- The City dialogues with prospective property buyers and developers.
- Currently looking at design criteria for a Downtown Planning Historic Manual - (Needs approval from Historic Landmark Commission, Planning and Zoning, City Council.
- Grant officer looks and applies for grants on a consistent basis.
- Chamber and Convention and Visitors Bureau prepared an Historic walking tour.
- City handles promotions and programming, including Wassailfest in December, and Weinsaenger Fest (wine and music festival) in May. Both events promote the City and drive traffic downtown.

### Funding support includes:

- TIFF funding
- Bond elections
- Grants (e.g. San Antonio Bexar County Metropolitan Planning Organization (SABCMPO))
- General Revenue funding
- Tax abatement targeting specific businesses

### Applicability to the City of Cleburne

The case study of New Braunfels Downtown Implementation Plan revealed number recommendations that would seem applicable to the City of Cleburne. They include the following key strategies.

### Aesthetics

- Implement short-term downtown beautification projects to improve aesthetics and pedestrian infrastructure in areas accessing the Main Plaza.
- Complete enhancement projects (lighting, landscaping, public art) and maintenance on existing bridges and underpasses to preserve historic structures and announce entry to Downtown. Include pedestrian lighting, street furniture, landscaping, trees and shading devices starting with high priority areas
- Develop Design Guidelines to improve overall aesthetics in Downtown for public /private improvements in the study area, and consider an overlay zone to help administer guidelines and potential Downtown historic district.

### Wayfinding

- Develop a wayfinding historic tour of Downtown
- Identify downtown to travelers at key access points off highway and major thoroughfares; direct travelers to the downtown core and key cultural destinations

### Parking

- Funds from tickets for parking violations can be used to pay for enforcement and streetscape maintenance and improvements
- Downtown employees and day visitors will park in parking lots, allowing short-term visitor to use on-street parking to patronize local businesses.

### River Access

- Invest public funds in trails along river and to surrounding parks to improve conditions expand hike/bike system
- Perform feasibility study to construct pedestrian bridge across the Comal River, creating greater access.
- Widen sidewalks and streets heading to the river area to improve bike/pedestrian access
- Maintain trails and waterways

### Mixed Use and Open Space

- Explore opportunities for Downtown rental housing to include smaller scale (infill) residential or mixed use development to provide a transition from retail and office to single family residential.
- Increase open space in Downtown through incentives, subsidies, and public engagement

### Transit Oriented Development

- Identify locations next to proposed commuter rail to encourage transit-oriented development in order to generate tax revenue, attract a greater number of potential visitors to Downtown as well as increase value of land around the transit station.

### Information Source

1. Economic Development Strategic Plan, New Braunfels, Texas
2. City of New Braunfels Downtown Implementation Plan, 2010.
3. American Fact Finder, Census Data – 2010
4. Interviews with New Braunfels Main Street Coordinator and Convention and Visitors Bureau staff



*Downtown New Braunfels*



*Old and new architecture*



*Street art*



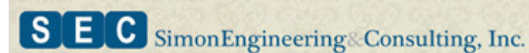
*Creek edge*

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# CITY OF CLEBURNE: Planning a Sustainable Future for Downtown

Cleburne Downtown Master Plan Report  
Appendix 4: Sidewalk Review



## Appendix 4: Sidewalk Review

The successful revitalization of Downtown depends largely on the overall pedestrian experience and comfort, which includes the appearance of sidewalks, their condition and how they provide pedestrian connectivity and continuity. The current condition of sidewalks is described in **Appendix 1: Existing Conditions Report**. From a connectivity / continuity point of view, parking lots with wide driveway aprons and head-in or angled parking with no sidewalk are mentioned as particularly challenging. Maintenance issues are sited as concrete that is in certain places aged, worn, cracked and chipped. Aesthetically these maintenance issues are unsightly. Accessibility issues include lack of accessible curb ramps, uneven walking surfaces, and unmarked crosswalks.

### Sidewalk Review

The consultant team reviewed specific sidewalk sections in more detail based on the pedestrian routes that form part of the Public Sector Investment Areas A, B, C and E (see **Map 6.8**). This detailed sidewalk review considered the following criteria: compliance to American Disability Act (ADA) requirements; functionality of use and maintenance conditions; and aesthetics and comfort.

#### 1. ADA Compliance

Reviewed items include ramps, evenness of walking surfaces, width of walking routes, and overall connectivity. Three categories are illustrated as follows:

- Good – ADA compliant
- Fair – Minor repair or improvements needed to be ADA compliant
- Bad – Inaccessible or missing sidewalk with major work or repairs needed

The marking of crosswalks is addressed separately.

#### 2. Functionality of use and Maintenance Requirement

Reviewed items include missing and broken pieces of concrete, uneven surfaces, and damaged curbs. Three categories are illustrated as follows:

- Good – No work required
- Fair – Minor improvements needed
- Bad – Non-functional with major improvements or repairs needed

The surface condition of crosswalks is addressed separately.

#### 3. Aesthetics and Comfort

For this component, the review team considered the overall quality of the walkway experience, including the width of sidewalk, patchwork of pavement repairs, and age of concrete. Three categories are illustrated as follows:

- Good
- Fair – Minor improvements needed
- Bad – Unattractive / uncomfortable with major improvements needed

### Consolidated Sidewalk Review

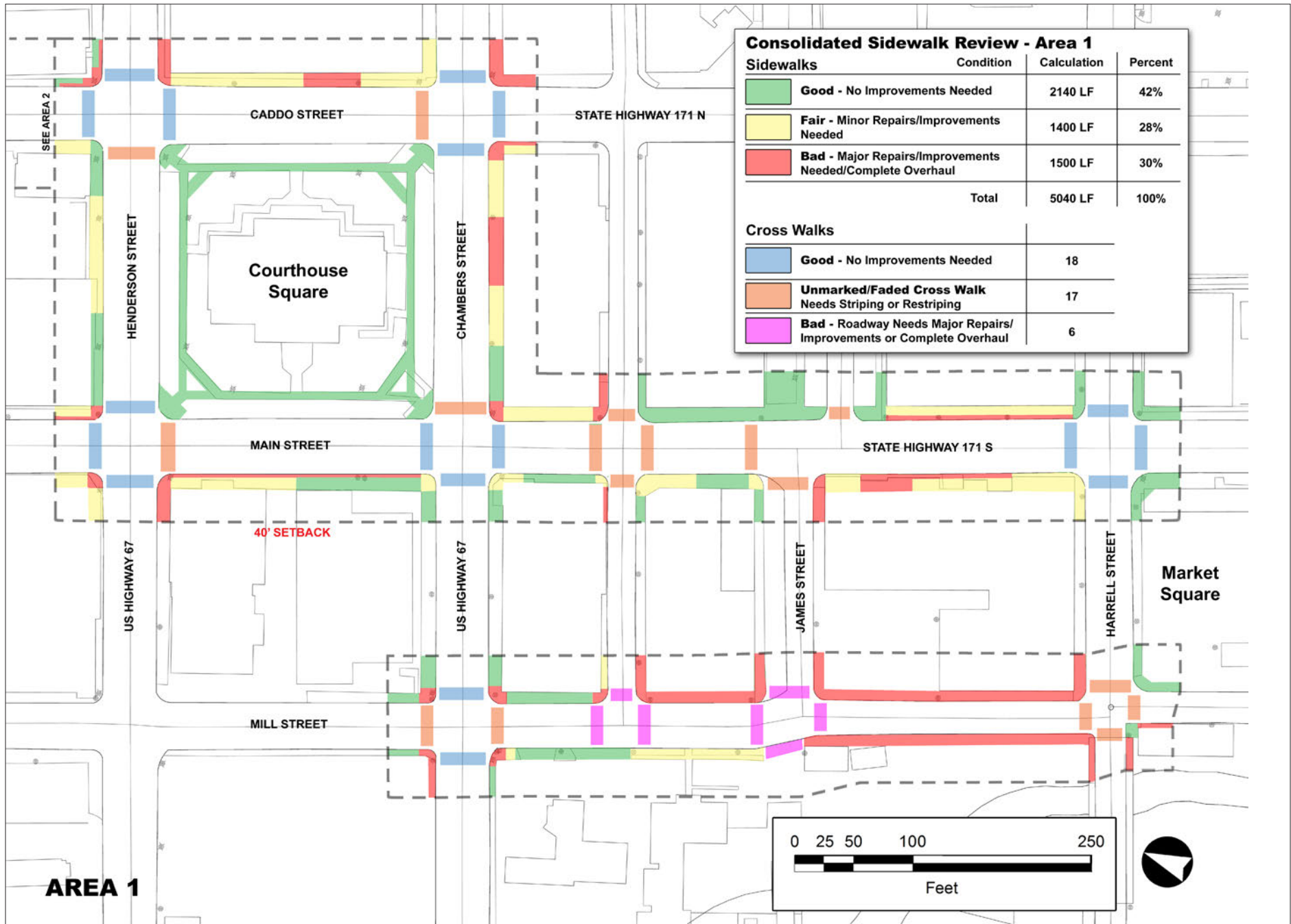
The various review criteria are overlaid to create a consolidated review graphic, with the worse condition shown in the final graphic. It is particularly insightful in providing an overview of the overall connectivity of sidewalks within the area where public improvement is necessary to incentivize private development.

### Sidewalk Improvements

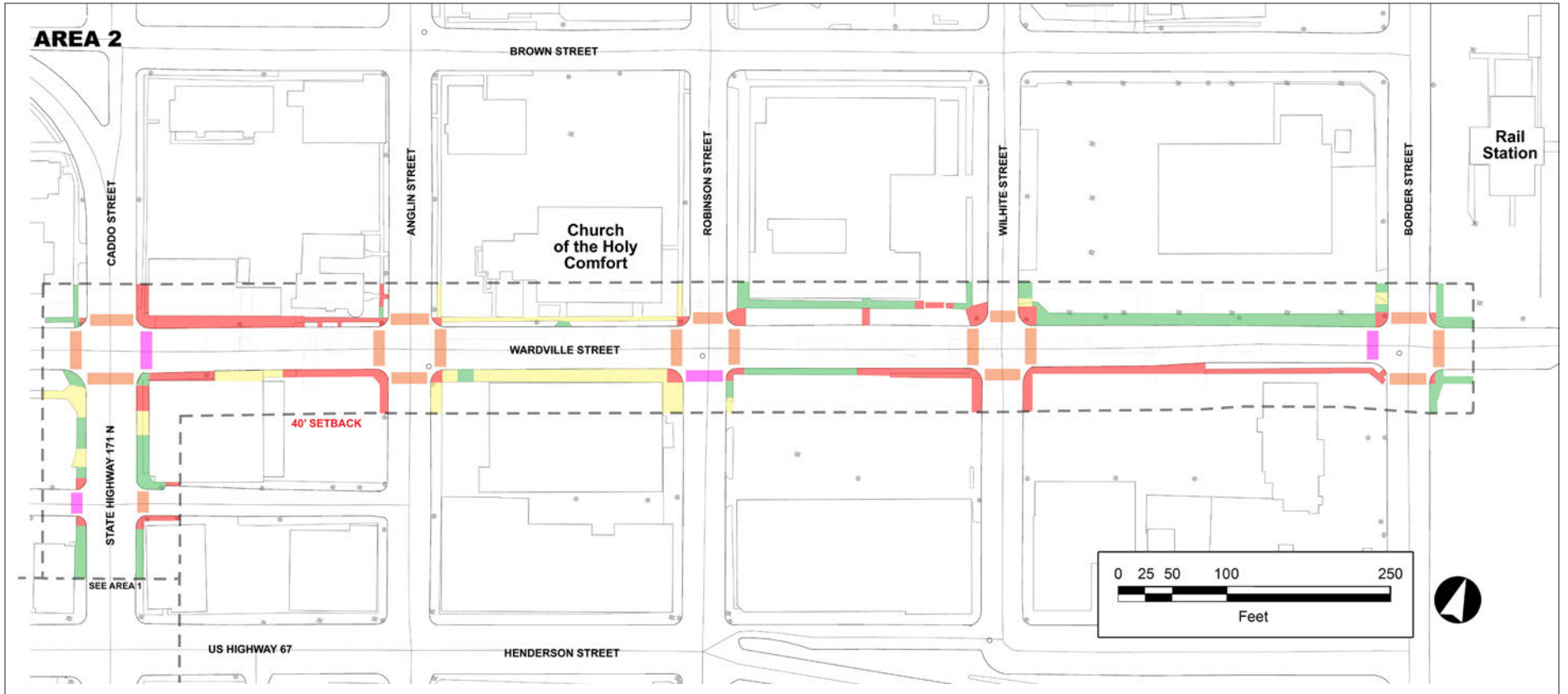
Rather than addressing deficiencies piecemeal and on an ad hoc basis, it is recommended to do the complete overhaul of entire street blocks. Based on this assessment, the anticipated effort to fix the sidewalk conditions in Downtown is as follows:

Table 1 Consolidated Sidewalk Review	
<b>Area 1</b>	
Sidewalk Condition	Calculation
Fair - Minor Repairs/Improvements Needed	1400 LF
Bad - Major Repairs/Improvements Needed/Complete Overhaul	1500 LF
<b>Total</b>	<b>2900 LF</b>
<b>Crosswalks</b>	
Unmarked/Faded Cross Walk - Needs Striping or Restriping	17
Bad - Roadway Needs Major Improvements or Complete Overhaul	6
<b>Area 2</b>	
Sidewalk Condition	Calculation
Fair - Minor Repairs/Improvements Needed	700 LF
Bad - Major Repairs/Improvements Needed/Complete Overhaul	1350 LF
<b>Total</b>	<b>2050 LF</b>
<b>Crosswalks</b>	
Unmarked/Faded Cross Walk - Needs Striping or Restriping	18
Bad - Roadway Needs Major Improvements or Complete Overhaul	3
<b>Area 1 &amp; 2 Combined</b>	
Sidewalk Condition	Calculation
Fair - Minor Repairs/Improvements Needed	2100 LF
Bad - Major Repairs/Improvements Needed/Complete Overhaul	2850 LF
<b>Total</b>	<b>4950 LF</b>
<b>Crosswalks</b>	
Unmarked/Faded Cross Walk - Needs Striping or Restriping	35
Bad - Roadway Needs Major Improvements or Complete Overhaul	9










Map 1 Consolidated Sidewalk Review - Area 1



Map 2 Consolidated Sidewalk Review - Area 2

<b>Consolidated Sidewalk Review - Area 2</b>			
Sidewalks	Condition	Calculation	Percent
	<b>Good - No Improvements Needed</b>	1150 LF	36%
	<b>Fair - Minor Repairs/Improvements Needed</b>	700 LF	22%
	<b>Bad - Major Repairs/Improvements Needed/Complete Overhaul</b>	1350 LF	42%
<b>Total</b>		<b>3200 LF</b>	<b>100%</b>
<b>Cross Walks</b>			
	<b>Unmarked/Faded Cross Walk Needs Striping or Restriping</b>	18	
	<b>Bad - Roadway Needs Major Repairs/Improvements or Complete Overhaul</b>	3	

**ADA Compliance**

**Sidewalks**

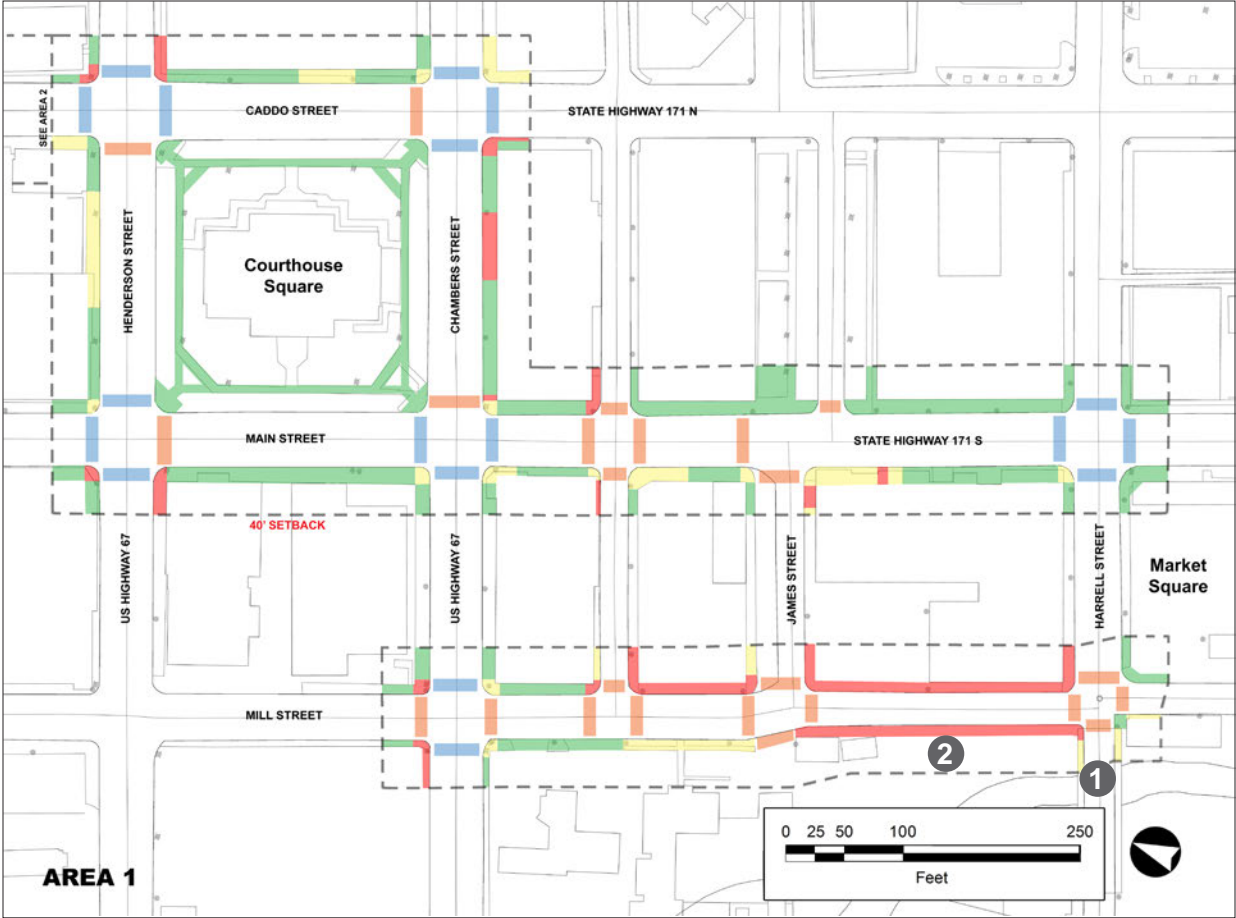
- Good - ADA Compliant**
- Fair - Minor Repair or Improvements Needed to be ADA Compliant**
- Bad - Inaccessible - Major Repairs Needed OR No Sidewalk**

**Cross Walks**

- Marked Cross Walk**
- Unmarked/Faded Striping**

**General note:**  
 The sidewalk review wraps around street corners for a distance of 40' measured from the intersection of the existing curb lines. This makes provision for future bulb-outs up to the edge of the first parallel parking space.

- Notes:**
1. The sidewalks along both sides of the bridge are uncomfortably narrow; the bridge railing might not be to code; the north side has no ramp connection.
  2. No sidewalk exists along this stretch of Mill Street; once provided, it will add tremendously to the pedestrian experience with dramatic views towards the creek. Adding a sidewalk requires narrowing the road (with no on-street parking either side of the road) and a pedestrian railing.



**Map 3 ADA Compliance - Area 1**

## Functionality/Maintenance

### Sidewalks

- Good**
- Fair - Minor Improvements Needed**
- Bad - Non Functional - Major Improvements or Repairs Needed**

### Cross Walks

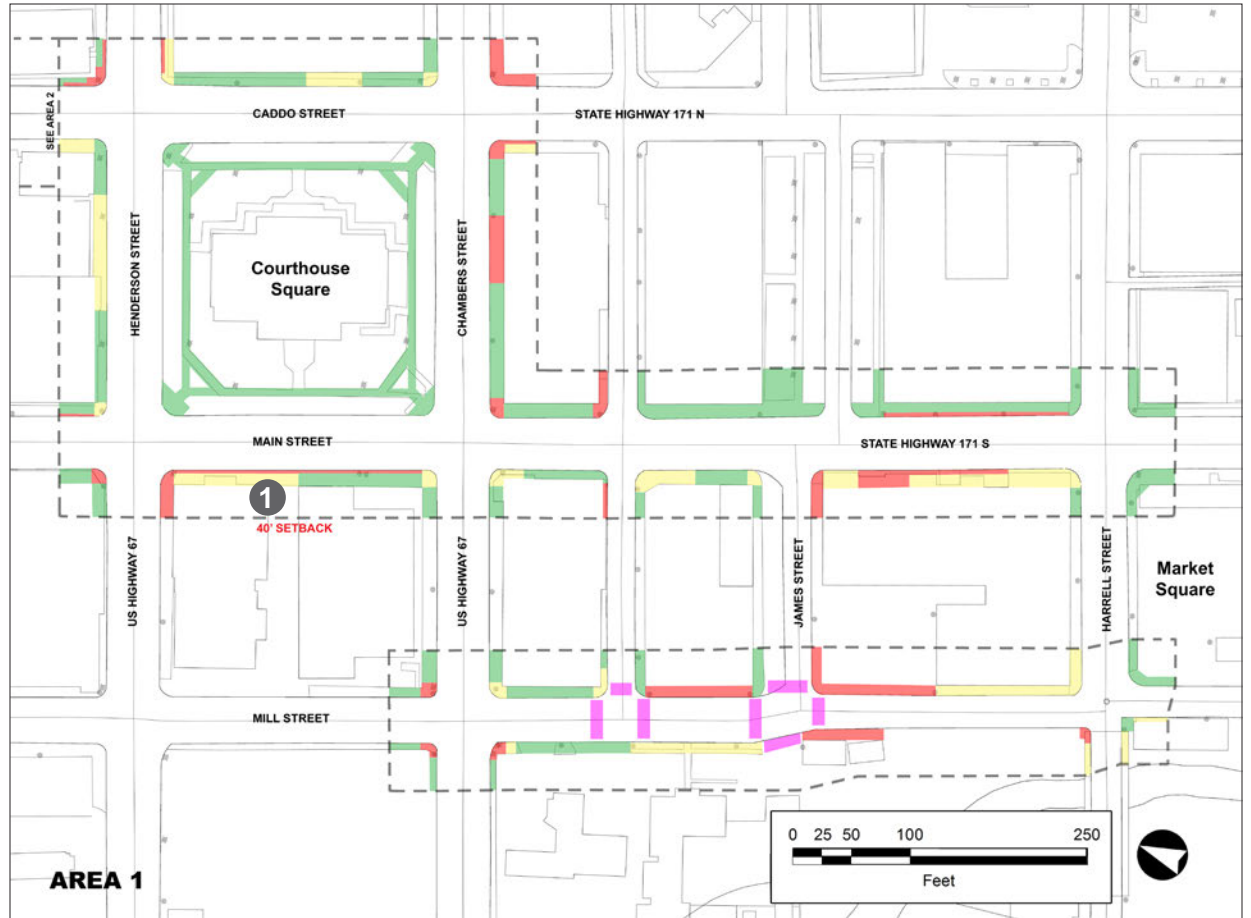
- Road Surface Uneven/ in Disrepair**

#### General note:

The sidewalk review wraps around street corners for a distance of 40' measured from the intersection of the existing curb lines. This makes provision for future bulb-outs up to the edge of the first parallel parking space.




#### Notes:

1. The curb is highlighted due to its need for extensive repair. Aesthetically and economically, it is prudent to overhaul the entire sidewalk and curb together.



Map 4 Functionality & Maintenance - Area 1

## Aesthetics and Comfort Sidewalks

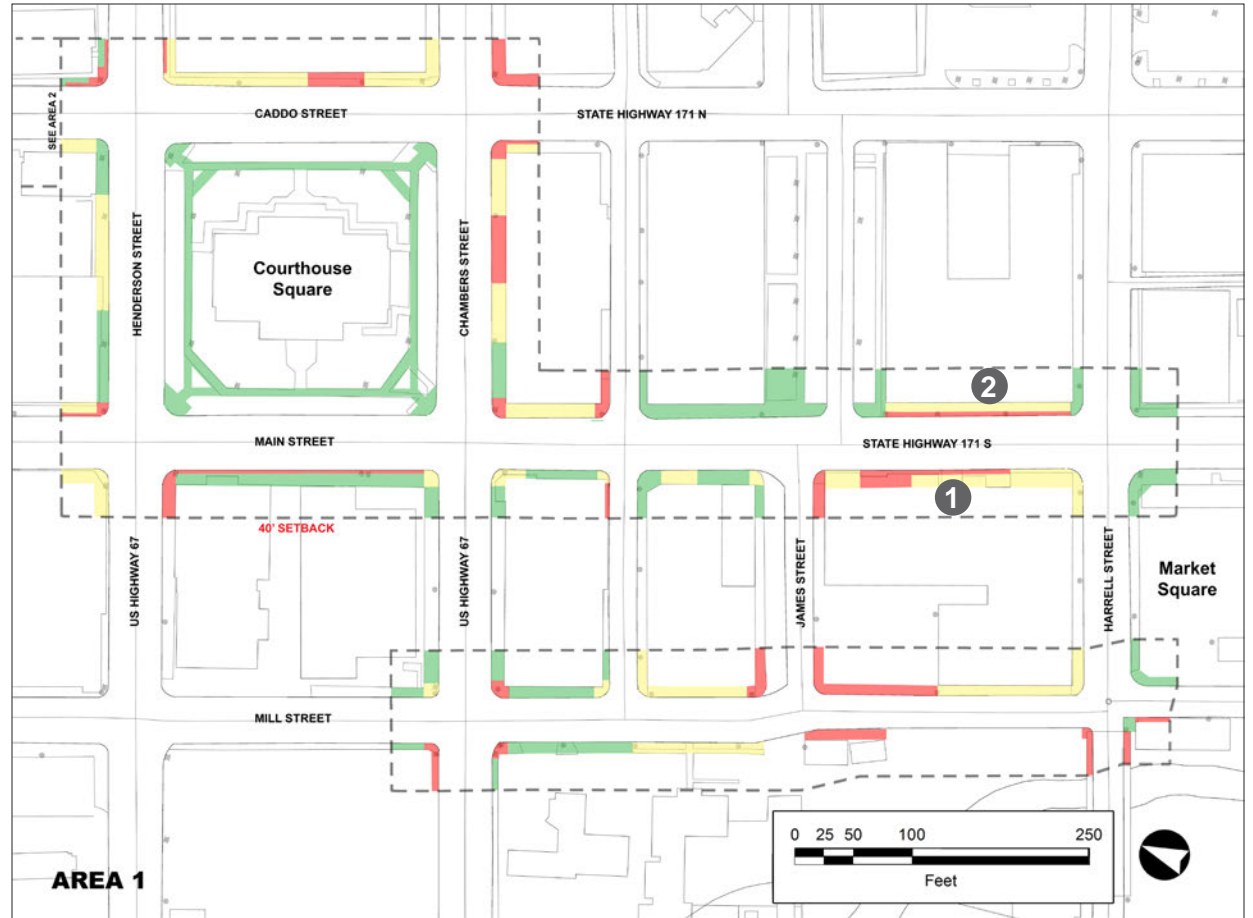
	<b>Good</b>
	<b>Fair - Minor Improvements Needed</b>
	<b>Bad - Unattractive and/or Uncomfortable Major Improvements Needed</b>

### General note:

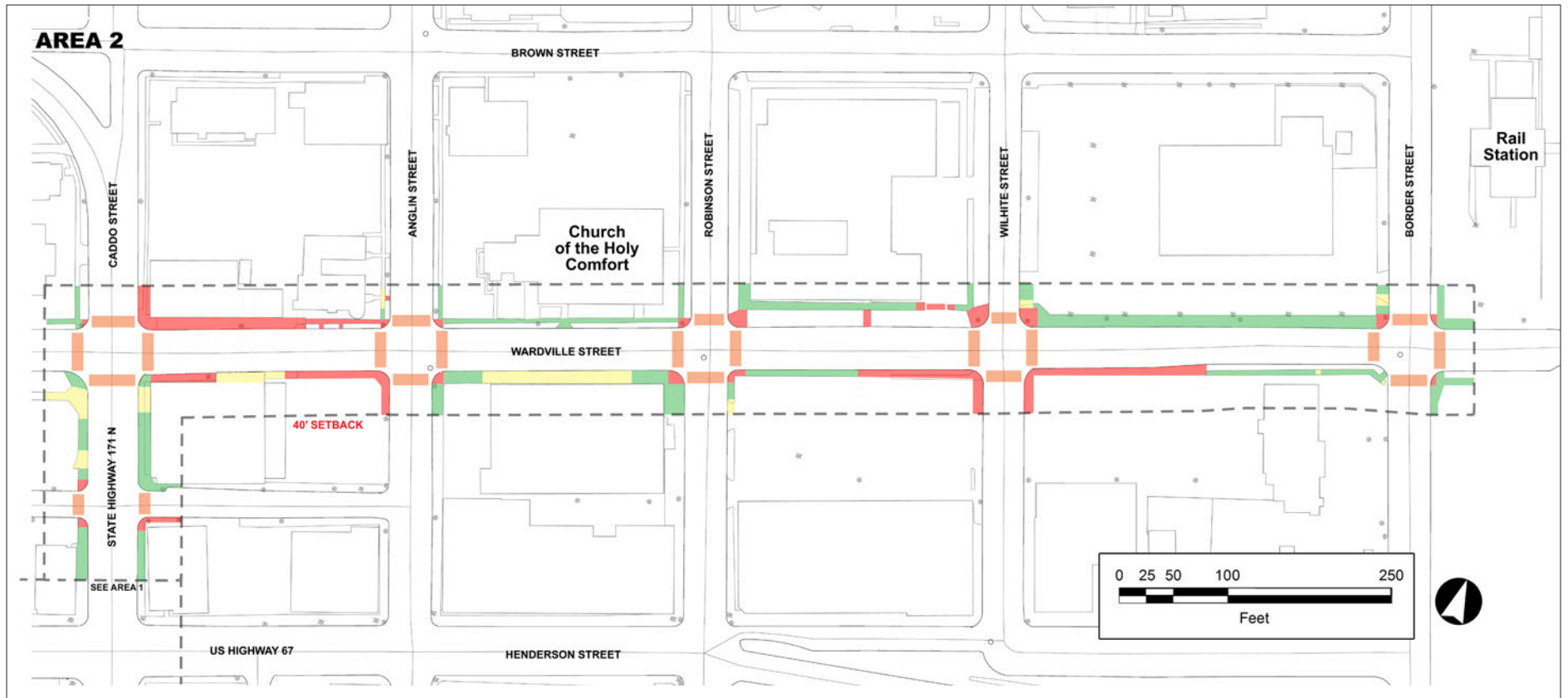
The sidewalk review wraps around street corners for a distance of 40' measured from the intersection of the existing curb lines. This makes provision for future bulb-outs up to the edge of the first parallel parking space.

### Notes:

1. Both the sidewalk and low step adjacent to the curb need minor to major repairs. Aesthetically and economically, it is prudent to overhaul the entire sidewalk and curb together.
2. This area consists of three separate materials/conditions; the curb, a void where no concrete exists, and the sidewalk. While the curb and sidewalk are in fair condition, replacing the void with an approximate 1' strip of concrete may be less desirable than a complete overhaul of the entire sidewalk.



Map 5 Aesthetics and Comfort - Area 1



Map 6 ADA Compliance - Area 2

**ADA Compliance**

**Sidewalks**

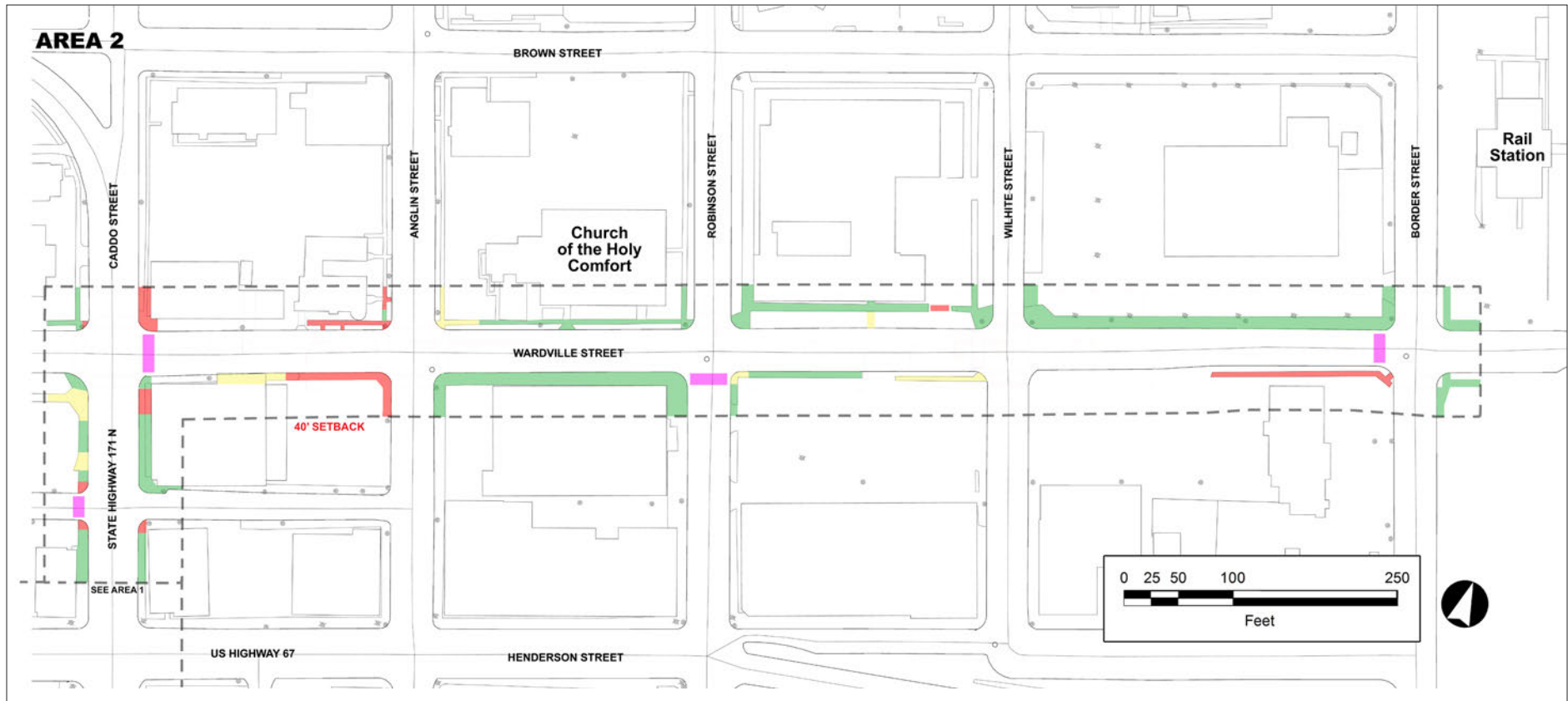
- Good** - ADA Compliant
- Fair** - Minor Repair or Improvements Needed to be ADA Compliant
- Bad** - Inaccessible - Major Repairs Needed OR No Sidewalk

**Cross Walks**

- Marked Cross Walk
- Unmarked/Faded Striping

**General note:**

The sidewalk review wraps around street corners for a distance of 40' measured from the intersection of the existing curb lines. This makes provision for future bulb-outs up to the edge of the first parallel parking space.



Map 7 Functionality and Maintenance - Area 2

**Functionality/Maintenance**

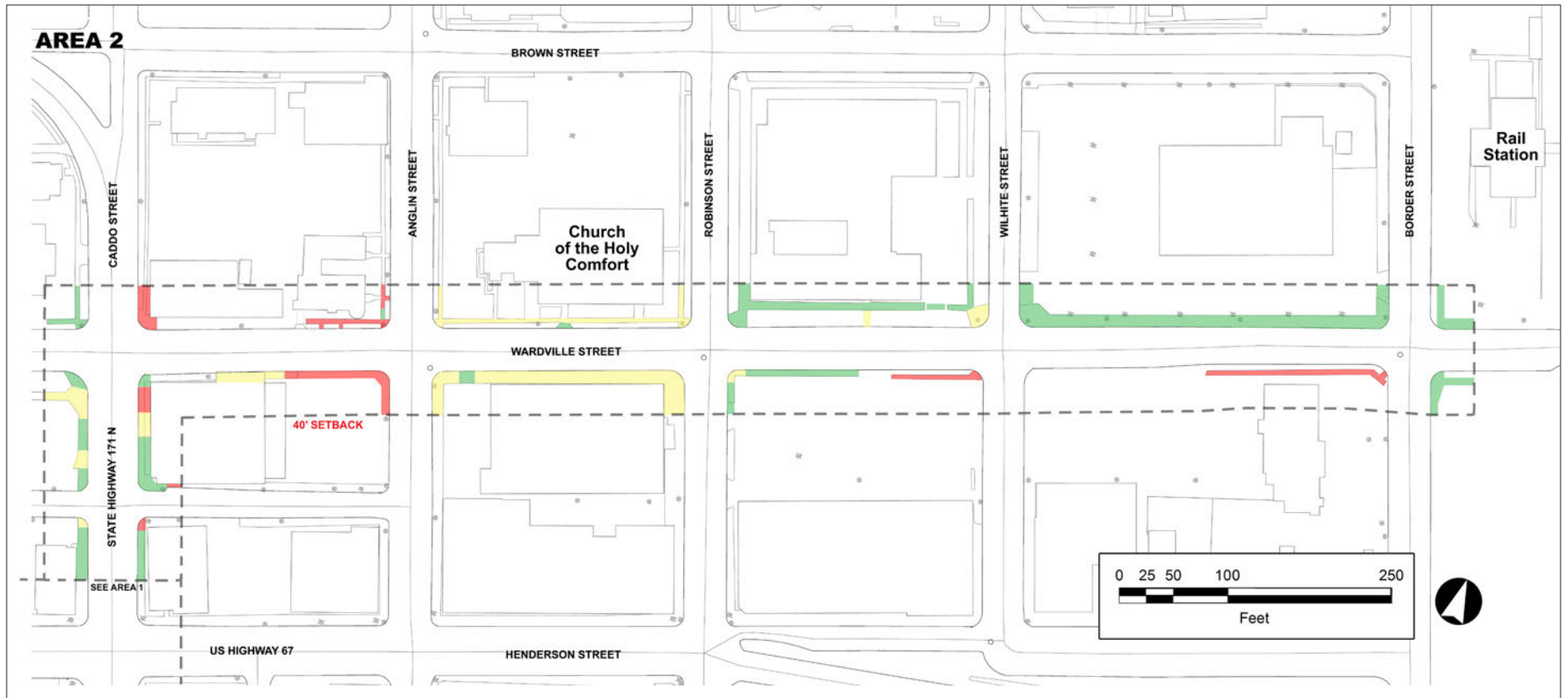
**Sidewalks**

- Good**
- Fair - Minor Improvements Needed**
- Bad - Non Functional - Major Improvements or Repairs Needed**

**Cross Walks**

- Road Surface Uneven/ in Disrepair**

**General note:**  
 The sidewalk review wraps around street corners for a distance of 40' measured from the intersection of the existing curb lines. This makes provision for future bulb-outs up to the edge of the first parallel parking space.



Map 8 Aesthetics and Comfort - Area 2

**Aesthetics and Comfort Sidewalks**

- Good**
- Fair - Minor Improvements Needed**
- Bad - Unattractive and/or Uncomfortable Major Improvements Needed**

**General note:**

The sidewalk review wraps around street corners for a distance of 40' measured from the intersection of the existing curb lines. This makes provision for future bulb-outs up to the edge of the first parallel parking space.



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